

# **LAND AND WATER USE ALTERNATIVES**



## BACKGROUND

As described in the Introduction, this plan has been jointly developed by the three managing agencies, with extensive assistance from a full range of diverse interests meeting as the Lower St. Croix Planning Task Force. This process began with recognition of the riverway's outstandingly remarkable values, development of two principle statements, development of four purpose statements, development of three significance statements, identification of eight exceptional resources and values, creation of a vision statement, and development of 13 planning assumptions.

The agencies (again with the assistance of the planning task force) then set about developing a range of alternatives, each of which would be consistent with those foundation statements. Two of the alternatives originally developed were later eliminated from detailed study because they were not consistent with those foundation statements. The remaining four alternatives are described in this chapter as alternatives A, B, C, and D along with the no-action alternative, which is alternative E.

The next step was development of a preferred alternative, which again needed to be consistent with the foundation statements. It was created in a series of public workshops to enable all of the riverway's diverse viewpoints to be heard. The outcome was, understandably, a compromise alternative. The three managing agencies do not have exactly the same mission or perspective on natural resource manage-

ment, on private lands management, or on recreational use management. The riverway's public interests were even more varied. Some viewpoints were clearly outside the scope of the foundation statements so were not considered in development of the preferred alternative; views that fell under the umbrella of the foundation statements remained fairly diverse. In fact, accommodating multiple interests in the riverway, including diverse recreational uses, became a hallmark of the preferred alternative.

While there are many issues that confront managers of the riverway (see the "Issues" section) primary issues that drive management are development on lands within and adjacent to the riverway and the intensity of recreational use (including conflicts among users). Both of these issues result from the riverway's proximity to a large metropolitan area. These issues dominate management of the riverway and in turn drive all other management strategies. As a result, the alternatives are all described primarily in the context of land development controls and recreational boating management. While other resource management areas (rivers, forests, wilderness areas, etc.) might focus management on wildlands, unique vegetation, or certain animals, management of this riverway is driven primarily by people management; other resources can be managed only in the context of how human activity is managed.

## **PREFERRED ALTERNATIVE: PROTECT AND ENHANCE RIVERWAY'S DIVERSE CHARACTER**

### **MANAGEMENT CONCEPT**

One hallmark of the Lower St. Croix National Scenic Riverway is its diversity. Both its landscape character and its water-based recreation reflect diverse uses. Surface water recreation reflects the diversity of the surroundings: experiences range from the quiet solitude of a nonmotorized area to a very social and highly motorized environment. The preferred alternative would provide greater emphasis than ever to ensure continuation and enhancement of the Lower St. Croix National Scenic Riverway's diversity.

In the future it is likely that there will be increased demands for development within and adjacent to the lower riverway. This alternative would maintain long stretches of the lower riverway's natural and rural landscape, while allowing limited, planned, development in municipalities that is consistent with the historic character of the riverway's communities. Protection of natural resources, including the valley's important biological diversity, would be enhanced. Riverway users on the river would continue to find opportunities to engage in a wide range of recreational experiences. (Appendixes A and B respectively describe guidelines for suggested changes in the states' land use rules and water surface use regulations to achieve the above desired conditions.)

### **LAND USE**

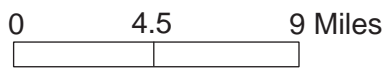
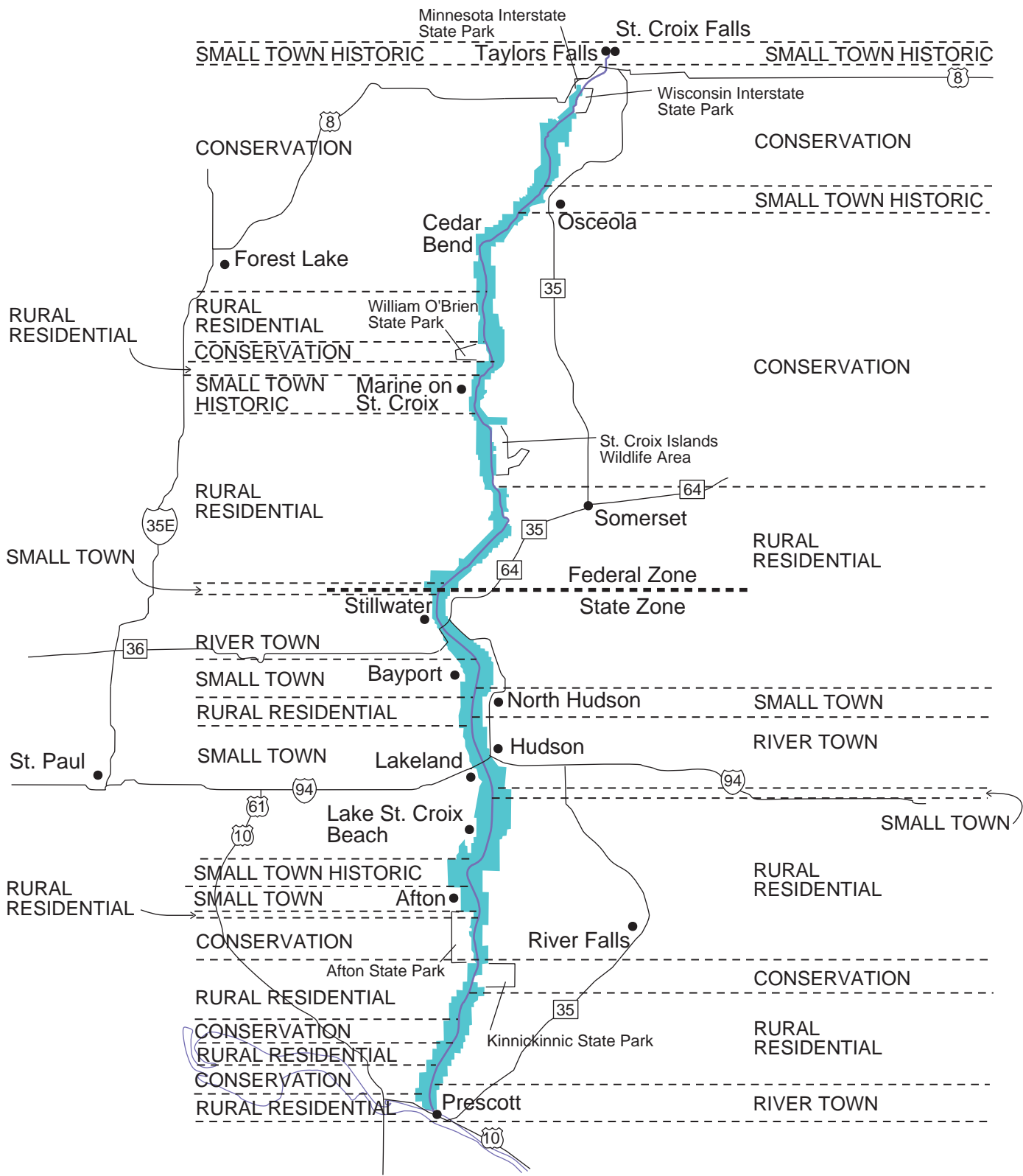
The "Preferred Alternative: Land" map on page 66 shows the location and distribution

of management areas under the preferred alternative; table 3 shows the percentages of how much of the riverway would be included in each management area, while table 4 identifies the boundaries of the management areas. The management area allocation is intended to maintain long stretches of the river in a natural condition, while still allowing development in municipalities. As the figure and tables indicate, the majority of the lands along the riverway would be designated as rural residential (38%) and conservation (39%) management areas. Most of the conservation management areas would be north of Stillwater. The rest of the lands would be included in small town (12%), river town (5%), and small town historic (5%), management areas, all of which would be scattered throughout the riverway.

Under the preferred alternative limited new development could occur within existing municipalities along the riverway. In the river town management area, development would be guided by the community's underlying plans and ordinances. In the river town and small town historic management areas, new development would be allowed providing it was consistent with the historic character of the communities. New development also might be in the small town management areas, provided the existing large-lot, single-family character of the areas do not change. There are few industrial uses within the riverway; should an industrial site ever be abandoned, the most desirable future use of the riverfront portions of those properties would be public park.

# PREFERRED ALTERNATIVE: LAND

## Lower St. Croix National Scenic Riverway



- St. Croix River
- Lower St. Croix NSR
- Major Highways

**TABLE 3: LAND MANAGEMENT AREA DISTRIBUTIONS (%) UNDER THE PREFERRED ALTERNATIVE**

Management Area	Minnesota %	Wisconsin %	Overall Riverway %
River town	5	6	5
Small town historic	7	4	5
Small town	20	4	12
Rural residential	34	43	38
Conservation	35	43	39

**TABLE 4: LAND MANAGEMENT AREA BOUNDARIES IN THE PREFERRED ALTERNATIVE**

Land Segment	Management Area
<b>Minnesota</b>	
Taylor's Falls	Small town historic
Interstate Park to south end of McLeod's Slough	Conservation
South end of McLeod's Slough to north edge of William O'Brien State Park	Rural residential
William O'Brien State Park	Conservation
South end of William O'Brien State Park to southern tip of Greenburg Island in Marine-on-St. Croix	Rural residential
Southern tip of Greenburg Island in Marine-on-St. Croix to southern boundary of Marine-on-St. Croix's Butternut Falls Addition	Small town historic
Southern boundary of Marine-on-St. Croix's Butternut Falls Addition to north limits of Stillwater	Rural residential
North end of Stillwater to train station	Small town
Train station to north limits of Bayport	River town
Bayport	Small town
South limits to Bayport to Hudson railroad bridge	Rural residential
Hudson railroad bridge to north end of old Afton Village	Small town
Old Afton Village	Small town historic
South part of Afton: (north end of River Road to south end of river road)	Small town
South end of River Road in Afton to Afton State Park	Rural residential
Afton State Park	Conservation
South end of Afton State Park to north boundary of St. Croix Bluffs Regional Park	Rural residential
St. Croix Bluffs Regional Park	Conservation

Land Segment	Management Area
South end of St. Croix Bluffs Regional Park to north end of Carpenter Nature Center	Rural residential
Carpenter Nature Center	Conservation
South end of Carpenter Nature Center to the Mississippi River	Rural residential
<b>Wisconsin</b>	
St. Croix Falls	Small town historic
Interstate Park to north limits of Osceola	Conservation
Osceola	Small town historic
South end of Osceola to Arcola high bridge	Conservation
Arcola high bridge to the south edge of St. Croix Station subdivision in North Hudson	Rural residential
South edge of St. Croix Station subdivision to Orange Street	Small town
Orange Street to Mayer Road extended	River town
Mayer Road extended to Riverview Drive extended	Small town
Riverview Drive extended to north end of Kinnickinnic State Park	Rural residential
Kinnickinnic State Park	Conservation
South end of Kinnickinnic State Park to north end of Prescott	Rural residential
Prescott to the Mississippi River	River town

The emphasis in this alternative would be to ensure the overall character of the municipalities did not significantly change. Some state land use regulations would be relaxed in the river town, small town historic, and small town management areas to give local governments greater flexibility over land use. (See the guidelines in appendix A for further details on suggested changes to the states' existing land use regulations.)

Although there would be more flexibility than there is today in managing developments in municipalities, new developments and their effects would continue to be monitored within municipalities. To ensure that the character of the communities does not significantly change, and to help mini-

mize impacts on adjacent rural areas, the riverway managing agencies would encourage local governments to cluster new development in the riverway towns. Local governments also would be encouraged to protect historic values in the river town and small town historic management areas through several methods. Examples of these methods would be adaptive reuse of existing historic structures, adoption and enforcement of historic preservation ordinances, and adoption of architectural standards that require new development to be consistent with the historic community character.

Outside municipalities, landowners would be encouraged to maintain the natural character of the landscape, particularly the

blufflines, to the presettlement condition as seen from the water. Much of the land from Taylors Falls to just above the north limits of Stillwater would be designated as conservation. This stretch contains the least disturbed portions of the lower riverway. The conservation designation would help ensure that the natural character of this stretch is maintained (and restored where possible). Recreational structures, such as toilet buildings, on this stretch would be screened by vegetation where practical. Boat access points would continue to be designed primarily for carry-in use and launching of small boats.

Limited new developments could still be allowed in rural residential management areas, so long as they complied with land use regulations. (See the proposed state land use guidelines in appendix A for further details regarding new residential developments.) For Minnesota and Wisconsin Interstate State Parks and St. Croix Bluffs Regional Park, the emphasis would be on maintaining current conditions and uses. The northern unit of Minnesota Interstate State Park, the potholes-Glacial Garden area, is being managed toward a ca. 1890 historic vista. The southern unit is being managed in a more natural state. At William O'Brien State Park the emphasis would be on keeping the appearance of a natural landscape as seen from the water. For Afton and Kinnickinnic State Parks new facilities and development would be consistent with adjacent riverway land management area designations — no changes would occur in the overall natural/development character of these two parks.

## VEGETATIVE MANAGEMENT

The primary goals for vegetative management would be to screen structures from view as seen from the river and prevent disturbance of environmentally sensitive areas such as steep slopes or riverfront bluffs.

A secondary goal would be to encourage and promote vegetative management actions that would maintain and restore historically and ecologically significant plant communities and enhance diversity. Successional climax forest and pre-settlement disturbed oak savanna would be the preferred forest ecotype examples of significant plant communities. However, throughout the lower riverway, vegetative screening of existing structures and potential development sites would take priority over restoration and maintenance of significant plant communities.

This alternative would place emphasis on voluntary actions, coupled with education and stewardship, to preserve and restore plant communities. Removal of exotic species would be encouraged on all lands within the riverway. Control of insects and disease would be recommended if there would be a high likelihood that outbreak would threaten large areas of vegetative cover within the lower riverway or threaten to infest adjacent lands. In addition, pruning or removal of hazard trees would continue to be allowed. Hazard trees would be trees that exhibit damage resulting from insect, disease, age, or storm, and, if they were to fall, would be a safety risk to people or property. Pruning of normal tree growth to prevent property damage would also be allowed.

On local government lands voluntary efforts would be encouraged to maintain and restore preferred forest cover. On state and federal lands the managing agencies would maintain and restore preferred forest types. Vegetation on NPS fee lands would continue to be managed in accordance with NPS policies to perpetuate native plant communities. Plant succession would generally not be interfered with except to protect life or property, convert existing tree plantations to nonmonocultures or mixed species communities, maintain native plant community diversity (e.g., prevent loss of prairie and oak savanna), and maintain habitat for threatened and endangered species. Manipulation of plant communities to maintain threatened and endangered species habitat would be carried out in a manner designed to restore or enhance the functioning of the plant and animal community of which the endangered species is a natural part.

On private lands voluntary efforts would also be encouraged to maintain and restore preferred forest cover so long as these efforts did not conflict with maintaining visual screening of existing structures and potential development sites. State regulations that restrict vegetation management on private lands would be revised to allow maintenance and restoration of the natural diversity and ecological integrity of significant plant communities. A variety of management techniques, such as planting, seeding, pruning, thinning, harvesting, prescribed burning, and clearing, would be allowed and encouraged on private lands in both states to accomplish this goal. Federal and state scenic easements would be revised on a volunteer basis with individual landowners to allow these management techniques.

A specific action that would be taken to encourage significant plant communities concerns lands enrolled under forest tax law programs on the Wisconsin side of the riverway. (Minnesota does not have an equivalent law regarding forest management.) Under this alternative the Wisconsin Department of Natural Resources would pursue an amendment to the state land use standards within the riverway (Chapter NR 118). Under the proposed amendment landowners could develop a forest management plan with department approval that would protect the scenic quality of the river, prevent disturbance of environmentally sensitive areas such as steep slopes or riverfront bluffs, and allow vegetation to be managed in a manner that would maintain significant plant communities.

## **RIVER CROSSINGS**

Being a linear resource near a growing metropolitan area, there is frequent interest in building new crossings of the riverway. Crossings come in three forms: bridges for roads, railroads, pedestrians; overhead wires for communications and electrical energy; and under-river crossings (often called submarine crossings) for communications, electrical energy, and material such as fuel or natural gas.

The long-term goal for this alternative would be to reduce the number and size of visible river crossings. The managing agencies would encourage safe, compatible, multiple uses of existing corridors and structures that cross the riverway. All proposed changes to river crossings or corridors would require site-specific environmental evaluations and approval from applicable local, state, and federal

agencies. The impacts of each proposal would be analyzed and documented before the managing agencies permit any change in a river crossing or corridor.

There would be no net increase in the number of transportation corridors. In general, transportation corridors would be replaced in or adjacent to the existing corridor. Existing transportation corridors could be relocated only if all of the following are true: 1) the need for the project is clearly justified, 2) the project is consistent with state and regional transportation plans, 3) there is no feasible and prudent alternative to relocating the corridor, and 4) all built elements of the existing corridor are removed and the corridor is restored to natural conditions. Existing corridors are defined as being roughly equivalent to the existing approach rights-of-way. Existing bridges could be replaced with new bridges provided that existing structures were removed.

Increased capacity within an existing transportation corridor could be expanded by widening an existing bridge or by constructing a parallel structure to an existing bridge so long as items 1 and 2 above are true.

Any new bridge or alteration of an existing bridge must be of a scale and character that minimizes impact to the values for which the area was designated under the National Wild and Scenic Rivers Act (scenic, recreational, geologic). Construction projects must include appropriate mitigation to compensate for any impact on these values.

Utility lines could be replaced and new lines could be added to existing crossings. In addition, new lines could be placed under existing bridges. However, no new

utility corridors would be permitted to cross the river, and existing line towers could not be made larger. Consolidation of utility line crossings also would be encouraged.

Submarine crossings could be expanded (i.e., the size and number of lines could be increased) or relocated to an existing corridor. New submarine crossings also could be permitted provided there were no visual impacts. However, the crossing technique having the least impact on the riverway's outstandingly remarkable values and impact on the resource would be required. Natural vegetation would be maintained as much as possible along utility line rights-of-way that cross the riverway. Clearcutting of rights-of-way for pipeline inspections would be prohibited.

If any river crossing project would require any construction below the ordinary high water mark, the National Park Service would review the project, including the mitigation plan, pursuant to section 7 of the Wild and Scenic Rivers Act. The National Park Service would determine whether the project would or would not have a direct and adverse effect on the values for which the river was designated. If the NPS found that the project would result in a direct and adverse effect, no federal funding, licenses or permits would be issued for its construction.

## **ISLAND AND PUBLIC SHORELINE MANAGEMENT**

North of Stillwater public day use of publicly owned islands and shoreline areas generally would continue.

Camping in the three state parks in the area would continue to be allowed only in designated campgrounds. On federal lands managed by the National Park Service, camping would continue to be prohibited in two areas:

- From Taylors Falls/St. Croix Falls to 1,200 feet south of Franconia Landing (the upper entrance to Close Slough)
- For 1,200 feet north and south of the Highway 243 bridge at Osceola

In addition, camping would continue to be prohibited from the southern tip of Greenburg Island to the upper entrance to Dead Man's Slough (opposite the city of Marine on St. Croix) until a comprehensive river use/camping management plan is completed. Once this plan is in place, camping might occur on this stretch of river at designated sites that would suit campers' needs only as long as there was no significant impact on the resource and adjacent riparian landowners.

On all other public lands north of Stillwater, several management actions could be instituted to minimize user conflict, to mitigate resource impacts, and to protect adjacent private landowner property rights. Each of the following management options could be instituted either individually or all at the same time, depending on local conditions.

Camping zones would be identified in a river use/camping management plan that might identify broad zones where camping could and could not occur. If this management option proved unsuccessful in preventing user conflicts and protecting cultural and natural resources and private landowner property rights, camping within a particular zone, or in all zones, would be

restricted to designated sites only. When demand for sites exceeded the number of available sites, a reservation system could be instituted to allocate a certain number of sites in advance; other sites would remain first-come, first-served. In addition, the National Park Service could institute at any time, in compliance with national policy and regulations, a camper user fee system.

South of Stillwater, use of the Hudson Islands and day use of publicly owned shoreline areas would continue to be minimally regulated. To resolve sanitation problems on the Hudson Islands users would be required to have portable toilets to transport human wastes off the islands unless the managing agencies, local government, or volunteer organization provided public facilities for this purpose. Camping in the two state parks and one regional park in the area would continue to be allowed only in designated areas.

Regardless of other management strategies camping on all public areas would be subject to a seven-night stay limit at any one site and a 30-night limit for the entire summer season at all sites. Camping equipment also could not be left unattended for more than 24 hours.

## **WATER SURFACE USE**

One of the unique characteristics of the Lower St. Croix National Scenic Riverway is the diversity of surface water recreational experiences users can find in a relatively small area, ranging from quiet solitude to faster or more social experiences. Under the preferred alternative river users would be assured of finding opportunities to engage in a variety of recreational experiences far into the future. In general, exist-

ing access to the riverway would not change. To provide opportunities for quiet solitude, watercraft would be required to operate at no-wake speed in all backwaters north of Stillwater. The main channel between Taylors Falls and the Arcola sandbar would provide a relatively quiet experience for nonmotorized and slow-moving motorized craft. Between the Arcola sandbar and the north limits of Stillwater, motorized and nonmotorized recreational boaters would continue to use the braided channel and wooded islands. Below the north limits of Stillwater, recreational users, primarily motorboaters, would continue to enjoy the open, lake-like section of the river. As motorboat densities increased, restrictions such as speed limits and slow no-wake zones, would be imposed to ensure safe conditions for all users and to minimize or avoid conflicts between different user activities. (See appendix B for suggested changes in the states' regulations that may be imposed on water users.)

