



# Hudson 2040 Comprehensive Plan

December 2021



City of Hudson  
**Comprehensive  
Plan**

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# 1 INTRODUCTION



# 1 Introduction

## 1.1 Background

Settlement in the area known as Willow River began in 1840. In 1852, Willow River was renamed Hudson. During the 1850s and 1860s, prime forest lands were opened for lumbering and large numbers of settlers migrated to the City to work in its growing logging industry. In 1872, 17 logging companies existed in Hudson, transporting materials via riverboat. By 1881, important railroad infrastructure, establishing connection between Chicago and the Twin Cities, passed through the City. With the coming of the railroad, the age of the riverboat transport on the St. Croix River ended. One major rail line connected Chicago, Milwaukee, St. Paul and Omaha. By 1880 wheat was the staple crop of the county, but by the end of the 1800s St. Croix County began to turn to dairy. Adjacent to Hudson, the federally protected St. Croix National Scenic Riverway was established due to its natural beauty in 1972.

The population of Hudson has significantly increased in recent decades. Hudson's estimated population is 14,094 (Wisconsin Department of Administration, 2019). The City's proximity to Minneapolis-St. Paul, Minnesota has contributed to its population growth. Hudson has also grown as a tourist destination with its historic downtown on the St. Croix River. Today, main automobile transportation routes passing through the community include U.S. Interstate Highway 94 (I-94), U.S. Highway 12 (USH 12), Wisconsin State Highway 35 (STH 35), and Carmichael Road. USH 12 once crossed the St. Croix River with a toll bridge between Wisconsin and Minnesota but was removed with the construction of I-94. Reuse of the long causeway which extends to the former bridge location is now a public walkway and a feature of Hudson's transformed waterfront. Hudson's location on the St. Croix River maintains its importance to the community's identity, as residents, businesses and visitors all enjoy shopping, conducting business, eating, and recreating in Hudson's historic downtown, just a block from the shores of the St. Croix.

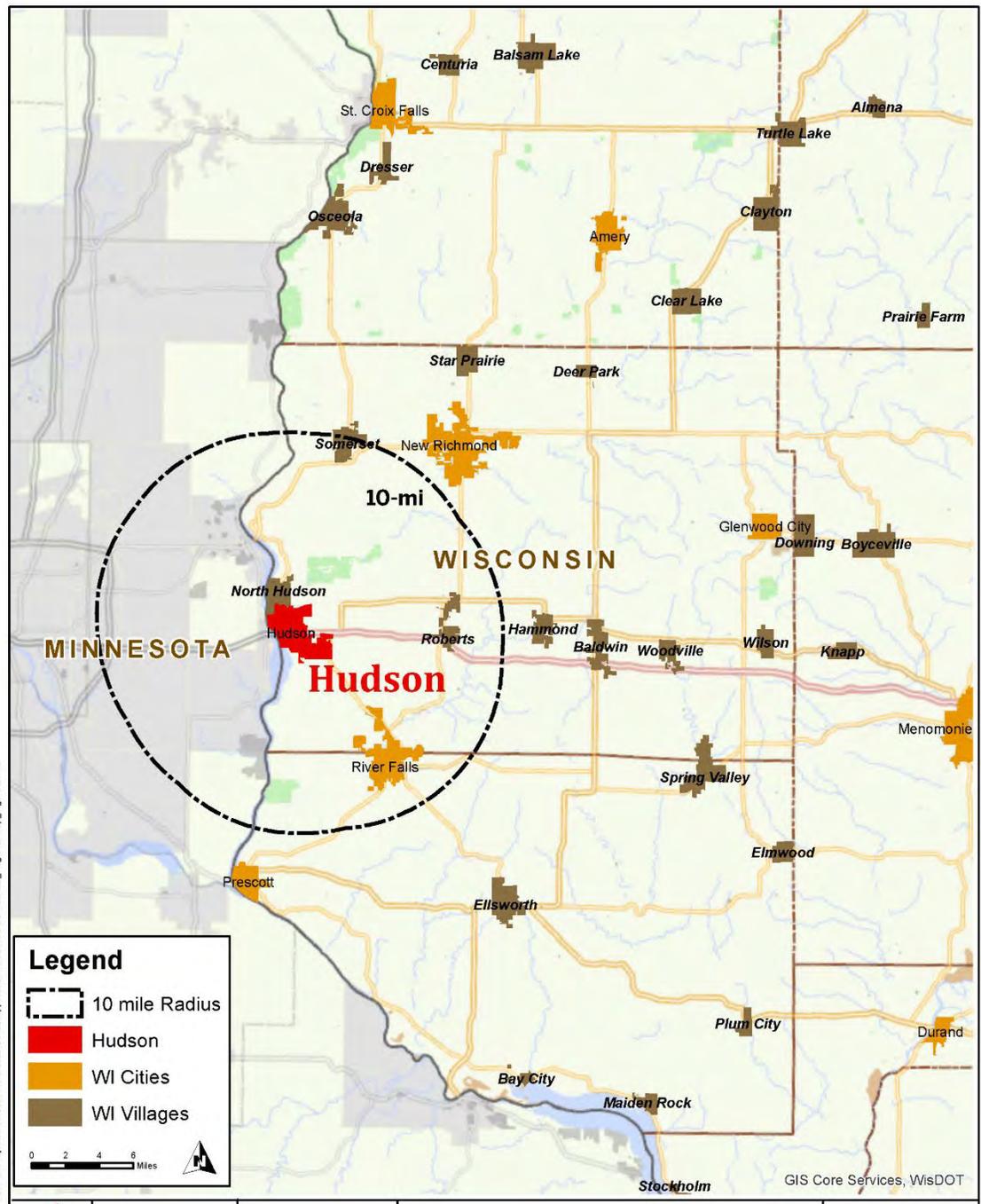
## 1.2 Regional Center

The City of Hudson serves as the seat of St. Croix County, located on the eastern shores of the St. Croix River. I-94 bisects the City of Hudson and is a major thoroughfare between traffic and commerce in Wisconsin and Minnesota. By car, downtown Minneapolis and downtown St. Paul are located just 33 minutes and 24 minutes west of Hudson, respectively.

The City of Hudson is set along the banks of the St. Croix River and offers opportunities for year-round outdoor recreation. Recently, Hudson has become a regional destination for the arts, dining, and shopping.

Willow River State Park's waterfalls and trails, Phipps Center for the Arts, a plethora of eclectic shops in the historic downtown, local wineries, and boat launches are popular attractions for residents and visitors. Events such as the Spirit of St. Croix Art Festival, Hudson Food Walk, Plein Air Hudson, and the Hudson Hot Air Affair balloon festival garner substantial regional attention as well.

Figure 1-1 – Hudson’s Location in Western Wisconsin



## 1.3 Past Planning Efforts

The City of Hudson's most recent Comprehensive Plan was adopted in 2009. The purpose of this planning document was to provide guidance related to land use, housing, transportation, economic development and urban design. Primary implementation items included:

- **Extraterritorial Planning:** Create a voluntary annexation checklist, discuss the City's extraterritorial planning authority with nearby jurisdictions, develop premature subdivision standards, and incorporate ghost platting requirements as part of primary plat applications.
- **Corridor Planning:** Identify key corridors for further planning, consider form-based codes for key corridors, consider mixed use development at larger densities through density bonuses at key intersections, and consider design guidelines for major corridors.
- **Parking:** Conduct a downtown parking forum and parking study. Note, a parking study for the downtown area was completed in 2016-2017 and led to the update of the current system with parking pay stations for the downtown area, as well as updated parking standards and regulations through the City's Traffic Code (Chapter 235-3).
- **Economic Development:** Conduct an employment and mentorship forum, promote programs which seek employment opportunities for older adults looking for work, and continue to develop public-private partnerships.
- **Housing:** Support efforts of private and non-profit organizations to address the needs of all income levels, age groups, and persons with special needs in the development of housing within Hudson. Increase the supply of alternative housing opportunities to serve residents of all ages. Promote the preservation and rehabilitation of the existing housing stock.
- **Transportation:** Collaborate with state, local, and regional transit authorities to maintain and enhance transportation facilities throughout the region. Balance environmental factors with transportation needs and desired land uses as identified in this Comprehensive Plan. Support efforts to expand walking, bicycling, transit, and other modes of transportation.
- **Utilities & Community Facilities:** Utility improvements shall balance environmental factors with the need to rehabilitate and expand services. Communicate with area school districts to discuss issues associated with growth and development as it relates to potential changes in student enrollment.
- **Plan Updates:** Annual review and update of the Comprehensive Plan, strategic planning within 9 districts, and updating city ordinance to ensure consistency with the Comprehensive Plan.

Additional municipal planning processes and studies have been completed, which have influenced the City of Hudson's community vision and policies for implementation. These documents include the following and have influenced the 2040 Comprehensive Plan:

- Downtown Hudson 2005 Parking Survey: Comprehensive Report (UWRF 2005)

- 2010-2030 West Central Wisconsin Regional Plan Commission's Comprehensive Plan (2010)
- City of Hudson Outdoor Recreation Plan 2015-2020 (2015)
- St. Croix County: 2014-2015 Bicycling and Pedestrian Survey and Safe Routes to School Survey Report (UWRF) (2015)
- City of Hudson Downtown Parking Study (2017)
- St. Croix County's Master Bike and Pedestrian Plan (2017)
- St. Croix County's Transit Feasibility Study (2017)
- City of Hudson's Carmichael Road Corridor Study (2018)
- St. Croix County Parks and Recreation Survey Report (UWRF) (2018)
- Waterfront Vision Study (2018)
- St. Croix County's 2018-2023 All Hazard Mitigation Plan
- Sanitary Sewer Comprehensive Plan (2019)
- Comprehensive Water System Plan (2019)
- City of Hudson Future Capital Improvements Projects Spreadsheets
- Bike and Pedestrian Plan (anticipated in 2021)

Wisconsin Statute 66.1001 requires that local government comprehensive plans be updated at least once every ten years. In response to this deadline and in light of Hudson's growing population, the City of Hudson has initiated this update to its Comprehensive Plan. This Comprehensive Plan update will expand upon past planning efforts and include updated Land Use Recommendations for the 2020 through 2040 planning horizon.

## 1.4 Scope of the 2020-2040 Comprehensive Plan Update

A comprehensive plan is a local government's guide to its community's physical, social, and economic development. A comprehensive plan provides a rational basis for local land use decisions with a future vision in mind for planning and community decisions.

According to Wisconsin Statutes, comprehensive plans shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the community. In accordance with existing and future needs, comprehensive plans will promote public health, safety, and general welfare of the entire community. Wisconsin Statutes require that zoning, official mapping, and subdivision regulations be consistent with a municipal comprehensive plan.

Wisconsin Statutes also identify that nine elements of a comprehensive plan must be addressed within the document which are as follows:

- A. Issues and Opportunities
- B. Housing
- C. Transportation
- D. Utilities and Community Facilities
- E. Agricultural, Natural and Cultural Resources
- F. Economic Development
- G. Intergovernmental Cooperation
- H. Land Use
- I. Implementation

The City of Hudson partnered with Short Elliott Hendrickson, Inc. (SEH) for the 2020-2040 Comprehensive Plan Update (referred to in this document as the Comprehensive Plan). It is a 10-year update to the City's current Comprehensive Plan.

The Comprehensive Plan is being prepared through the guidance of the City's Comprehensive Plan Steering Committee. This group represents a wide range of individuals, with the purpose of ensuring that public involvement is a key component of this planning process.

The purpose of this Plan is to establish a framework for the City to help guide its growth and development through the 2040 planning horizon.

## 1.5 Planning Process and Public Input

The City of Hudson is committed to an open public involvement and outreach program that invites participation in the decision-making process from all City residents. The City engaged the community at all phases in the development of land use planning related items that are discussed in the Comprehensive Plan.

The City conducted a community-wide survey and hosted workshops to gather public input. Additionally, all Comprehensive Plan Steering Committee and Plan Commission meetings were open to the public and meeting notices were advertised in advance. As a result of this participation, the City has developed a vision for Hudson in 2040, as well as goals and objectives which identify incremental steps towards achieving that vision. Additional information about the community survey and public workshops is found in Section 2: Issues and Opportunities Element.

## 2 ISSUES AND OPPORTUNITIES ELEMENT



## 2 Issues and Opportunities Element

### 2.1 Introduction

The Issues and Opportunities Element section is designed to be the primary source of background information for the Comprehensive Plan. This element will be referred to throughout the document and much of the information contained in the Issues and Opportunities Element section will be utilized when considering goals, objectives, and policies for the Plan.

### 2.2 Hudson's Values and Vision

Based on the public input received throughout this planning process, a vision statement has been created for the City of Hudson for 2040, serving as a guide for the community for the next 20 years.

The City of Hudson's core community values explain the basis for the community's vision.

- It is important that we maintain welcoming, safe and friendly neighborhoods, and a community that takes pride in its benevolence and stewardship of Hudson.
- We value protection of our region's natural features, including the St. Croix River.
- Our schools and preserving Hudson's quality school system are important to our community.
- We value our local businesses and the charm of our distinct downtown.
- Maintaining safe and well-connected roadways, sidewalks and bicycle networks is important to us.

The vision for Hudson in 2040 is rooted in these values and desire to plan for Hudson's future. Our vision statement is:

*In 2040, we envision the City of Hudson as a community that has grown based on insightful and community-influenced decisions that have guided growth of our community, provided sustainable infrastructure development, and continual investment in community assets including our schools, parks, and services. Our community is welcoming to new employers who are attracted by our educated and skilled residents, our proximity to regional markets and strong local economy. The progressive development of our waterfront has emphasized the downtown and riverfront's importance as a local gathering place, regional destination and economic driver for investment in our downtown. Through our history, our community has maintained its support for local businesses and has supported their growth. We are an active community that participates in a wide range of recreation opportunities provided by the St. Croix River, our trails, and our parks. We celebrate and are proud of who we are as a community and our collective efforts to support our way of life for our citizens and businesses.*

## 2.3 Public Involvement

Early in this process, the City of Hudson identified public participation as a critical component of this Comprehensive Plan update. The City outlined its public engagement strategy in a Public Participation Plan which was adopted by the City Plan Commission and City Council in October 2019. The adopted Public Participation Plan and associated Resolution is found in Appendix B.

To inform the update of the Comprehensive Plan, the City:

- Conducted a Community-Wide Survey.
- Hosted an initial Public Involvement Workshop #1 to listen to the ideas and concerns of Hudson's residents, business owners and stakeholders.
- Hosted a public engagement booth at the Hot Air Affair event in February 2020.
- Performed an online Land Use Mapping engagement exercise.
- Conducted additional online surveys using the survey platform Polco.
- Conducted four Focus Group sessions with downtown area business and commercial property owners and residents that live near downtown to identify downtown-centric issues and opportunities.

Each of these public involvement efforts provided unique insights which helped to guide development of the Comprehensive Plan update. The COVID-19 pandemic did change the methods by which public input was obtained. Remarkably, the City adapted quickly and focused on virtual engagement methods like POLCO and online surveys, resulting in over 1,000 comments.

### 2.3.1 Community Survey

In November 2019, the City of Hudson requested community participation through a city-wide survey to help inform the 2040 Comprehensive Plan efforts.

A press release was issued by the City on November 1, 2019 and April 23, 2020 inviting community members to take the community survey. A story was published in the River Towns newspaper on October 21, 2019 and was posted on their website. A postcard encouraging participation was mailed to City residents - property owners and renters pulled from City water and sanitary sewer utility billing records, in November 2019 and again in April 2020.

In total, 390 surveys were completed. Considering the City's estimated 5,909 residential households, approximately 5.1% of all households completed the community survey. The survey was available between November 1, 2019, and June 23, 2020. Community members were encouraged to complete the online version of the survey; however, paper copies were available at Hudson City Hall, the Utility Department, and the Public Library. A paper copy was also mailed to those who requested one.

Survey results indicate that 77% of online survey respondents are Hudson residents. 52% of respondents have resided in Hudson between 11-40 years. 81% of respondents reside in detached single-family homes. 40% of respondents were aged between 34 and 54 years old and 49% of respondents were 55 years of age or older. Full survey results can be found in the Appendix G of this document.

When asked to rate various existing aspects of the community, childcare facilities, activities for youth, opportunities for quality jobs, city government, and housing options scored the most poorly.

When asked what the community should promote in the next 20 years, the following were identified as being the most “extremely important” or “very important”; protecting natural resources (74%, 21%), protecting natural areas (65%, 25%), maintaining a good school system (64%, 29%), and maintaining a safe community (63%, 34%). Only 10% of respondents indicated that expanding shopping options in the next 20 years is extremely important.

Looking at Hudson’s parks and trails, 68% of respondents agreed that parks within the City meet their/ their family’s routine recreational needs. However, only 22% of respondents feel that the existing trail system is adequate, and only 31% feel that the existing sidewalk system is adequate. Survey respondents indicated that they are park users, as 96% of respondents indicated that they utilize parks at least once per year, while 69% use the public parks at least twice per month.

Reviewing housing, 48% of survey respondents feel there is an adequate supply of well-built and well-maintained housing. Only 30% of respondents agree that more single-family housing is needed while 39% agree that more senior living options (independent and/or assisted living) are needed.

Themes that emerged from open response questions indicate:

<b>In the next 20 years, _____ should be prioritized.</b>
• Developing community spaces and youth recreation
• Attracting more grocery stores / a co-op
• Attracting higher paying / skilled jobs (tertiary sector & tech)
• No further business development
• Local small businesses
• Attracting manufacturing / warehousing jobs
• Sustainability / clean energy investment
• Downtown economic development

<b>New housing should _____.</b>
• Be more affordable / mixed income multi-family
• Be developed to the South ( <i>could imply outside of city</i> )
• Be developed to the East ( <i>could imply outside of city</i> )
• Be developed along Carmichael Rd
• Be developed outside city limits / on annexed land
• Be for walkable senior living
• Be Downtown
• Not be developed

Residents would like to see \_\_\_\_\_ added to parks.