The "Preferred Alternative: Water" map on page 74 and table 5 show the location and distribution of water management areas. In the preferred alternative all of the lower riverway above the north limits of Stillwater would be designated as natural, quiet, and moderate recreation management areas, while below the north limits of Stillwater the riverway would be designated as active social recreation waters. The active social recreation management area would cover the largest portion of the lower riverway's main channel (25 miles), followed by quiet waters (22 miles) and

moderate recreation waters (5 miles). All backwaters north of Stillwater would be designated as natural waters (27 miles). The boundaries of the water management areas would be as follows from north to south:

**Water Use Management From Taylors Falls to Arcola Sandbar**

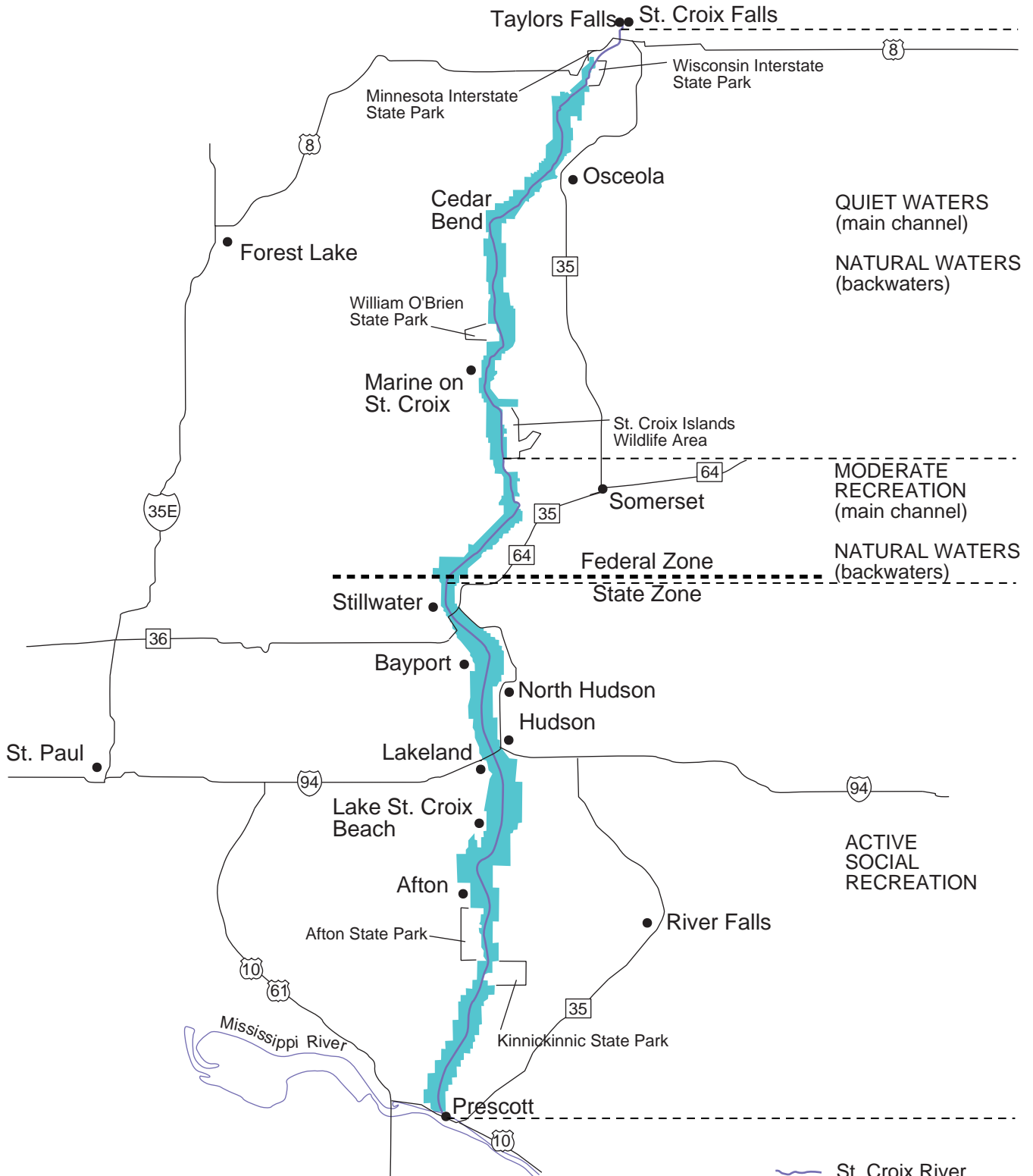
The main channel would be managed as quiet waters, while 22 miles of the backwaters would be managed as natural waters. This would help ensure that opportunities for quiet and solitude do not significantly change.

**Water Use Management From Arcola Sandbar to the North Limits of Stillwater**

All of the main channel in this stretch (5 miles) would be a moderate recreation management area, while the backwaters (5 miles) would be a natural waters management area. This allocation is intended to maintain existing recreational opportunities: the moderate management area would provide a variety of boat types, primarily powerboats, traveling at moderate speeds, while the natural waters designation would provide opportunities for quiet and solitude.

# PREFERRED ALTERNATIVE: water

## Lower St. Croix National Scenic Riverway



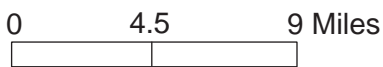
QUIET WATERS  
(main channel)

NATURAL WATERS  
(backwaters)

MODERATE  
RECREATION  
(main channel)

NATURAL WATERS  
(backwaters)

ACTIVE  
SOCIAL  
RECREATION



- St. Croix River
- Lower St. Croix NSR
- Major Highways

**TABLE 5: WATER MANAGEMENT AREA BOUNDARIES IN THE PREFERRED ALTERNATIVE**

Area	Classification
Backwaters north of Stillwater	Natural
Main channel from Taylors Falls to Arcola sandbar	Quiet
Main channel from Arcola sandbar to north limits of Stillwater	Moderate
Stillwater to Prescott/Point Douglas	Active Social Recreation

**Water Use Management From the North Limits of Stillwater to Prescott**

All of this stretch (25 miles) would be designated as an active social recreation management area. Recreational users would be permitted to use powerboats and pursue a variety of recreational uses (including sailing and waterskiing). A speed limit for powerboats would be imposed to ensure boater safety and to enhance enjoyment of the scenic resource. One public access point would be added to this stretch, south of Stillwater near the Allan S. King power plant, in part replacing an access in Stillwater that is being closed.

**NAVIGATION CHANNEL MAINTENANCE**

In 1866 Congress authorized the U.S. Army Corps of Engineers to maintain a 3-foot navigation channel from Taylors Falls to the Mississippi River. Maintenance of the 3-foot channel was originally intended to provide a navigable channel for steamboats. Although some snag removal has been done since the end of the steamboat era on the St. Croix River around 1915, the Corps has not dredged the 3-foot channel

since then and has not removed snags in recent years.

The U.S. Army Corps of Engineers (Corps) has not maintained the 3-foot navigation channel between Taylors Falls and the Arcola Sandbar (river mile 31.0) in many years. As a result, prevailing shallow water levels at the sandbar effectively limit the majority of motorboat use to that portion of the river south of the sandbar. Above the sandbar, use is a mix of canoes and motorboats, with predominantly canoe use north of Cedar Bend. These conditions would likely change if water levels changed at the sandbar.

To ensure that opportunities for a diversity of recreational experiences continued to be provided on the Lower St. Croix, it is important that channel maintenance does not resume north of the Arcola Sandbar. Thus, under the preferred alternative the managing agencies would recommend that Congress deauthorize the 3-foot navigation channel between the NSP dam and the Arcola Sandbar. The managing agencies would work with the Corps to pursue this change in legislation.

No changes would be proposed regarding the Corps' authority to maintain a 3-foot navigation channel from the Arcola sandbar down to river mile 24.5 at Stillwater. This would allow limited snag removal when necessary for safe motorized use.

The Corps is also authorized to maintain a 9-foot navigation channel from Stillwater (river mile 24.5) down to the confluence with the Mississippi River at Prescott.

While channel maintenance has historically involved dredging at Hudson, Catfish Bar, and the Kinnickinnic Narrows, the Corps' *Upper Mississippi River Channel Maintenance Management Plan* (U.S. Army Corps of Engineers 1997) indicates that only the Kinnickinnic Narrows is expected to require dredging over the next 40 years. Given this, under the preferred alternative the managing agencies would support continued maintenance of the navigation channel. No changes would be recommended to the channel's existing vertical clearance standards, which all existing bridges meet. However, the managing agencies would recommend that the Corps reduce the maintained channel width from 200 feet to 100 feet at the Kinnickinnic Narrows. A mussel survey would be required before maintenance dredging could occur at the Kinnickinnic Narrows. Dredged material would continue to be placed where it could be reused for beneficial purposes while minimizing impacts to aquatic resources, as described in the *Upper Mississippi River Channel Maintenance Management Plan*. Any watercraft entering the riverway to conduct dredging activities and buoy-tending would be checked and cleaned if necessary in a manner consistent with the zebra mussel prevention plan.

## **CULTURAL RESOURCES MANAGEMENT**

For the purposes of this plan, cultural resources are museum objects, historic properties listed on the National Register of Historic Places, or properties that are eligible for listing on the register. Historic properties on or eligible for listing on the national register include archeological sites, or historic buildings, structures, objects, sites, and districts. In addition to national register properties, cultural resources are also traditional cultural properties (including those associated with American Indians) and historic landscapes (both designed and vernacular). The lower riverway and adjoining areas include properties currently listed on the national register, properties determined to be eligible for listing on the register, and some properties that have been identified but not yet evaluated. (See appendix F for a list of properties that are either on the national register or eligible for listing.) Cultural resources within the riverway boundary are located on NPS fee land, nonfederal public land, private land (including parcels with NPS scenic easements), and potentially in the river itself (e.g. shipwrecks, other submerged resources).

The National Park Service currently has several efforts underway to identify and evaluate historic buildings, structures, and landscapes in the riverway. These include: a historic resource study, to establish the broad historic context of the region; the List of Classified Structures, which evaluates NPS-owned properties; and the cultural landscape inventory, which identifies and evaluates significant cultural landscapes in and adjacent to the riverway. Other efforts currently underway are a cultural sites inventory and an

archeological and ethnographic overview and assessment. These efforts focus solely on the portion of the lower riverway administered by the National Park Service and on historic properties located on National Park Service fee lands.

In the preferred alternative the managing agencies would work together to inventory, evaluate, and protect the riverway's cultural resources. All three managing agencies should better utilize their own internal expertise on cultural resource issues to better protect the riverway's cultural resources. The National Park Service would continue its efforts to identify and evaluate historic buildings, structures, cultural landscapes, archeological and ethnographic resources, and other cultural sites on the federally administered portion of the lower riverway in the state-administered portion of the riverway. The Minnesota and Wisconsin state historic preservation offices, American Indian interests, and private property owners would be responsible for the identification, preservation and interpretation of historic properties. The National Park Service would support this effort by performing research on the historic contexts of the region. National Park Service staff would work with these groups where appropriate in developing protection and treatment strategies and priorities. Property owners and managing partners would work together to develop challenge cost share grants and other cooperative ventures to preserve historic properties throughout the state-administered zone. The National Park Service would assist the state historic preservation offices in promoting the identification, evaluation and protection of historic properties by local governments, landowners and private institutions in areas

that visually affect the river outside the riverway boundary.

Previously unidentified archeological sites might be encountered as the result of future excavations or other ground disturbances. Archeological surveys would precede any future ground disturbing activities undertaken by the managing agencies. These surveys would be conducted under the provisions of section 106 of the National Historic Preservation Act, in consultation with the Minnesota or Wisconsin state historic preservation offices. While section 106 typically applies only to federal actions, in this case actions by the state managing agencies within the riverway would voluntarily comply with the spirit of section 106, following procedures to be developed in cooperation with the state historic preservation office and consistent with state statutes and rules.

Local governments would be strongly encouraged and relied upon to play a key role in protecting historic properties. The managing agencies, in cooperation with the state historic preservation offices and local preservation organizations, would encourage local government efforts. These actions would include historic preservation measures in county comprehensive plans and other regional plans; establishment of local historic preservation ordinances; participation in the certified local government program administered by the state historic preservation offices; and development of incentives (e.g., grants, loans, tax breaks) for the rehabilitation of historic buildings or preservation of archeological sites. The managing agencies also would increase their efforts to educate the public on the value of the lower riverway's cultural heritage.

Under the preferred alternative, local governments would be required to adopt and enforce historic preservation ordinances and historic-theme architectural standards for use in the river town and small town historic districts.

## LAND PROTECTION/BOUNDARY ADJUSTMENTS

### Land Protection

The goals for riverway land protection are to protect the ecological integrity, scenic character, geologic resources, and cultural and historic resources of lands within the boundary of the Lower St. Croix National Scenic Riverway while providing for public use and enjoyment. The National Park Service has essentially completed acquiring land and interests in land as identified in the *Land Protection Plan* for the federally administered zone. The state DNRs would provide the opportunity for landowners to participate in a variety of land protection programs, such as forest stewardship plans and other land stewardship programs. Land protection needs and opportunities for areas outside the riverway that affect the integrity and character of the riverway would be addressed in the *Watershed Stewardship Initiative*.

The following tools and opportunities could be used in developing the land protection program:

- At a minimum, local zoning in conformance with state minimum standards would continue to apply to all lands within the riverway, as published in the *Federal Register* between the dam at St. Croix Falls/Taylor Falls, and the confluence with the Mississippi River.

(The state departments of natural resources would pursue revision of the state minimum standards based on the suggested land use guidelines in appendix A.)

- Agencies would evaluate alternative methods of protection other than acquisition (e.g., cooperative agreements, environmental regulations, local zoning ordinances, private land stewardship). There would be support for greater use of land trusts and other nonregulatory and nongovernmental land protection methods.
- Agencies would renegotiate scenic easements where needed to include provisions for natural and cultural resource protection and modifications of vegetation management practices.
- NPS and state ownership of lands north of Stillwater might be modified to improve administration.
- Agencies would encourage inclusion of historic preservation measures in county comprehensive plans and other regional plans and establishment of local historic preservation ordinances.
- Agencies would encourage state and local incentives (e.g., grants, loans, tax breaks) for the rehabilitation of historic buildings or preservation of archeological sites.

The land protection program for the lower riverway addresses only those lands within the authorized boundary of the riverway. However, lands outside the riverway are also integral to the integrity and character of the riverway. The *Watershed Stewardship Initiative* will address land protection opportunities in the greater watershed.

### **Boundary Adjustments**

There is a small gap in the boundary on the north edge of Wisconsin's St. Croix Islands Wildlife Area resulting from an error in the original delineation of the riverway boundary. The riverway boundary would be extended to cover this area. Another minor boundary adjustment has been pro-

posed in Bayport to remove part of a residential area that is not near the river.

If other minor boundary adjustments were identified, they would be referred to the Lower St. Croix Management Commission for review and possible boundary adjustments.

## **ALTERNATIVE A: DIRECTED LAND DEVELOPMENT AND INCREASED RECREATIONAL USE LEVELS**

### **MANAGEMENT CONCEPT**

As in the preferred alternative, the managing agencies would seek to maintain long stretches of the lower riverway's natural and rural landscape, while allowing limited, planned, development within the riverway boundary that was consistent with the historic character of the riverway's communities. Alternative A would differ from the preferred alternative in that a greater proportion of the lower riverway would be included in the river town, small town historic, or small town management areas. Users on the river would continue to find opportunities to engage in a wide range of recreational experiences. Unlike the preferred alternative, as long as users were not causing significant damage to the riverway's exceptional resources or posing safety hazards to others, no efforts would be made to regulate user activities.

### **LAND USE**

The "Alternative A: Land" map on page 81 shows the location and distribution of management areas under this alternative; table 6 shows the percentages of how much of the riverway would be included in each management area, while table 7 identifies the boundaries of the management areas. The management area allocation is intended to maintain long stretches of the river in a natural condition, while still allowing development in the existing municipalities and areas adjacent to the municipalities. As the figure and tables indicate, the majority of the lands along the riverway would be designated as rural

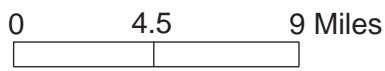
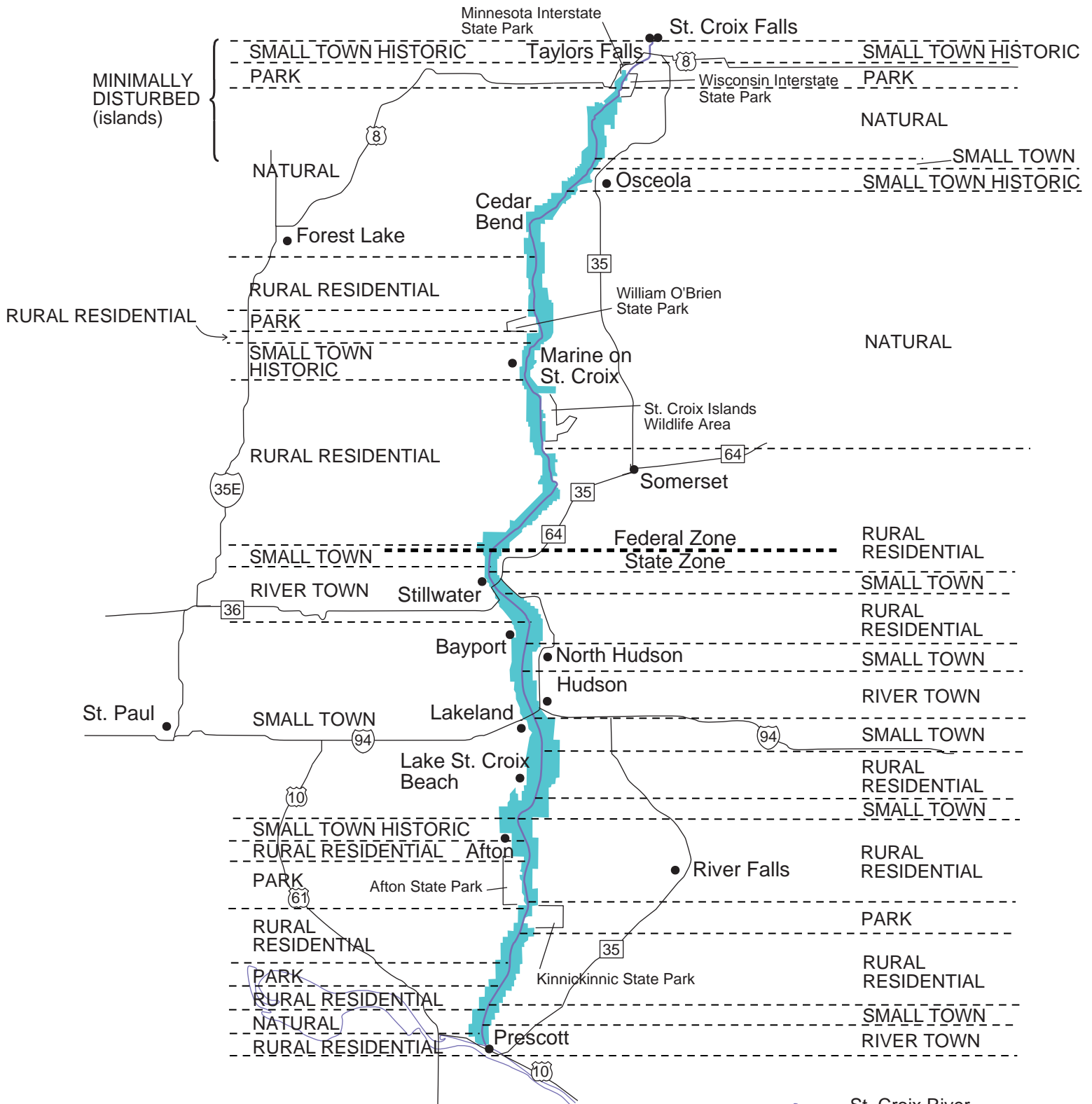
residential (34%) and natural (32%) management areas, although most of the natural management areas would be north of Stillwater. The remaining lands would be included in small town, park, river town, and small town historic management areas, all of which would be scattered throughout the riverway.

Limited new residential and commercial development could occur within the municipalities along the riverway. In the river town and small town historic management areas new development would be allowed provided it was consistent with the historic character of the communities. New development also could occur in the small town management areas, provided the large-lot, single-family character of the areas did not change. There are few industrial uses within the riverway; should an industrial site ever be abandoned, the most desirable future use of the riverfront portions of those properties would be public park.

The emphasis in this alternative would be to ensure that the overall character of the communities did not significantly change. Consequently, there would be less control by the riverway managing agencies on specific developments within the municipalities compared to the present. Some state land use regulations would be relaxed in the river town, small town historic, and small town management areas to give local governments greater flexibility over land use, development density, structure height, etc. Standards regarding such features as decks and residential additions also would be relaxed in the small town management areas.

# alternative a: LAND

## Lower St. Croix National Scenic Riverway



- St. Croix River
- Lower St. Croix NSR
- Major Highways

**TABLE 6: LAND MANAGEMENT AREA DISTRIBUTIONS (%) UNDER ALTERNATIVE A\***

Management Area	Minnesota (%)	Wisconsin (%)	Overall Riverway (%)
River Town	7	4	5
Small Town Historic	6	4	5
Small Town	19	10	14
Rural Residential	33	35	34
Park	14	6	10
Natural	22	42	32
Minimally Disturbed	0	0	0

\*Percentages do not necessarily add up to 100% due to rounding.

**TABLE 7: LAND MANAGEMENT AREA BOUNDARIES IN ALTERNATIVE**

Land Segment	Management Area
<b>Minnesota</b>	
Taylors Falls	Small town historic
Interstate Park	Park
South end of Interstate Park to south end of McLeod's Slough	Natural
South end of McLeod's Slough to north end of William O'Brien State Park	Rural residential
William O'Brien State Park	Park
South end of William O'Brien State Park to southern tip of Greenburg Island in Marine-on-St. Croix	Rural residential
Southern tip of Greenburg Island in Marine-on-St. Croix to southern boundary of Marine-on-St. Croix's Butternut Falls Addition	Small town historic
Southern boundary of Marine-on-St. Croix's Butternut Falls Addition to north limits of Stillwater	Rural residential
North limits of Stillwater to the south end of Dutch Town	Small town
South end of Dutch Town to north end of Bayport	River town
North limits of Bayport to north limits of old Afton Village	Small town
Old Afton Village	Small town historic
South end of old Afton Village (north end of River Road) to north end of Afton State Park	Rural residential

<b>Land Segment</b>	<b>Management Area</b>
Afton State Park	Park
South end of Afton State Park to north boundary of St. Croix Bluffs Regional Park	Rural residential
St. Croix Bluffs Regional Park	Park
South end of St. Croix Bluffs Regional Park to north end of Carpenter Nature Center	Rural residential
Carpenter Nature Center	Natural
South end of Carpenter Nature Center to Mississippi River	Rural residential
<b>Wisconsin</b>	
St. Croix Falls	Small town historic
Interstate Park	Park
South end of Interstate Park to north limits of Osceola	Natural
Osceola	Small town historic
South end of Osceola to north end of Twin Springs subdivision	Natural
North end of Twin Springs subdivision to south edge of St. Croix Station subdivision in North Hudson	Rural residential
South edge of St. Croix Station subdivision in North Hudson to Orange Street	Small town
Orange Street to I-94 bridge	River town
I-94 bridge to YMCA Camp	Small town
YMCA Camp to north end of Kinnickinnic State Park	Rural residential
Kinnickinnic State Park	Park
South end of Kinnickinnic State Park to north end of Cedar St. Croix subdivision	Rural residential
North end of Cedar St. Croix subdivision to north end of Prescott	Small town
North end of Prescott to Mississippi River	River town

Although there would be more flexibility in managing developments in municipalities in alternative A, the riverway managing agencies would continue to monitor new development within the communities and their effects. To ensure that the character of the municipalities did

not significantly change, and to help minimize impacts on adjacent rural areas, the riverway management areas would encourage local governments to cluster new development in the riverway towns. Local governments also would be encouraged to protect historic values in the river

town and small town historic management areas through several methods. Examples would include adaptive reuse of existing historic structures, adoption and enforcement of historic preservation ordinances, and adoption of architectural standards that require new development to be consistent with the historic community character.

In areas outside municipalities, limited new developments would continue to be allowed, some of which may be visible from the river, so long as the riverway's rural and natural character is maintained. Specifically, limited new residential and commercial development could occur in rural residential management areas, limited residential development could occur in natural management areas, and some recreational facilities could be built in the park and natural management areas.

## **VEGETATIVE MANAGEMENT**

Under this alternative, more development would be expected to occur along the riverway, and more native plant communities likely would be altered. Consequently, the riverway managing agencies would seek to minimize decreases in the coverage (acreage) of plant communities. Losses due to development would be minimized by educating landowners, encouraging development in areas that have already been disturbed, limiting the "footprint" of the development, and encouraging developers to replant native vegetation.

As described under the preferred alternative, the primary goals for vegetative management would be to screen structures from view as seen from the river and prevent disturbance of environmentally

sensitive areas such as steep slopes or riverfront bluffs.

A secondary goal would be to encourage and promote vegetative management actions that would maintain historically and ecologically significant plant communities and diversity. Successional climax forest and pre-settlement disturbed oak savanna would be the preferred forest ecotype examples of significant plant communities. However, throughout the lower riverway, vegetative screening of existing structures and potential development sites would take priority over restoration and maintenance of significant plant communities.

This alternative would place emphasis on voluntary actions, coupled with education and stewardship, to preserve plant communities. Removal of exotic species would be encouraged on all lands within the riverway. Control of insects and disease would be recommended if there would be a high likelihood that outbreak would threaten large areas of vegetative cover within the lower riverway or threaten to infest adjacent lands. In addition, pruning or removal of hazard trees would continue to be allowed. Hazard trees would be trees that exhibit damage resulting from insect, disease, age, or storm, and, if they were to fall, would be a safety risk to people or property. Pruning of normal tree growth to prevent property damage would also be allowed.

On local government lands voluntary efforts would be encouraged to maintain preferred forest cover. On state and federal lands the managing agencies would maintain and restore preferred forest types. Vegetation on NPS fee lands would continue to be managed in accordance with

NPS policies to perpetuate native plant communities. Plant succession would generally not be interfered with except to protect life or property, convert existing tree plantations to nonmonocultures or mixed species communities, maintain native plant community diversity (e.g., prevent loss of prairie and oak savanna), and maintain habitat for threatened and endangered species. Manipulation of plant communities to maintain threatened and endangered species habitat would be carried out in a manner designed to restore or enhance the functioning of the plant and animal community of which the endangered species is a natural part.

On private lands voluntary efforts would also be encouraged to maintain and restore preferred forest cover so long as these efforts do not conflict with maintaining visual screening of existing structures and potential development sites. State regulations that restrict vegetation management on private lands would be revised to allow maintenance and restoration of the natural diversity and ecological integrity of significant plant communities. A variety of management techniques, such as planting, seeding, pruning, thinning, harvesting, prescribed burning, and clearing, would be allowed and encouraged on private lands in both states to accomplish this goal. Federal and state scenic easements would be revised on a volunteer basis with individual landowners to allow these management techniques.

A specific action that would be taken to encourage significant plant communities concerns lands enrolled under forest tax law programs on the Wisconsin side of the riverway. (Minnesota does not have an equivalent law regarding forest management but this action.) Under this alternative

the Wisconsin Department of Natural Resources would pursue an amendment to the state land use standards within the riverway (Chapter NR 118). Under the proposed amendment, landowners could develop a forest management plan with department approval that would protect the scenic quality of the river, prevent disturbance of environmentally sensitive areas such as steep slopes or riverfront bluffs, and would allow vegetation to be managed in a manner that would maintain and restore significant plant communities.

## **RIVER CROSSINGS**

In alternative A the managing agencies would encourage safe, compatible, multiple uses of existing corridors and structures that cross the riverway. All proposed changes to river crossings or corridors would require site-specific environmental evaluations. The impacts of each proposal would be analyzed and documented before the managing agencies would permit any change in a river crossing or corridor.

There would be no increases in the number of road or railroad bridges in alternative A. However, the scale and character of existing bridges could be altered so long as the scale and character was still in keeping with the values for which the area was designed under the Wild and Scenic Rivers Act. Bridges could be made wider to provide for increased capacity with more lanes. Road and railroad bridges could be replaced with new bridges, provided the existing structures were removed. (Agencies proposing to replace structures on the National Register of Historic Places or replace structures that are eligible for listing would need to comply with section 106 of the National Historic Preservation

Act before they could remove the structures.) Road and railroad bridges also could be relocated to new sites, as long as the existing structures are removed.

Utility lines could be replaced with the removal of the existing structures. Existing transmission lines also could be increased in scale (e.g., larger towers, more cables, or thicker cables could be installed) or relocated to new sites.

Submarine crossings could be expanded (i.e., the size and number of lines could be increased) or relocated. New submarine crossings also could be permitted. Trenching or directional drilling may be required for all new submarine crossings, depending on the resource impacts. Natural vegetation would be maintained as much as possible along utility line rights-of-way that cross the riverway. Clearcutting of rights-of-way for pipeline inspections would be prohibited.

## **ISLAND AND PUBLIC SHORELINE MANAGEMENT**

North of Stillwater public use of publicly owned islands and shoreline areas generally would be minimally regulated except for camping. Camping in the three state parks in the area would continue to be allowed only in designated campgrounds. On federal lands managed by the National Park Service, camping would continue to be prohibited in two areas:

- from Taylors Falls/St. Croix Falls to 1,200 feet south of Franconia Landing (the upper entrance to Close Slough)
- for 1,200 feet north and south of the Highway 243 bridge at Osceola

Camping would continue to be allowed in other public areas, subject to a seven-night limit at any one site and a 30-night limit for the entire summer season at all sites. Camping equipment also could not be left unattended for more than 24 hours.

South of Stillwater use of the Hudson Islands and day use of publicly owned shoreline areas would continue to be minimally regulated. Camping in the two state parks and one regional park would continue to be allowed only in designated areas.

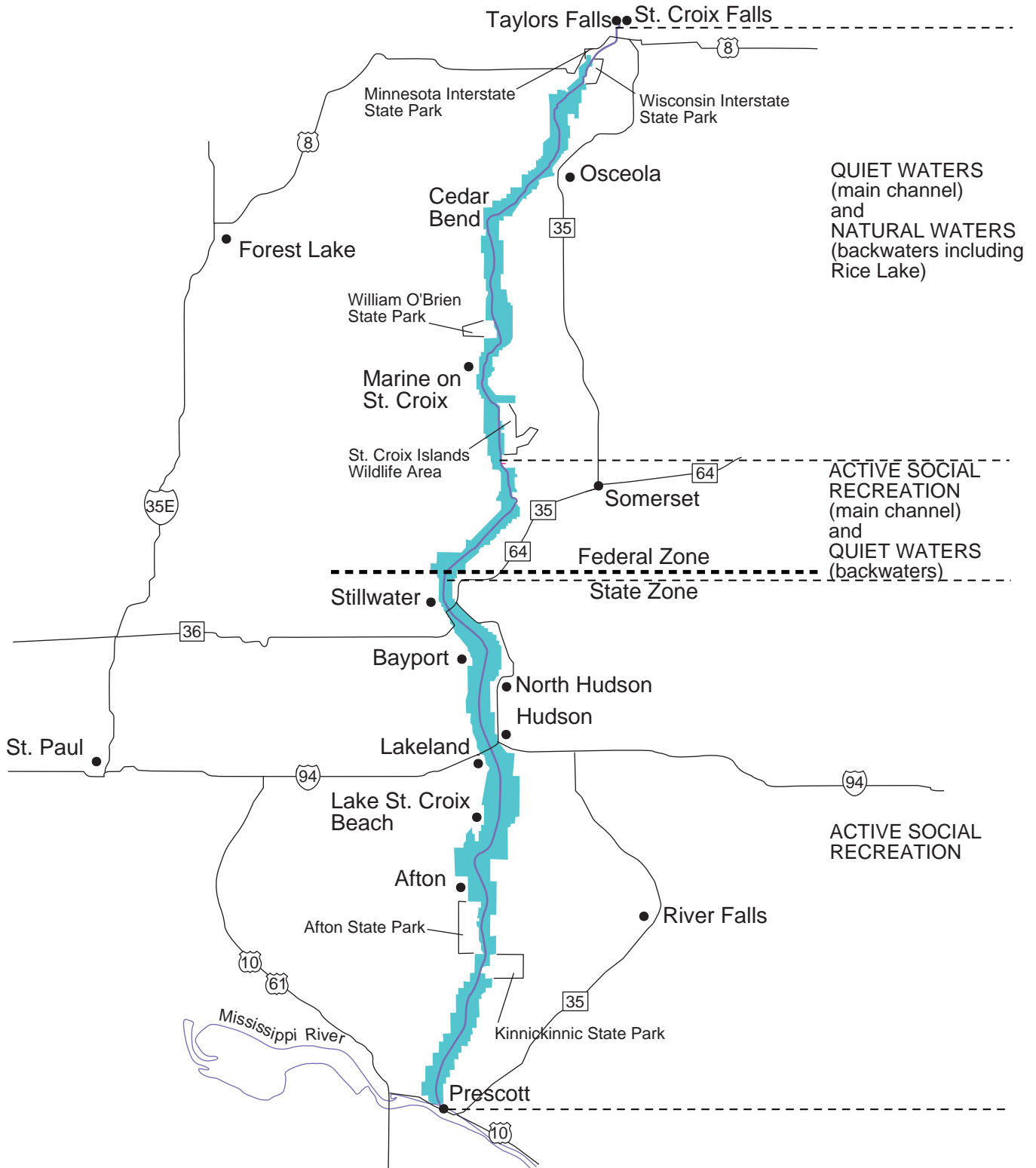
## **WATER SURFACE USE**

On the water surface, increased recreational use would be permitted along some stretches below Arcola, as long as the riverway's exceptional resource values were not compromised and safety hazards did not occur. There would be increased opportunities for social activity (e.g., more access for motorboats) on designated parts of the river.

The "Alternative A: Water" map on page 87 and table 8 show the location and distribution of water management areas. The largest portion of the lower riverway in alternative A would be designated as active social recreation (30 river miles), followed by quiet waters (22 miles of the main channel and 5 miles of backwaters) and natural waters (22 miles of backwaters). This management area allocation would allow additional recreational use (particularly social, motorized uses) below the north limits of Stillwater, while still providing opportunities for quieter non-motorized uses above the Arcola sandbar. Mixed uses would occur between the Arcola sandbar and the north limits of Stillwater.

# alternative a: water

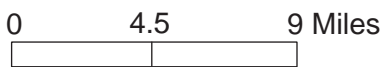
## Lower St. Croix National Scenic Riverway






QUIET WATERS  
(main channel)  
and  
NATURAL WATERS  
(backwaters including  
Rice Lake)

ACTIVE SOCIAL  
RECREATION  
(main channel)  
and  
QUIET WATERS  
(backwaters)

ACTIVE SOCIAL  
RECREATION



-  St. Croix River
-  Lower St. Croix NSR
-  Major Highways

**TABLE 8: WATER MANAGEMENT AREA BOUNDARIES IN ALTERNATIVE A**

<b>Water Segment</b>	<b>Management Area</b>
The main channel from the Taylors Falls Dam south to Arcola sandbar	Quiet waters
The backwaters from the Taylors Falls Dam south to the Arcola sandbar	Natural waters
The main channel from the Arcola sandbar to the north limits of Stillwater	Active social recreation
The backwaters from the Arcola sandbar to the north limits of Stillwater	Quiet waters
The north limits of Stillwater to the Prescott railroad bridge	Active Social Recreation

**Water Use Management From Taylors Falls to Arcola Sandbar**

On this stretch of the riverway the main channel (22 miles) would be managed as quiet waters and the backwaters (22 miles) would be managed as natural waters. Management of boating on this stretch would continue: limited growth in use levels would be allowed; opportunities for quiet and solitude would be maintained, current speed levels would be maintained, and access opportunities would continue.

**Water Use Management From Arcola Sandbar to the North Limits of Stillwater**

All of the main channel (5 miles) in this stretch would be an active social recreation management area and all of the backwaters (5 miles) would be in a quiet waters management area. Under alternative A the riverway managing agencies would in-

crease opportunities for more people to pursue a variety of uses. Speed levels also would be permitted to increase, provided there were no safety concerns. No changes in access to this stretch would occur.

**Water Use Management From the North Limits of Stillwater to Prescott**

All of this reach of the Lower St. Croix (25 miles) would be an active social recreation management area. Additional opportunities would be available for large numbers of people to engage in a variety of recreational uses under alternative A. To accommodate more people, access opportunities would be increased, such as by providing more parking spaces at existing landings, providing more launch ramps, or allowing marinas to increase their boat slips. Speed levels also would be permitted to increase, provided there were no safety concerns.

Three of the management actions described in the preferred alternative would also be implemented in alternative A: the navigation channel maintenance, cultural resource management, and land protection/boundary adjustments management actions are identical under both alternatives. Please refer to the preferred alternative to see these three management actions.

## **ALTERNATIVE B: ACCOMMODATE GROWTH BUT MAINTAIN THE LANDSCAPE'S VISUAL QUALITIES AND MINIMIZE RECREATIONAL USE CONFLICTS**

### **MANAGEMENT CONCEPT**

Alternative B would stress maintaining the natural/rural/town landscape areas within the riverway boundary and maintaining the present diversity of water recreational experiences as much as possible. However, the overall level of recreational use would be allowed to increase along with the expected population growth in the riverway region.

### **LAND USE**

In alternative B lands within the riverway boundary would be managed to maintain the current landscape character. Thus, existing rural residential and natural conditions along the river would be maintained. However, this alternative would not be a complete freeze on new development: more residential development could occur within the riverway boundary so long as it was not visible from the water.

The allocation of land management areas in alternative B is intended to maintain existing visual conditions along the riverway. As the "Alternatives B and C: Land" map on page 91 and tables 9 and 10 show, the majority of the lands along the riverway would be designated as rural residential (36%) and natural (38%) management areas. Rural residential areas would be scattered along the river, primarily south of Marine-on-St.-Croix. Most of the natural management areas would be north of Stillwater, but a few would be designated on the lower stretch, adjacent to state parks or nature centers. The rest of

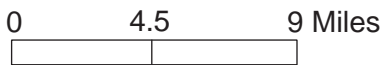
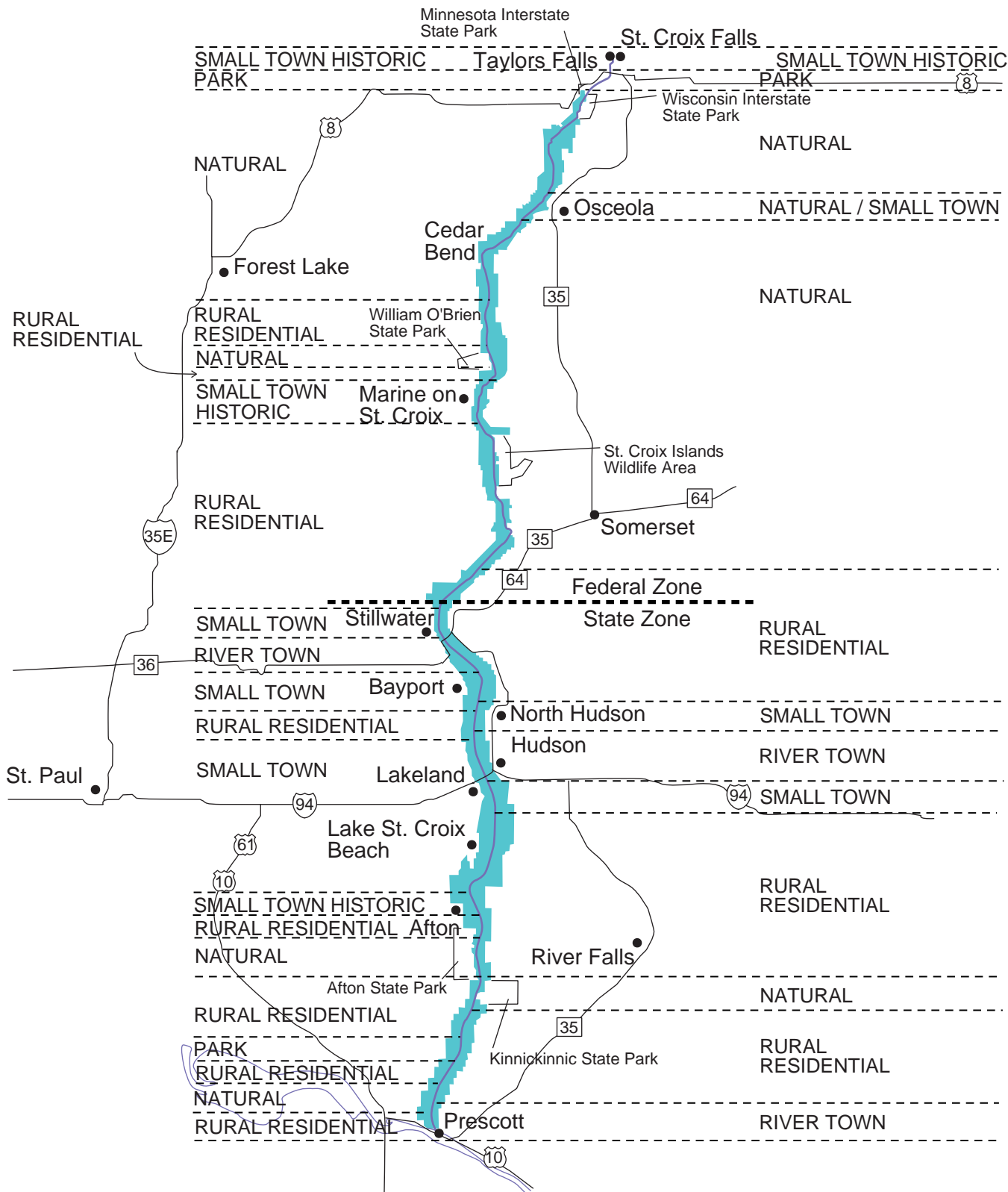
the lands would be included in small town, park, river town, and small town historic management areas, all of which reflect current conditions along the riverway.




New residential and commercial development could be built within the municipalities along the riverway, provided it was not visible from the river. Additional state restrictions (e.g., setback and height requirements) would be placed on new development to minimize the visual impact on the landscape. In the river town and small town historic management areas new development would only be allowed if it was consistent with the historic character of the communities. New development also could occur in the small town management areas, provided the existing large-lot, single-family character of the areas did not change. There are few industrial uses within the riverway; should an industrial site ever be abandoned, the most desirable future use of the riverfront portions of those properties would be public park.

Although this alternative generally would impose more restrictions on new development than now, an exception would be made for small town management areas: some state land use regulations would be eased for small town management areas to give local governments and landowners greater flexibility. Specifically, state standards regarding decks and residential additions would be relaxed in the small town management areas, provided the additions were not visible from the water.

# alternative b and c: LAND

## Lower St. Croix National Scenic Riverway



-  St. Croix River
-  Lower St. Croix NSR
-  Major Highways

**TABLE 9: LAND MANAGEMENT AREA DISTRIBUTIONS (%) UNDER ALTERNATIVE B**

<b>Management Area</b>	<b>Minnesota (%)</b>	<b>Wisconsin (%)</b>	<b>Overall Riverway (%)</b>
River Town	6	4	5
Small Town Historic	6	2	4
Small Town	17	9	13
Rural Residential	36	36	36
Park	6	4	5
Natural	30	46	38
Minimally Disturbed	0	0	0

\*Percentages do not necessarily add up to 100% due to rounding.

**TABLE 10: LAND MANAGEMENT AREA BOUNDARIES IN ALTERNATIVE B**

<b>Land Segment</b>	<b>Management Area</b>
<b>Minnesota</b>	
Taylor's Falls	Small town historic
Interstate Park	Park
South end of Interstate Park to south end of McLeod's Slough	Natural
South end of McLeod's Slough to north end of William O'Brien State Park	Rural residential
William O'Brien State Park	Natural
South end of William O'Brien State Park to southern tip of Greenburg Island in Marine-on-St. Croix	Rural residential
Southern tip of Greenburg Island in Marine-on-St. Croix to southern boundary of Marine-on-St. Croix's Butternut Falls Addition	Small town historic
Southern boundary of Marine-on-St. Croix's Butternut Falls Addition to north limits of Stillwater	Rural residential
North limits of Stillwater to train station	Small town
Train station to north limits of Bayport	River town
Bayport	Small town
South limits of Bayport to Hudson railroad bridge	Rural residential
Hudson railroad bridge to north end of old Afton Village	Small town
Old Afton Village	Small town historic

*Alternative B: Accommodate Growth but Maintain the Landscape's Visual Qualities*

<b>Land Segment</b>	<b>Management Area</b>
South end of old Afton Village (north end of River Road) to north end of Afton State Park	Rural residential
Afton State Park	Natural
South end of Afton State Park to north boundary of St. Croix Bluffs Regional Park	Rural residential
St. Croix Bluffs Regional Park	Park
South end of St. Croix Bluffs Regional Park to north end of Carpenter Nature Center	Rural residential
Carpenter Nature Center	Natural
South end of Carpenter Nature Center to Mississippi River	Rural residential
<b>Wisconsin</b>	
St. Croix Falls	Small town historic
Interstate Park	Park
South end of Interstate Park to Twin Springs subdivision, including the bluffs within Osceola	Natural
Osceola	Small town historic
Osceola to Twin Springs subdivision	Natural
Twin Springs subdivision to south edge of St. Croix Station subdivision in North Hudson	Rural residential
South edge of St. Croix Station subdivision in North Hudson to Orange Street	Small town
Orange Street to I-94 bridge	River town
I-94 bridge to south end of Hudson	Small town
South end of Hudson to north end of Kinnickinnic State Park	Rural residential
Kinnickinnic State Park	Natural
South end of Kinnickinnic State Park to north end of Prescott	Rural residential
North end of Prescott to Mississippi River	River town

In areas outside municipalities limited new developments could be allowed in rural residential, park, and natural management areas, but they could not be visible from the river (unlike alternative A). Specifically, limited new residential and commercial development could occur in rural residential management areas, limited residential development could occur in natural management areas, and recreational facilities could be built in the park and natural management areas. State land use regulations would be strengthened to ensure that the potential visual impacts of new developments in rural areas are minimized.