- More walking / biking paths
- More park facilities / amenities (bathrooms, seats, trash cans, grills, etc.)
- Pool / splash pad
- More attractions for adult park users

## 2.3.2 Public Involvement Workshop #1

The first Public Involvement Workshop (PIW #1) for the Comprehensive Plan took place early in the process on November 21, 2019. The goal of the meeting was to introduce the planning process, lay out the project schedule and scope of the project and gather initial input from community members and City stakeholders. The meeting included two input exercises. General comment forms were also provided for additional questions and comments.

The first input exercise was a SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis. For this exercise, meeting attendees were encouraged to identify existing strengths, weaknesses, opportunities, and threats to the City of Hudson, and write their ideas on boards provided at the meeting. This was an important exercise for identifying the community's likes and dislikes, values the community would like to preserve, and areas to improve while planning for the future.

Themes that were brought up for discussion during the exercise included:

- Strengths:
  - Great schools, public library, YMCA
  - St. Croix riverfront,
  - Historic downtown,
  - Unique community character/ sense of place, and
  - Financially sound.
- Weaknesses:
  - Lack of affordable housing
  - Lack of transit options
  - Reactive, rather than proactive, in planning new development



- Opportunities:
  - St. Croix riverfront
  - Planned growth
  - Public engagement in new development
  - Green energy
  - Inclusive community
- Threats:
  - Low density housing and cost of municipal services implications
  - Traffic congestion
  - Unplanned future growth
  - St. Croix River water quality
  - Climate crisis
  - Dyke Road stability
  - Loss of small-town feel

The full results from PIW #1 including the SWOT Analysis are documented in Appendix E.

The second input exercise was a Place-Making exercise to help develop a 20-year vision for the City. The place-making exercise identified where great spaces exist or could be strengthened or established. Great spaces are defined by the Project for Public Spaces as places where celebrations are held, social and economic exchanges take place, friends run into each other, and cultures mix. They are the “front porches” of our communities— streets, libraries, field houses, parks, neighborhood schools— and other places where we interact with each other. The attendees also discussed what makes some places succeed while others fail. The Project for Public Spaces has found that successful places have four components: they are sociable; they have people engaged in activities; they are comfortable and have a good image; and they are accessible. These places are where people meet each other and take people when they come to visit. In small groups, workshop participants were asked to respond to and discuss these four components:

1. What would make Hudson a more sociable place?
2. What types of uses and activities would make Hudson a better place?
3. What would improve the comfort and image of Hudson?
4. What types of links and connections would make Hudson more accessible?

Themes that emerged from the Sociability category include:

- Welcoming community
- Improved communications, events calendar, push emails, social media
- Trail connectivity to destinations, micro-parks, winter gathering place
- Parks amenities (water, bathrooms, selfie-stations, informational kiosks)
- Events (music/movies in the park, parades, community events, neighborhood activities, winter events)
- Event/ convention center, baseball stadium, farmers market
- Affordable housing throughout the community
- Public transportation

Themes that emerged from the Uses and Activities category include:

- Public transit
- Water access, boating amenities, regatta, lakefront improvements
- Splash pad, public water features, ballpark, small zoo
- Community center, senior center, curling club
- Event/convention center, farmer's market
- Bike trails
- Affordable housing

Themes that emerged from the Comfort and Image category include:

- Universal design (all abilities, age-in-place)
- Welcoming community
- Emphasis on St. Croix River (sight line restrictions, community character)
- Downtown preservation and enhancement
- Senior housing options
- Sidewalk networks, more park amenities
- Renewable and green energy
- Risk assessment on weather changes from climate change
- Stormwater management

Themes that emerged from the Access and Linkages category include:

- Public transportation, within city and to other WI communities
- Electric vehicle charging
- Water trails, river access (motorized and non-motorized), public docking
- Expanded bike network and rentals
- City wide Wi-Fi access
- Desire for increased local media coverage of Wisconsin rather than coverage focusing on Minnesota and the Twin Cities

Detailed results from PIW #1 including the Place-Making exercise are found in Appendix E.

### 2.3.3 Hot Air Affair Public Engagement

On February 8, 2020 the City of Hudson hosted a public engagement activity at the Hot Air Affair balloon festival. A booth focused on the City's Comprehensive Plan Update was set up in the E.P. Rock Elementary School between the cafeteria and marketplace. Thousands of people attended the hot air balloon festival, both visitors to Hudson and residents. At a minimum, the booth provided advertisement to these individuals about the Comprehensive Plan update. Of the total festival attendees, hundreds of people stopped and engaged in discussions and activities, which were set-up at the booth, and provided valuable insights into the vision, values, and goals that Hudson residents, employees, and/or visitors hold.

The booth and activities were set up to first inform the public about the process of this 20-year update to the City's Comprehensive Plan. Secondly, participants were asked to complete two engagement exercises: a "One Thing" Exercise and a Map Focus Area Exercise.

The "One Thing" Exercise asked participants to write a brief response to two questions on large poster boards. The questions were:

- What is one thing about Hudson that should not change?
- If you could change one thing in the City of Hudson, what would it be?

The Map Focus Area Exercise asked participants to place a numbered sticker on the map to identify areas they think the Comprehensive Plan should focus on. Then the participants wrote the sticker number and their comments on a sheet to describe why that area should receive focus or what the needs are of that area.



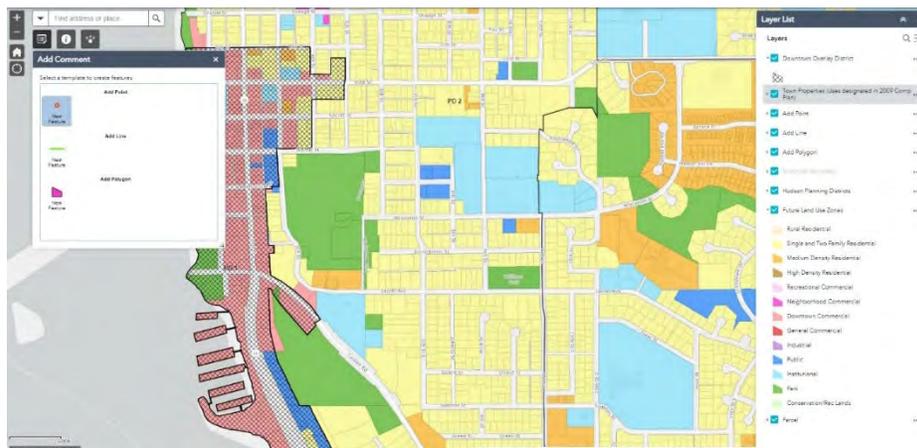
Participants were also encouraged to share their opinions about Hudson’s future with City staff, elected officials and the consultant team who were facilitating the exercises. Results from the exercises conducted at the Hot Air Affair are documented in Appendix F.

### 2.3.4 Land Use Mapping Engagement

In October through December 2020, the City hosted an online mapping tool and survey to seek input from the public about how and where the community would like Hudson to develop in the next 20-years. The survey, hosted on Polco and completed by 55 individuals, included two questions. The first asked about how influential certain catalysts will be on future land development in the City. The second inquired about the respondents’ top three land use planning techniques they would like to be seen better implemented in Hudson.



The online mapping tool sought public feedback on how the future land use map should be modified and updated as the City plans for land uses in 2040. The tool utilized the future land use map, which was adopted in 2009, as a reference map for the community to identify areas to be changed projecting forward into 2040. Example types of land uses were given to the community to help generate thought during this exercise and included the following: homes, duplexes, apartments, medical centers, offices, business parks, senior care facilities, industries. Results from this engagement activity are found in Appendix H.



### 2.3.5 Additional Polco Surveys

Using the online Polco platform, the City reached out to the site's 1,637 subscribers and posted additional surveys to inform the vision, values and direction of the *2040 Comprehensive Plan*.

These surveys included:

- Carmichael Corridor Improvements
- Hudson Transit Improvements
- Bicycle and Pedestrian Survey

The Carmichael Corridor Improvements survey was completed by 341 respondents. Four questions were asked and the following responses were provided by respondents.

- The majority of residents (67%) strongly support improvements to Carmichael Road from the County Government Center to Hanley Road to increase capacity and improve safety, as development continues to occur in Hudson.
- Respondents identified that Carmichael Road widening (reconstructing Carmichael from Coulee Road to Vine Street to provide 2 through lanes) should be a prioritized improvement (79%). The second most popular selection was the Carmichael / Vine Street intersection (64%).
- If the Carmichael Road improvements are phased, the Vine Street intersection was identified as the highest priority (53%), with the I-94 Interchange identified as the second highest priority (30%).

The Hudson Transit Improvements survey was completed by 332 respondents. When asked whether the respondents would be willing to spend tax dollars on expanded public transportation options to connect to surrounding communities including the Twin Cities or Eau Claire, 26% identified they would support it and 21% identified they would strongly support it. Following this question, respondents were asked if they were willing to spend tax dollars to expand public transportation options, which two would they most favor. The majority of the respondents identified public transit as the top choice (51%) and senior / disabled / resident transit as the second most favored response (45%).

The Bicycle and Pedestrian Survey was completed by 157 respondents. Survey respondents identified that the primary two reasons which cause them to walk outside or ride a bicycle are: exercise; and recreation/ sightseeing. A fair amount of survey respondents walk to work (13%) while a similar percentage bike to work (12%). Walking and biking to schools was answered by 10% and 8% of the respondents respectively. Survey respondents identified that: a lack of sidewalks; unsafe intersections/crosswalks; and bad weather are the three primary reasons they do not walk more frequently. No designated bike lanes, unsafe intersections and bad driver behaviors were identified as the primary reasons that respondents do not bike more frequently. When asked about improvements to support walking and bicycling in Hudson, 35% of survey respondents favored more sidewalks/ bike lanes/ signed bike routes/ greenways.

## 2.3.6 Downtown Focus Groups

Four separate sessions were facilitated over course of several days with twelve individual downtown business and commercial property owners and residents participating. Discussions centered around the identification of downtown's strengths and opportunities and its issues and challenges.

Overall, people were very positive about owning buildings, operating businesses, and living in and adjacent to the historic downtown and optimistic about the downtown's continued future as a great place for working, entertaining, shopping, living and recreating.

### **Downtown Strengths**

- Older, traditional commercial buildings
- Well maintained buildings, sidewalks, streets and alleyways
- Historic street grid
- Safe and family-friendly
- On-street parking
- Numerous and diverse restaurants and bars
- Variety of retail shops
- Engaged, committed business owners
- Minimal vacancies
- Off-street parking lots
- Proximity and access to St. Croix River
- Supportive City government – easy to work with

### **Downtown Opportunities**

- Maximize river connections and views
- Implement improvements described in the Waterfront Vision Plan
- Recruit a small grocery store
- Expand resident population, and housing choices
- Expand bike facilities (lanes and parking)
- Develop small pocket park, garden and seating spaces
- Plan for future parking deck or mixed use parking building
- Promote valet parking
- Utilize remote parking and trolley during the summer
- Maintain / preserve current building height, massing and scale limits

### **Downtown Issues and Challenges**

- Limited parking resources
- Potential extension, creep of businesses into adjacent residential neighborhoods
- Increasing motor vehicle traffic
- Limited shade tree canopy and increasing urban heat island effect
- Over-sized, out of scale redevelopment
- Escalating rents pricing out independent business owner-operators
- Potential loss of useful, day-to-day goods and services
- Balancing visitor draw with local, resident interests and needs

### 2.3.7 Public Open House / Online Survey

An Open House was held on September 22, 2021. The event was held at the Hudson Fire Hall with the purpose of eliciting further public comments on the draft of Future Land Use Map and draft “City of Hudson 2040 Comprehensive Plan”. A press release was issued by the City, posted on its website, and appeared in the Star-Observer on August 30, 2021. Two sessions were held between 12PM-2PM and 4PM-6PM to provide multiple opportunities for residents to provide feedback. At the Open House the draft Comprehensive Plan was provided for public comment, as was the proposed Future Land Use Map and poster boards summarizing elements of the Plan. Additionally, the public was invited to take a survey to provide comments on the Comprehensive Plan and Future Land Use Map. A parallel survey was also posted on the project website and was available September through October 2021, inviting public comment on the draft Comprehensive Plan and Future Land Use Map.

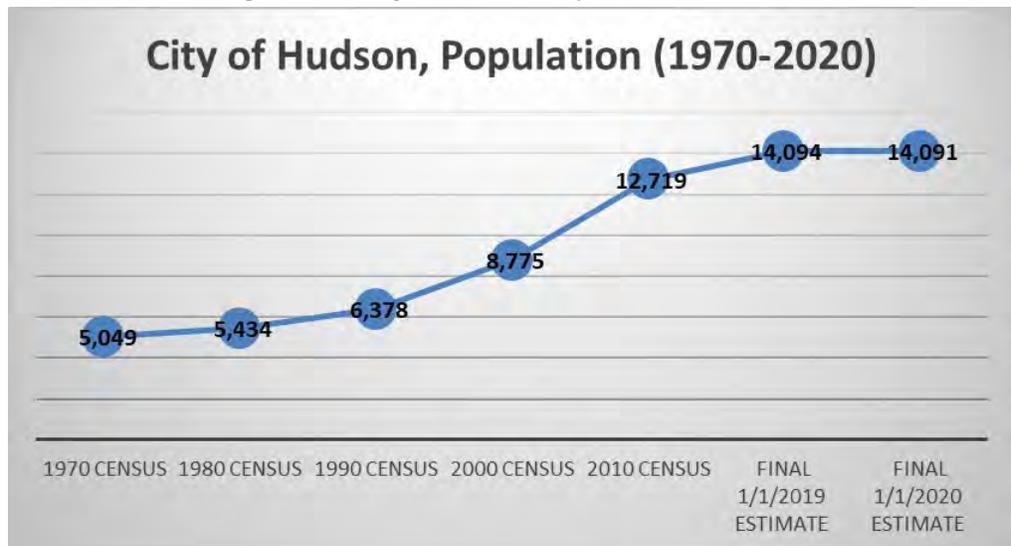
## 2.4 Population and Demographics

This section will review data and other available information about the City of Hudson’s residents and businesses, to help us understand existing conditions and projections for the future. Community demographics and market analysis together with public input have been used to inform the goals, objectives and policies presented in the specific comprehensive plan elements such as Housing, Land Use, and Transportation.

### 2.4.1 Population

The Wisconsin Department of Administration (DOA) estimates that the January 1, 2020 population estimate of the City of Hudson was 14,091. Historically, the City of Hudson has been gaining population every decade. In the decades ahead, the City’s population is anticipated to continually grow.

Figure 2-1 – City of Hudson, Population (1970-2020)



Comparing the City of Hudson’s population change to that of adjacent communities, population increases have also been occurring in the past five decades.