## **VEGETATIVE MANAGEMENT**

Vegetation management in alternative B would be the same as alternative A. The overall emphasis in this alternative would be on screening structures from view as seen from the river, preventing disturbance of environmentally sensitive areas, and maintaining the existing diversity of plant communities. As in alternative A, a variety of actions would be taken or encouraged to maintain plant communities, but no action would be taken to alter vegetation that would conflict with ensuring that developments were visually screened from the water — vegetative screening of development would take priority over maintenance of native plant communities. State regulations that restrict vegetation removal on private lands would be revised to allow maintenance of the natural diversity and ecological integrity of the riverway's plant communities. The Wisconsin Department of Natural Resources would pursue an amendment to the state land use standards within the riverway (Chapter NR 118), which would allow landowners to write a

forest management plan (with department approval) that provided for the maintenance of existing native plant communities and protection of the river's scenic quality. Federal and state scenic easements would be revised on a volunteer basis with individual landowners to maintain native plant communities.

Vegetation on NPS fee lands also would continue to be managed to perpetuate plant communities — actions generally would not be taken to manipulate plant communities or interfere with native insect or disease outbreaks except to protect to life or property, convert existing tree plantations to natural communities, maintain plant community diversity, or maintain habitat for threatened and endangered species.

## **RIVER CROSSINGS**

Under alternative B the managing agencies would continue to encourage safe, compatible, multiple uses of existing corridors and structures that cross the riverway. As in all of the alternatives, all proposed changes to river crossings or corridors would require site-specific environmental evaluations and approval from applicable local and state agencies. The impacts of each proposal would be analyzed and documented before the managing agencies permit any change in a river crossing or corridor.

Minimal changes would be permitted in the number, type, scale, or characteristics of the river crossings — all roads, railroads, utility lines, and submarine lines would be restricted to existing corridors (i.e., the existing rights-of-way or the areas immediately adjacent to the existing rights-of-way). Although road and railroad brid-

ges could be replaced within existing corridors, no change in the scale or character of the bridges would be permitted. (Agencies proposing to replace structures on the National Register of Historic Places or replace structures that are eligible for listing would need to comply with section 106 of the National Historic Preservation Act before they could remove the structures.)

Utility line structures could be replaced, but no changes would be permitted in the number, scale, or character of the transmission structures.

The number of lines in the existing submarine crossings would not be increased, with one exception: utility lines might be relocated to existing submarine crossings. If a utility line was replaced by a submarine line, trenching or directional drilling might be required, depending on the resource impacts.

## **ISLAND AND PUBLIC SHORELINE MANAGEMENT**

North of Stillwater day use would be minimally regulated. For the three state parks in the area camping would be allowed only in designated campgrounds. Camping would be prohibited in three areas administered by the National Park Service:

- from Taylors Falls/St. Croix Falls to 1,200 feet south of Franconia Landing (the upper entrance to Close Slough)
- 1,200 feet north and south of the Highway 243 bridge at Osceola

- from the southern tip of Greenburg Island to the upper entrance to Dead Man's Slough (opposite the city of Marine-on-St. Croix, generally)

Minor restrictions would apply to camping in other areas. However, as use levels continued to grow, additional camping restrictions would be imposed in this alternative to protect riverway resources. Specifically, at some point camping would be restricted north of Stillwater to sites designated by the National Park Service.

Use of the Hudson Islands and publicly owned shorelines generally would be minimally regulated in alternative B, with a couple of exceptions. Camping would continue to be allowed only in designated areas in the two state parks and one regional park in the area. Also, users would be required to have portable toilets to camp on the islands at Hudson.

## **WATER SURFACE USE**

Users on the river would be assured of finding opportunities to engage in a wide range of recreational experiences, ranging from quiet solitude to faster or more social experiences. However, as overall use levels increase, additional use management than exists today would be required in order to minimize the potential for conflicts between incompatible uses while maintaining the diversity of recreational experiences.

The strategy of alternative B would be to permit overall recreational use levels to increase on the lower riverway. However, growth would be limited in some areas and some recreational uses might be separated from other uses in space and/or time south

of the north limits of Stillwater to resolve user conflicts or safety concerns.

Specifically, certain parts of the river could be set aside for compatible water uses. For instance, some segments of the river might be designated for canoeing and fishing, while other segments might be set aside for faster recreational uses such as personal watercraft and waterskiing. Other areas might be designated as anchorages. There also could be speed limits and slow no-wake zones at different times and/or days to accommodate more boaters in safe and enjoyable conditions. In all cases, a safe boating channel would be designated for through-traffic along the entire river.

The “Alternative B: Water” map on page 97 and table 11 show the location and distribution of water management areas. The largest portion of the lower riverway in alternative B would be designated as quiet waters (22 miles of the main channel) and natural waters (22 miles of backwaters), followed by active social recreation waters (13.5 river miles) and moderate recreation waters (11.5 river miles). The management area allocation is intended to allow an increase in recreational use (particularly fast motorized uses) between the north limits of Stillwater and Afton, an increase in slower uses below Afton, and limited growth in quiet, largely nonmotorized uses, above Arcola.

### **Water Use Management From Taylors Falls to Arcola Sandbar**

On this stretch of the riverway all of the main channel (22 miles) would be man-

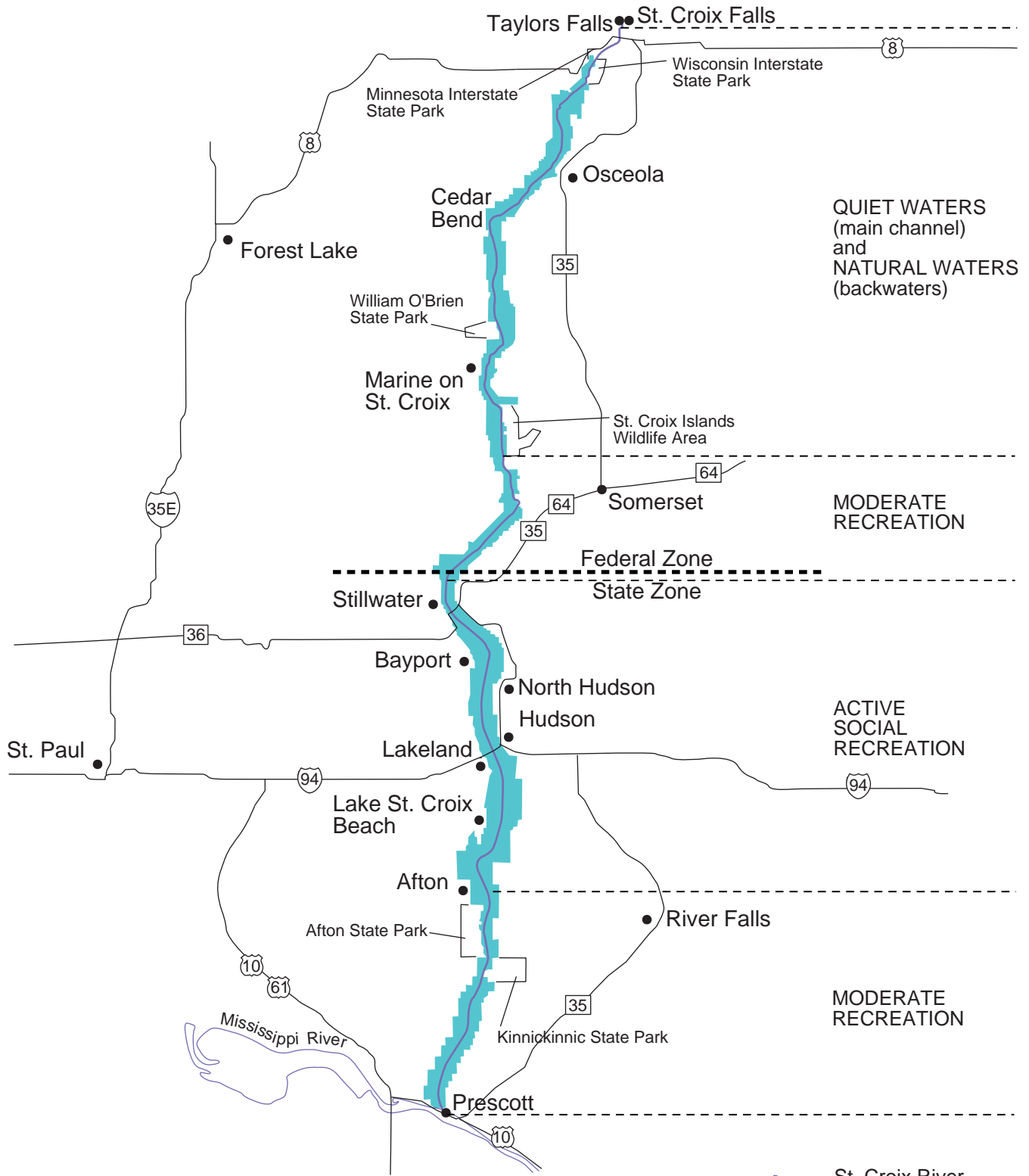
aged as quiet waters, and all of the backwaters would be managed as natural waters. This would help ensure that existing recreational activities did not significantly change. There would be no changes from existing conditions with regard to management of boating on this stretch: Limited increases in use levels would be allowed to continue, existing opportunities for quiet and solitude would be maintained, current speed levels would be maintained, and no changes would occur in access opportunities.

### **Water Use Management From Arcola Sandbar to the North Limits of Stillwater**

The riverway managing agencies would maintain existing recreational opportunities on this stretch. All of the main channel (5 miles) would be a moderate recreation management area, while all of the backwaters would be managed as natural waters. The moderate recreation management designation would provide for moderate numbers of users and a variety of boat types, primarily powerboats, traveling at slower speeds. As boating levels increased, additional speed regulations might be imposed to ensure user safety or reduce conflicts. Access to this stretch would not change.

# alternative b: water

## Lower St. Croix National Scenic Riverway






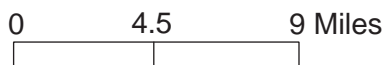
QUIET WATERS  
(main channel)  
and  
NATURAL WATERS  
(backwaters)

MODERATE  
RECREATION

ACTIVE  
SOCIAL  
RECREATION

MODERATE  
RECREATION

-  St. Croix River
-  Lower St. Croix NSR
-  Major Highways



**Table 11: Water Management Area Boundaries in Alternative B**

<b>Water Segment</b>	<b>Management Area</b>
The main channel from the Taylors Falls Dam south to the Arcola sandbar	Quiet waters
The backwaters from the Taylors Falls Dam south to the Arcola Sandbar, including Peaslee Lake, the slough between Osceola and Cedar Bend, and from the north end of McLeod Slough to the Arcola sandbar via Dead Man’s Slough	Natural waters
The Arcola sandbar to the head of Lake St. Croix	Moderate recreation
The head of Lake St. Croix to Catfish Bar	Active social recreation
Catfish Bar to the Prescott railroad bridge	Moderate recreation

**Water Use Management From the North Limits of Stillwater to Prescott**

Under alternative B the portion of the riverway between the north limits of Stillwater and Afton would be managed differently from the portion between and Afton and Prescott. The 13.5-mile stretch between the north limits of Stillwater and Afton, accounting for 54% of the overall reach, would be designated as an active social recreation management area. More users would be permitted to use powerboats and pursue a variety of recreational uses (particularly powerboat use) compared to the present, although no changes would be made in existing access points. Speed levels also would be permitted to increase, provided there are no safety concerns.

The 11.5-mile stretch between Afton and Prescott (46% of the overall reach) would be designated as a moderate recreation management area. This management area would provide for a moderate number of people to pursue a variety of uses, primarily powerboat uses. No changes would occur to the existing access points on this

stretch. Increased use levels would be permitted, but powerboats would be encouraged to travel at slower speeds. If boating levels continue to increase, the managing agencies might impose additional speed regulations to address conflicts or safety concerns.

Under alternative B the managing agencies would segregate uses either spatially or temporally if user conflicts or safety problems occurred between the north limits of Stillwater and Prescott. For example, the managing agencies would consider permitting only waterskiing in North Hudson Bay. Another example of segregating uses would be permitting sailing only on Saturdays, Sundays, and holidays on the eastern two-thirds of Lake St. Croix, between Interstate 94 and St. Croix Cove, providing that boats moored on the eastern shore travel to and from the western third by the most direct route. A third possible example would be designating anchorage areas, with no-wake speed restrictions, just north of Point Douglas County Park near the Minnesota shore and just south of Kinnickinnic State Park near the Wisconsin shore.

Three of the management actions described in the preferred alternative would also be implemented in alternative B: the navigation channel maintenance, cultural resource management, and land protection/boundary adjustments management actions are identical under both alternatives.

## **ALTERNATIVE C: MAINTAIN THE LANDSCAPE'S VISUAL QUALITIES AND EXISTING RECREATIONAL CHARACTERISTICS**

### **MANAGEMENT CONCEPT**

Alternative C would achieve the same conditions in the riverway as described under alternative B: as much as possible, the views of the lands within the riverway boundary and the diversity of river recreational experiences would be kept the same. The only major difference between the two alternatives would be in the strategy used to maintain the existing diversity of recreational experiences: alternative C would freeze the growth of recreational use.

### **LAND USE**

Like alternative B, lands within the riverway boundary would be managed to maintain the visual quality as seen from the water. The management area allocation in alternative C would be identical to alternative B (see the “Alternative B and C: Land” map on page 91 and tables 9 and 10 on page 92 in the previous section). The majority of lands along the riverway would be designated as rural residential and natural management areas. Limited new residential and commercial development could occur within the municipalities along the riverway, provided it is not visible from the river. In addition, in the river town and small town historic management areas new development could be allowed if it is consistent with the historic character of the communities. New development also could occur in the small town management areas, provided the existing large-lot, single-family character of the areas do not change. To provide local governments with more flexibility, state standards regarding decks

and residential additions would be relaxed in the small town management areas, provided the additions were not visible from the water. There are few industrial uses within the riverway; should an industrial site ever be abandoned, the most desirable future use of the riverfront portions of those properties would be public park.

In areas outside municipalities, limited new developments could be allowed in rural residential, park, and natural management areas, but they could not be visible from the river. Specifically, limited new residential and commercial development could occur in rural residential management areas, limited new residential development could occur in natural management areas, and recreational facilities could be built in the park and natural management areas.

### **VEGETATIVE MANAGEMENT**

Vegetative management in alternative C would be the same as described in alternative B. The overall emphasis in this alternative would be on screening structures from view as seen from the river, preventing disturbance of environmentally sensitive areas, and maintaining the diversity of plant communities. A variety of actions would be taken or encouraged on riverway lands to maintain native plant communities, but no action would be taken to alter vegetation that would conflict with ensuring that developments were visually screened from the water — vegetative screening of development would take priority over maintenance of native plant

communities. State regulations that restrict vegetation removal on private lands would be revised to allow maintenance of the natural diversity and ecological integrity of the riverway's plant communities. The Wisconsin Department of Natural Resources would pursue an amendment to the state land use standards within the riverway (Chapter NR 118). Under the proposed amendment, landowners could develop a forest management plan with department approval that would protect the scenic quality of the river, prevent disturbance of environmentally sensitive areas such as steep slopes or riverfront bluffs, and would allow vegetation to be managed in a manner that would maintain significant plant communities. Federal and state scenic easements would be revised on a volunteer basis with individual landowners to maintain plant communities.

Vegetation on National Park Service fee lands also would continue to be managed to perpetuate native plant communities.

## **RIVER CROSSINGS**

Management of river crossings would be the same as described under alternative B. Minimal changes would be permitted in the number, type, scale, or characteristics of the river crossings. Although road and railroad bridges could be replaced within existing corridors, no change in the scale or character of the bridges would be permitted. Existing utility line structures could be replaced with the removal of the existing structure in this alternative, but no changes would be permitted in the number, scale, or character of the transmission structures. No increase in the size or number of lines in the existing submarine crossings would occur with one exception: existing over-

head utility lines could be relocated to existing submarine crossings.

## **ISLAND AND PUBLIC SHORELINE MANAGEMENT**

The riverway managing agencies would employ several strategies to prevent a growth in use of publicly owned islands and shorelines and to prevent additional resource impacts along the riverway. As in the other alternatives, north of Stillwater day use would be minimally regulated. For the three state parks in the area camping would be allowed only in designated campgrounds. Camping would continue to be prohibited in the same three areas that were described in alternative B. In alternative C, the National Park Service would implement camping permit and reservation systems: users would need reservations and permits to camp on all NPS administered lands on the lower riverway. North of Stillwater camping would be restricted to sites designated by the National Park Service.

South of Stillwater day use of the Hudson Islands and publicly owned shorelines generally would continue to be minimally regulated. Camping would continue to be allowed only in designated areas in the two state parks and one regional park. Also, users would be required to have portable toilets to camp on the islands at Hudson.

## **WATER SURFACE USE**

Alternative C, like alternative B, would strive to maintain the existing diversity of river recreational experiences and minimize the potential for conflicts between incompatible uses. To achieve this desired condition, recreational use levels would be

frozen. In other words, an increase in water surface recreational use over 1997 levels or a change in the mix and pattern of uses would not be permitted. To freeze recreational growth would require more management, monitoring, regulations, and enforcement than presently exist. The alternative would largely rely on tightly regulating all access points to the river (including limiting access to the Mississippi River within boater commuting range of the St. Croix) and banning new access points to prevent future growth. Access points would be closely monitored and closed when their predetermined capacities were reached. Other actions that would be taken to discourage growth include prohibiting new ramps of any kind, prohibiting the expansion or construction of marinas, promulgating more surface use regulations (e.g., designating more slow no-wake zones), and aggressive enforcement of riparian owner access limits.

The “Alternative C: Water” map on page 103 and table 12 show the location and distribution of water management areas. In alternative C the active social recreation management area would cover the largest portion of the lower riverway (25 river miles), followed by natural waters (22 miles) and quiet waters (22 miles); 5 miles of the lower riverway would be designated as a moderate recreation area. The management area distribution above the north limits of Stillwater would be identical to alternative B. However, from the north limits of Stillwater to Prescott, alternative C differs from B in that all of the riverway would be designated as an active social recreation management area, which reflects how this part of the riverway is now managed.

### **Water Use Management From Taylors Falls to Arcola Sandbar**

The main channel (22 miles) from Taylors Falls to Arcola sandbar would be managed as quiet waters, and the backwaters would be managed as natural waters, which would help ensure that recreational activities did not significantly change. Boat management would continue: increases in use levels would be discouraged, opportunities for quiet and solitude and speed levels would be maintained, and access opportunities would remain the same.

### **Water Use Management From Arcola Sandbar to the North Limits of Stillwater**

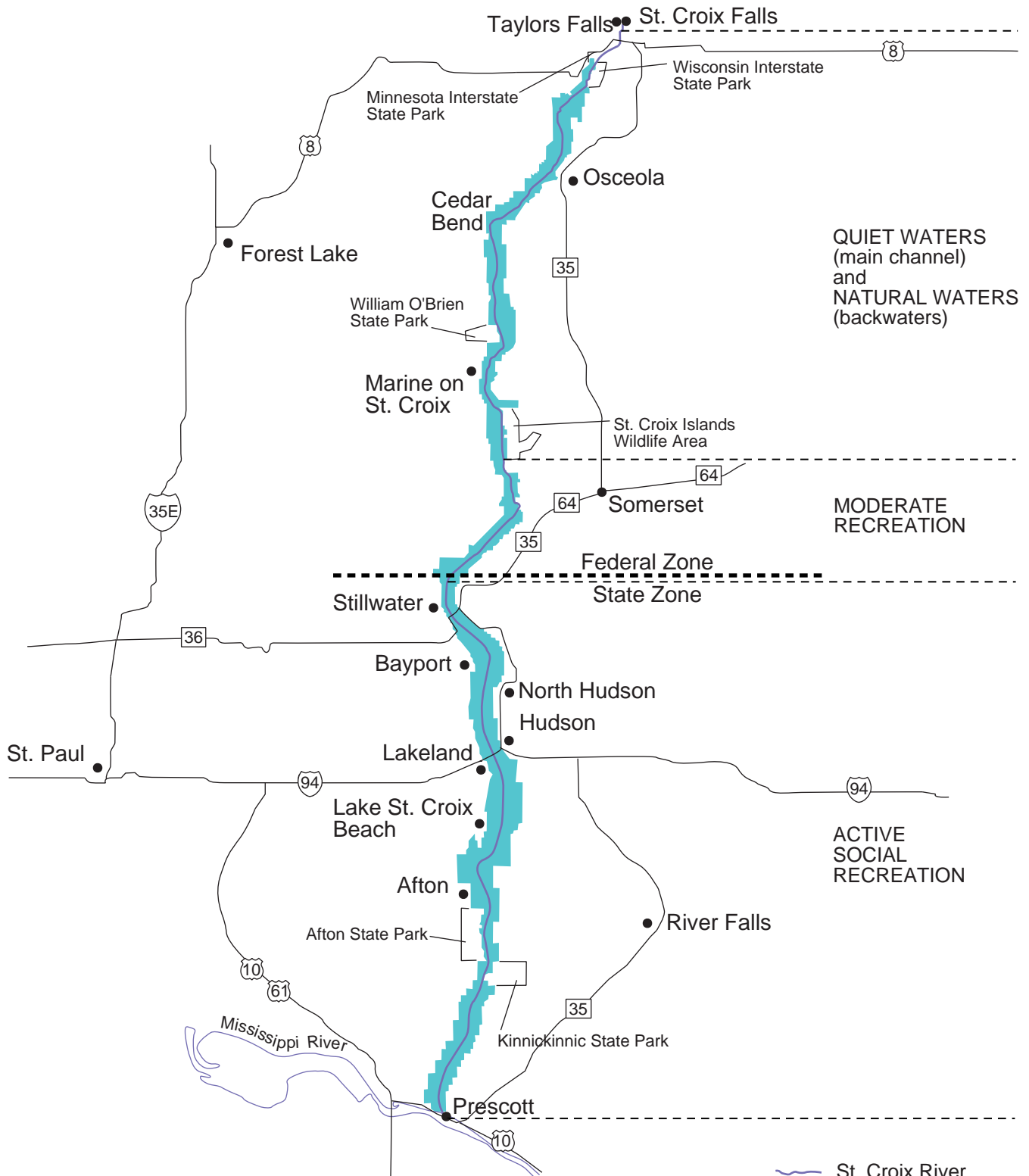
The riverway managing agencies would maintain existing recreational opportunities on this stretch. The main channel (5 river miles) would be a moderate recreation management area, while the backwaters would be managed as natural waters. The moderate recreation management designation would provide for moderate numbers of users and a variety of boat types, primarily powerboats, traveling at slower speeds. Additional speed regulations might be imposed to ensure user safety or reduce conflicts. No changes in access to this stretch would occur.




### **Water Use Management From the North Limits of Stillwater to Prescott**

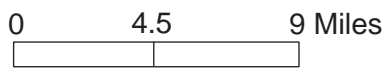
This stretch would be designated an active social recreation management area. Users would continue to use powerboats and pursue a variety of recreational uses (particularly powerboat use). Existing use levels and speed levels would be maintained, and access points would remain the same.