Table 2-1 – Historic Change in Population (1970-2020)

Municipality	1970 Census	1980 Census	1990 Census	2000 Census	2010 Census	Final 1/1/2019 Estimate	Final 1/1/2020 Estimate
T. Hudson	925	2,012	3,692	6,213	8,461	8,719	8,689
T. Troy	1,517	2,326	2,850	3,661	4,705	5,379	5,398
V. North Hudson	1,547	2,218	3,101	3,463	3,768	3,824	3,847
V. Roberts	484	833	1,043	969	1,651	1,753	1,872
C. Hudson	5,049	5,434	6,378	8,775	12,719	14,094	14,091
C. River Falls	7,238	9,019	10,610	12,560	15,000	15,835	16,113

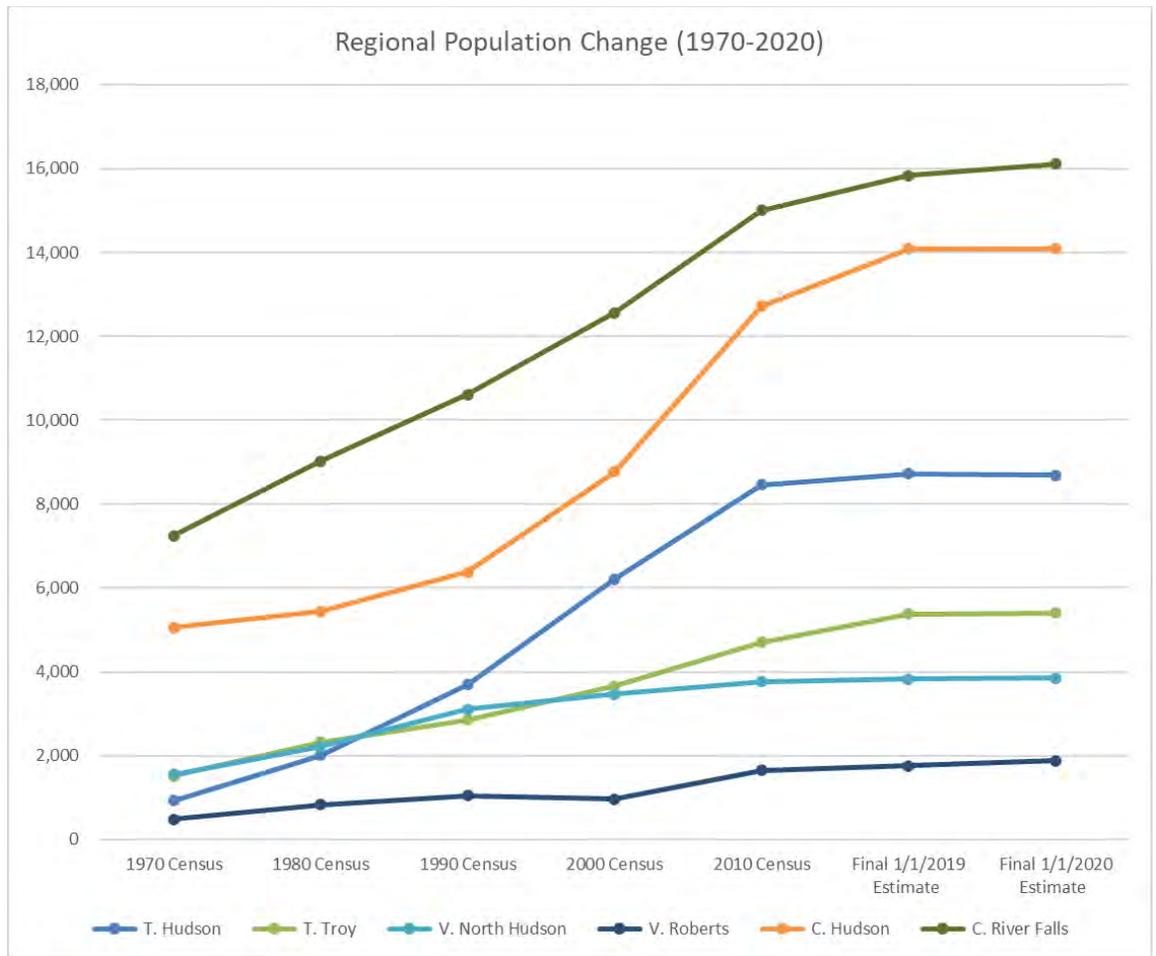
Source: Demographic Services Center, Wisconsin Department of Administration

Table 2-2 – Population, Percent Change (1970-2020)

Municipality	1970-1980 Census % Change	1980-1990 Census % Change	1990-2000 Census % Change	2000-2010 Census % Change	2010 Census - 2020 Estimate % Change
T. Hudson	118%	83%	68%	36%	3%
T. Troy	53%	23%	28%	29%	15%
V. North Hudson	43%	40%	12%	9%	2%
V. Roberts	72%	25%	-7%	70%	13%
C. Hudson	8%	17%	38%	45%	11%
C. River Falls	25%	18%	18%	19%	7%

Source: Demographic Services Center, Wisconsin Department of Administration

Figure 2-2 – Regional Population Change (1970-2020)

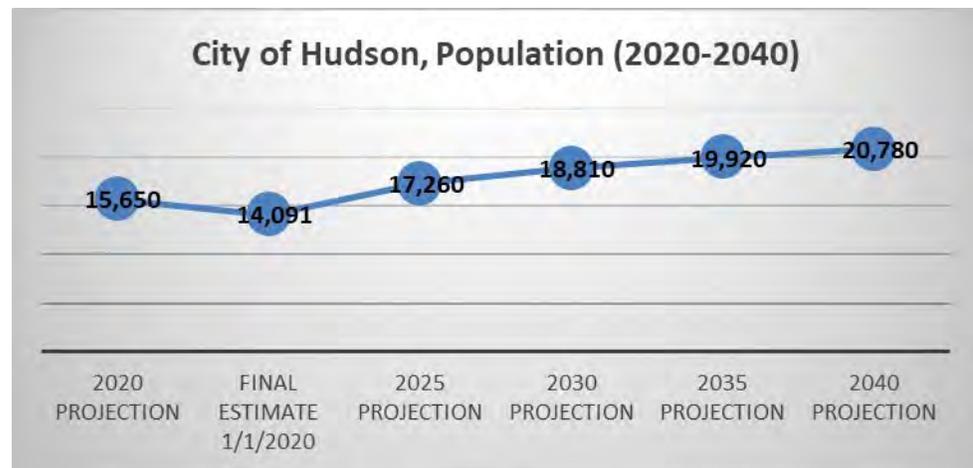


## 2.4.2 Population Projections

Population projections are used to assess development prospects and community facility needs created by population growth. Population forecasts can be used to evaluate potential residential development, economic conditions, and the level of demand for public facilities and services. This estimate of future growth is also valuable information for establishing management techniques in order to provide for orderly growth and development.

The DOA population projections are, by State Statutes, the official population projections for Wisconsin. The DOA’s projections predict that the City’s population will grow to 20,780 by 2040, which is an increase of 6,689 residents from the 2020 population estimate, approximately a 47% increase.

Figure 2-3 – City of Hudson Population (2020-2040)



Comparing the City of Hudson’s population projections to that of adjacent communities, population increases and percentage increases are identified in the tables below.

Table 2-3 – Population Projection (2020-2040)

Municipality	2020 Projection	Final 1/1/2020 Estimate	2025 Projection	2030 Projection	2035 Projection	2040 Projection
T Hudson	9,820	8,689	10,660	11,470	12,010	12,410
T Troy	5,400	5,398	5,805	6,185	6,425	6,590
V North Hudson	4,030	3,847	4,175	4,300	4,325	4,305
V Roberts	1,890	1,872	2,045	2,195	2,290	2,360
C Hudson	15,650	14,091	17,260	18,810	19,920	20,780
C River Falls	16,175	16,113	16,905	17,540	17,850	18,105

Source: Demographic Services Center, Wisconsin Department of Administration

As compared to St. Croix County, the City of Hudson is anticipated to grow significantly more in the next two decades.

Table 2-4 – City of Hudson and St. Croix County Population Projection (2020-2040)

Municipality	2020 Projection	Final 1/1/2020 Estimate	2030 Projection	2020 Est - 2030 Projection Percent Change	2040 Projection	2030-2040 Percent Change
C Hudson	15,650	14,091	18,810	20.2%	20,780	10.5%
St. Croix County	96,985	90,949	111,470	14.9%	119,010	6.8%

### 2.4.3 Age & Gender

The age of residents is important in identifying current and future needs of a community. The table below shows City of Hudson and St. Croix County age distributions. The median age in Hudson (38.1) is slightly younger than St. Croix County’s (38.9) as well as Wisconsin’s median age (39.1). Hudson has slightly less residents under the age of 18 (22.1%) than St. Croix County (24.6%). However, Hudson has slightly more residents over the age of 65 (16.4%) than St. Croix County (14.7%).

Figure 2-4 – Hudson Age Distribution (2019)

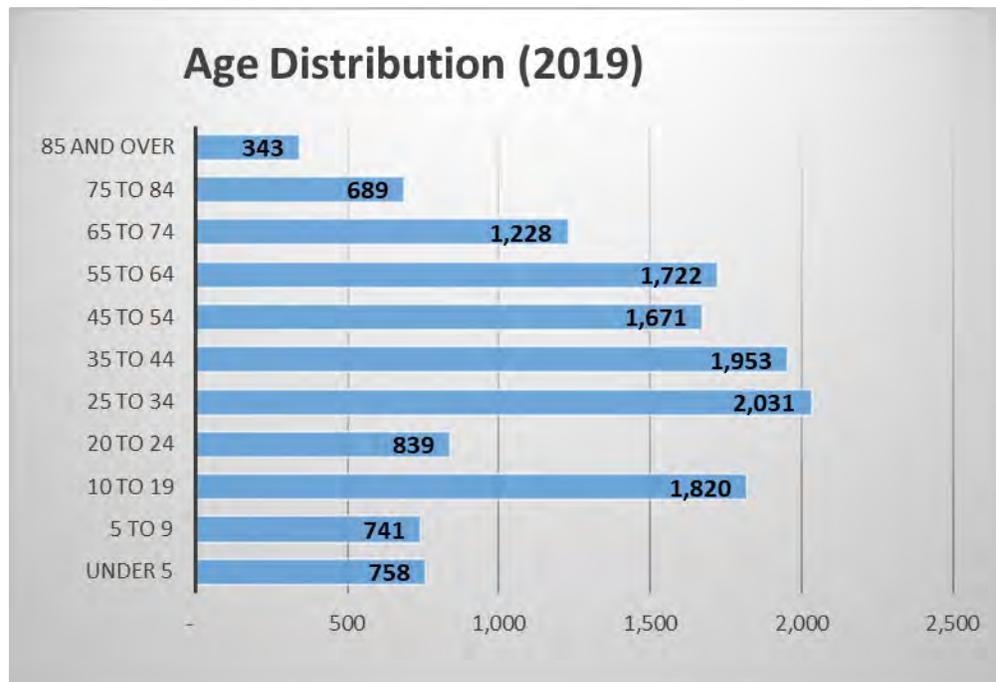


Table 2-5 – Age Distribution (2010-2019)

	City Of Hudson					St. Croix County				
	2010		2019 Estimate		Proportional Change	2010		2019 Estimate		Proportional Change
	Number	Percent	Number	Percent		Number	Percent	Number	Percent	
Under 5	958	7.5%	758	5.5%	-20.9%	6,166	7.3%	5,412	6.0%	-12.2%
5 to 9	995	7.8%	741	5.4%	-25.5%	6,705	7.9%	6,779	7.5%	1.1%
10 to 19	1,480	11.6%	1,820	13.2%	23.0%	11,757	14.0%	12,973	14.3%	10.3%
20 to 24	653	5.1%	839	6.1%	28.5%	3,924	4.7%	4,604	5.1%	17.3%
25 to 34	2,179	17.1%	2,031	14.7%	-6.8%	11,542	13.7%	10,059	11.1%	-12.8%
35 to 44	1,902	14.9%	1,953	14.2%	2.7%	12,640	15.0%	13,233	14.6%	4.7%
45 to 54	1,675	13.1%	1,671	12.1%	-0.2%	13,616	16.1%	12,587	13.9%	-7.6%
55 to 64	1,312	10.3%	1,722	12.5%	31.3%	9,527	11.3%	12,594	13.9%	32.2%
65 to 74	771	6.0%	1,228	8.9%	59.3%	4,672	5.5%	8,237	9.1%	76.3%
75 to 84	499	3.9%	689	5.0%	38.1%	2,637	3.1%	3,606	4.0%	36.7%
85 and over	295	2.3%	343	2.5%	16.3%	1,159	1.4%	1,454	1.6%	25.5%
Under 18	3,218	25.3%	3,052	22.1%	-5.2%	22,883	27.1%	22,270	24.6%	-2.7%
Over 65	1,565	12.3%	2,260	16.4%	44.4%	8,468	10.0%	13,297	14.7%	57.0%
Total	12,719	-	13,795	-	8.5%	84,345	-	90,687	-	7.5%
Median Age	35.4	-	38.1	-	-	36.7	-	38.9	-	-

Source: U.S. Census Bureau, 2010 Census and 2015-2019 American Community Survey 5-Year Estimates

Looking at gender, the population of the City of Hudson is approximately 52.3% female and 47.7% male, based on the 2019 American Community Survey 5-Year Estimate.

Table 2-6 – Gender (2010-2019)

	City Of Hudson					St. Croix County				
	2010		2019 Estimate		Proportional Change	2010		2019 Estimate		Proportional Change
	Number	Percent	Number	Percent		Number	Percent	Number	Percent	
Male	6,165	48.5%	6,579	47.7%	6.7%	42,218	50.1%	45,069	49.7%	6.8%
Female	6,554	51.5%	7,216	52.3%	10.1%	42,127	49.9%	45,618	50.3%	8.3%
Total	12,719	100.0%	13,795	100.0%	-	84,345	100.0%	90,687	100.0%	-

Source: U.S. Census Bureau, 2010 Census and 2015-2019 American Community Survey 5-Year Estimates

## 2.4.4 Household Size

The average household size in the City of Hudson was 2.36 persons per housing unit in 2010. For St. Croix County, the average size was larger at 2.63 persons per housing unit. Over future decades, the average persons per housing unit is anticipated to decrease.

Table 2-7 – Projected Average Household Size (2010-2040)

	2010 Census	2020 Projection	2025 Projection	2030 Projection	2035 Projection	2040 Projection
City of Hudson	2.36	2.28	2.25	2.21	2.17	2.15
St. Croix County	2.63	2.53	2.49	2.45	2.41	2.39

*Source: Demographic Services Center, Wisconsin Department of Administration, 2013*

Looking at the average household size by housing tenure, household sizes are slightly larger in owner-occupied units as compared to renter-occupied units. This trend is consistent in the City of Hudson and in St. Croix County.

Table 2-8 – Average Household Size by Tenure (2010-2019)

	2010		2019	
	Average Household Size of Owner-Occupied Units	Average Household Size of Renter-Occupied Units	Average Household Size of Owner-Occupied Units	Average Household Size of Renter-Occupied Units
City of Hudson	2.45	2.11	2.45	2.24
St. Croix County	2.69	2.18	2.68	2.23

*Source: U.S. Census Bureau, 2006-2010 American Community Survey and 2015-2019 American Community Survey 5-Year Estimates*

## 2.4.5 Household and Housing Unit Projections

The City of Hudson had 5,985 housing units in 2019 (occupied and unoccupied). This was a 56.2% increase from the 2000 U.S. Census count. During that same time period, St. Croix County experienced slightly less increases with 51.7% growth in the total number of housing units.

Table 2-9 – Number of Housing Units (2000-2019)

	2000	2010	2019	2000-2019 Percent Change
City of Hudson	3,831	5,642	5,985	56.2%
St. Croix County	24,265	33,983	36,820	51.7%

*Source: U.S. Census Bureau, 2000 & 2010 Census and 2015-2019 American Community Survey 5-Year Estimates*

Housing projections are helpful to estimate how much land will be consumed by future development. As housing units and households increase, there is an increased demand for public facilities and services. The DOA provides household projections by municipality in Wisconsin. The City of Hudson is projected to see an increase of 2,668 households or 39.6% from the 2020 projections to the 2040 projections as shown in the table below. St. Croix County is expected to see a 29.4% increase. In the 10-year horizon, the City of Hudson is projected to see an increase of 1,586 housing units, a 23.5% increase by 2030.

Table 2-10 – Projected Number of Housing Units (2010-2040)

	2010 Census	2020 Projection	2025 Projection	2030 Projection	2035 Projection	2040 Projection	2020-2040 Change
City of Hudson	5,287	6,745	7,539	8,331	8,943	9,413	39.6%
St. Croix County	31,799	37,935	41,416	44,853	47,314	49,073	29.4%

*Source: Demographic Services Center, Wisconsin Department of Administration, 2013*

Household and housing unit projections are intended to provide an estimate of the number of housing units that will be developed in future years. The City will continue to experience growth in residential development to meet market needs and to accommodate the projected increase in 1,586 households between 2020 and 2030.

## 2.4.6 Labor Force

The labor force participation rate in the City of Hudson has been decreasing since 2010, however, the unemployment rate has also been decreasing. Data for St. Croix County is showing similar trends.

Table 2-11 – Labor Force Employment Status (2010-2019)

City of Hudson	2010	2010 Percentage	2019	2019 Percentage
Persons Age 16 and Over	9,540	-	11,076	-
In Labor Force	7,305	76.6%	7,713	69.6%
Employed	6,887	72.2%	7,547	68.1%
Unemployed	418	4.4%	166	1.5%
Unemployment Rate	-	5.7%	-	2.2%
St. Croix County	2010	2010 Percentage	2019	2019 Percentage
Persons Age 16 and Over	62,545	-	70,903	-
In Labor Force	47,440	76.0%	51,466	72.6%
Employed	44,484	71.1%	50,610	71.4%
Unemployed	2,956	4.7%	823	1.2%
Unemployment Rate	-	6.2%	-	3.3%
State of Wisconsin	2010	2010 Percentage	2019	2019 Percentage
Percent Unemployed	204,600	4.6%	111,564	2.4%

*Source: U.S. Census Bureau, 2006-2010 American Community Survey and 2015-2019 American Community Survey 5-Year Estimates*

## 2.4.7 Employment

Employment is primarily provided by two major industries within the City of Hudson. The educational, health and social services industry provides 22.2% in the City and the manufacturing industry provides 16.8% of all jobs. The table below identifies industries in Hudson and the percentage of employment by each.

Table 2-12 – Employment by Industry (2019)

Industry	2019	
	Number	Percentage
Agriculture, forestry, fishing and hunting and mining	31	0.4%
Construction	360	4.8%
Manufacturing	1,270	16.8%
Wholesale trade	220	2.9%
Retail trade	575	7.6%
Transportation and warehousing, and utilities	497	6.6%
Information	169	2.2%
Finance, insurance, real estate, and rental and leasing	539	7.1%
Professional, scientific, management, administrative, and waste management services	697	9.2%
Educational, health and social services	1,676	22.2%
Arts, entertainment, recreation, accommodation and food services	914	12.1%
Other services, except public administration	403	5.3%
Public administration	196	2.6%
Total	7,547	-
<i>Source: U.S. Census Bureau, 2015-2019 American Community Survey 5-Year Estimates</i>		

The top two occupation categories in which Hudson residents are employed are management, business, science, and arts occupations (41.5%) and sales and office occupations (21.1%). All occupational categories are identified in the table below.

Table 2-13 – Employment by Occupation (2019)

Occupation	2019	
	Number	Percentage
Management, business, science, and arts occupations	3,131	41.5%
Service occupations	1,385	18.4%
Sales and office occupations	1,589	21.1%
Natural resources, construction, and maintenance occupations	554	7.3%
Production, transportation, and material moving occupations	888	11.8%
Total	7,547	

*Source: U.S. Census Bureau, 2015-2019 American Community Survey 5-Year Estimates*

The majority of Hudson residents work in the State of Wisconsin (50.9%). Approximately 43.3% within St. Croix County.