# alternative c: water

## Lower St. Croix National Scenic Riverway



-  St. Croix River
-  Lower St. Croix NSR
-  Major Highways



**TABLE 12: WATER MANAGEMENT AREA BOUNDARIES IN ALTERNATIVE C**

<b>Area</b>	<b>Classification</b>
Backwaters from the Taylors Falls Dam to the Arcola sandbar	Natural waters
Taylors Falls Dam to the Arcola sandbar	Quiet waters
The Arcola Sandbar to the head of Lake St. Croix	Moderate recreation
The head of Lake St. Croix to Prescott	Active social recreation

Three of the management actions described in the preferred alternative would also be implemented in alternative C: the navigation channel maintenance, cultural resource management, and land protection /boundary adjustments management actions are identical under both alternatives

## **ALTERNATIVE D: EMPHASIZE RESOURCE PROTECTION AND REDUCE RECREATIONAL USE**

### **MANAGEMENT CONCEPT**

As the region surrounding the St. Croix valley continued to urbanize and grow in population, people would have less opportunity to experience nature, quiet, and solitude. In alternative D the lower riverway would be managed to promote and restore the natural qualities of the riverway. The predominance of natural features over modern developments would increase within the riverway boundary. Natural landscapes would be restored where feasible. More emphasis would be placed on promoting user experiences that are quieter, slower, and less intrusive and disturbing to others.

### **LAND USE**

Alternative D would place more emphasis on resource protection than the previous alternatives. Thus, fewer areas would be available for new residential or commercial development than the other alternatives. As shown on the "Alternative D: Land" map on page 106 and tables 13 and 14, the majority of the land in the riverway would be included in natural (22%) and minimally disturbed (32%) management areas. Rural residential management areas would account for 21% of the land in the boundary and would be scattered throughout the riverway. The remaining lands would be included in small town, park, river town, and small town historic management areas, most of which would cover small areas south of Stillwater's northern boundary.

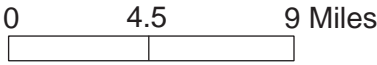
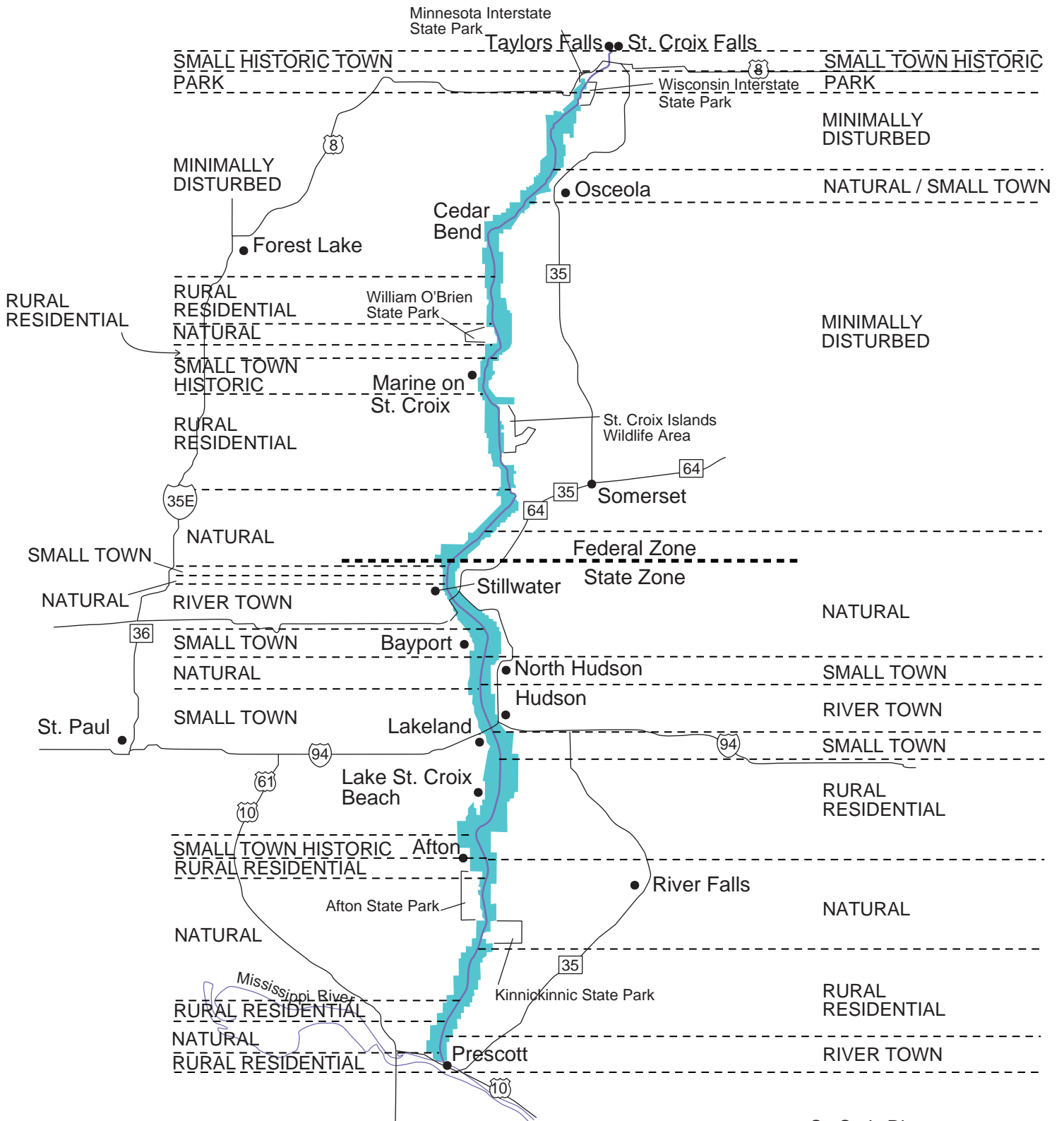
New development would be built within the municipalities along the riverway,

provided it was not visible from the river. Additional state and local restrictions would be placed on new development to minimize the visual impact on the landscape. In the river town and small town historic management areas, new development would only be allowed if it was consistent with the historic character of the communities. In small town management areas new development would be permitted only if it was consistent with the large-lot, single-family character of the areas. Unlike alternatives A and B, there would be no relaxation of standards for such features as decks and residential additions. If industrial uses were to be discontinued, local governments would be encouraged to redevelop the areas as parklands.

In areas outside municipalities a strong emphasis would be on resource protection to increase the predominance of the riverway's natural/rural features over modern development. Limited new developments could be allowed in rural residential, park, and natural management areas, but they could not be visible from the river. Some new residential and commercial development could be built in rural residential management areas, and some recreational facilities could be built in the park and natural management areas. State land use regulations would be strengthened to reduce the potential visual impacts of new developments in areas outside towns. Natural landscapes would be restored where feasible. Throughout the riverway, no new construction or expansion of existing structures would be permitted unless topography (not vegetation) made it impossible to see from the river.

# alternative d: LAND

## Lower St. Croix National Scenic Riverway



- St. Croix River
- Lower St. Croix NSR
- Major Highways

**TABLE 13: LAND MANAGEMENT AREA DISTRIBUTION (%) UNDER ALTERNATIVE D.\***

Management Area	Minnesota (%)	Wisconsin (%)	Overall Riverway (%)
<b>River Town</b>	6	4	5
<b>Small Town Historic</b>	6	2	4
<b>Small Town</b>	16	9	12
<b>Rural Residential</b>	23	19	21
<b>Park</b>	4	4	4
<b>Natural</b>	25	20	22
<b>Minimally Disturbed</b>	20	43	32

\*Percentages do not necessarily add up to 100% due to rounding.

**TABLE 14: LAND MANAGEMENT AREA BOUNDARIES IN ALTERNATIVE D**

Land Segment	Management Area
<b>Minnesota</b>	
Taylors Falls	Small town historic
Interstate Park	Park
South end of Interstate Park to south end of McLeod's Slough	Minimally disturbed
South end of McLeod's Slough to north end of William O'Brien State Park	Rural residential
William O'Brien State Park	Natural
South end of William O'Brien State Park to southern tip of Greenburg Island in Marine-on-St. Croix	Rural residential
Southern tip of Greenburg Island in Marine-on-St. Croix to southern boundary of Marine-on-St. Croix's Butternut Falls Addition	Small town historic
Southern boundary of Marine-on-St. Croix's Butternut Falls Addition to High Bridge	Rural residential
High Bridge to north limits of Stillwater	Natural
North limits of Stillwater to south end of Dutch Town	Small town
South end of Dutch Town to train station	Natural
Train station to north limits of Bayport	River town
Bayport	Small town
South limits of Bayport to Hudson railroad bridge	Natural
Hudson railroad bridge to north end of old Afton Village	Small town

<b>Land Segment</b>	<b>Management Area</b>
Old Afton Village	Small town historic
South end of old Afton Village (north end of River Road) to north end of Afton State Park	Rural residential
North end of Afton State Park to south end of St. Croix Bluffs Regional Park	Natural
South end of St. Croix Bluffs Regional Park to north end of Carpenter Nature Center	Rural residential
Carpenter Nature Center	Natural
South end of Carpenter Nature Center to Mississippi River	Rural residential
<b>Wisconsin</b>	
St. Croix Falls	Small town historic
Interstate Park	Park
South end of Interstate Park to Twin Springs subdivision, excluding Osceola	Minimally disturbed
Bluffs within Osceola	Natural
Osceola	Small town
Twin Springs subdivision to south edge of St. Croix Station subdivision in North Hudson	Natural
South edge of St. Croix Station subdivision in North Hudson to Orange Street	Small town
Orange Street to I-94 bridge	River town
I-94 bridge to south end of Hudson	Small town
South end of Hudson to Black Bass Bar	Rural residential
Black Bass Bar to south end of Kinnickinnic State Park	Natural
South end of Kinnickinnic State Park to north end of Prescott	Rural residential
North end of Prescott to Mississippi River	River town

**VEGETATIVE MANAGEMENT**

The primary goals for vegetative management would be to screen structures from view as seen from the river and prevent disturbance of environmentally sensitive areas such as steep slopes or riverfront bluffs.

A secondary goal would be to encourage and promote vegetative management actions that would maintain and restore historically and ecologically significant plant communities and enhance diversity. Successional climax forest and presettlement disturbed oak savanna would be the preferred forest ecotype examples of significant plant communities. However,

throughout the lower riverway, vegetative screening of existing structures and potential development sites would take priority over restoration and maintenance of significant plant communities.

This alternative would place emphasis on voluntary actions, coupled with education and stewardship, to preserve and restore plant communities. Removal of exotic species would be encouraged on all lands within the riverway. Control of insects and disease would be recommended if there would be a high likelihood that outbreak would threaten large areas of vegetative cover within the lower riverway or threaten to infest adjacent lands. In addition, pruning or removal of hazard trees would continue to be allowed. Hazard trees would be trees that exhibit damage resulting from insect, disease, age, or storm, and, if they were to fall, would be a safety risk to people or property. Pruning of normal tree growth to prevent property damage would also be allowed.

On local government lands voluntary efforts would be encouraged to maintain and restore preferred forest cover. On state and federal lands the managing agencies would maintain and restore preferred forest types. Vegetation on NPS fee lands would continue to be managed in accordance with NPS policies to perpetuate native plant communities. Plant succession would generally not be interfered with except to protect life or property, convert existing tree plantations to nonmonocultures or mixed species communities, maintain native plant community diversity (e.g., prevent loss of prairie and oak savanna), and maintain habitat for threatened and endangered species. Manipulation of plant communities to maintain threatened and endangered species habitat would be

carried out in a manner designed to restore or enhance the functioning of the plant and animal community of which the endangered species is a natural part.

On private lands voluntary efforts would also be encouraged to maintain and restore preferred forest cover so long as these efforts do not conflict with maintaining visual screening of existing structures and potential development sites. State regulations that restrict vegetation management on private lands would be revised to allow maintenance and restoration of the natural diversity and ecological integrity of significant plant communities. A variety of management techniques, such as planting, seeding, pruning, thinning, harvesting, prescribed burning, and clearing, would be allowed and encouraged on private lands in both states to accomplish this goal. Federal and state scenic easements would be revised on a volunteer basis with individual landowners to allow these management techniques.

A specific action that would be taken to encourage significant plant communities concerns lands enrolled under forest tax law programs on the Wisconsin side of the riverway. (Minnesota does not have an equivalent law regarding forest management but this action.) The Wisconsin Department of Natural Resources would pursue an amendment to the state land use standards within the riverway (Chapter NR 118). Under the proposed amendment, landowners could develop a forest management plan with department approval that would protect the scenic quality of the river, prevent disturbance of environmentally sensitive areas such as steep slopes or riverfront bluffs, and would allow vegetation to be managed in a manner that would maintain significant plant communities.

## **RIVER CROSSINGS**

As in the other alternatives, the managing agencies would continue to encourage safe, compatible, multiple uses of existing corridors and structures that cross the riverway. Similarly, all proposed changes to river crossings or corridors would require site-specific environmental evaluations and approval of applicable local and state agencies. The impacts of each proposal would be analyzed and documented before the managing agencies permitted any change in a river crossing or corridor.

In alternative D the managing agencies would strive to reduce the visual impact of structures that cross the riverway. Road, railroad bridges, utility lines, and submarine lines would be restricted to corridors (i.e., the rights-of-way or the areas immediately adjacent to the rights-of-way). Although road and railroad bridges could be replaced within corridors, no change in the scale or character of the bridges would be permitted. (Agencies proposing to replace structures on the National Register of Historic Places or replace structures that are eligible for listing would need to comply with section 106 of the National Historic Preservation Act before they could remove the structures.)

The managing agencies would also encourage a reduction in utility lines. The utility lines could be reduced by consolidating them onto existing bridges and towers, by consolidating them onto new structures in existing corridors (assuming this would eliminate several existing structures), or by converting them to submarine lines.

As noted above, new corridors for submarine lines under the river would not be permitted. However, an increase in the size or

number of lines in a submarine corridor might be permitted if this action would result in the replacement of a utility line. If a utility line is replaced by a submarine line, trenching or directional drilling might be required, depending on the resource impacts.

## **ISLAND AND PUBLIC SHORELINE MANAGEMENT**

In alternative D the riverway managing agencies would employ several strategies to prevent additional resource impacts to publicly owned islands and shorelines along the riverway. As in the other alternatives, north of Stillwater day use would be minimally regulated. For the three state parks in the area, camping would be allowed only in designated campgrounds. Camping would continue to be prohibited in the same three areas as described in alternatives B and C. The National Park Service also would limit camping to a few designated sites. Users would need reservations and permits to camp at these sites.

South of Stillwater day use of the Hudson Islands and publicly owned shorelines would continue to be minimally regulated. Camping would continue to be allowed only in designated areas in the two state parks and one regional park in the area. Camping on the islands at Hudson would be limited to just a few watercraft. In addition, users would be required to have portable toilets to camp on the islands.

## **WATER SURFACE USE**

Recreational uses would not change. River users would continue to find opportunities for a variety of recreational experiences. However, more opportunities would be

available for users to find quieter, slower, peaceful recreational experiences in designated areas than currently exist. This alternative would encourage users to slow down and appreciate the river's stories and the natural and historical qualities that make the riverway a special place. In other words, alternative D calls for increased use management in order to increase opportunities for quiet and solitude, to address potential user conflicts, and to increase users' appreciation of the riverway.

Increased management of use would occur under this alternative to reduce overall use levels and the density of recreational use on the river and to reduce speed levels. North of the head of Lake St. Croix, use levels and densities would be reduced to provide more opportunities for solitude. South of the head of Lake St. Croix, use levels would be decreased to improve users' experiences by reducing congestion, noise, and conflicts. Lower speeds would be encouraged to help increase users' appreciation of the environment and to reduce conflicts.

Reducing overall use levels would be accomplished by closing some of the existing publicly owned water access points and by acquiring and closing some of the existing privately owned marinas. New access development would be prohibited. Remaining accesses would be closely monitored and closed when their predetermined capacities were reached (including limiting access to the Mississippi River within boater commuter range of the St. Croix). There would also be aggressive enforcement of riparian owner access limits.

The "Alternative D: Water" map on page 113 and table 15 show the location and distribution of water management areas.

The largest portion of the lower riverway would be designated as a moderate recreation management area (25 miles), and as natural waters (22 miles of backwaters and 10 miles of the main channel). Quiet water management areas would cover 17 miles (12 miles of the main channel and 5 miles of backwaters). No active social recreation management areas would be designated, eliminating all fast boating and water-skiing.

### **Water Use Management From Taylors Falls to Arcola Sandbar**

On this stretch of the riverway 12 miles of the main channel would be managed as quiet waters (55% of the entire reach) and 10 miles would be managed as natural waters (45% of the reach). Backwaters (22 miles) would be managed as natural waters. This allocation of management areas would help ensure that recreational activities did not significantly change. To increase opportunities for quiet and solitude, use levels would be decreased and access opportunities would be reduced.

### **Water Use Management From Arcola Sandbar to the North Limits of Stillwater**

All of the main channel and backwaters between Arcola and the north limits of Stillwater (5 river miles) would be a quiet waters management area. Both motorized and nonmotorized boats would continue to be able to use this area. However, alternative D would provide for increased opportunities for quieter, slower boating activities than now. To achieve this, use and speed levels would be reduced. No changes in access points would be permitted.

**Water Use Management From the North Limits of Stillwater to Prescott**

All of this stretch (25 river miles) would be designated as a moderate recreation management area. This management area would provide for a moderate number of

people to pursue a variety of uses, primarily powerboat uses. However, to improve the user experience and resolve conflicts, management actions would be taken to decrease use levels, reduce speed levels, and decrease existing access opportunities.

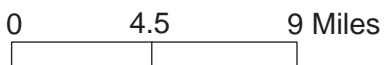
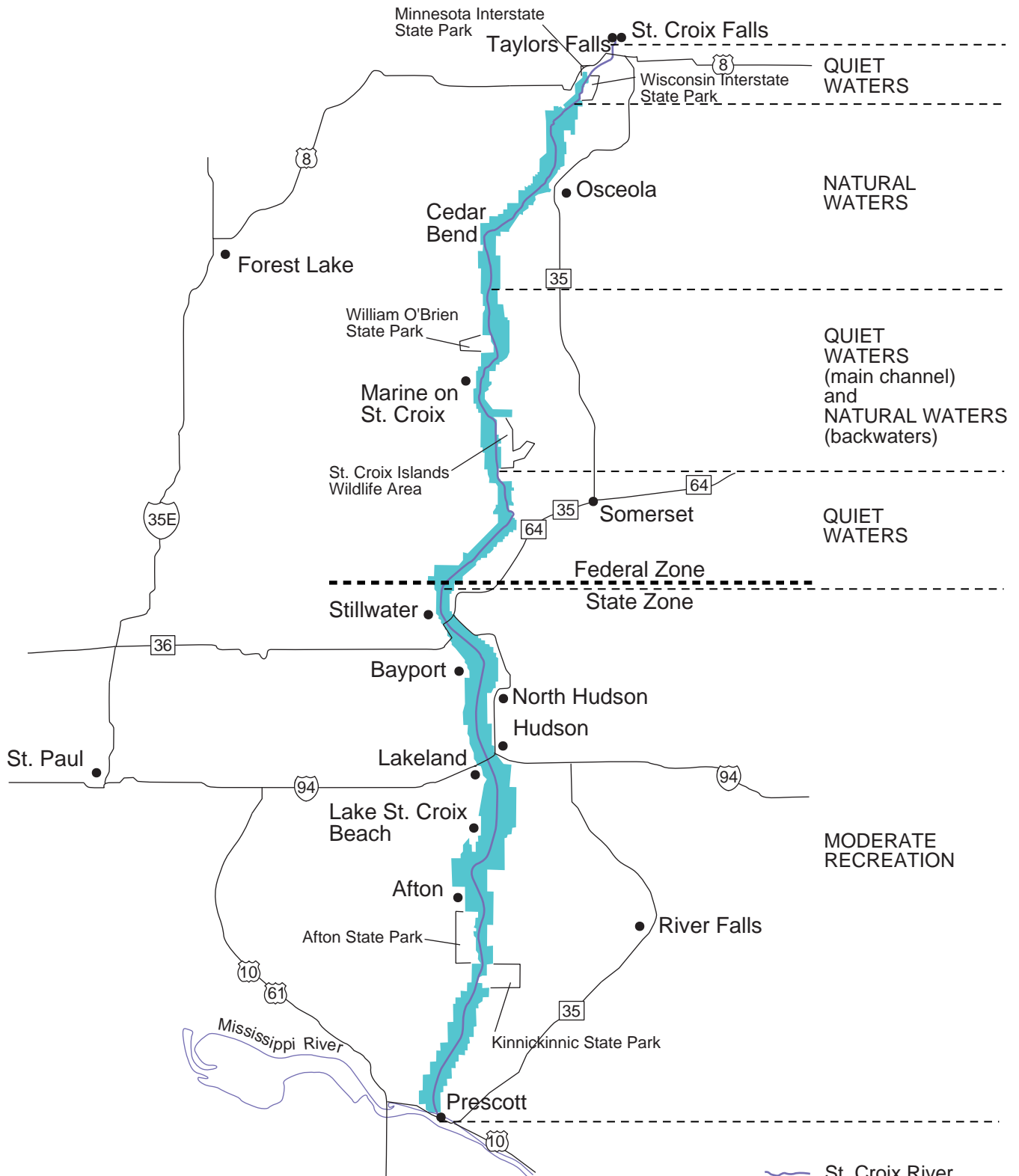
**TABLE 15: WATER MANAGEMENT AREA BOUNDARIES IN ALTERNATIVE D**




<b>Area</b>	<b>Classification</b>
Taylor's Falls Dam south to Rock Island	Quiet waters
The main channel and backwaters from Rock Island to the south end of McLeod Slough	Natural waters
The main channel from the south end of McLeod Slough to the Arcola sandbar	Quiet waters
The backwaters from the south end of McLeod Slough to the Arcola sandbar	Natural waters
The Arcola sandbar to the north limits of Stillwater	Quiet waters
The north limits of Stillwater to the Mississippi River	Moderate recreation

Three of the management actions described in the preferred alternative would also be implemented in alternative D: the navigation channel maintenance, cultural resource management, and land protection /boundary adjustments management actions are identical under both alternatives.