Table 2-14 – Place of Work (2010-2019)

Place of work	2010	2019
Worked in state of residence	44.7%	50.9%
Worked in county of residence	42.3%	48.5%
Worked outside county of residence	2.4%	2.5%
Worked outside state residence	55.3%	49.1%

*Source: U.S. Census Bureau, 2006-2010 and 2015-2019 American Community Survey 5-Year Estimates*

The majority of Hudson residents (64.2%) travel less than 30 minutes to work. 29.6% of residents travel less than 15 minutes to work. The mean travel time to work by Hudson residents is 24.4 minutes, as compared to the 27.9 minutes mean travel time for St. Croix County residents, as determined by the 2019 American Community Survey. Detailed travel times to work are identified in the table below.

Table 2-15 – Travel Time to Work (2010-2019)

Travel Time to Work	2010	2019
Less than 10 minutes	17.5%	16.5%
10 to 14 minutes	17.3%	13.1%
15 to 19 minutes	12.7%	13.1%
20 to 24 minutes	12.6%	16.0%
25 to 29 minutes	7.0%	5.5%
30 to 34 minutes	12.5%	14.1%
35 to 44 minutes	8.6%	6.8%
45 to 59 minutes	7.8%	10.2%
60 or more minutes	3.9%	4.7%
Mean travel time to work (minutes)	23.1	23.8

*Source: U.S. Census Bureau, 2006-2010 and 2015-2019 American Community Survey 5-Year Estimates*

The vast majority of Hudson residents travel to work by car, truck, or van (90.1%) and most workers drive alone (84.7%). Since 2010, more workers are using public transportation, walking or bicycling to work, and more residents are working from home. The table below identifies residents' means of travel to work.

Table 2-16 – Means of Transportation to Work (2010-2019)

Means of Transportation to Work	2010	2019
Car, Truck, or Van	92.4%	90.1%
Drove alone	84.2%	84.7%
Carpooled	8.1%	5.4%
In 2-person carpool	6.4%	4.4%
In 3-person carpool	0.8%	0.8%
In 4-person carpool	0.9%	0.2%
Public transportation (excluding taxicab)	0.4%	0.8%
Walked	0.9%	0.4%
Bicycle	0.0%	2.3%
Taxicab, motorcycle, or other means	0.6%	0.3%
Worked at home	5.7%	6.1%

*Source: U.S. Census Bureau, 2006-2010 and 2015-2019 American Community Survey 5-Year Estimates*

## 2.4.8 Household and Per Capita Income

According to the 2019 American Community Survey, median household income in Hudson is \$75,000 compared to \$85,594 for St. Croix County, and \$64,168 for Wisconsin. The mean household income in Hudson is \$88,026, compared to \$102,083 for St. Croix County and \$82,899 for Wisconsin. Per capita income in Hudson is \$37,389, compared to \$39,495 for St. Croix County and \$34,568 for Wisconsin.

Figure 2-5 – City of Hudson, Income and Benefits (2019)

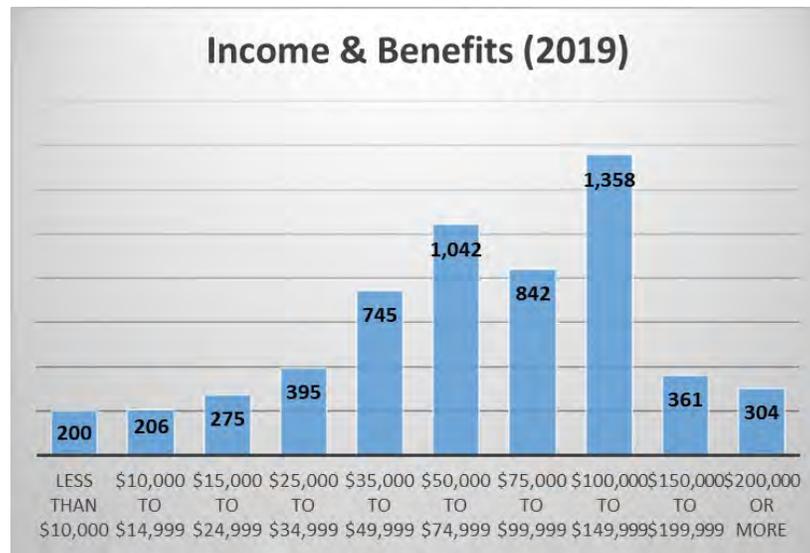


Table 2-17 – Household Income (2019)

2019 Income & Benefits	City of Hudson		St. Croix County	
	Number	Percentage	Number	Percentage
Less than \$10,000	200	3.5%	1,111	3.2%
\$10,000 to \$14,999	206	3.6%	1,216	3.5%
\$15,000 to \$24,999	275	4.8%	1,632	4.7%
\$25,000 to \$34,999	395	6.9%	1,598	4.6%
\$35,000 to \$49,999	745	13.0%	3,334	9.6%
\$50,000 to \$74,999	1,042	18.2%	5,731	16.5%
\$75,000 to \$99,999	842	14.7%	5,974	17.2%
\$100,000 to \$149,999	1,358	23.7%	8,266	23.8%
\$150,000 to \$199,999	361	6.3%	3,438	9.9%
\$200,000 or more	304	5.3%	2,431	7.0%
<b>Total</b>	<b>5,728</b>		<b>34,731</b>	
Median Household Income	\$75,000.00	NA	\$85,594.00	NA
Mean Household Income	\$88,026.00	NA	\$102,083.00	NA
Per Capita Income	\$37,389.00	NA	\$39,495.00	NA

Source: U.S. Census Bureau, 2015-2019 American Community Survey 5-Year Estimates

## 2.4.9 Educational Attainment

The U.S. Census Bureau provides information on educational attainment levels, which are summarized in the figures and table below. City of Hudson residents, on average, have a slightly higher level of education compared to residents of St. Croix County. According to the 2019 American Community Survey, Wisconsin has 94.6% of its residents 25 years and over with a high school diploma or higher. Comparatively, the City of Hudson (95.7%) is higher than the state average and the St. Croix County average (95.4%).

The City of Hudson and St. Croix County are both ahead of the state average in terms of bachelor's degrees or other higher levels of education. Wisconsin has approximately 37.2% of residents having earned at least a bachelor's degree, while Hudson has 42.6% and St. Croix County has 38.5% of residents with at least a bachelor's degree.

Table 2-18 – Educational Levels (2010-2019)

Highest Education	Hudson				St. Croix County			
	2010		2019		2010		2019	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent
Less than 9th grade	182	2.2%	136	1.4%	869	1.6%	513	0.8%
9th to 12th grade, no diploma	322	3.9%	280	2.9%	2,064	3.8%	2,322	3.8%
High school graduate (includes equivalency)	2,174	26.3%	1,948	20.2%	15,858	29.2%	15,195	24.6%
Some college, no degree	1,868	22.6%	1,989	20.6%	12,599	23.2%	11,788	19.1%
Associate's degree	513	6.2%	1,182	12.3%	5,268	9.7%	8,155	13.2%
Bachelor's degree	2,340	28.3%	2,653	27.5%	13,034	24.0%	16,641	26.9%
Graduate or professional degree	868	10.5%	1,449	15.0%	4,616	8.5%	5,834	11.6%
<b>Total</b>	<b>8,267</b>	<b>100.0%</b>	<b>9,083</b>	<b>100.0%</b>	<b>54,308</b>	<b>100.0%</b>	<b>61,770</b>	<b>100.0%</b>

Notes: Population 25 years and over.  
Source: U.S. Census Bureau, 2006-2010 American Community Survey and 2015-2019 American Community Survey 5-Year Estimates

## 2.4.10 Schools

### K-12 Schools

Hudson residents are served by the Hudson School District. The table below shows the enrollment for each school in the District.

Table 2-19 – Hudson Area School District Enrollment

District	County Name	School Type	School Name	Grades		2019-2020 Enrollment
Hudson School District	St. Croix County	Elementary School	Houlton Elementary	K	5th	218
Hudson School District	St. Croix County	High School	Hudson High	9th	12th	1,839
Hudson School District	St. Croix County	Middle School	Hudson Middle	6th	8th	1,263
Hudson School District	St. Croix County	Elementary School	Hudson Prairie Elementary	K	5th	505
Hudson School District	St. Croix County	Elementary School	North Hudson Elementary	K	5th	300
Hudson School District	St. Croix County	Elementary School	River Crest Elementary	K	5th	410
Hudson School District	St. Croix County	Elementary School	Rock Elementary	K	5th	436
Hudson School District	St. Croix County	Elementary School	Willow River Elementary	K	5th	307
<b>Total</b>						<b>5,278</b>
<i>Source: Wisconsin Information System for Education</i>						

Additionally, two private institutions educate 474 Pre-K to 8<sup>th</sup> grade students in Hudson.

Table 2-20 – Hudson Area Private School Enrollment

Charter / Private	School Type	School Name	Grades		2019-2020 Enrollment
Private	Pre-K, Elementary & Middle School	Saint Patrick Catholic School	Pre-K	8th	202
Private	Pre-K, Elementary & Middle School	Trinity Academy	Pre-K	8th	272
<b>Total</b>					<b>474</b>
<i>Source: Wisconsin Information System for Education</i>					

Some children throughout St. Croix County and the City of Hudson are home-schooled. There are 158 children that are home-schooled who would qualify for enrollment in the Hudson School District. This is equivalent to 2.82% of the current public-school enrollment, as indicated in the table below.

Table 2-21 – Hudson Area Home-Based Private Educational Program Enrollment (2019-2020)

District	Total Home-Based Enrollment	Total 3rd Friday Public Enrollment	Home-Based Enrollment as Percentage of Public Enrollment
Hudson School District	158	5,609	2.82%
<i>Source: Wisconsin Information System for Education</i>			

### Continuing Education

The City of Hudson is located within the Wisconsin Indianhead Technical College service area. The College has four main campuses, the closest of which is located in New Richmond. Chippewa Valley Technical College (CVTC) is also located in nearby River Falls, Wisconsin.

The closest University of Wisconsin system school to the City of Hudson is UW-River Falls. The University has a total undergraduate enrollment of 5,725 and is approximately 10-miles from Hudson. UW-Stout is located, approximately 45 miles away, in Menominee. As of 2019, around 8,800 students were enrolled at the public university.

## 2.5 Municipal Growth in Equalized Value

The City of Hudson has experienced continual growth in total equalized value in the past six years. Between 2015 and 2020, real estate and personal property within the City increased by \$653,210,300; approximately a 39% increase, according to WI Department of Revenue data.

Table 2-22 – City of Hudson Equalized Values by Year (2015-2020)

Real Estate Classes	2014	2015	2016	2017	2018	2019	2020	Change between 2015-2020	
Residential	996,074,500	1,035,953,600	1,098,449,300	1,176,196,500	1,253,526,500	1,419,205,700	1,488,790,100	43.7%	452,836,500
Commercial	510,920,300	547,494,100	556,031,900	566,238,300	569,160,700	636,567,200	688,616,900	25.8%	141,122,800
Manufacturing	31,787,700	32,580,200	34,653,800	36,866,900	39,507,900	42,287,000	90,360,600	177.3%	57,780,400
Agricultural				3,400		5,700	4,200	420000%	4,200
Agricultural Forest						42,300	42,300	4230000%	42,300
<b>Real Estate Totals</b>	<b>1,538,782,500</b>	<b>1,616,027,900</b>	<b>1,689,135,000</b>	<b>1,779,305,100</b>	<b>1,862,195,100</b>	<b>2,098,107,900</b>	<b>2,267,814,100</b>	<b>40.3%</b>	<b>651,786,200</b>
Real Estate Percent Change		5.0%	4.5%	5.3%	4.7%	12.7%	8.1%	-	-
<b>Personal Property Total</b>	<b>48,768,800</b>	<b>48,005,300</b>	<b>48,183,700</b>	<b>51,265,000</b>	<b>32,649,200</b>	<b>34,623,300</b>	<b>49,429,400</b>	<b>3.0%</b>	<b>1,424,100</b>
Personal Property Percent Change		-1.6%	0.4%	6.4%	-36.3%	6.0%	42.8%	-	-
<b>Aggregate Equalized Value</b>	<b>1,587,551,300</b>	<b>1,664,033,200</b>	<b>1,737,318,700</b>	<b>1,830,570,100</b>	<b>1,894,844,300</b>	<b>2,132,731,200</b>	<b>2,317,243,500</b>	<b>39.3%</b>	<b>653,210,300</b>
Aggregate Equalized Value Percent Change		4.8%	4.4%	5.4%	3.5%	12.6%	8.7%	-	-

Source: WI Department of Revenue, Statement of Merged Equalized Values

*NOTE: In 2018 Personal property values significantly dropped due to a new state law which was enacted, exempting the majority of business personal property. It eliminated reporting Schedule C & D-1 assets (such as machinery, tools, patterns, computers, software, single-function fax machines and cash registers) per the 2018 Statement of Personal Property.*

Further exploring the growth in Hudson's equalized values between 2015 and 2020, the largest percent of change occurred in the manufacturing real estate class with a 177.3% change, or \$57,780,400. The Residential real estate class gained \$452,836,500 or 43.7%, while the Commercial real estate class grew by \$141,122,800 or 25.8%.

The total equalized value of real estate grew by 40% between 2015 and 2020, an increase of \$651,786,200.

The total equalized value of personal property increased by 3% during this same time period, a gain of \$1,424,100 in equalized value.

Overall, the aggregate equalized value grew by 39.3% or \$653,210,300.

Figure 2-6 – Aggregate Equalized Value (2015-2020)

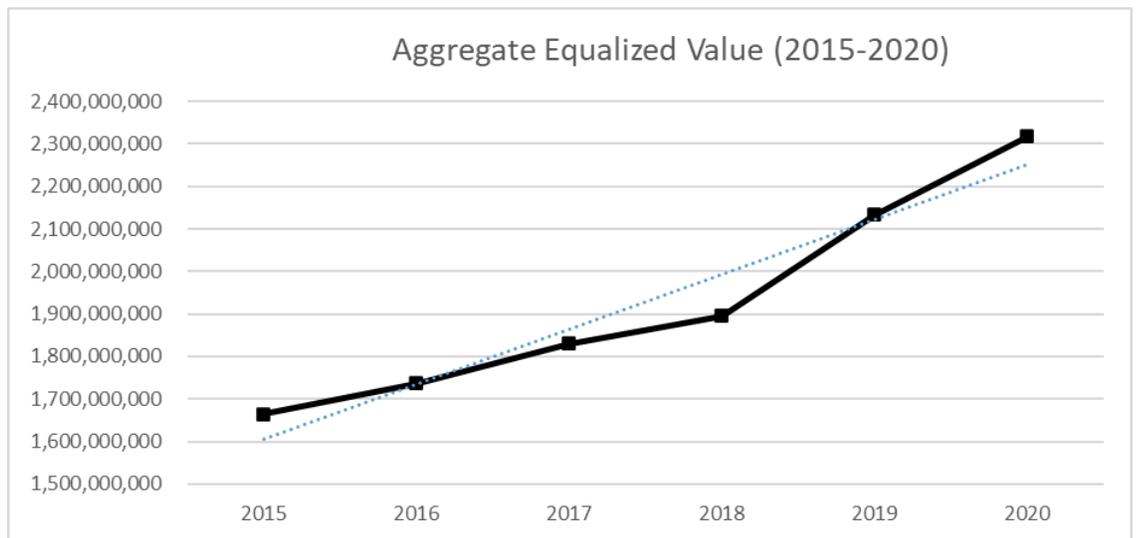
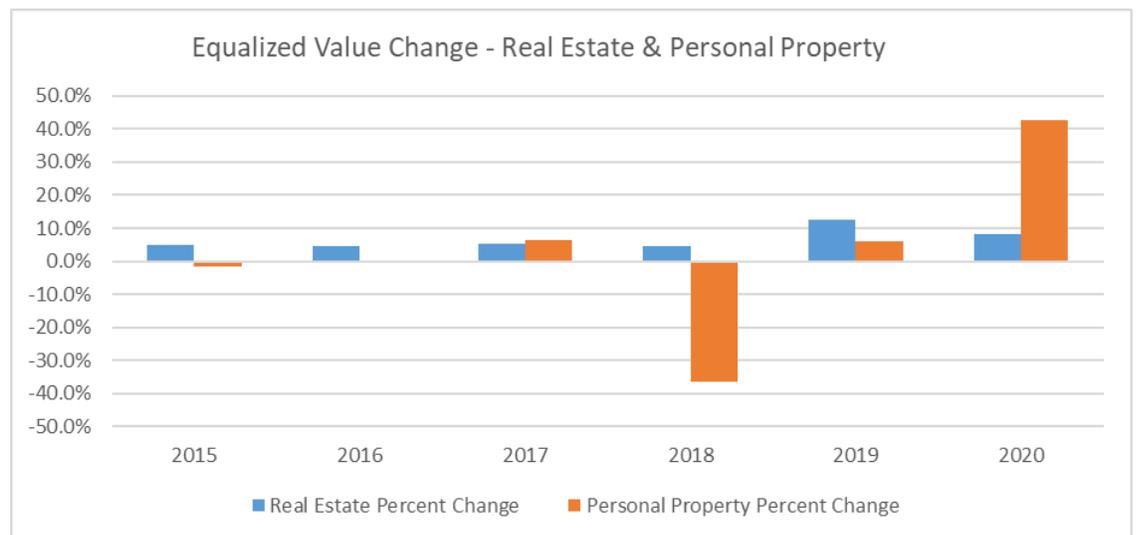
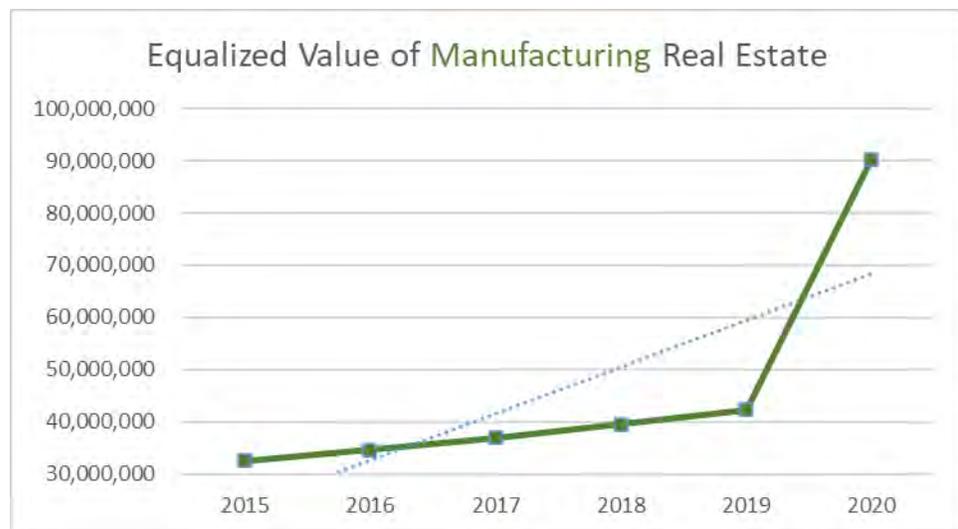


Figure 2-7 – Equalized Value Change – Real Estate & Personal Property (2015-2020)



Looking at the growth of equalized value by real estate class, the major classes – residential, commercial and manufacturing all experienced upward trends in the last six years.