# alternative d: water

## Lower St. Croix National Scenic Riverway



-  St. Croix River
-  Lower St. Croix NSR
-  Major Highways

## ALTERNATIVE E: NO ACTION

### MANAGEMENT CONCEPT

This alternative is included to satisfy the requirements of the National Environmental Policy Act, and it provides a baseline for comparing the other alternatives. In alternative E the managing agencies would continue to manage the lower riverway as they have in the past. The agencies would continue to follow the guidance and management directions in the 1976 *Master Plan* (with some changes based on current management practices) and the current Lower St. Croix Management Commission's policy resolution. Management would focus on maintaining existing land use and recreational use patterns — no changes would occur in the permitted uses of the lower riverway, and no new management actions would be taken to limit or restrict existing uses unless there were safety concerns or users were adversely affecting the lower riverway's exceptional resources. The managing agencies would react to recreational use as they have in the past and to issues and trends that were not addressed in the *Master Plan*. Riverway management would continue to rely on the policy resolution and potential amendments to address new issues that arose.

### LAND USE

The managing agencies would continue to manage land use along the lower riverway as they have in the past. Emphasis would continue to be placed on maintaining long stretches of the lower riverway's natural and rural landscape. The makeup of incorporated areas in Minnesota and Wisconsin

is 32% and 16% respectively; the unincorporated areas make up 68% and 84% respectively. Under this alternative 24% of the land along the lower riverway would be maintained as incorporated areas and 76% would be maintained as unincorporated areas. In incorporated areas local and state zoning standards would continue to determine what uses would be permitted. New residential and commercial development could be built in communities as long as the development met state and local standards designed to limit visual impacts. Tight controls would continue on certain development characteristics, such as development density and height and color of structures. Lot sizes would not be restricted, but limits on decks and additions to existing residences would continue. No special actions would be taken to maintain the historic character of riverway communities.

In areas outside municipalities no changes would be made to state land use regulations. Limited new development would continue to be allowed, some of which may be visible from the river.

### VEGETATIVE MANAGEMENT

This alternative would emphasize minimizing the visibility of development from the river. Maintenance of the natural abundance, diversity, and ecological integrity of the riverway's plant communities would continue to be limited by state regulations that restrict vegetation removal on private lands. Plant communities would not be afforded any special protection under alternative E — limited management ac-

tions would be taken to restore or maintain historically and ecologically significant plant communities, such as prairie and oak savanna on private lands. A vegetation control zone would continue to be in effect along the lower riverway. In this area, which is larger in unincorporated areas than in incorporated areas, large trees generally could not be cut. (However, small trees and shrubs can be removed from this area.)

Vegetative management by private landowners in both states would continue to be limited to the removal of disease or insect infested trees, removal of hazardous trees, pruning of trees, and cutting of understory vegetation. Plant succession and restrictions on vegetation removal would continue to favor perpetuation and expansion of closed canopy forest communities.

One action that could be taken to protect the scenic quality of the river would concern lands enrolled under the managed forest law on the Wisconsin side of the riverway. Current state land use standards (Chapter NR 118) do not provide for the removal of vegetation in the riverway to protect scenic quality. The Wisconsin Department of Natural Resources has proposed that this oversight be corrected. Thus, under alternative E the Wisconsin Department of Natural Resources would pursue an amendment to the state land use standards within the riverway. Specifically, under the proposed amendment, landowners could develop a forest management plan, with department approval, that would allow vegetation to be removed in a manner that would protect the scenic quality of the river.

Vegetation on NPS fee lands would continue to be managed in accordance with

NPS policies to perpetuate native plant communities. Plant succession and native insect or disease outbreaks would generally not be interfered with except to protect life or property, convert existing tree plantations to nonmonocultures or mixed species communities, maintain native plant community diversity (e.g., prevent loss of prairie and oak savanna), and maintain habitat for threatened and endangered species. Maintenance of native plant communities would be pursued where it did not conflict with maintaining visual screening for development. Manipulation of plant communities to maintain threatened and endangered species habitat would be carried out in a manner designed to restore or enhance the functioning of the plant and animal community of which the endangered species is a natural part.

## RIVER CROSSINGS

In this alternative there would be no changes in the number and type of river crossings. No increases in road and railroad bridges, transmission lines, and submarine corridors, would be permitted. Although road and railroad bridges would be restricted to existing corridors (i.e., the existing rights-of-way or the areas immediately adjacent to the existing rights-of-way), the scale and character of these bridges could be changed. For example, bridges could be widened to allow increased capacity with more lanes. Utility lines might be replaced or relocated, but no change in the number, scale, or character of overhead river crossings would be permitted. Although no new submarine corridors would be permitted, the size and number of lines within existing corridors could be increased. Trenching or directional drilling

could be required to install new submarine lines, depending on the resource impacts.

### **ISLAND AND PUBLIC SHORELINE MANAGEMENT**

North of Stillwater, recreational use of publicly owned islands and shoreline areas would continue. Three state parks in this area would allow camping only in designated campgrounds. The National Park Service would continue to prohibit camping in three areas under its management:

- Camping would be prohibited on federal land from Taylors Falls / St. Croix Falls to 1,200 feet south of Franconia Landing (the upper entrance to Close Slough)
- Camping would be prohibited on federal land for 1,200 feet north and south of the Highway 243 bridge at Osceola
- Camping would be prohibited on federal land from the southern tip of Greenburg Island to the upper entrance to Dead Man's Slough (opposite the city of Marine-on-St. Croix, generally)

Camping would be allowed in other areas under NPS jurisdiction, subject to a 7-night limit at any one site and a 30-night limit for the entire summer season at all sites. Camping equipment could not be left unattended for more than 24 hours at any site.

South of Stillwater use of the Hudson Islands and day use of publicly owned shoreline areas would continue to be minimally regulated. Camping in the two state parks and one regional park in the area would continue to be allowed only in designated areas.

### **WATER SURFACE USE**

Under alternative E river users would continue to find opportunities for a variety of recreational experiences. No new management areas would be implemented and no changes would occur in the permitted uses of or access to the lower riverway. No new management actions would be taken to limit or restrict the type of existing uses or user numbers, unless there were safety issues or users were adversely affecting the lower riverway's exceptional resources. The overall number of access points would not change.

New user facilities would not be built, with the exception of developments already planned (e.g., developing the Minnesota Department of Natural Resources public access at the Allen S. King plant). Other existing user facilities, including campsites, trails, and interpretive facilities, also generally would not change. The emphasis would be on maintaining existing facilities.

### **Water Use Management From Taylors Falls to Arcola Sanbar**

The managing agencies would maintain existing opportunities for quiet and solitude on this stretch of the lower riverway. This condition might require the agencies to limit growth in user numbers here. No changes would be made to boat speed limits or to the number of access points along this stretch.

### **Water Use Management From Arcola Sandbar to the North Limits of Stillwater**

Existing opportunities for recreational uses, primarily powerboat recreation, would be maintained as they are now on this stretch. If boating levels increased additional speed regulations might be imposed to ensure user safety.

### **Water Use Management From the North Limits of Stillwater to Prescott**

Existing opportunities would be maintained for large numbers of people to recreate on this stretch, primarily powerboat users. If boating levels increased additional speed regulations might be imposed to ensure user safety. Except for the planned access at the Allen S. King plan, no changes would occur in access opportunities to this stretch.

### **USER CARRYING CAPACITY**

No new special actions would be taken under this alternative to address the lower riverway's carrying capacity. Use would be allowed to continue to increase in the lower riverway unless one of the conditions noted above were met. The existing Lower St. Croix Management Commission policy that prohibits new marinas and expansion of existing marinas in the lower riverway would continue. The existing policy also would continue that limits new public access sites to no more than 100 car/trailer units, provided they met the needs of small watercraft and were located in noncongested use areas. In addition, the current prohibitions on expanding the parking capacity of nonpublic launch

ramps and on new nonpublic launching ramps would continue.

### **NAVIGATION CHANNEL MAINTENANCE**

No changes would be proposed for the 3-foot navigation channel between the Taylors Falls dam and the Arcola sandbar or the 9-foot navigation channel from Stillwater to Prescott in alternative E. The 3-foot channel from the Arcola sandbar down to river mile 24.5 at Stillwater would continue to be authorized for navigation and could be maintained if the U.S. Army Corps of Engineers decided it was necessary. The 9-foot navigation channel from Stillwater to Prescott would continue to be maintained at its current width by the Corps. Dredged material would continue to be placed where it could be reused for beneficial purposes while minimizing impacts to aquatic resources. Any watercraft entering the riverway to conduct dredging activities would be checked and cleaned if necessary in a manner consistent with the zebra mussel prevention plan.

### **CULTURAL RESOURCE MANAGEMENT**

The managing agencies would continue to exercise their responsibility to inventory and evaluate historic buildings, structures, landscapes, and archeological, ethnographic, and cultural sites in zones administered by them. In the federally administered zone, the National Park Service would continue to conduct archeological surveys in conjunction with projects involving ground disturbing activities, update the List of Classified Structures inventory for federally owned properties, and complete a

cultural landscape inventory. In addition, the National Park Service would prepare a historic resource study and an ethnographic overview and assessment, which would provide contexts and baseline information for resources in the federal and state administered zones of the lower riverway. This information would assist planners and resource managers in understanding the lower riverway's cultural resources, determining appropriate treatments, and establishing priorities for implementing treatments.

NPS planners and resource specialists would work closely with the state historic preservation offices of Minnesota and Wisconsin, American Indian interests, and private property owners where appropriate in developing protection and treatment strategies and priorities for all historic properties along the riverway.

### **LAND PROTECTION /BOUNDARY ADJUSTMENTS**

Land protection within the federally administered zone (north of Stillwater) would continue to be guided by the National Park Service's *Land Protection Plan* (NPS 1984), which identifies those lands or interests in lands that need to be acquired to accomplish the intent of the Wild and Scenic Rivers Act and/or riverway management objectives. In large part, fee title acquisition and scenic easement acquisition have been completed

in the federally administered zone; therefore, there would be no major changes in the status of lands from Taylors Falls to Stillwater.

Land protection throughout the lower riverway would continue to rely on special riverway zoning regulations, which have been adopted and administered by local governments based on standards established by the states. The states would continue to provide oversight on local decisions to ensure consistent administration of the rules. State land use rules could be amended under this alternative for several reasons, such as to make the Minnesota and Wisconsin rules more alike, to make the rules consistent with new policy resolutions of the Lower St. Croix Management Commission, and to reflect any changes in eligibility for the Wisconsin forest management tax program.

Some limited protection in the state-administered zone (south of Stillwater) would continue to be provided by scenic easements acquired by the states. No new scenic easements would be acquired by the states. However, the states would continue to administer their current easements.

Minor boundary adjustments would continue to be evaluated on a case-by-case basis. Some minor adjustments would continue to be considered by the managing agencies, such as where the boundary now splits a parcel of land, or where an adjacent road provides a more easily definable boundary.

## ALTERNATIVES CONSIDERED BUT ELIMINATED FROM DETAILED STUDY

The task force identified two other alternatives for managing the Lower St. Croix but dropped them from further study. Under the “Lake Minnetonka” concept the intent would have been to allow portions of the lower riverway to change so they would have looked like Lake Minnetonka, a lake in suburban Minneapolis surrounded by beautifully landscaped homes, which users could view from their boats. State land use controls would have been limited under this alternative; there would have been no state restrictions unique to the Lower St. Croix. Unrestricted residential development would have been allowed along parts of the shoreline, enabling river users to float past a “parade of scenic homes.” The task force rejected this alternative because it would have been inconsistent with the purposes of the lower riverway. This alternative would have allowed increased urbanization in the riverway corridor, which would have resulted in the loss of many of the outstanding natural scenic qualities. The lower riverway was established by Congress to protect and preserve the scenic resources and to maintain the area’s natural character in an urbanizing region. Houses would not have been considered “scenic resources” in the context of a river in the national wild and scenic rivers system.

The other alternative that was dropped from consideration emphasized resource protection and slower, nonmotorized uses on the lower riverway. (Alternative E in the April 1997 workbook.) Increased emphasis would be placed on restoring natural landscapes compared to the other

alternatives. More restrictions would be placed on new developments to reduce their visibility from the water. Natural quiet would be encouraged through controls on the use of machinery on lands within the boundary. This alternative also would ban all motorized watercraft and would allow increased nonmotorized use north of the Boomsite. South of the Boomsite motorized watercraft would be permitted, but these boats could operate only at slow speeds except in two designated waterskiing areas: Hudson’s north bay and north of the Kinnickinnic Narrows. Additional anchorage areas would be put in the lower part of the river. The task force dropped this alternative because it would be inconsistent with the principles underlying the alternatives. Specifically, the ban on motorized watercraft north of the Boomsite and restriction on motorboats south of the Boomsite would profoundly change the nature of water-based recreation on the Lower St. Croix. This management action would directly contradict the lower riverway’s purposes, which state that the riverway “accommodate a diverse range of recreational opportunities.” It is inconsistent with the riverway’s exceptional resources and values, which state: “The exceptional characteristics of the linear riverway provide for a wide range of high-quality recreational experiences. People could easily find opportunities, ranging from peace and solitude to dynamic social interaction.” It is also inconsistent with the task force’s vision statement, which includes “a diversity of recreational and living experiences, ranging from quiet solitude to highly social, motorized uses.”



# **MANAGEMENT STRUCTURE OPTIONS**



## INTRODUCTION

The current management structure for the Lower St. Croix has been in place for over 20 years. By law, the lower riverway must be jointly managed by the Minnesota and Wisconsin Departments of Natural Resources and the National Park Service. The vehicle for that joint management has been the Lower St. Croix Management Commission, established in 1973 by cooperative agreement. In addition to the three voting members, the Minnesota-Wisconsin Boundary Area Commission serves as a nonvoting member.

One of the questions dealt with in the planning process was how the federal, state, and local agencies should work together to administer the lower riverway — who should be involved in management, what roles and responsibilities should each agency have, and what would be the best governmental organization for managing the lower riverway? Five distinct options were developed for the lower riverway management structure. Each option includes directions for which agency should participate in activities, who

should do policy development, how land and water surface use should be managed, and anticipated implementation costs.

Although several of the options shift some authorities and responsibilities among the agencies, a “given” for all of the options would be as follows: by law primary management responsibility for the lower riverway would rest with the two state departments of natural resources and the National Park Service; the Minnesota-Wisconsin Boundary Area Commission would continue to have public interest responsibilities as outlined in state laws; the states would review and comment on local zoning actions; all three agencies would participate in and provide staff for on-water law enforcement, rescue, and related activities; the National Park Service would provide staff for management of lands it owns north of Stillwater.

A summary of the options and their impacts can be found in tables 20 and 22 at the end of this chapter.

## **PREFERRED OPTION**

The preferred management structure being proposed for administering the Lower St. Croix National Scenic Riverway would require more partnerships than now but would not require additional federal and state legislation, would not create new organizations, and would not require extensive new funding.

### **POLICY DEVELOPMENT**

The Lower St. Croix Management Commission (hereafter referred to as the management commission) would continue to be the primary policy body for the riverway — it would be responsible for policy development, including preparation and adoption of policy documents as needed and management plan updates every 20 years. The management commission also could review and comment on all actions by government and others that affect the lower riverway.

The organization of the management commission would be similar to what it is today. The Minnesota Department of Natural Resources, Wisconsin Department of Natural Resources, and the National Park Service would continue to be the three voting members. Two nonvoting members also would serve on the management commission: one member of the Minnesota-Wisconsin Boundary Area Commission, appointed by that commission, and one member of the Lower St. Croix Partnership Team (a new organization described below), appointed by that team. In addition, a technical committee, consisting of field-level staff, would continue to address day-to-day issues. The Minnesota-Wisconsin Boundary Area

Commission would continue to provide staff services to the management commission and its technical committee and would provide coordination for water surface law enforcement.

A new organization, called the Lower St. Croix Partnership Team, would be established to serve as an advisor to the management commission. The team would have the following duties: serve as an advisor for development and revision of state water surface use regulations (see appendix B); serve as an advisor for development and revision of state land use regulations (see appendix A); conduct on a bimonthly basis post-decision review of local land use actions (variances, etc.) for consistency with intent; and appoint one nonvoting member to the Lower St. Croix Management Commission. The membership of the partnership team would be based on the Lower St. Croix Planning Task Force, but its membership would be more clearly defined: the team would consist of representatives of local governments and a balanced list of stakeholder groups. Staff services to the partnership team would be provided by the two state departments of natural resources.

### **LAND USE MANAGEMENT**

Under the preferred option the two state departments of natural resources would adopt state rules that form the basis for local riverway ordinances. The Lower St. Croix Partnership Team would serve as a public forum for development of the state

rules. Local governments would be required to adopt and enforce ordinances based on the states' rules (local ordinances could be more restrictive than state rules, but not less so); the departments of natural resources would have review or certification authority over local ordinances and any amendments to those ordinances. The departments of natural resources also would provide regular training for local government officials on land use management questions.

In implementing the ordinances, local governments would provide notice of hearings to the managing agencies. To provide for cross-agency consultation, the management commission's technical committee would review all applications for variances and conditional use permits. Both the technical committee and the departments of natural resources could comment on applications either in writing or at the local government hearings.

However, no riverway managing agency would have veto authority over a local government decision on a conditional use permit or subdivision. If disagreements

occurred, appeals could be made to the courts.

The partnership team would meet at least bimonthly and review all local land use decisions rendered during the previous months. It would make periodic reports and/or recommendations to the management commission and state departments of natural resources to improve the consistency of local government implementation of their riverway ordinances.

## **WATER SURFACE USE MANAGEMENT**

On-water law enforcement would continue to be provided by the five county sheriff's departments, the two departments of natural resources, and the National Park Service. Increased coordination among surface water law enforcement agencies would be led by staff to the management commission.

## **OPTION 1: MINOR ADJUSTMENTS TO THE CURRENT MANAGEMENT STRUCTURE**

### **POLICY DEVELOPMENT**

Under option 1 there would be minor adjustments to management roles and responsibilities for the lower riverway, centering on the Lower St. Croix Management Commission and the Lower St. Croix Planning Task Force. The management commission would continue to set overall policies for the lower riverway. However, the management commission would be expanded to include one local government representative and a support staff and office in the valley. As a result, the management commission would serve as a public information source about riverway management rather than the Minnesota-Wisconsin Boundary Area Commission. However, the boundary commission would continue to have public interest review responsibilities as outlined in state laws.

### **LAND USE MANAGEMENT**

Land use management roles and responsibilities would be similar to what they are today in this option. Local governments would continue to be responsible for adopting and enforcing land use regulations within their jurisdictions. They would continue to act on proposals to change the zoning of property, decide if uses should

be permitted in some areas only under certain conditions, and decide if variances should be issued from certain zoning provisions. The two state departments of natural resources would continue to ensure that local governments provide consistent, appropriate enforcement of land use regulations. The departments of natural resources also would continue to review and approve or disapprove local decisions. However, the Lower St. Croix Planning Task Force would be restructured and made permanent. The task force would interpret state land use rules and provide mediation services when there were disagreements among landowners, local governments, and the two departments of natural resources.

### **WATER SURFACE USE MANAGEMENT**

On-water law enforcement would continue to be provided by the five counties, two departments of natural resources, and the National Park. The Lower St. Croix Planning Task Force would be restructured and made permanent to improve coordination among the law enforcement agencies.

## **OPTION 2: SHIFT AUTHORITY FOR LAND USE AND WATER USE REGULATION TO A JOINT POWERS BOARD**

### **POLICY DEVELOPMENT**

As in the previous options, the Lower St. Croix Management Commission would continue to set overall policies for the lower riverway. But under this option the management commission would be expanded from its current three members (i.e., the two departments of natural resources and National Park Service) to include one local government representative, one landowner representative, one general public representative, and one Minnesota-Wisconsin Boundary Area Commission representative. The management commission also would have its own support staff and office in the valley and would serve as a public information source on riverway management. The boundary commission would not serve as a public information source, but it would continue to have public interest review responsibilities.

### **LAND USE MANAGEMENT**

In option 2 the local governments would continue to be responsible for implementing land use regulations within the jurisdictions. However, a new entity, called a joint powers board, would be created to oversee land use management. The joint powers board would be created by all the valley's local governments and would include one representative from each of the 15 municipalities and five counties along the riverway. (Authorization of this board may require approval by both state legislatures and Congress.) The board would have the responsibility to ensure that local govern-

ments provide consistent, appropriate enforcement of land use regulations. It would review and approve or deny local government decisions in the same way the two departments of natural resources now oversee local decisions — the departments of natural resources would no longer be involved in reviewing local decisions. The board would meet regularly to review local actions, elect officers, have an office and staff, and administer its budget.

In addition to the joint powers board, a citizens review board would be created to serve as an advisor to landowners, local governments, and the joint powers board on the consistency, accuracy, and appropriateness of local land use decisions. The citizens review board would have individuals with technical expertise to review land use decisions.

### **WATER SURFACE USE MANAGEMENT**

A new entity, called the St. Croix water patrol, would perform all water law enforcement on the lower riverway. This water patrol would be created by a joint powers board for water, consisting of the five counties, two departments of natural resources, and the National Park Service. (Authorization of the joint powers board would require the approval of both state legislatures and Congress.) With a single law enforcement agency, there would be no need for coordination noted in the above options.

## **OPTION 3: SHIFT AUTHORITY FOR LAND USE AND WATER USE REGULATION TO A RIVERWAY BOARD AND JOINT POWERS BOARD**

### **POLICY DEVELOPMENT**

This option is identical to option 2 concerning policy development. The Lower St. Croix Management Commission would continue to set overall policies for the lower riverway, but its membership would be expanded to include one local government representative, one landowner representative, one general public representative, and one Minnesota-Wisconsin Boundary Area Commission representative. The management commission also would have its own support staff and its own office in the valley, and would serve as a public information source on riverway management. The boundary commission would continue to exercise its public interest review responsibilities.

### **LAND USE MANAGEMENT**

The only difference between options 2 and 3 would be the method of regulating land use in the lower riverway. In this option a single land-use authority would be created for the valley. Local governments would not handle riverway zoning matters within their borders. Instead, a riverway board, modeled on the Lower Wisconsin State Riverway Board, would be created to directly manage land use within the lower riverway. The board would work directly with landowners in reviewing development proposals. It would have the authority to approve, modify, or reject individual land development proposals in place of local

governments. Landowners would need approvals from both local governments and the riverway board to build new developments within the lower riverway. There would be no oversight agency reviewing the board's decisions. The interpretation of land use rules and mediation of disputes would be the board's responsibility.

Since the riverway board would have cross-river authority, it would need to be authorized by both legislatures and Congress. The board would consist of 20 members, with each of the elected governing bodies of the 15 municipalities and five counties appointing one member. The board would meet monthly to act on construction applications. It would have an office, elect officers, administer a budget, and employ a staff.

### **WATER SURFACE USE MANAGEMENT**

Like option 2, a new entity, called the St. Croix Water Patrol, would perform all water law enforcement on the lower riverway. This water patrol would be created by a joint powers board for water, consisting of the five counties, two departments of natural resources, and the National Park Service. (Authorization of the joint powers board would require the approval of both state legislatures and Congress.)

## **OPTION 4: CONTINUE CURRENT MANAGEMENT STRUCTURE (NO ACTION)**

### **POLICY DEVELOPMENT**

Under this option the lower riverway would continue to be managed as it is now. There would be no changes in agency authorities or responsibilities. Overall management policies would continue to be set by the three-member Lower St. Croix Management Commission, consisting of the Minnesota and Wisconsin Departments of Natural Resources and the National Park Service. The Minnesota-Wisconsin Boundary Area Commission would continue to be a nonvoting member of the management commission and would serve as a public information source about riverway management.

### **LAND USE MANAGEMENT**

Option 4 would be similar to option 2 concerning roles and responsibilities for land use management: local governments would be responsible for implementing

land use regulations within their jurisdictions, while the two departments of natural resources would continue to provide oversight on local decisions and enforcement of land use regulations.

### **WATER SURFACE USE MANAGEMENT**

Roles and responsibilities for water surface use management would largely remain as they are today. Surface water law enforcement would continue to be provided by the five-county sheriff departments, two departments of natural resources, and the National Park Service. One change would be that the Minnesota-Wisconsin Boundary Area Commission would assume leadership in facilitating coordination among the law enforcement agencies.

## IMPLEMENTATION COSTS OF ALTERNATIVES AND OPTIONS

Table 16 provides a summary of the implementation costs under each alternative that would be incurred by the two states, local governments, and the National Park Service. Table 17 provides a summary of costs for implementing the management structure options.

Implementation of any alternative or option would depend on the availability of adequate funding for additional staff or other costs. Approval of the cooperative management plan would not provide any funding, nor would it guarantee that money for implementation of all elements of the plan would be provided. Each major action would compete for funding with other managing agency priorities and projects. The costs primarily represent long-range staffing needs that are expected to take years to implement.

It should also be acknowledged that both states and the National Park Service are currently operating with an annual budget shortfall. That is, the managing agencies are underfunded to meet the continuing demands of increased use, internal program requirements, and outside development pressure. Regardless of the alternative selected, both the states of Minnesota and Wisconsin and the National Park Service would require additional support funding to meet current program requirements. Each partner would continue to seek funding, through its standard budget process, to meet these outstanding program needs.

TABLE 16: IMPLEMENTATION COSTS OF ALTERNATIVES

	Preferred Alternative	Alternative A	Alternative B	Alternative C	Alternative D
<b>One-time costs</b>					
<b>Minnesota</b>					
Management	\$40,000	\$20,000	\$40,000	\$40,000	\$40,000
Enforcement	7,500	0	7,500	7,500	7,500
Acquisition	0	0	0	0	12,000,000
<b>MN Total</b>	<b>\$47,500</b>	<b>\$20,000</b>	<b>\$47,500</b>	<b>\$47,500</b>	<b>\$12,047,500</b>
<b>Local gov" ts. in Minnesota</b>					
Management	\$60,000	\$60,000	\$60,000	\$60,000	\$60,000
Enforcement	7,500	0	7,500	7,500	7,500
<b>Total local gov" t. in MN</b>	<b>\$67,500</b>	<b>\$60,000</b>	<b>\$67,500</b>	<b>\$67,500</b>	<b>\$67,500</b>
<b>Wisconsin</b>					
Management	0	0	0	0	0
Enforcement	\$7,500	0	\$7,500	\$7,500	\$7,500
Acquisition	0	0	0	0	\$12,000,000
<b>WI Total</b>	<b>\$7,500</b>	<b>0</b>	<b>\$7,500</b>	<b>\$7,500</b>	<b>\$12,007,500</b>
<b>Local gov" ts. In Wisconsin</b>					
Management	\$41,500	\$40,000	\$40,000	\$40,000	\$40,000
Enforcement	\$7,500	0	\$7,500	\$7,500	\$7,500
<b>Total local gov" t. In WI</b>	<b>\$49,000</b>	<b>\$40,000</b>	<b>\$47,500</b>	<b>47,500</b>	<b>\$47,500</b>
<b>Annual costs</b>					
<b>Minnesota</b>					
Management	\$187,500	\$187,500	\$187,500	\$187,500	\$218,750
Enforcement	112,500	0	112,500	225,000	225,000
Research	45,000	45,000	45,000	45,000	45,000
Grants	20,000	20,000	20,000	20,000	20,000
<b>Total MN</b>	<b>\$365,000</b>	<b>\$252,500</b>	<b>\$365,000</b>	<b>\$477,500</b>	<b>\$508,750</b>

LAND AND WATER MANAGEMENT ALTERNATIVES

	Preferred Alternative	Alternative A	Alternative B	Alternative C	Alternative D
<b>Local gov<sup>ts</sup>. In Minnesota</b>					
Management	0	0	0	0	0
Enforcement	\$56,250	0	\$56,250	\$112,500	\$112,500
<b>Total local gov<sup>t</sup>. in MN</b>	<b>\$56,250</b>	<b>0</b>	<b>\$56,250</b>	<b>\$112,500</b>	<b>\$112,500</b>
<b>Wisconsin</b>					
Management	\$187,500	\$187,500	\$187,500	\$187,500	\$218,750
Enforcement	112,500	0	112,500	225,000	225,000
Research	45,000	45,000	45,000	45,000	45,000
Grants	20,000	20,000	20,000	20,000	20,000
<b>Total WI</b>	<b>\$365,000</b>	<b>\$252,500</b>	<b>\$365,000</b>	<b>\$477,500</b>	<b>\$508,750</b>
<b>Local gov<sup>ts</sup>. In Wisconsin</b>					
Management	\$7,500	0	0	0	0
Enforcement	20,000	0	\$20,000	\$40,000	\$40,000
<b>Total local gov<sup>t</sup>. In WI</b>	<b>\$27,500</b>	<b>0</b>	<b>\$20,000</b>	<b>\$40,000</b>	<b>\$40,000</b>
<b>National Park Service</b>					
Management	\$81,000	\$81,000	\$81,000	\$81,000	\$81,000
Administration	75,000	75,000	75,000	75,000	75,000
Resource management	172,000	177,000	177,000	177,000	202,000
Resource protection	164,000	164,000	164,000	164,000	189,000
Interpretation/ visitor services	199,000	150,000	125,000	199,000	150,000
Maintenance	117,000	157,000	142,000	157,000	122,000
Research	100,000	100,000	100,000	100,000	100,000
<b>Total NPS</b>	<b>\$908,000</b>	<b>\$904,000</b>	<b>\$864,000</b>	<b>\$953,000</b>	<b>\$919,000</b>
<b>Grand Total</b>	<b>\$1,893,250</b>	<b>\$1,529,000</b>	<b>\$1,840,250</b>	<b>\$2,230,500</b>	<b>\$2,489,500</b>

**TABLE 17: IMPLEMENTATION COSTS OF OPTIONS**

	<b>Preferred Option</b>	<b>Option 1</b>	<b>Option 2</b>	<b>Option 3</b>
<b>Riverway coordinator</b>	\$75,000 <sup>a</sup>	\$75,000	\$75,000	\$75,000
<b>Organizational support</b>	\$25,000 <sup>b</sup>	\$25,000	\$25,000	\$25,000
<b>Clerical</b>	0	\$60,000	\$90,000	\$90,000
<b>Office operations</b>	0	\$50,000	\$75,000	\$75,000
<b>Law enforcement</b>	0	0	\$400,000	\$400,000
<b>Boats, vehicles, equipment</b>	0	0	\$45,000	\$45,000
<b>Annual total</b>	0	\$210,000 <sup>c</sup>	\$710,000 <sup>d</sup>	\$710,000 <sup>e</sup>
<b>One-time start-up costs</b>	0	\$50,000 <sup>f</sup>	\$75,000 <sup>g</sup>	\$75,000 <sup>h</sup>
<b>Total</b>	<b>\$100,000</b>	<b>\$260,000</b>	<b>\$785,000</b>	<b>\$785,000</b>

a. The coordination costs are already shown for the preferred alternative in table 16.

b. The coordination costs are already shown for the preferred alternative in table 16.

c. The Lower St. Croix Management Commission's costs would be split equally by the National Park Service, Minnesota DNR, and Wisconsin DNR.

d. The Joint Powers Board would receive half its funds from the Minnesota Legislature and half from the Wisconsin Legislature, as would the St. Croix Water Patrol.

e. The Riverway Board would receive half its funds from the Minnesota Legislature and half from the Wisconsin Legislature, as would the St. Croix Water Patrol.

f. The Lower St. Croix Management Commission's costs would be split equally by the National Park Service, Minnesota DNR, and Wisconsin DNR.

g. The Joint Powers Board would receive half its funds from the Minnesota Legislature and half from the Wisconsin Legislature, as would the St. Croix Water Patrol.

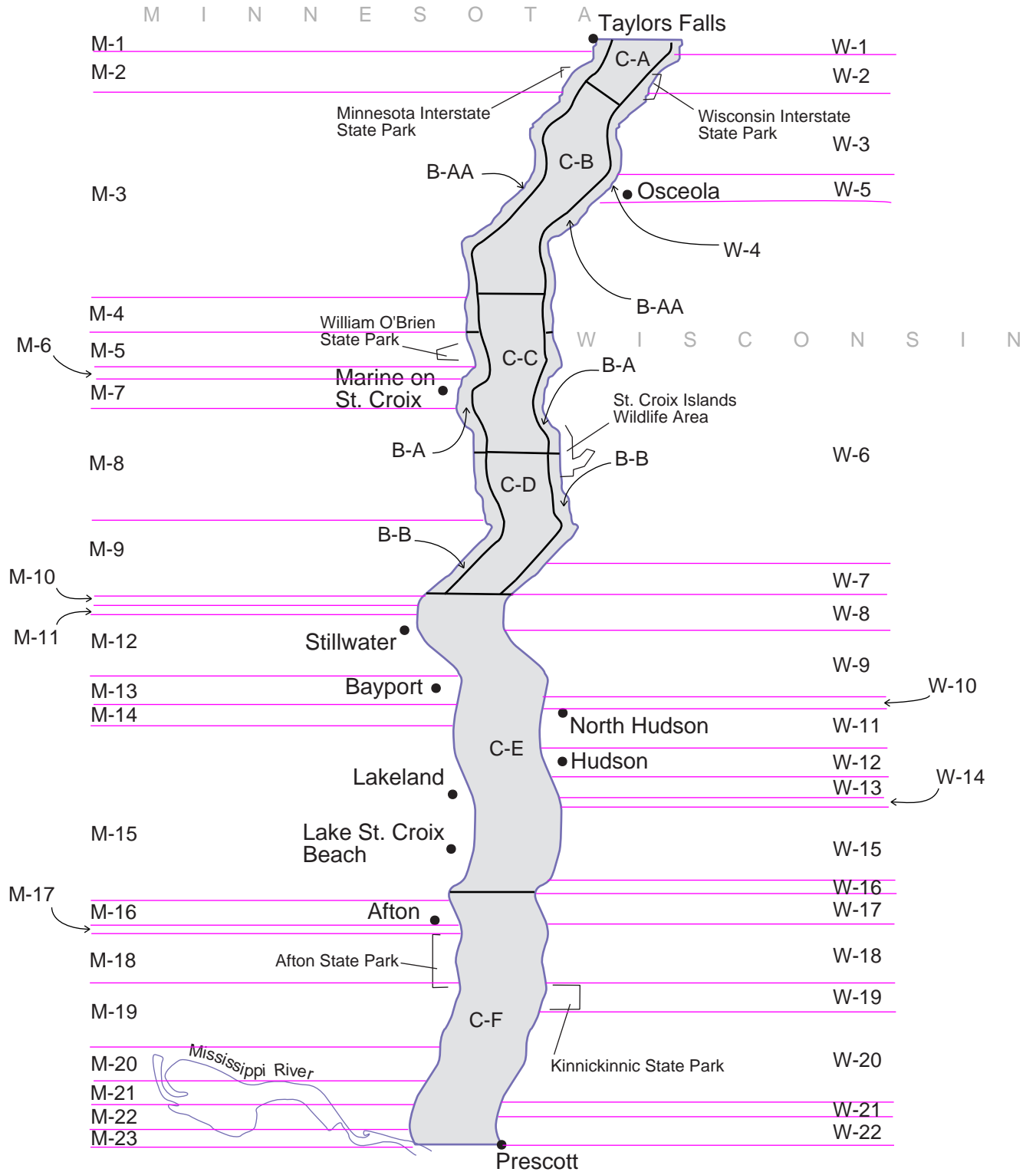
h. The Riverway Board would receive half its funds from the Minnesota Legislature and half from the Wisconsin Legislature, as would the St. Croix Water Patrol.

## **SUMMARY OF ALTERNATIVES AND OPTIONS**

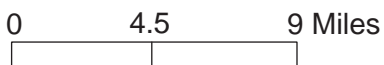
The following Land and Water segment map for the Lower St. Croix is keyed to table 18. The keys on the map (i.e., M-1, W-1) correspond to the reaches of the river shown on the table, which provides a summary comparison of land and water

use management alternatives for Minnesota and Wisconsin. A summary of the four management structure options are shown in table 19. Impacts of the alternatives are presented in table 20 and impacts of the four options are shown in table 21.

# Land and Water Segment Key Lower St. Croix National Scenic Riverway



NOTE: The width of the St. Croix River on this graphic is exaggerated for clarity.





**TABLE 18: COMPARISON OF LOWER ST. CROIX NATIONAL SCENIC RIVERWAY ALTERNATIVES (LAND USE MANAGEMENT )**

LAND MANAGEMENT CONCEPTS	PREFERRED ALTERNATIVE	ALTERNATIVE A	ALTERNATIVE B/C	ALTERNATIVE D	ALTERNATIVE E (No Action)
		Directed land development	Maintain the landscape's visual qualities	Emphasize resource protection	Maintain present management approach based on 1976 <i>Master Plan</i> and subsequent policy
<b>Development in communities (including river town, small town historic, and small town)</b>	Maintain long stretches of the lower riverway's natural and rural landscape while still allowing new development in existing communities; overall character of communities would not significantly change; new residential and commercial development could be built as long as it met development standards designed to limit visual impact and was consistent with the historic character of the river communities	Maintain long stretches of the lower riverway's natural and rural landscape; allow limited new residential and commercial development that was consistent with the historic character of the river's communities	Maintain long stretches of the lower riverway's natural and rural landscape; new residential and commercial development could be built as long as it was not visible from the river	Maintain long stretches of the lower riverway's natural and rural landscape; remove existing development that is visible from the river if or when opportunities arose	Maintain long stretches of the lower riverway's natural and rural landscape; new residential and commercial development could be built as long as it met development standards designed to limit visual impact
	Some state land use regulations would be relaxed in river town, small town historic, and small town management areas to give local governments greater flexibility in regulating land use, development density, structure height, etc.	Some state land use regulations would be relaxed in river town, small town historic and small town management areas to give local governments greater flexibility in regulating land use, development density, structure height, etc.; encourage clustering of new development	More restrictions would be placed on new development to minimize visibility from the river	Same as alternative B/C	Regulations in incorporated areas would not be as restrictive as in rural areas, but tight controls on land use (including zoning districts), development density, structure height, etc., would be established
	In the small town management areas, the emphasis would be on retaining the large-lot single-family character of the area, while relaxing standards for features such as decks and residential additions	In the small town management area, the emphasis would be on retaining the large-lot single-family character of the area, while relaxing standards for features such as decks and residential additions	In the small town management area, the emphasis would be on retaining the large-lot single-family character of the area; new development would not be visible from the river	Same as alternative B/C	In incorporated areas, lot size would not be as restricted as in rural areas, but there would be limits on decks and residential additions
	In river town and small town historic management areas, new development would be allowed if it was consistent with the historic character of the communities	In river town and small town historic management areas, new development would be allowed if it was consistent with the historic character of the communities	In river town and small town historic management areas, new development would be allowed if it was consistent with the historic character of the communities and not visible from the river	Same as alternative B/C	No special action would be taken to address the historic character of communities
	If an industrial use was discontinued, the most desirable future use of the riverfront portions of these properties would be public park.	If an industrial use was discontinued, commercial, residential or recreational use of the site would be considered	Same as alternative A	If an industrial use was discontinued, redevelopment of the area as urban parkland would be considered	Uses would be determined by the municipality's underlying zoning standards
<b>Development outside of communities (including rural residential, park, natural, minimally disturbed)</b>	Limited new developments would be permitted, so long as they were visually inconspicuous as seen from the river; more restrictions would be placed on new developments to reduce their visibility; natural landscapes would be restored where feasible	Limited new development would be allowed, some of which might be visible from the river, so long as the riverway's rural and natural character was maintained	Land uses would be managed to maintain visual characteristics as seen from the water; more restrictions would be placed on new developments to reduce their visibility	There would be a strong emphasis on resource protection, increasing the predominance of natural features over modern development; more restrictions would be placed on new developments to reduce their visibility; natural landscapes would be restored where feasible	Limited new development would continue to be allowed, some of which might be visible from the river
<i>Note: park, natural, minimally disturbed combined as "Conservation" in Preferred Alternative.</i>					

**COMPARISON OF LOWER ST. CROIX NATIONAL SCENIC RIVERWAY ALTERNATIVES (Minnesota Land Use Segments)**

<b>MINNESOTA SEGMENTS</b> <b>(north to south)</b>	<b>PREFERRED ALTERNATIVE</b>	<b>ALTERNATIVE A</b>	<b>ALTERNATIVE B/C</b>	<b>ALTERNATIVE D</b>	<b>ALTERNATIVE E</b>
M-1 Taylors Falls	Small town historic	Small town historic	Small town historic	Small town historic	Incorporated
M-2 Interstate Park	Conservation	Park	Park	Park	Unincorporated
M-3 South end of Interstate Park to south end of McLeod Slough	Conservation	Natural	Natural	Minimally disturbed	Unincorporated
M-4 South end of McLeod Slough to north boundary of William O'Brien State Park	Rural residential	Rural residential	Rural residential	Rural residential	Unincorporated
M-5 William O'Brien State Park	Conservation	Park	Natural	Natural	Unincorporated
M-6 South end of William O'Brien State Park to southern tip of Greenburg Island in Marine-on-St. Croix	Rural residential	Rural residential	Rural residential	Rural residential	Rural residential
M-7 Southern tip of Greenburg Island in Marine-on-St. Croix to southern boundary of Marine-on-St. Croix's Butternut Falls Addition	Small town historic	Small town historic	Small town historic	Small town historic	Incorporated
M-8 Southern boundary of Marine-on-St. Croix's Butternut Falls Addition to High Bridge	Rural residential	Rural residential	Rural residential	Rural residential	Unincorporated
M-9 High Bridge to north limits of Stillwater	Rural residential	Rural residential	Rural residential	Natural	Unincorporated
M-10 North limits of Stillwater to the south end of Dutch Town	Small town	Small town	Small town	Small town	Incorporated
M-11 South end of Dutch Town to train station	Small town	River town	Small town	Natural	Incorporated
M-12 Train station to north limits of Bayport	River town	River town	River town	River town	Incorporated
M-13 Bayport	Small town	Small town	Small town	Small town	Incorporated
M-14 South limits of Bayport to Hudson railroad bridge	Rural residential	Small town	Rural residential	Natural	Unincorporated
M-15 Hudson railroad bridge to north limits of old Afton Village	Small town	Small town	Small town	Small town	Incorporated
M-16 Old Afton Village	Small town historic	Small town historic	Small town historic	Small town historic	Incorporated
M-17A South limits of old Afton Village to south end of River Road	Small town	Rural residential	Rural residential	Rural residential	Incorporated
M-17B South end of River Road to Afton State Park	Rural residential	Rural residential	Rural residential	Rural residential	Incorporated
M-18 Afton State Park	Conservation	Park	Natural	Natural	Unincorporated
M-19 South end of Afton State Park to north end of St. Croix Bluffs Regional Park	Rural residential	Rural residential	Rural residential	Natural	Unincorporated
M-20 St. Croix Bluffs Regional Park	Park	Park	Park	Natural	Unincorporated
M-21 South end of St. Croix Bluffs Regional Park to Carpenter Nature Center	Rural residential	Rural residential	Rural residential	Rural residential	Unincorporated
M-22 Carpenter Natural Center	Natural	Natural	Natural	Natural	Unincorporated
M-23 South end of Carpenter Natural Center to the Mississippi River	Rural residential	Rural residential	Rural residential	Rural residential	Unincorporated

**COMPARISON OF LOWER ST. CROIX NATIONAL SCENIC RIVERWAY ALTERNATIVES (Wisconsin Land Use Segments)**

<b>WISCONSIN SEGMENTS</b> (north to south)	<b>PREFERRED ALTERNATIVE</b>	<b>ALTERNATIVE A</b> Directed land development	<b>ALTERNATIVE B/C</b> Maintain the landscape's visual qualities	<b>ALTERNATIVE D</b> Emphasize resource protection	<b>ALTERNATIVE E</b> Maintain present management approach based on 1976 master plan and subsequent policy
W-1 St. Croix Falls	Small town historic	Small town historic	Small town historic	Small town historic	Incorporated
W-2 Interstate Park	Conservation	Park	Park	Park	Unincorporated
W-3 South end of Interstate Park to limits Osceola	Conservation	Natural	Natural	Minimally disturbed	Unincorporated
W-4 Bluffs within Osceola	Conservation	Small town	Natural	Natural	Incorporated
W-5 Downtown Osceola	Small town historic	Small town historic	Small town	Small town	Incorporated
W-6A South of Osceola to High Bridge	Conservation	Natural	Natural	Minimally disturbed	Unincorporated
W-6B High Bridge to Twin Springs	Rural residential				
W-7 Twin Springs subdivision to Houlton	Rural residential	Rural residential	Rural residential	Natural	Unincorporated
W-8 Houlton	Rural residential	Small town	Rural residential	Natural	Unincorporated
W-9 South of Houlton to south edge of St. Croix Station subdivision in North Hudson	Rural residential	Rural residential	Rural residential	Natural	Unincorporated
W-10 South edge of St. Croix Station subdivision in North Hudson o Willow River	Small town	Small town	Small town	Small town	Incorporated
W-11 Willow River to Orange Street	River town	Small town	Small town	Small town	Incorporated
W-12 Orange Street to Interstate 94 bridge	River town	River town	River town	River town	Incorporated
W-13 Interstate 94 bridge to Mayer Road	River town	Small town	Small town	Small town	Incorporated
W-14 Mayer Road to Riverview Drive	Small town	Small town	Rural residential	Rural residential	Unincorporated
W-15 Riverview Drive to St. Croix Cove	Rural residential	Rural residential	Rural residential	Rural residential	Unincorporated
W-16 St. Croix Cove	Rural residential	Small town	Rural residential	Rural residential	Unincorporated
W-17 St. Croix Cove to Black Bass Bar	Rural residential	Rural residential	Rural residential	Rural residential	Unincorporated
W-18 Black Bass Bar to Kinnickinnic State Park	Rural residential	Rural residential	Rural residential	Natural	Unincorporated
W-19 Kinnickinnic State Park	Conservation	Park	Natural	Natural	Unincorporated
W-20 South limits of Kinnickinnic State Park to Cedar St. Croix subdivision	Rural residential	Rural residential	Rural residential	Rural residential	Unincorporated
W-21 Cedar St. Croix subdivision to north end of Prescott	Rural residential	Small town	Rural residential	Rural residential	Unincorporated
W-22 Prescott to Mississippi River	River town	River town	River town	River town	Incorporated