Figure 2-8 – Equalized Values of Residential, Commercial, Manufacturing Real Estate (2015-2020)



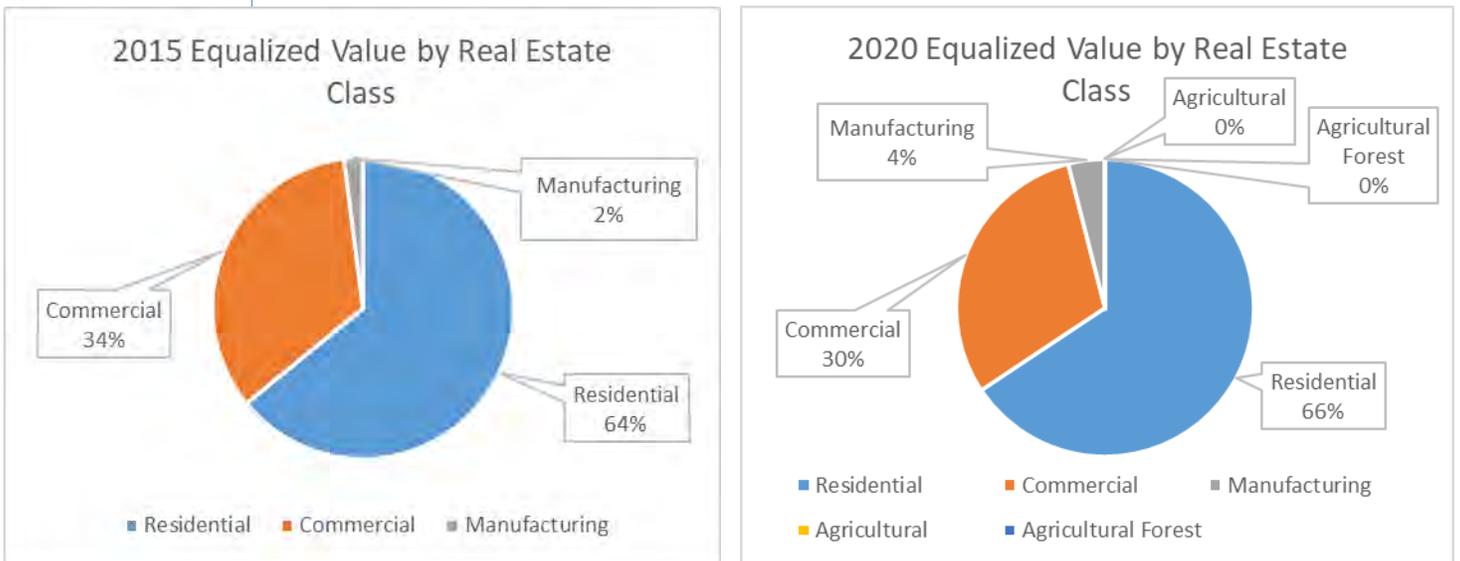
Looking at the growth in value by land use category/real estate classification, the Residential real estate class grew from 64% of the total real estate value to 66%. During this six-year period, the Commercial real estate class decreased from 34% of the total value to 30%. The percentage of value in the manufacturing class increased from 2% to 4%.

Table 2-23 – Aggregate Equalized Value (2015-2020)

Real Estate Classes	2015	Percent of Total Real Estate	2020	Percent of Total Real Estate
Residential	1,035,953,600	64%	\$1,488,790,100	66%
Commercial	547,494,100	34%	\$688,616,900	30%
Manufacturing	32,580,200	2%	\$90,360,600	4%
Agricultural	-	0%	\$4,200	0%
Agricultural Forest	-	0%	\$42,300	0%
<b>Real Estate Totals</b>	<b>\$1,616,027,900</b>		<b>\$2,267,814,100</b>	
<b>Personal Property Total</b>	<b>\$48,005,300</b>		<b>\$49,429,400</b>	
<b>Aggregate Equalized Value</b>	<b>\$1,664,033,200</b>		<b>\$2,317,243,500</b>	

Source: Wi Department of Revenue, Statement of Changes in Equalized Values by Class and Item

Figure 2-9 – Equalized Values by Real Estate Class (2015 and 2020)



### 3 HOUSING ELEMENT



## 3 Housing Element

### 3.1 Introduction

Housing is an essential component to a healthy and vibrant community. Providing safe and affordable housing, as well as a variety of housing types, is a common community goal. An analysis of housing conditions will help the City gain a better understanding of the changes which have occurred over the past decade. It will also provide insight into future change that can be anticipated. This information will create a foundation from which decisions regarding future housing development can be based. Demographic information presented in Section 2: Issues and Opportunities Element is not repeated here. Below is a summary of the existing housing conditions in the City of Hudson and St. Croix County.

### 3.2 Existing Conditions

The City of Hudson has and will continue to experience significant growth because of its close proximity to the Minneapolis/St. Paul metropolitan area, combined with historical appeal and small-town character. As change and development continue to take place, it will be important for the City to manage this growth and maintain the character of the community. Many individuals and families who choose to live in Hudson do so because of its community character, location, quality of life and proximity to jobs.

In 2019, the City had 5,985 housing units. Since 2000, the City has experienced a 56.2% increase in housing units. According to Wisconsin Department of Administration, the 2020 projection for households is 6,745 and for 2030 it is 8,331, which results in an increase of 2,422 households (40.4% increase).

In 2019, 61% of all housing units were owner-occupied and 39% were renter-occupied. The average household size was 2.45 for owner-occupied units and 2.24 for renter-occupied units. The median value of owner-occupied homes was \$233,300.

Details for the number of households and housing unit projections are located in Section 2.4.5: Households and Housing Unit Projections.

#### 3.2.1 Housing Stock Age Characteristics

The age of the local housing stock is an important component to be considered when preparing for the future. If there is a significant amount of older housing units among the housing supply they will most likely need to be replaced, rehabilitated, or redeveloped for new development within the planning period. Allowing for a new housing supply also requires planning regarding infrastructure, land availability, community utilities, transportation routes, and a variety of other public services to address community needs that are affected by new development.

Homes in the City of Hudson are well distributed by age. Information gathered from the U.S. Census Bureau in 2017 identified that little more than half of the homes (56.3%) were built since 1990 and are less than 30 years old. On the reverse, 43.7% of homes were built before 1990, and of this, 20.0% of these homes are more than 50 years old. Table 1 categorizes the amount of housing by year built.

Table 3-1 – Hudson and St. Croix County Year Structure Built (2019)

Year Structure Built	City of Hudson		St. Croix County	
	2019		2019	
	Total Housing Units	Percentage	Total Housing Units	Percentage
Built 2014 or later	173	2.9%	1939	5.3%
Built 2010 to 2013	338	5.6%	1055	2.9%
Built 2000 to 2009	1,717	28.7%	10,322	28.0%
Built 1990 to 1999	1,140	19.0%	6,627	18.0%
Built 1980 to 1989	777	13.0%	4,782	13.0%
Built 1970 to 1979	643	10.7%	3,935	10.7%
Built 1960 to 1969	168	2.8%	1,609	4.4%
Built 1950 to 1959	255	4.3%	1,552	4.2%
Built 1940 to 1949	140	2.3%	515	1.4%
Built 1939 or earlier	634	10.6%	4,484	12.2%

*Source: U.S. Census Bureau, 2015-2019 American Community Survey 5-Year Estimates*

### 3.2.2 Occupancy and Structural Characteristics

Housing occupancy is a measure to determine whether the housing supply is adequate to meet demand. A stable housing market is one where the availability of new and existing housing units roughly matches the needs of the population. According to the U.S. Department of Housing and Urban Development (HUD), an overall vacancy rate of 3% is considered to be optimal. Vacancy rates under the 3% standard may imply a tight housing market where demand exceeds supply, causing housing prices to rise. Conversely, a vacancy rate greater than 3% may indicate an over-supply of housing units, causing stagnation in housing prices. The vacancy rate in Hudson has decreased over the last decade by 1.5%. The current estimates show vacancy at approximately 4.3%, while St. Croix County is 4.7%.

Table 3-2 – Hudson and St. Croix County Housing Occupancy/Vacancy (2010 – 2019)

2010					
	Occupied Housing Units	Percentage	Vacant Housing Units	Percentage	Total No. of Housing Units
City of Hudson	5,243	94.2%	321	5.8%	5,564
St. Croix County	31,824	95.0%	1,671	5.0%	33,495

2019					
	Occupied Housing Units	Percentage	Vacant Housing Units	Percentage	Total No. of Housing Units
City of Hudson	5,728	95.7%	257	4.3%	5,985
St. Croix County	34,182	95.3%	1,680	4.7%	35,862

*Source: U.S. Census Bureau, 2006-2010 and 2015-2019 American Community Survey 5-Year Estimates*

Table 3 shows that between 2010 and 2019 the percentage of owner-occupied homes in Hudson has decreased from 66.4% (2010) to 61% (2019). The percentage of renter-occupied homes has increased from 33.6% (2010) to 39% (2019). St. Croix County has experienced a 0.7% decrease in renter-occupied homes. In 2019, the percentage of owner-occupied homes in St. Croix County was 78.5%, which was 17.5% more than Hudson. Overall, the number of occupied housing units in Hudson has increased by 485.

Table 3-3 – Hudson and St. Croix County Housing Units by Tenure (2010 – 2019)

2010					
	Owner Occupied	Percentage	Renter Occupied	Percentage	Total Number of Occupied Housing Units
City of Hudson	3,479	66.4%	1,764	33.6%	5,243
St. Croix County	24,771	77.8%	7,053	22.2%	31,824

2019					
	Owner Occupied	Percentage	Renter Occupied	Percentage	Total Number of Occupied Housing Units
City of Hudson	3,496	61.0%	2,232	39.0%	5,728
St. Croix County	27,257	78.5%	7,474	21.5%	34,731

*Source: U.S. Census Bureau, 2006-2010 and 2015-2019 American Community Survey 5-Year Estimates*

Table 4 displays the number of units per structure in the City of Hudson and St. Croix County in 2019. The most common type of housing units in Hudson are one-unit detached structures (41.1%), commonly referred to as single-family homes. Detached housing units are one-unit structures that are detached from any other house, with open space on all four sides. Structures are considered detached even if they have an attached garage or contain a business unit. The second most common type of housing units in Hudson are one-unit attached structures (27.7%). Attached housing units are structures with one or more walls extending from ground to roof, separating them from adjoining structures. St. Croix County has a larger majority of single-family homes (71.6%) than the City of Hudson.

Table 3-4 – Hudson and St. Croix County Units in Structure (2019)

	City of Hudson		St. Croix County	
	Number	Percent	Number	Percent
1-unit, detached	2,459	41.1%	26,345	71.6%
1-unit, attached	1,656	27.7%	3,878	10.5%
2 units	314	5.2%	1,129	3.1%
3 or 4 units	371	6.2%	907	2.5%
5 to 9 units	221	3.7%	860	2.3%
10 to 19 units	284	4.7%	781	2.1%
20 or more units	680	11.4%	2,254	6.1%
Mobile home	0	0.0%	666	1.8%

*Source: U.S. Census Bureau, 2015-2019 American Community Survey 5-Year Estimates*

### 3.2.3 Housing Value Characteristics

Providing affordable housing which meets the needs of current and future City residents is an important element in planning for the future. A lack of quality affordable housing has impacts on population migration patterns, economic development, and the tax base.

An owner-occupied housing unit is a unit where the owner or co-owner lives, even if it is mortgaged or not fully paid for. The U.S. Bureau of the Census determines value by the respondent’s estimates of how much the property (house and lot, mobile home and lot, or condominium unit) would sell for if it were for sale. The figures presented may differ from assessed housing values as calculated by an assessor.

In 2019, the median value of owner-occupied homes in Hudson was \$243,400, while it was \$270,200 in St. Croix County. In Hudson, 42.3% of the owner-occupied units were valued between \$200,000 and \$299,999. The breakout of housing values follows in Table 5.

Table 3-5 – Hudson and St. Croix County Housing Value of Owner-Occupied Units (2019)

	City of Hudson		St. Croix County	
	Number	Percent	Number	Percent
Less than \$50,000	39	1.1%	813	3.0%
\$50,000 to \$99,999	8	0.2%	918	3.4%
\$100,000 to \$149,999	209	6.0%	2,003	7.3%
\$150,000 to \$199,999	748	21.4%	4,089	15.0%
\$200,000 to \$299,999	1,478	42.3%	8,040	29.5%
\$300,000 to \$499,999	932	26.7%	8,221	30.2%
\$500,000 to \$999,999	75	2.1%	2,944	10.8%
\$1,000,000 or more	7	0.2%	229	0.8%
Median (dollars)	\$ 243,400	-	\$ 270,200	-

*Source: U.S. Census Bureau, 2015-2019 American Community Survey 5-Year Estimates*

### 3.2.4 Housing Affordability

The U.S. Department of Housing and Urban Development (HUD) defines affordable housing as housing which does not cost a household more than 30% of its monthly or annual income. This affordability benchmark is not an underwriting standard and it does not address the ability to pay for housing. A household may choose to pay more to get the housing it needs or wants. However, according to HUD standards, people should have the choice of having decent and safe housing for not more than 30% of their household income.

The United Way has expanded these metrics by compiling data on households that are “Asset Limited, Income Constrained, and Employed”, which has become known by its acronym “ALICE”. ALICE includes households that are part of the local economy but earning incomes that cause their costs of living to be a burden even beyond housing costs. Although this metric includes expenses beyond HUD’s scope, it is a good indicator of housing affordability for an area’s workforce. ALICE studies have been conducted for each municipality in Wisconsin, including the City of Hudson, and this data was analyzed in conjunction with HUD data for this housing element.

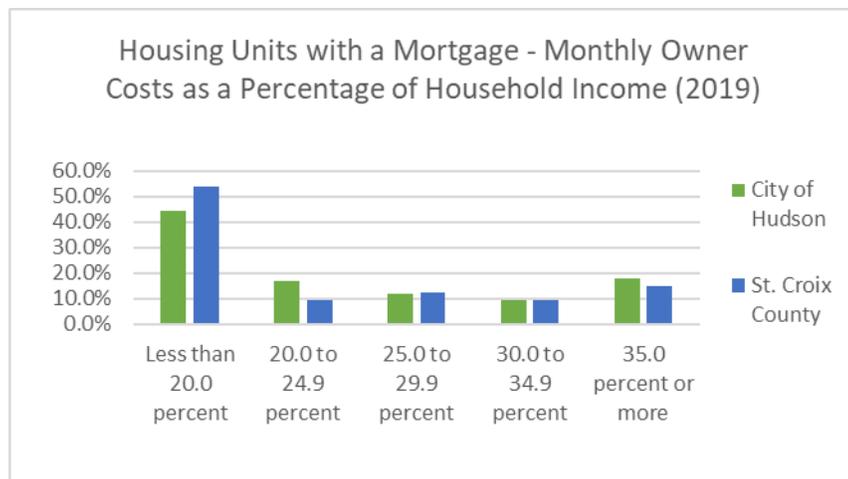
The majority of Hudson residents in owner-occupied housing with a mortgage (72.7%) pay less than 30% of their monthly household income on housing costs. However, 27.3% of Hudson residents are paying more than 30% on owner-occupied housing costs (with a mortgage). This is similar to the estimate for St. Croix County, with 24.1% of residents paying above 30% of their monthly household income. A table with monthly costs by household income category is listed below and is depicted in Figure 1.

Table 3-6 – Hudson and St. Croix County Owner-Occupied Housing Units with a Mortgage - Monthly Owner Costs as a Percentage of Household Income (2019)

	City of Hudson		St. Croix County	
	Number	Percent	Number	Percent
Less than 20.0 percent	1,196	44.2%	11,292	54.2%
20.0 to 24.9 percent	452	16.7%	1,990	9.5%
25.0 to 29.9 percent	318	11.8%	2,554	12.2%
30.0 to 34.9 percent	252	9.3%	1,958	9.4%
35.0 percent or more	487	18.0%	3,057	14.7%

*Source: U.S. Census Bureau, 2015-2019 American Community Survey 5-Year Estimates*

Figure 3-1 – Hudson and St. Croix County Owner-Occupied Housing Units with a Mortgage - Monthly Owner Costs as a Percentage of Household Income (2019)



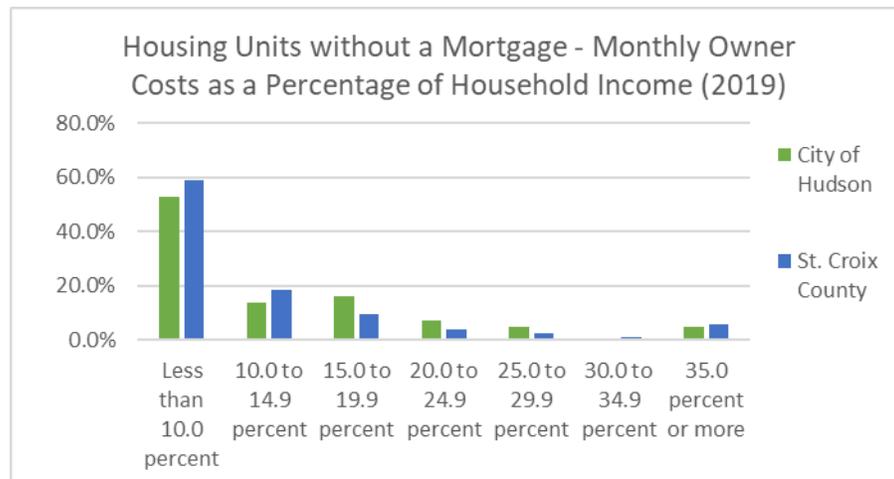
The majority of Hudson residents in owner-occupied housing without a mortgage (83%) pay less than 20% of their monthly household income on housing costs. In fact, 94.7% of Hudson residents in owner-occupied homes without a mortgage pay less than 30% of their monthly household income on housing costs. 5.3% of Hudson residents are paying more than 30% on housing costs (without a mortgage) compared to 6.9% of St. Croix County residents. Table 7 includes a full breakout of costs and is depicted in Figure 2.

Table 3-7 – Hudson and St. Croix County Owner-Occupied Housing Units without a Mortgage - Monthly Owner Costs as a Percentage of Household Income (2019)

	City of Hudson		St. Croix County	
	Number	Percent	Number	Percent
Less than 10.0 percent	416	52.9%	3,742	59.1%
10.0 to 14.9 percent	109	13.9%	1,157	18.3%
15.0 to 19.9 percent	127	16.2%	596	9.4%
20.0 to 24.9 percent	55	7.0%	241	3.8%
25.0 to 29.9 percent	37	4.7%	159	2.5%
30.0 to 34.9 percent	4	0.5%	59	0.9%
35.0 percent or more	38	4.8%	375	5.9%

*Source: U.S. Census Bureau, 2015-2019 American Community Survey 5-Year Estimates*

Figure 3-2 – Hudson and St. Croix County Owner-Occupied Housing Units without a Mortgage - Monthly Owner Costs as a Percentage of Household Income (2019)



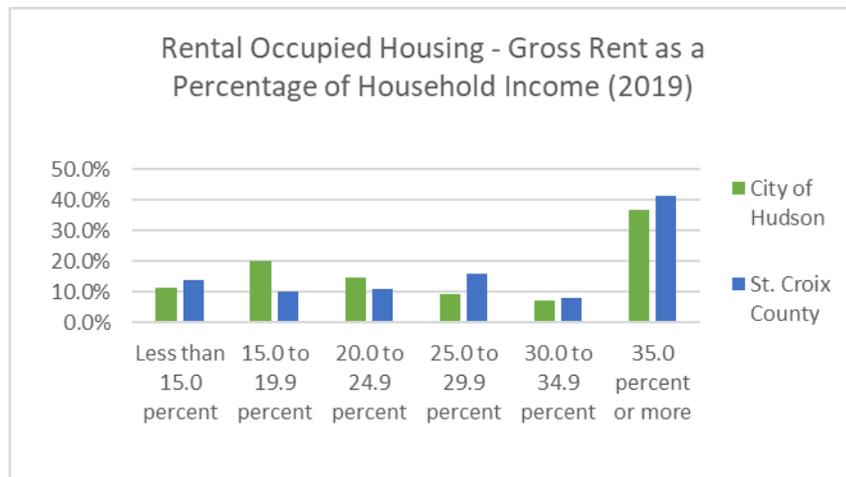
The majority of Hudson residents in rental occupied housing (55.7%) pay less than 30% of their monthly household income on rent. 44.3% of Hudson’s renters are paying 30% or more of their monthly household income on rent. Similarly, 49.4% of St. Croix County’s renters are paying 30% or more. Table 8 includes a full breakout of costs and is depicted in Figure 3.

Table 3-8 – Hudson and St. Croix County’s Renter-Occupied Housing - Gross Rent as a Percentage of Household Income (2019)

	City of Hudson		St. Croix County	
	Number	Percent	Number	Percent
Less than 15.0 percent	249	11.4%	993	13.8%
15.0 to 19.9 percent	442	20.3%	726	10.1%
20.0 to 24.9 percent	322	14.8%	781	10.9%
25.0 to 29.9 percent	201	9.2%	1,141	15.9%
30.0 to 34.9 percent	159	7.3%	567	7.9%
35.0 percent or more	805	37.0%	2,988	41.5%

*Source: U.S. Census Bureau, 2015-2019 American Community Survey 5-Year Estimates*

Figure 3-3 – Hudson and St. Croix Renter-Occupied Housing - Gross Rent as a Percentage of Household Income (2019)



According to the “United for ALICE” database, 25% of St. Croix County’s households are currently classified as ALICE, with an additional 6% below the poverty line. The City of Hudson’s figures are similar, with 24% of the City’s households falling into the ALICE classification and 8% below the poverty line. This means that about a third of Hudson’s households are cost burdened, with limited assets and constrained incomes. These figures mirror the HUD data prepared for this Housing element, which indicated that 27% of households are cost-burdened by their mortgage and 39% of renters are cost-burdened by their lease.

### 3.3 Assessment of Future Conditions

Age and family status are closely related to housing, and people follow a typical pattern in their housing selection. People live with their parents as children and then tend to move out to rental housing as they enter adulthood. A first-time home purchase will typically occur as they begin to form households. According to Zillow, the average age of a first-time home buyer in the United States is 33 years, which follows an average period of six years during which Americans typically rent. The first home purchase is often followed by a move to "upgrade" during the prime earning years. Retirement brings yet another move. This may be to a final home, or for some older retirees, to retirement housing or nursing care.

This cycle is important in that it creates turnover in the housing stock, freeing up properties for other buyers. Most of the homes purchased are existing homes. However, it is also important to understand how generational preferences for housing vary. The future desirability of neighborhoods and communities is going to be influenced by the degree to which the existing housing stock meets the desires of future home buyers.

The projection for households in the City of Hudson is an increase of 2,422 households by 2030, which is a 41% increase. Reviewing Figure 5 in Section 2, Hudson's age distribution, much of this future growth will be by households headed by someone over the age of 65 looking to downsize and by mid-aged buyers wanting newer homes on large rural lots. New rental housing will likely include various types of assisted living for Hudson's aging population.



#### 3.3.1 Economic Growth and Housing

The City of Hudson is expected to experience significant population growth in the coming decades, which coincides with expected economic growth. A Market Analysis report prepared by Place Dynamics in 2019 found that the City's population growth this past decade placed it in the top three percent of Wisconsin Communities. This explosive population growth followed a surge in residential housing development through the early 2000's, which represents 28% of the City's existing housing stock. This population growth is fueling many of the City's economic sectors, chiefly its retail businesses. The Market Analysis report found that the majority of Hudson's consumers originate within the City's limits. Strong competition from the Twin Cities metro area and nearby City's such as Stillwater, New Richmond, Red Wing and Hastings has constrained the City's market influence, causing the majority of Hudson's shoppers and restaurant patrons to be local. This reality suggests that continued local population growth will manifest local economic growth as well.

Housing is key to continued population and economic growth for the City of Hudson. The expanding Twin Cities metropolitan region is expected to increasingly affect western Wisconsin municipalities, bringing greater population growth and economic opportunities to these cities and

towns. This expansion is an opportunity for the City of Hudson to capture this growth, provided that it positions its housing stock in a manner that is attractive to new residents.

Although almost a third of the City's housing has been constructed since 2000, the majority of these housing units are single-family detached homes. The 2019 Market Analysis found that younger cohorts, especially the millennial generation, are not as inclined to purchase single family homes in suburban areas as compared to the baby boomer generation. The desire to be close to cultural and natural amenities, as well as employment centers, have caused this cohort to gravitate towards housing that offers increased walkability and with a segment of the cohort, higher density. Multi-family housing, in the form of condominiums and apartments, has been shown to be a popular housing type among this cohort. An analysis of residential development throughout the City of Hudson reveals that this housing type has not been built in any significant quantity in past years. The production of this housing type represents an opportunity for the City to increase its attractiveness to younger cohorts seeking to locate outside of the Twin City metropolitan area. The retention of a younger workforce will also increase the City's economic competitiveness in the coming decades.

The City of Hudson's aging population has also sparked an increase in demand for new housing types. According to the 2019 Market Analysis, single family homes built over the past three decades have tended to be purchased by trade-up buyers in their forties to sixties. This cohort represents the largest in Hudson, and as they age, these households become increasingly likely to desire housing that requires less maintenance and that is designed for people with diminished mobility. Multi-family housing, again in the form of condominiums and apartments, represents a housing type that will increase in desirability for this aging population. Unlike the younger cohorts that will focus more on affordability, Hudson's aging population is expected to prize amenities and finishes given their income and greater amount of assets. New condominium development along the City's River Corridor, with 10 separate units selling from \$499,000 to over \$1 million in 2019, underscores this preference.

The City of Hudson's future economic growth, and its relative competitiveness to surrounding cities and towns, is strongly linked to the types of residential development the community pursues. The demand for a variety of housing types is expected to increase, especially within the condominium and apartment market. These housing types are anticipated to be desired by both younger and aging cohorts, which collectively represent the City's consumers and workforce.

Producing housing units that meet the budgets and preferences of both of these groups will help keep population growth within the City Limits and ensure a healthy economy in the years to come.



### 3.3.2 Workforce Housing

Workforce housing typically applies to working households that earn 60% to 125% of the Area Median Income (AMI). The lower bound of this range is based on the rationale that most of the nation's affordable housing programs do not offer subsidies for households earning above the 60-percent threshold. The upper bound is more fluid and should be based on the local circumstances of a community. In wealthier communities which exhibit a higher degree of variation between its average household income and its median household income, workforce housing policies may be better served with an upper threshold of 200 percent or more of the AMI.

The City of Hudson's median household income (AMI) was estimated at \$75,000 in 2019. Workforce housing programs should focus on providing affordable housing to households earning 60% to 125% of this AMI. Households earning between \$41,439 annually and \$86,331 annually should be able to afford a rental or mortgage payment that is less than 30% of their monthly income. According to the United Way's, "United for ALICE" database, almost a third of Hudson's working households are currently cost-burdened. The City of Hudson should encourage residential development that increases the supply of housing units that are affordable to these working households.

The production of workforce housing usually involves market-rate development as opposed to subsidized development, and it is difficult to apply a standard formula to determine what is considered appropriate market-rate housing. This underscores the importance of workforce housing being locally administered. Local communities are better equipped to determine the specific needs of their workforce, and the appropriate housing stock, location, and condition to be developed for their benefit.

The data provided by this Housing Element can be utilized to inventory the City of Hudson's existing housing stock and assess the affordability of its housing options relative to its workforce. However, affordability is only one metric to determine the appropriateness of housing for the workforce. Other conditions to be considered include the proximity to employment centers, and also the type of housing. Understanding Hudson's workforce housing AMI range and knowing the locations of employment centers where households that fall within this range work will provide the City with insights that can be used to encourage, tailor and target future residential development. Understanding the demographic makeup of the workforce, and how it is going to change in the future, will help forecast the type of housing stock most appropriate for attracting new talent and businesses to the City of Hudson.

Other questions that should be explored to implement a workforce housing program include:

- Is the existing stock at risk of being converted to higher-end housing? If so, are there ways to preserve the stock and stop the conversion?
- Given the higher than optimal vacancy rates as outlined in



3.1.2 Occupancy and Structural Characteristics, is mixed-use redevelopment a possibility?

- Can certain regulations be changed to help protect and preserve current affordable housing options?
- If substantial efforts have been made to preserve existing affordable housing stock, can workforce housing be built on infill lots?
- Can certain regulations be changed to help encourage increased density in targeted areas to increase the supply of future residential development?



Public private partnerships can also help the City of Hudson realize many of its workforce housing goals. According to the Urban Land Institute, public private partnerships are creative alliances formed between a private developer and a government entity in order to achieve a common goal. These partnerships typically involve grant funds, municipal bonds, or reimbursement agreements as part of a development's capital stack. Because the government entity is effectively helping to finance a private development, it has a greater opportunity to decide the type of development the project becomes.

One of the most frequently used public private partnership strategies in the U.S. is Tax Increment Financing (TIF). The City of Hudson currently has two established TIF districts that can be leveraged to help support the creation of workforce housing. City officials can negotiate with private developers seeking to locate projects within these TIF districts in order to ensure that the project serves the local workforce. The City can offer incentives to developers that would provide affordable housing options within Hudson's workforce AMI range, helping to close any financing gaps with the project and causing it to be designed with the local workforce market in mind. Additional grant and tax credit programs can be included in a workforce development's capital stack, allowing for financial flexibility that can make projects with significant public benefit more feasible. The following section lists these programs in more detail.

### 3.3.3 Housing Density

The City of Hudson exhibits both economic and social reasons for increasing its housing stock in an affordable manner. Capturing projected population growth is forecasted to make the City more economically competitive in the coming decades (see section 3.3.1). HUD and ALICE data also indicate a need for workforce housing, which is explained in the preceding section 3.3.2. Both of these housing issues can be addressed through strategic land use changes to density requirements.

The City of Hudson's zoning districts have strict density requirements for each residential zone. Density requirements range from a specific number of units per acre, to Floor Area Ratio percentages. These density requirements are intended to maintain the character of each zoning district. However, they can also limit the City's ability to produce affordable housing. Limiting

development density can have the unintended consequence of constraining the community's housing supply. Given the rapid population expected throughout the Twin Cities metropolitan area, including Hudson, a constrained housing supply coupled with growing housing demand will inevitably lead to higher housing prices.

This effect may cause the already high number of cost-burdened, working households to increase across Hudson, and possibly prevent the city from capitalizing on future economic growth opportunities. Relaxing density requirements in targeted zoning districts can help direct new development to appropriate locations that will better serve the City's housing needs.



### 3.4 Housing Programs

Wisconsin Comprehensive Planning legislation requires governments completing plans to compile a list of programs available to help provide an adequate supply of housing that meets existing and forecasted housing demand in their jurisdiction. Below is a partial listing of programs that are available.

#### [Community Development Block Grant \(CDBG\) Small Cities Housing Program](#)

The Wisconsin CDBG program, administered by the Wisconsin Department of Administration, provides grants of federal funds to local governments (with a population under 50,000) for housing programs which principally benefit low to moderate income (LMI) households. These funds are primarily used for rehabilitation of housing units, homebuyer assistance, and small neighborhood public facility projects. CDBG dollars are flexible and responsive to local needs.

#### [Housing Choice Voucher Program \(Section 8\)](#)

The Section 8 federal housing choice voucher program provides rent assistance to eligible low-income households so that family payment does not exceed 20% of annual income. Housing can include single-family homes, townhouses and apartments and is not limited to units located in subsidized housing projects. Housing choice vouchers are administered locally by Public Housing Agencies (PHA). A family that is issued a housing voucher is responsible for finding a suitable housing unit of the family's choice where the owner agrees to rent under the program. A housing subsidy is paid to the landlord directly by the PHA on behalf of the participating family. The family then pays the difference between the actual rent charged by the landlord and the amount subsidized by the program.

#### [Low Income Housing Tax Credit \(LIHTC\)](#)

The LIHTC Program is the most important resource for creating affordable housing in the United States. This program was created in 1986 by the Tax Reform Act. Federal housing tax credits are awarded to developers of qualified projects. Developers then sell these credits to investors to raise capital for their projects, which reduces the debt the developer would otherwise have to borrow. A tax credit property can then offer more affordable units because the debt is lower.

### USDA- Rural Development

Rural Development administers federal funds to help secure loan options to assist LMI families with home purchases and rehabilitation. Rural Development generally funds individuals who cannot obtain conventional financing.

### Wisconsin Housing and Economic Development Authority (WHEDA)

WHEDA serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness.

### Wisconsin Property Tax Deferral Loan Program (PTDL)

This state program offers loans to Low-to-Moderate Income (LMI) elderly homeowners (65 years old with a spouse at least 60 years old, unless one is disabled) to help pay local property taxes so the elderly can afford to stay in their homes. The program is administered through WHEDA.

### Family Care Partnership (Partnership)

The Family Care Partnership (Partnership) program is administered by the Wisconsin Department of Health Services. The Partnership is a comprehensive program of services for frail elders and adults with developmental or physical disabilities in Wisconsin. The program integrates health and long-term support services and includes home and community-based services, physician services, and all medical care. Services are delivered in the member's home or a setting of his or her choice.

## 3.5 Goals, Objectives, Policies

The City has identified a number of goals, objectives, and policies that when implemented together will help achieve Hudson's community vision for 2040. These goals, objectives, and policies will help guide accomplishments and priorities for future investment both for publicly maintained local systems and for property owners who will invest in and change Hudson's landscape over time. These goals, objectives, and policies provide the City with a means to measure the performance of implementation of this Comprehensive Plan, and as necessary, an opportunity to reassess, revise, and/or supplement the desires of the community.