COMPARISON OF LOWER ST. CROIX NATIONAL SCENIC RIVERWAY ALTERNATIVES (WATER USE MANAGEMENT )

RECREATION MANAGEMENT CONCEPTS	PREFERRED ALTERNATIVE	ALTERNATIVE A Accommodate increased recreation use levels with few restrictions	ALTERNATIVE B Accommodate increased recreation use levels with additional restrictions to minimize user conflicts	ALTERNATIVE C Freeze recreation use at present levels	ALTERNATIVE D Reduce recreation use levels	ALTERNATIVE E Maintain present management approach based on 1976 master plan and subsequent policy
Riverwide Concept	River users would continue to find opportunities for a variety of recreational experiences; existing access points would be maintained; if watercraft density increased, more restrictions would be imposed to ensure safe conditions and to avoid conflicts	Use could continue to increase as long as users were not causing significant damage to the riverway's exceptional resources or posing safety hazards to others	River users would continue to find opportunities for a variety of recreational experiences; no new access would be provided or permitted; as watercraft numbers continued to increase, more activity restrictions would be imposed to segregate uses and ensure safe conditions	River users would continue to find opportunities for a variety of recreational experiences; no new access would be provided or permitted, and existing access would be strictly controlled to prevent boat use from increasing; use would be frozen at current levels	River users would find opportunities for a reduced variety of recreational experiences, including social experiences, plus more opportunities would be available for quieter, slower, peaceful recreational experiences in designated areas than currently exist; reduce use levels and density of recreational use of the river	River users would continue to find opportunities for a variety of recreational experiences; no new access would be provided or permitted; more activity restrictions might be imposed to ensure safe conditions if watercraft numbers increased
	<b>Taylor Falls to Arcola Sandbar:</b>  Maintain opportunities for quiet and solitude; maintain current slow speed levels; maintain access points.	<b>Taylor Falls to Arcola Sandbar:</b>  Maintain existing opportunities for quiet and solitude; allow limited growth in use; maintain existing speed levels; maintain current access	<b>Taylor Falls to Arcola Sandbar:</b>  Maintain existing opportunities for quiet and solitude; allow limited growth in use; maintain existing speed levels; maintain current access	<b>Taylor Falls to Arcola Sandbar:</b>  Maintain opportunities for quiet and solitude; maintain existing use, speed levels; maintain current access	<b>Taylor Falls to Arcola Sandbar:</b>  Increase opportunities for quiet, solitude; decrease use levels; decrease access	<b>Taylor Falls to Arcola Sandbar:</b>  Maintain existing opportunities for quiet and solitude; allow limited growth in use; maintain existing speed levels; maintain current access
	<b>Arcola to north limits of Stillwater:</b>  Maintain existing opportunities for a mix of powerboat and nonmotorized recreation	<b>Arcola to north limits of Stillwater:</b>  Allow for increased numbers of people to engage in a variety of uses; allow an increase in use levels; allow boat speeds to increase if safety was not a concern	<b>Arcola to north limits of Stillwater:</b>  Maintain existing opportunities for recreation, primarily powerboat recreation; as boating levels increase, additional speed regulations might be imposed to ensure user safety and minimize conflicts	<b>Arcola to north limits of Stillwater:</b>  Maintain opportunities for recreation, primarily powerboat recreation; prevent increased use	<b>Arcola to north limits of Stillwater:</b>  Increase opportunities for quieter, slower activities; decrease use levels; decrease boat speed	<b>Arcola to north limits of Stillwater:</b>  Maintain existing opportunities for recreation, primarily powerboat recreation; as boating levels increased, additional speed regulations might be imposed to ensure user safety
	<b>North limits of Stillwater to Prescott:</b>  Maintain existing opportunities for large numbers of people to engage in a variety of uses; one access point would be added near the Allan S. King power plant; overall boat speed limit would be imposed to ensure safe conditions and avoid conflicts	<b>North limits of Stillwater to Prescott:</b>  Allow for large numbers of people to engage in a variety of uses; allow use and speed levels to increase; allow an increase in access	<b>North limits of Stillwater to Afton:</b>  Increase opportunities for large numbers of people to engage in a variety of uses; allow use and speed levels to increase; maintain existing access; more activity restrictions would be imposed to segregate uses and ensure safe conditions  <b>Afton to Prescott:</b>  Impose additional speed regulations to accommodate increasing use while reducing conflicts; maintain existing access; more activity restrictions would be imposed to segregate uses and ensure safe conditions	<b>North limits of Stillwater to Prescott:</b>  Maintain opportunities for large numbers of people to recreate on this stretch, primarily power-boat users; maintain existing use levels; maintain existing speed levels; prevent any increase in access	<b>North limits of Stillwater to Prescott:</b>  Provide opportunities for moderate number of users to engage in a variety of uses; decrease use levels; decrease speed levels; decrease access	<b>North limits of Stillwater to Prescott:</b>  Maintain opportunities for large numbers of people to recreate on this stretch, primarily power-boat users; as boating levels increase, additional regulations on boat speeds would be imposed to ensure user safety; maintain current access

**COMPARISON OF LOWER ST. CROIX NATIONAL SCENIC RIVERWAY ALTERNATIVES (WATER USE MANAGEMENT CONTINUED)**

<b>WATER MANAGEMENT AREAS</b>	<b>PREFERRED ALTERNATIVE</b>	<b>ALTERNATIVE A</b>	<b>ALTERNATIVE B</b>	<b>ALTERNATIVE C</b>	<b>ALTERNATIVE D</b>	<b>ALTERNATIVE E</b>
B-AA <i>Backwaters</i> Taylors Falls Dam to north end of O'Brien State Park	Natural waters	Natural waters	Natural waters	Natural waters	Quiet waters	Slow speed zone
B-A <i>Backwaters</i> North end of O'Brien State Park to Arcola sandbar	Natural waters	Natural waters	Natural waters	Natural waters	Natural waters	Slow-speed zone
B-B <i>Backwaters</i> Arcola sandbar to north limits of Stillwater	Natural waters	Quiet waters	Natural waters	Natural waters	Quiet waters	No speed limit, but weekend restriction on waterskiing
<i>Main Channel</i>						
C-A Taylors Falls Dam to Rock Island	Quiet waters	Quiet waters	Quiet waters	Quiet waters	Quiet waters	Slow speed zone
C-B Rock Island to the south end of McLeod Slough	Quiet waters	Quiet waters	Quiet waters	Quiet waters	Natural waters	Slow speed zone
C-C South end of McLeod Slough to the Arcola sandbar	Quiet waters	Quiet waters	Quiet waters	Quiet waters	Quiet waters	Slow speed zone
C-D Arcola sandbar to the north limits of Stillwater	Moderate recreation	Active social recreation	Moderate recreation	Moderate recreation	Quiet waters	No speed limit, but weekend restriction on waterskiing
C-E North limits of Stillwater to Catfish Bar	Active social recreation	Active social recreation	Active social recreation	Active social recreation	Moderate recreation	No speed limit, except no-wake at Hudson Narrows and south Hudson Bay
C-F Catfish Bar to the Prescott railroad bridge	Active social recreation	Active social recreation	Moderate recreation	Active social recreation	Moderate recreation	No speed limit, except no-wake at Catfish Bar, Kinnickinnic Narrows and Prescott Narrows

**COMPARISON OF LOWER ST. CROIX NATIONAL SCENIC RIVERWAY ALTERNATIVES (OTHER TOPICS)**

<b>OTHER TOPICS</b>	<b>PREFERRED ALTERNATIVE</b>	<b>ALTERNATIVE A Directed land development</b>	<b>ALTERNATIVE B Allow growth, but maintain the landscape's visual qualities</b>	<b>ALTERNATIVE C Maintain the landscape's visual qualities</b>	<b>ALTERNATIVE D Emphasize resource protection</b>	<b>ALTERNATIVE E Maintain present management approach based on 1976 master plan and subsequent policy</b>
<b>River Crossings</b>	Road and railroad bridges could be replaced with bridges of similar scale in existing corridors; the total number of bridge crossings would not increase	No increase in the number of road or railroad bridges, but the scale and character of bridges could be altered (wider, for example); bridges could be relocated to new sites as long as existing structures are removed	Road and railroad bridges could be replaced within existing corridors; no change in the number, scale or character of the structures would be permitted	Same as alternative B	Same as alternative B	Road and railroad bridges could be replaced within existing corridors and their scale and character altered; the total number of bridge crossings would not increase
	No new utility corridor crossings or increase in size of transmission line towers; new lines could be added to existing crossings; consolidation of utility line crossings would be encouraged	Utility lines could be replaced, increased in scale or relocated to new sites	Utility lines could be replaced within existing corridors; no change in the number, scale or character of the structures would be permitted	Same as alternative B	The number of utility lines could be reduced by consolidation of lines or conversion from overhead to submarine crossings	Utility lines could be replaced or relocated (as long as existing crossings are removed); no change in the number, scale or character of river crossings would be permitted
	Submarine crossings could be expanded or relocated to an existing corridor and new submarine crossings could be permitted if there were no visual impacts. However, the crossing technique having the least impact on the riverway's outstandingly remarkable values and impact on the resource would be required.	Submarine crossings could be expanded or relocated; new submarine crossings could be permitted	The number of submarine crossings would remain the same, except that existing utility lines could be relocated to submarine crossings	Same as alternative B	The number of submarine crossings would remain the same; existing utility lines could be relocated to existing submarine crossing corridors	No new submarine crossings would be permitted, but the size and number of lines within existing corridors might be increased
<b>Vegetation Management</b>	Screen structures from view as seen from the river; prevent disturbance of environmentally sensitive areas	Maintain the existing significant plant communities	Maintain the existing significant plant communities	Same as alternative B	Maintain and restore significant plant communities	A vegetation control zone (larger in unincorporated areas than in incorporated areas) would continue to exist, in which large trees could not be cut, but shrubs and small trees could be removed
	Maintain and restore historically and ecologically significant plant communities on state and federal lands; encourage voluntary efforts to maintain and restore significant plant communities on private lands and local government lands	Same as the preferred alternative.	Same as the preferred alternative.	Same as the preferred alternative.	Same as the preferred alternative	No special protection would be provided for significant plant communities
<b>Island and Public Shoreline Management</b>	Day use largely unregulated	Same as the preferred alternative.	Same as the preferred alternative.	Same as the preferred alternative.	Same as the preferred alternative.	Same as the preferred alternative
	Camping would be prohibited in two areas north of Stillwater; near Marine-on-St. Croix camping would be prohibited until a comprehensive river use / camping plan was completed and then would be at designated sites only.	Camping prohibited in two areas north of Stillwater	Camping prohibited in three areas north of Stillwater	Same as alternative B	Same as alternative B	Same as alternative B
	In other areas north of Stillwater zones would be established that identify where camping would be permitted; designated camping sites would be established if needed	Minor camping restrictions in other areas.	Camping north of Stillwater restricted to designated sites	Camping north of Stillwater restricted to designated sites	Camping north of Stillwater limited to a few designated sites	Same as alternative A
	Camping might be restricted to designated sites if needed and a reservation system might be instituted if needed	No camping permit or reservation system.	Same as alternative A	Camping permit and reservation systems used.	Same as alternative C	Same as alternative A
	Users required to have portable toilets to camp on the Hudson Islands unless the managing agencies or others supply public facilities	No limits on camping on the Hudson Islands.(existing conditions)	Users required to have portable toilets to camp on the Hudson Islands.	Same as alternative B	Camping on the Hudson Islands limited to a few watercraft; users required to have portable toilets.	Same as alternative A

**TABLE 19: SUMMARY OF MANAGEMENT STRUCTURE OPTIONS**

<b>ACTIONS</b>	<b>PREFERRED OPTION</b>	<b>OPTION 1</b>	<b>OPTION 2</b>	<b>OPTION 3</b>	<b>OPTION 4</b>
<b>Management Activities</b>	<p>The states of Minnesota and Wisconsin and the National Park Service would continue to provide staff to the Lower St. Croix Management Commission.</p> <p>The Park Service would continue to provide staff on NPS lands north of Stillwater</p>	Same as preferred option	Same as preferred option	Same as preferred option	Same as preferred option
<b>Policy Development</b>	<p>Lower St. Croix Management commission would be responsible for policy development and review all actions that affect the Lower St. Croix. Organization of the commission would be similar to what it is today, but with the addition of one member from a new organization, the Lower St. Croix Partnership Team, which would be established to advise the commission.</p>	<p>There would be minor adjustments to management roles and responsibilities. The Lower St. Croix Management Commission would continue to set overall policies.</p> <p>The management commission would have a support staff and serve as public information source rather than the Minnesota-Wisconsin Boundary Area Commission</p>	<p>Same as preferred, except that the management commission would be expanded from three members to seven.</p> <p>Same as option 1.</p>	Same as Option 2	The lower riverway would continue to be managed as it is now.
<b>Land Use Management</b>	<p>State rules would be adopted as a basis for local riverway ordinances. The Lower St. Croix Partnership Team would serve as an advisor for the development, amendment and implementation of state rules.</p>	<p>Roles and responsibilities would be similar to what they are now; however the Lower St. Croix Planning Task Force would be restructured and made permanent. The task force would interpret state land use rules and provide mediation services.</p>	<p>Local governments would continue to be responsible for implementing land use regulations, however a new entity, called a Joint Power Board, would oversee land use management. In addition, a citizens review board would be created to serve as an advisor to several land use groups.</p>	<p>Same as option 2, except the method of regulating land use would be that a single riverway board, modeled on the Lower Wisconsin State Riverway Board, would be created.</p>	<p>Roles and responsibilities for land use management would remain as they are today.</p>
<b>Water Surface Use Management</b>	<p>On-water law enforcement would continue to be provided by the five-county sheriff's departments, the two state departments of natural resources, and the National Park Service. The Lower St. Croix Partnership Team would serve as an advisor to the development, amendment and implementation of state rules.</p>	<p>Same as the preferred option. In addition the Lower St. Croix Planning Task Force would be restructured and made permanent to improve coordination among law enforcement agencies.</p>	<p>A new entity, called the St. Croix Water Patrol, would perform all on-water law enforcement.</p>	Same as option 2	<p>Roles and responsibilities for water surface use management would remain as they are today.</p>

**TABLE 20: SUMMARY OF IMPACTS OF ALTERNATIVES**

<b>TOPIC</b>	<b>PREFERRED ALTERNATIVE</b>	<b>IMPACTS OF ALTERNATIVE A</b>	<b>IMPACTS OF ALTERNATIVE B</b>	<b>IMPACTS OF ALTERNATIVE C</b>	<b>IMPACTS OF ALTERNATIVE D</b> <small>ERROR! BOOKMARK NOT DEFINED.</small>	<b>IMPACTS OF ALTERNATIVE E</b>
<b>Scenic Resources</b>	Overall, the preferred alternative would have a minor positive impact on scenic resources. Also, potentially major long-term impacts from changes to river crossings would be avoided.	Potentially major long-term impacts from changes to river crossings could occur. Overall, alternative A would have a minor negative impact on scenic resources compared to the no-action.	Overall, alternative B would have a moderate positive impact on scenic resources compared to the no-action alternative. Potentially major long-term impacts from changes to river crossings would be avoided.	Overall, alternative C would have a moderate positive impact on scenic resources. Potentially major long-term impacts from changes to river crossings would be avoided.	Overall, alternative D would have a moderate positive impact on scenic resources. There would be somewhat greater beneficial impacts than the other alternatives because it would put slightly more land within the management areas that would be more restrictive to development.	Depending on the magnitude of change, there could be minor to major, adverse, long-term impacts on scenic resources.
<b>Recreational Resources</b>	Overall, the preferred alternative would provide minor, possibly negligible, positive impacts on recreational use. However, a few riverway users, those seeking to travel at high speeds and some island campers would be displaced.	Alternative A would be similar to the no-action. Congestion problems would likely continue in narrow sections of the river. Extremely high-speed boating would continue and associated safety and noise concerns would continue in some areas. Increased use could alter the recreational experience, such as creating more crowded conditions at peak use times.	Minor, possibly negligible, positive impacts would be made on recreational use. Some might be negatively impacted by additional regulation. A few riverway users, those seeking to travel at high speeds, and some island campers would be displaced.	Alternative C would have minor positive impacts on recreational use. Some safety concerns would continue where extremely high speed boating occurred occasionally south of Stillwater.	Overall boating use would be slightly reduced. Overall, alternative D would provide minor, positive impacts on recreational use. However, those seeking to travel at high speeds and some island campers would be displaced.	Riverway users would continue to be negatively affected to a minor to moderate extent by congested conditions or safety issues in some areas of the riverway.
<b>Natural Resources</b>	Limited localized impacts on natural resources would occur in connection with residential development, but these impacts would be less than under the no-action alternative. Adverse impacts to listed mussel species could be occurring, and conservation actions would be implemented.	Limited localized impacts on natural resources would occur in connection with residential development; these impacts would be more than any other alternative. Adverse impacts to listed mussel species could be occurring, and conservation actions would be implemented.	Limited localized impacts on natural resources would occur in connection with residential development; these impacts would be similar to but slightly less than the preferred alternative. Adverse impacts to listed mussel species may be occurring, and conservation actions would be implemented.	Limited localized impacts on natural resources would occur in connection with residential development; these impacts would be similar to but slightly less than the preferred alternative. Freezing use levels may not change impacts on listed mussel species.	Limited localized impacts on natural resources would occur in connection with residential development; these impacts would be slightly less than the preferred alternative. Adverse impacts on listed mussel species could be occurring, and conservation actions would be implemented.	Water pollution due to construction would be short term; pollution due to users would be transient and have minor to negligible effects. Impacts on soils, vegetation, and fish and wildlife would be negligible to minor. The Karner blue butterfly's habitat could be adversely affected as well as certain mussel populations.
<b>Cultural Resources</b>	Restrictions on new development and maintenance of historic character of the landscape would minimize potential impacts.	Restrictions on new development and maintenance of historic character of the landscape would minimize potential impacts. Slightly higher potential to impact archeological resources from new development in previously undeveloped areas.	Greater restrictions on new development and maintenance of historic character of the landscape would reduce potential impacts.	Greater restrictions on new development and maintenance of historic character of the landscape would reduce potential impacts.	Greater restrictions on new development and maintenance of historic character of the landscape would reduce potential impacts.	Greater potential for new development and no emphasis on maintaining historic character of the riverway communities would pose higher risk to resources.
<b>Socioeconomic Environment</b>	Positive impacts to the local economy and tourism would be negligible to minor compared to the no-action alternative. Some reduced restrictions on new development in town and some increased restrictions on new development outside of towns. Local landowners would benefit from reduced conflicts with recreational users.	Economic and tourism impacts would be negligible to minor. Conflicts would likely increase between some recreational users and local landowners in some areas, primarily near islands and where the highest boat speeds would be allowed on the lake.	Positive impacts to the local economy and tourism would be negligible to minor. Landowners would benefit from reduced conflicts with recreational users, primarily north of Stillwater and on southern part of lake.	Economic impacts would be negligible. More restrictions on landowner improvements and new development. Local landowners would benefit from reduced conflicts north of Stillwater, but would be negatively impacted by noise and shoreline erosion on the lake.	Economic and tourism impacts would be negligible. More restrictions on landowner improvements and new development. Existing development visible from the river removed when opportunities arise. Local landowners would benefit from reduced conflicts with recreational users along most of the riverway.	Economic impacts would be negligible. Existing restrictions on development would continue. Conflicts would likely increase between some recreational users and local landowners in some areas, primarily near islands and where the highest boat speeds would be allowed on the lake.
<b>Implementation Costs</b>	<b>One-time costs:</b> WI & MN: \$55,000 <b>Local Government: \$116,500</b> <b>Annual costs:</b> WI & MN: \$730,000 <b>Local Government: \$83,750</b> <b>NPS: \$908,000</b>	<b>One-time costs:</b> WI & MN: \$20,000 <b>Local Government: \$100,000</b> <b>Annual costs:</b> WI & MN: \$505,000 <b>Local Government: \$0</b> <b>NPS: \$904,000</b>	<b>One-time costs:</b> WI & MN: \$55,000 <b>Local Government: \$115,000</b> <b>Annual costs:</b> WI & MN: \$730,000 <b>Local Government: \$76,250</b> <b>NPS: \$864,000</b>	<b>One-time costs:</b> WI & MN: \$55,000 <b>Local Government: \$115,000</b> <b>Annual costs:</b> WI & MN: \$955,000 <b>Local Government: \$152,500</b> <b>NPS: \$953,000</b>	<b>One-time costs:</b> WI & MN: \$24,055,000 <b>Local Government: \$115,000</b> <b>Annual costs:</b> WI & MN: \$1,017,500 <b>Local Government: \$152,500</b> <b>NPS: \$919,000</b>	No change

**TABLE 21: SUMMARY OF IMPACTS OF MANAGEMENT STRUCTURE OPTIONS**

Topic	Preferred Option	Option 1	Option 2	Option 3	Option 4
<b>Management Approach</b>	<p>There would be the least change from the current management approach.</p> <p>The management commission would be retained and a partnership member added. No managing agency would set authority over local land use decisions. Existing water use enforcement would continue.</p>	<p>Minor change in management approach, with role of the Minnesota-Wisconsin Boundary Area Commission reduced</p> <p>The management commission would be retained and local government representative would be added. The planning task force would have role in land use rules interpretation and mediation and in water use enforcement coordination.</p>	<p>Most change in management approach, with the management commission having greater local representation. A joint powers board and new on-water law enforcement agency (St. Croix water patrol) would be major undertaking.</p>	<p>Same as option 2, except a riverway board would implement local zoning.</p>	<p>No change</p>
<b>Implementation Costs</b>	<p><b>\$100,000</b></p> <p>Note: This cost is already included in the preferred alternative under the costs for the Minnesota DNR and Wisconsin DNR (Manager positions).</p>	<p><b>Annual \$260,000</b> <b>One-time \$ 56,000</b></p>	<p><b>Annual \$710,000</b> <b>One-time \$75,000</b></p>	<p><b>Annual \$710,000</b> <b>One-time \$75,000</b></p>	<p>No additional costs would be anticipated.</p>