Goals are general statements of desired outcomes of the community or what is to be achieved. Objectives are more specific and are a subset of goals, providing measurable strategies towards achieving a goal. Policies are operational actions that a community will undertake to meet the goals and objectives. The following goals, objectives, and policies are not ranked or presented in order of importance or need.



**Housing Goal:** Strengthen and support existing City of Hudson neighborhoods.**Objectives:**

1. Maintain buffering (i.e., land uses, landscaping, berming) between residential and commercial/industrial land uses.
2. Protect neighborhoods from incompatible land uses through effective land use and design controls.
3. Improve transportation connections where warranted, including bicycle paths/routes and pedestrian facilities.
4. Encourage and support the maintenance and rehabilitation of older housing stock.

**Policies:**

1. Enforce site design controls (i.e., buffering, landscaping standards) through the City's development review process.
2. Ensure development review process considers long-range transportation infrastructure needs and implements incremental solutions as sites are built-out.
3. Promote housing programs that provide funding for maintenance and rehabilitation including the CDBG-Small Cities Housing Program and USDA-Rural Development programs.

**Housing Goal:** Promote a balanced supply of housing types and prices throughout the City to meet the changing needs of Hudson's residents.**Objectives:**

1. Support new residential development that is compatible with existing land uses.
2. Encourage the development of diverse and affordable housing for persons of all ages.
3. Accommodate senior and assisted living facilities in the City as Hudson's population ages.
4. Accommodate workforce housing so that residents can work and reside in close proximity.
5. Increase housing density in appropriate areas of the City to increase the housing supply and better match the demand for a variety of housing types.

**Policies:**

1. Encourage the private sector to provide affordable senior housing so that the long-term residents and retirees may continue to live in the City.
2. Promote housing programs that will provide financial assistance to Hudson residents who are paying more than 30% of their household income on monthly housing costs.

3. Inform residents about housing rental programs to accommodate the high percentage of renter-occupied housing in Hudson spending more than 30% of their household income on monthly housing costs, including the Housing Choice Voucher Program.
4. Educate residents of opportunities and programs that give low- to moderate-income families a chance at homeownership.
5. Work with property owners and developers to identify locations appropriate for new subdivisions which will enhance the character of Hudson's existing land uses.
6. Provide flexible land use regulations in areas where increased densities are appropriate (sewered and urban areas) in order to accommodate projected population growth and an aging population.
7. Provide options for developments with mixed housing units in order to avoid concentrating affordable units and senior living in limited areas.
8. Identify areas within the City where diverse housing options could be available to include single-family, two-family, and multi-family in order to accommodate an increased population with various projected jobs and wages.

**Housing Goal:** Encourage residential development that will increase the City of Hudson's economic competitiveness by attracting new residents and retaining long-term residents.

**Objectives:**

1. Identify areas of the City that can support infill residential development.
2. Encourage a mix of multi-family developments that are affordable for a younger workforce and also provide the amenities and finishes desired by an aging population.
3. Locate future condominium and apartment development in proximity to new employment centers, amenities, and services.
4. Encourage increased density in specific zoning districts to allow for a greater supply of housing and housing types.

**Policies:**

1. Leverage Tax Increment Financing to incentivize private development to produce condominiums and apartments that are both affordable and attractive to a younger workforce.
2. Ensure that higher-end multi-family developments are designed to help increase the access to amenities and services required by an aging population.
3. Reduce regulatory hurdles for mixed-use infill development that will attract new businesses and residents to Hudson.
4. Review zoning districts, especially downtown, for opportunities to increase allowable densities and provide incentives for mixed-use development.

# 4 TRANSPORTATION ELEMENT



## 4 Transportation Element

### 4.1 Introduction

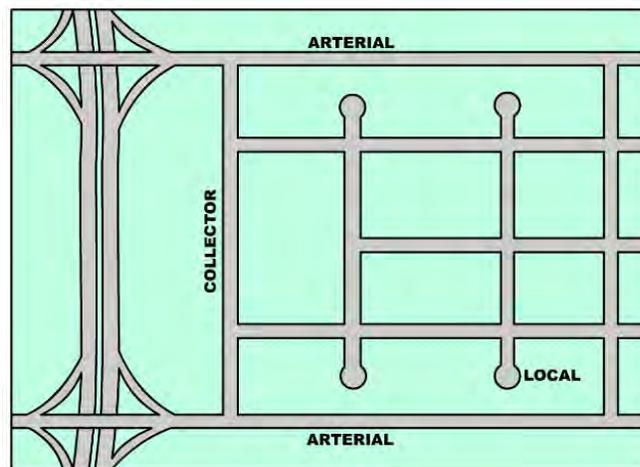
Transportation planning can be used as a tool to help guide and accommodate the growth a community envisions. Like the other elements in this Plan, transportation is interconnected, especially with land use. Transportation decisions, such as construction of new roadways or upgrading existing roads, can impact accessibility, land values, and land use development. The City of Hudson's transportation system is largely focused on vehicular travel. However, there are options available for alternative transportation methods, such as walking and bicycling.

### 4.2 Background Data / Existing Conditions

#### 4.2.1 Roads

Roads can be generally classified into three categories – arterials, collectors, and local roads. Road classification is determined by the type of service it provides. Typically, arterials provide the least amount of access and highest level of mobility, while local streets provide the most access and lowest level of mobility. Collector roads provide a combination of access and mobility. A demonstration of the function of these roadways is shown in Figure 1.

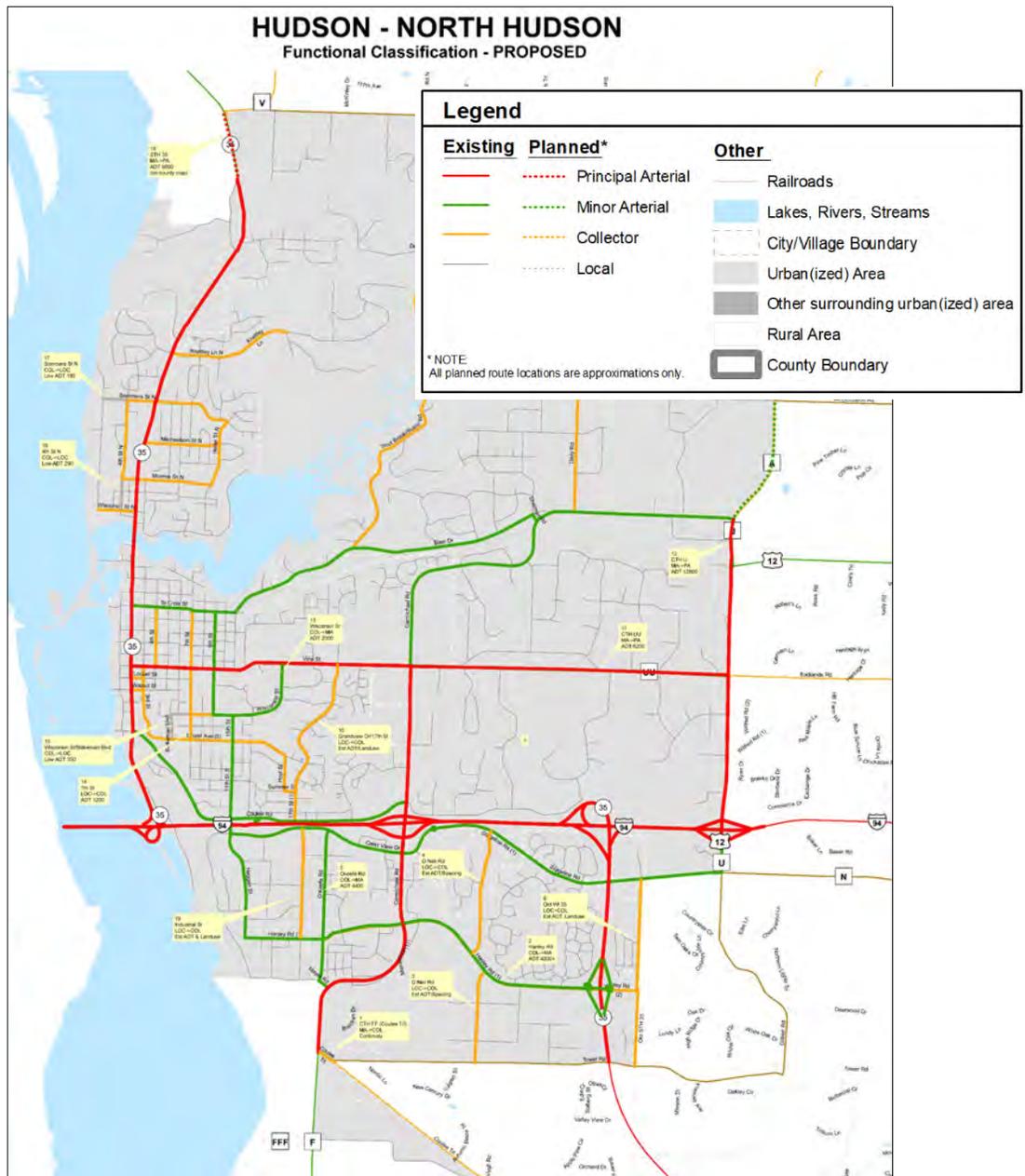
Figure 4-1 – Roadway Functions



Major highway facilities serving the city include: Interstate Highway 94 (I-94) and State Trunk Highway 35 (STH 35). I-94 runs east/west while STH 35 runs north/south. Figure 2 illustrates I-94, STH 35, part of Carmichael Road, and Vine Street are classified as principal arterial routes, designed to provide interstate and interregional traffic mobility. County Highway UU (CTH UU), County Highway A (CTH A), Hanley Road, Stageline Road, Coulee Road, St. Croix Street, and others serve as minor arterial roadways for moderate to large-sized places (cities, villages, towns, and clusters of communities) and other traffic generators providing intraregional and inter-area traffic movements.

I-94 bisects the City of Hudson and connects it with the Twin Cities to the west and the greater Wisconsin area to the east. The City of Hudson has only two north-south corridors within the city limits which cross over I-94, causing these arterials to be some of the most heavily traveled by residents and commuters. Carmichael Road is one of the City's major north-south thoroughfares, a vital part of Hudson's street network that also serves as the primary access to one of its most important commercial corridors. 11<sup>th</sup> Street is the other north-south corridor that crosses over I-94.

Figure 4-2 – Hudson Area Road Functional Classification



The I-94 Bridge crosses the St. Croix River linking Wisconsin to Minnesota. The nearest river crossing is the Stillwater Bridge located between Houlton and Stillwater, approximately seven miles to the north.

Residents of Hudson use I-94 to travel to and from the Twin Cities metropolitan area. Others in the nearby region travel to Hudson via I-94 as it is a hub for western Wisconsin with employment opportunities. Retail, industrial, residential, and commercial land uses are located on both sides of I-94 requiring travel across the freeway for goods and services.

STH 35 is a principal arterial and critical route in the Hudson transportation network. North of I-94, STH 35 provides one of the city's two continuous north/south routes (Carmichael Road is the other located approximately 1.5 miles to the east). STH 35 is also one of three locations in the area to cross the Willow River. STH 35/2nd Street is the main street through downtown Hudson.

East of I-94 Exit 1, STH 35 travels east and then south through Hudson to River Falls. The roadway is a divided four-lane expressway along this segment and has two interchanges in the city of Hudson, one at I-94 Exit 1 and the other at Hanley Road.

## 4.2.2 Traffic Counts

Annual average daily traffic (AADT) counts have been gathered from several locations throughout Hudson.

Table 4-1 – Hudson Annual Average Daily Traffic (AADT) Counts

	2019	2018	2017	2016	2015	2014	2013	2012
I-94 (W of STH 35)	87,200	89,900	91,200	91,200	88,500	85,300	82,800	88,900
I-94 (E of STH 35)	57,500	57,700	60,300	59,600	57,500	55,200	53,700	54,300
STH 35 (N of I-94)	N/A	N/A	N/A	N/A	15,200	N/A	N/A	14,300
STH 35 (at 6 <sup>th</sup> Street)	N/A	11,000	N/A	N/A	12,000	N/A	N/A	15,700
STH 35 (S of I-94)	N/A	N/A	N/A	N/A	17,500	N/A	N/A	17,100
Carmichael (N of CTH UU)	N/A	4,900	N/A	N/A	5,300	N/A	N/A	7,800
Carmichael (N of I-94)	N/A	13,100	N/A	N/A	12,200	N/A	N/A	13,000
Carmichael (S of I-94)	N/A	N/A	N/A	N/A	34,200	N/A	N/A	32,600

Source:

<https://wisdot.maps.arcgis.com/apps/webappviewer/index.html?id=2e12a4f051de4ea9bc865ec6393731f8>

### Major Traffic Generators

I-94 is a major element in the Hudson Transportation System and is an origin or destination for many Hudson trips. The volume of traffic on the I-94 St. Croix River Bridge in 2016 was 91,200

vehicles per day. East of STH 35 N, the traffic volume drops by almost 30,000 vehicles to 57,500 vehicles per day (WisDOT, 2015). This demonstrates the high demand in the Hudson area for access to I-94.

Further compounding the congestion problem is the amount of traffic generated in the southwest quadrant of the I-94 and Carmichael Road interchange. The southwest quadrant of I-94 and Carmichael Road has seen new development since motor vehicle volumes were last obtained in 2015. Based on the ITE Trip Generation Manual, the estimated motor vehicle trips based on the new land uses are as follows:

- The area south of I-94, north of Hanley Road, east of Heggen Street, west of O'Keefe Road contains almost 300 acres of industrial and manufacturing uses and is a major employment center. A rough estimate of traffic generation from these uses (based on acreage) is 13,000 trips per day.
- South of I-94, Carmichael Road contains a major commercial area for Hudson, including high traffic generators like fast food restaurants, convenience stores, and major retailers. A rough estimate of traffic generation based on land use is 28,000 trips per day.
- Based on aerial photos, there are about 750 dwelling units which add another 6,000 trips per day.
- This southwest area generates over 47,000 trips per day.

The City of Hudson has several areas of concentrated commercial and industrial development. The largest of these areas is the Carmichael interchange area. Typical trip generation for a Target store of average size is 6,000 trips per day, while an average size grocery store typically generates up to 5,700 trips per day.

The area south of I-94 includes Hudson Memorial Hospital and clinics, Walmart, Home Depot, Menards, Fleet Farm and many smaller retail and industrial uses. The hospital and clinics have visitors, patients and employees which generate a significant number of trips per day. The industrial areas generate increased truck trips.

North of CTH UU along Carmichael Road is the St. Croix County Government Center and the Hudson Middle School. The government center includes many of the county government offices and law enforcement facilities.



Downtown Hudson, as the city's central business district, is a major generator of traffic with a concentration of many retail, restaurant, entertainment, and commercial/office businesses, as well as city facilities.

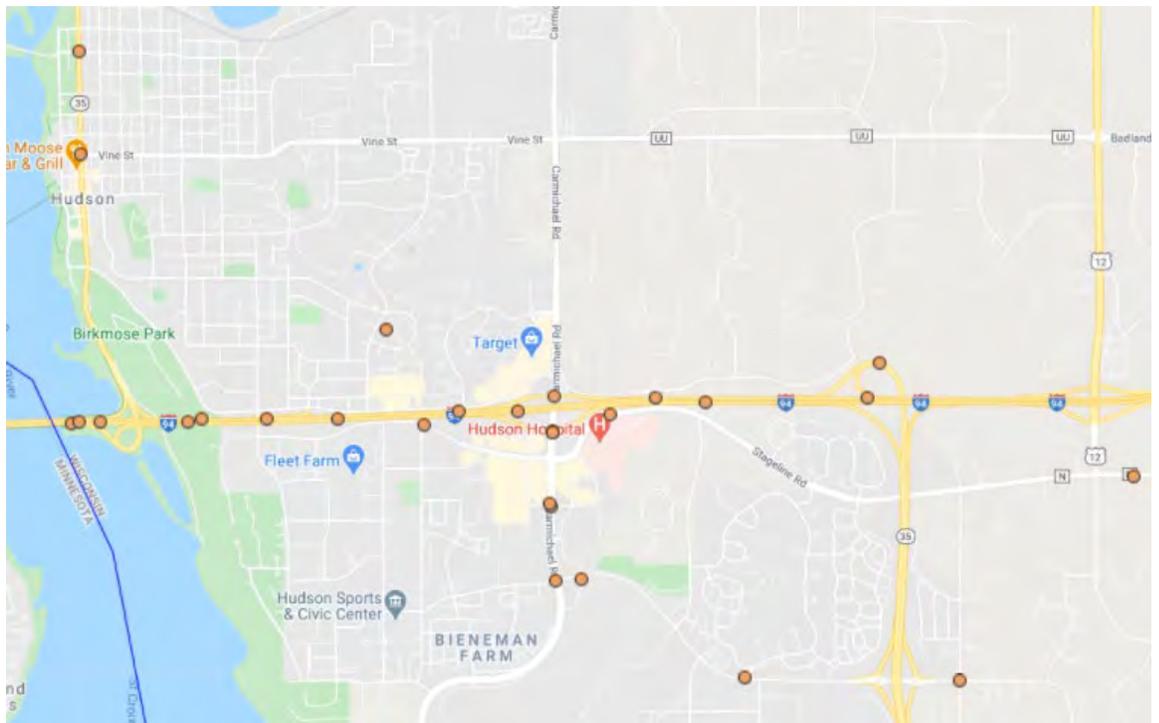


### 4.2.3 Crash Data

The illustration below shows the locations of crashes with suspected serious injuries (A crashes) from January 2016 through January 2021. These crashes include are concentrated along I-94 and STH 35. No fatalities occurred during this time. The 26 crashes shown in the map below include crash flags that may help indicate one of the possible causing factors of the crash. The breakdown includes:

- Speed 7
- 65+ Driver 5
- Teen Driver 5
- None Listed 4
- Work Zone 3
- Alcohol 1
- Seat Belt 1

Figure 4-3 – Crash Data (Jan 2016 – Jan 2021)



Source: <https://transportal.cee.wisc.edu/partners/community-maps/crash/search/BasicSearch.do>

## 4.2.4 Transit

Transit options existing in Hudson include the following.

### **Specialized Van Transportation**

The purpose of the Specialized Van Transportation program is to provide transportation to persons 60 and older with disabilities, or the spouses of either. The general public may ride on a "space available" basis. The vans provide transportation to local senior centers / nutrition sites, medical, employment, shopping and social destinations within each community. The fare is \$2.00 per round trip with a \$.50 discount applied to persons needing transportation to the local senior center to participate in the Senior Nutrition Program.

### **Disabled and Aging Rider Collaboration**

The ADRC of St. Croix County contracts with ATaxi to provide transportation on Saturdays and Sundays in Hudson or North Hudson to persons over 18 with a disability and individuals 60 and over.

## 4.2.5 Bridges

There are a total of 13 bridges in Hudson that appear in the WisDOT bridge structures database. Six of these are owned by WisDOT, two are owned by Union Pacific Railroad, and five are owned by the City of Hudson – one of which is a pedestrian bridge.

State and local bridges are inspected at least once every two years. WisDOT is responsible for all inspections of bridges along the state highway system. Municipalities complete the inspections for bridges along the local roadway.

Bridges are rated and categorized in terms of their functional and structural condition. A functionally obsolete bridge is typically older and no longer meets geometric standards, such as having narrow lanes or shoulders. However, this classification does not mean the bridge is unsafe. A structurally deficient bridge generally has an element that needs attention, such as potholes or rust.

According to the WisDOT Bridge Database, there are no vehicular bridges in Hudson that are structurally deficient or functionally obsolete. One pedestrian bridge at the St. Croix River built in 1940 is structurally deficient and is currently closed.

## 4.2.6 Pedestrian and Bicycle Facilities

Existing bicycle and pedestrian infrastructure is located through the City, but sidewalks are most notably found in the historic downtown and surrounding historic residential neighborhood district. The following are a list of known trail routes in the City of Hudson.

- Located along the Saint Croix River, Hudson's Lakefront Park Trail is a 2.6-mile trail that connects downtown Hudson to Afton, MN.
- Heggen Street Trail (3,721.43 feet)
- Crestview Drive Trail (6,124.8 feet)
- Coulee Road Trail (2,766.51 feet)

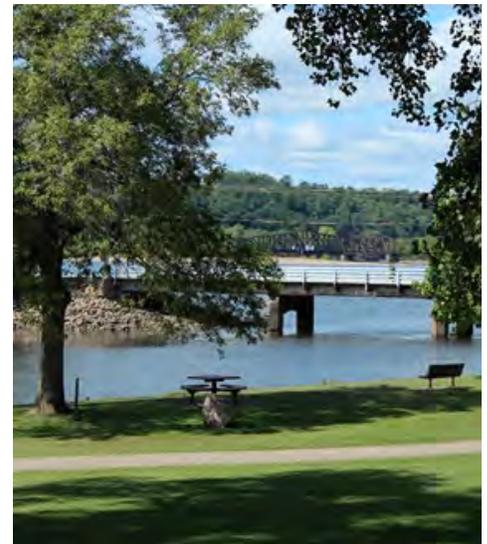
- Hanley Road Trail (10,824 feet)
- Carmichael Road Trail (14,678.4 feet)
- Vine Street Trail (4,576.66 feet of sidewalk; 5,147.47 feet of trail)
- Grandview Drive Trail (2,824.16 feet of sidewalk; 3,495.74 feet of trail)
- Hunter Hill Trail (1,703.29 feet)
- Coon's Hill Park Trail (3,808.24 feet)

The City of Hudson established a Bicycle/Pedestrian Advisory Committee in 2015 to review bicycle and pedestrian related issues. In 2017 the County adopted a Bicycle and Pedestrian Plan. For the City of Hudson, an existing plan is not yet in place to help guide decisions on such issues, this committee is currently assisting staff with creating a comprehensive Master Bicycle and Pedestrian Plan for Hudson. The following is a vision statement created by the Committee based on public feedback:

*“Walking and bicycling in the City of Hudson is a safe and convenient way for residents and visitors to access all parts of the city, fostering recreation and community connectivity for people of all ages and abilities.”*

Through the help of public surveys and pop-up booths, the Committee and residents were able to identify the following recurring concerns and issues:

- Gaps in infrastructure connectivity.
- Safety concerns at intersections.
- Year-round maintenance improvements (particularly during winter months).
- A need for more education on proper bicycling.
- Encouragement of more walking and bicycling within the community.



Although incomplete at this time, the Master Bicycle and Pedestrian Plan is anticipated to be completed shortly after the approval of this Comprehensive Plan. This Comprehensive Plan, as a result, shall hereby accept all recommendations as proposed in the Master Bicycle and Pedestrian Plan upon its completion and approval by the Common Council.

The 2020 survey results revealed the following information about multimodal accessibility:

- 44% of respondents said trail system is inadequate
- 61% of respondents said trail system should be improved/extended
- 42% of respondents said sidewalk system is inadequate

- 47% of respondents support using tax dollars on public transit options that connect surrounding communities like Eau Claire or the Twin Cities.
- Comments regarding more transportation links/options, bike paths, sidewalks, crossing enhancements
- Deficiencies in the sidewalk system

Figure 4.4 maps pedestrian and bicycle accommodations throughout the city.

Figure 4-4 – Pedestrian and Bicycle Map

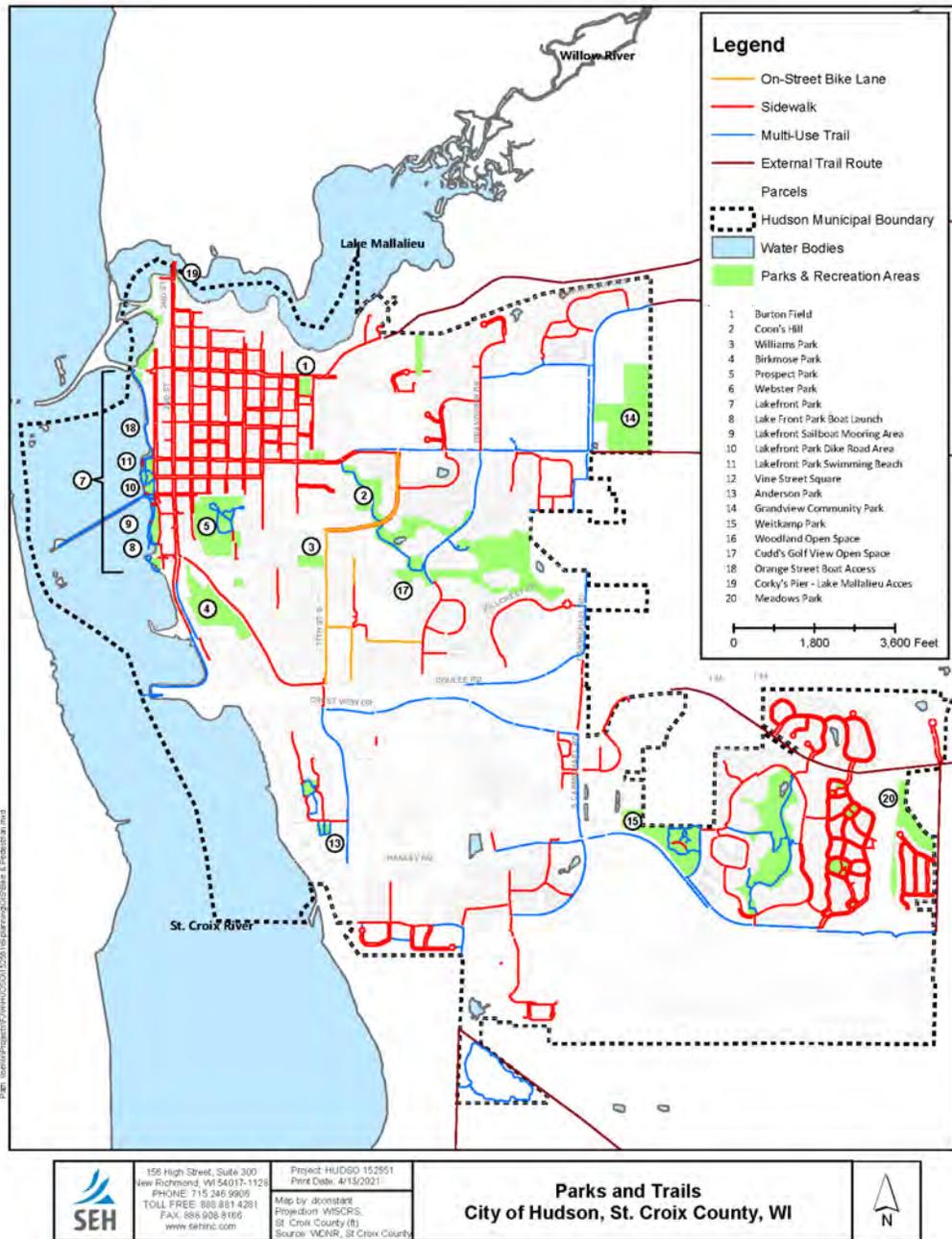


Figure 4-5 – Regional Bicycle & Pedestrian Trails (Existing and Proposed)

Figure 4.5 provides a regional map of City of Hudson multi-use trails, sidewalks, crosswalks, and bike lanes as well as all trails that are outside our jurisdiction that connect to neighboring communities. It will be important for these trails to be maintained and further connected in the years ahead to provide residents and visitors with means of transportation and recreation via walking or biking.

### 4.2.7 Air Transportation

Hudson is located near three regional airports. Lake Elmo, Minnesota is less than 10 miles away and is one of the Metro Area reliever airports handling private flights. There are 189 aircraft based at Lake Elmo Airport and in 2018 the airport averaged 87 takeoffs and landings per day.

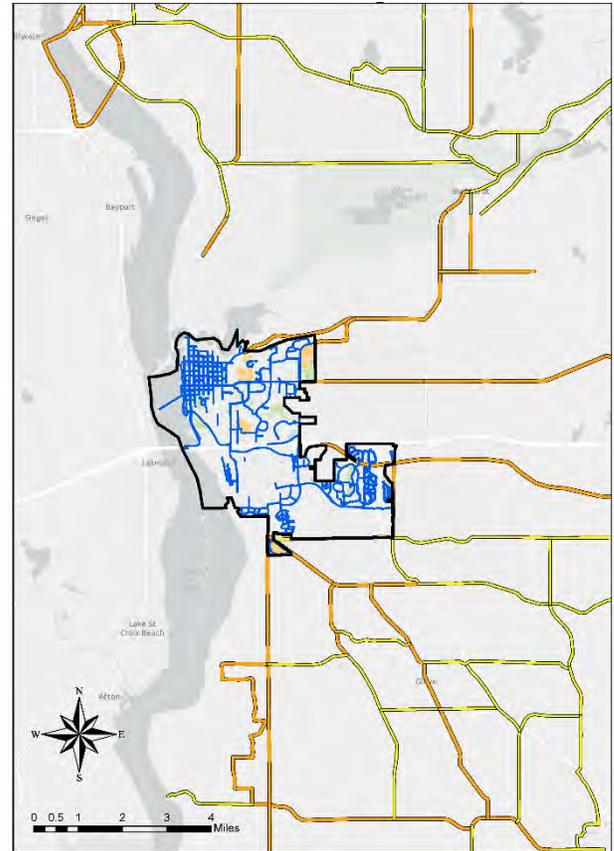
New Richmond Airport, 15 miles to the northeast of Hudson, is the 5<sup>th</sup> largest regional general aviation airport in Wisconsin, averaging 122 flights per day. The New Richmond Regional Airport houses 200 business, recreational, and sport aircraft. The airport serves a population of around 155,000 people east of the Twin Cities. The City of New Richmond owns the airport.

The privately owned River Falls Airport, 15 miles to the south, has a single grass runway and is the smallest of the three. None of the three airports have scheduled passenger air service.

The nearest scheduled air service is Minneapolis/St Paul International Airport approximately 25 miles southwest of Hudson. Taxi and limo services to the airport are available.

### 4.2.8 Railroads

The Union Pacific Railroad (UP) runs east/west through Hudson for freight travelling between Chicago and Minneapolis/St. Paul. Figure 3 shows the UP line and how it relates to other Wisconsin rail lines. Passenger rail service via Amtrak is available in St. Paul, MN.



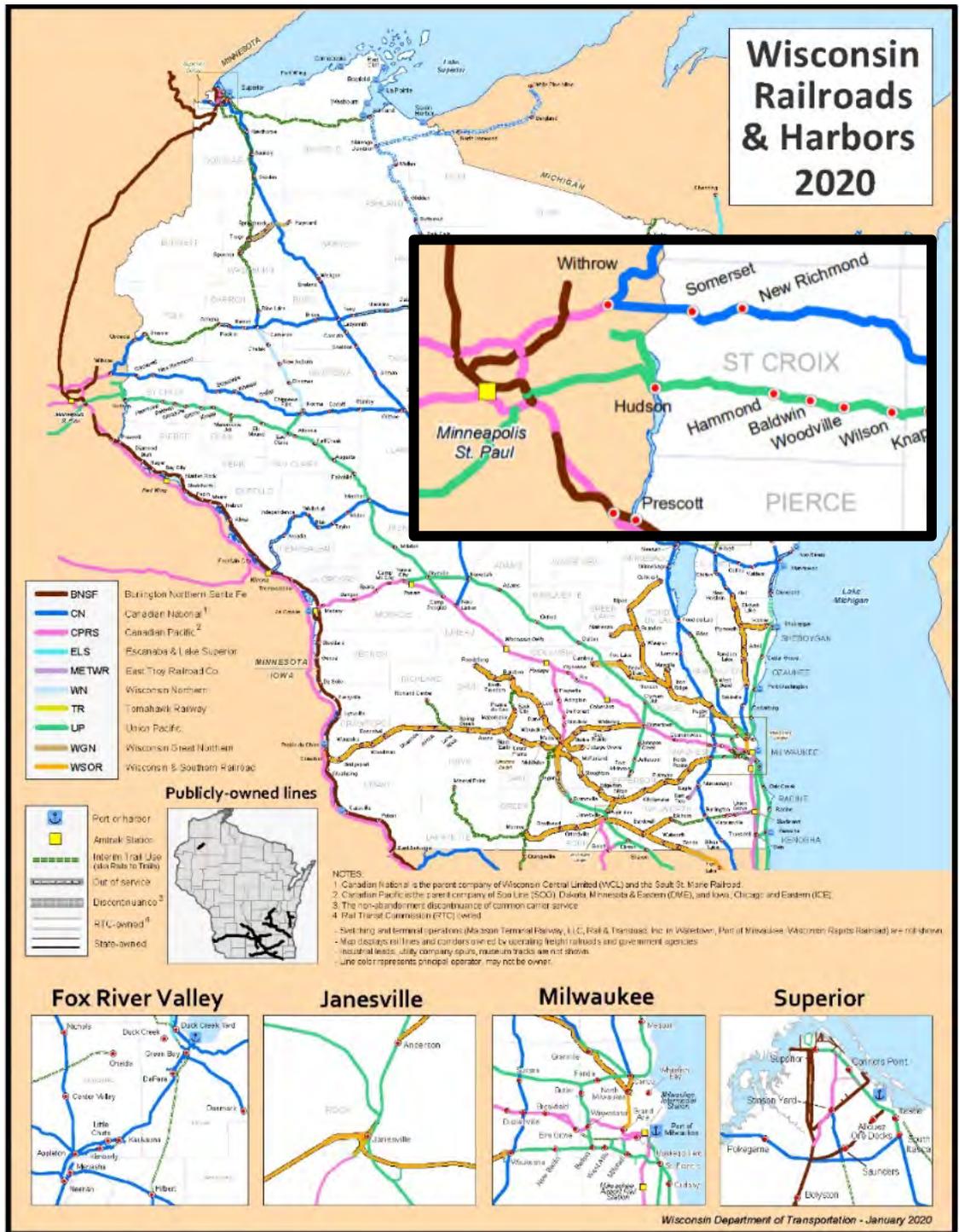
**Legend**

- City Bike Ped Trails
- City Boundary
- Proposed Outer-City Trail Routes
- Existing Outer-City Trail Routes
- Schools
- City Park
- Food Resources

Map (c) City of Hudson  
Data (c) City of Hudson

This data (i) is furnished "AS IS" with no representation as to completeness or accuracy; (ii) is furnished with no warranty of any kind; and (iii) is not suitable for legal engineering or surveying purposes. The City of Hudson shall not be liable for any damage, injury or loss resulting from this data.

Figure 4-6 – Wisconsin Railroads and Harbors 2020



### 4.3 Carmichael Road Corridor Study

The City conducted a Corridor Study for Carmichael Road in 2018. It included a review of undeveloped land uses and proposed development, provided traffic forecast volumes for future years 2025 and 2040, evaluated traffic operation with and without the Preferred Alternate Interchange, recommended improvements throughout the corridor, and developed a traffic signal coordination program for the existing signal system to provide some earlier congestion relief.

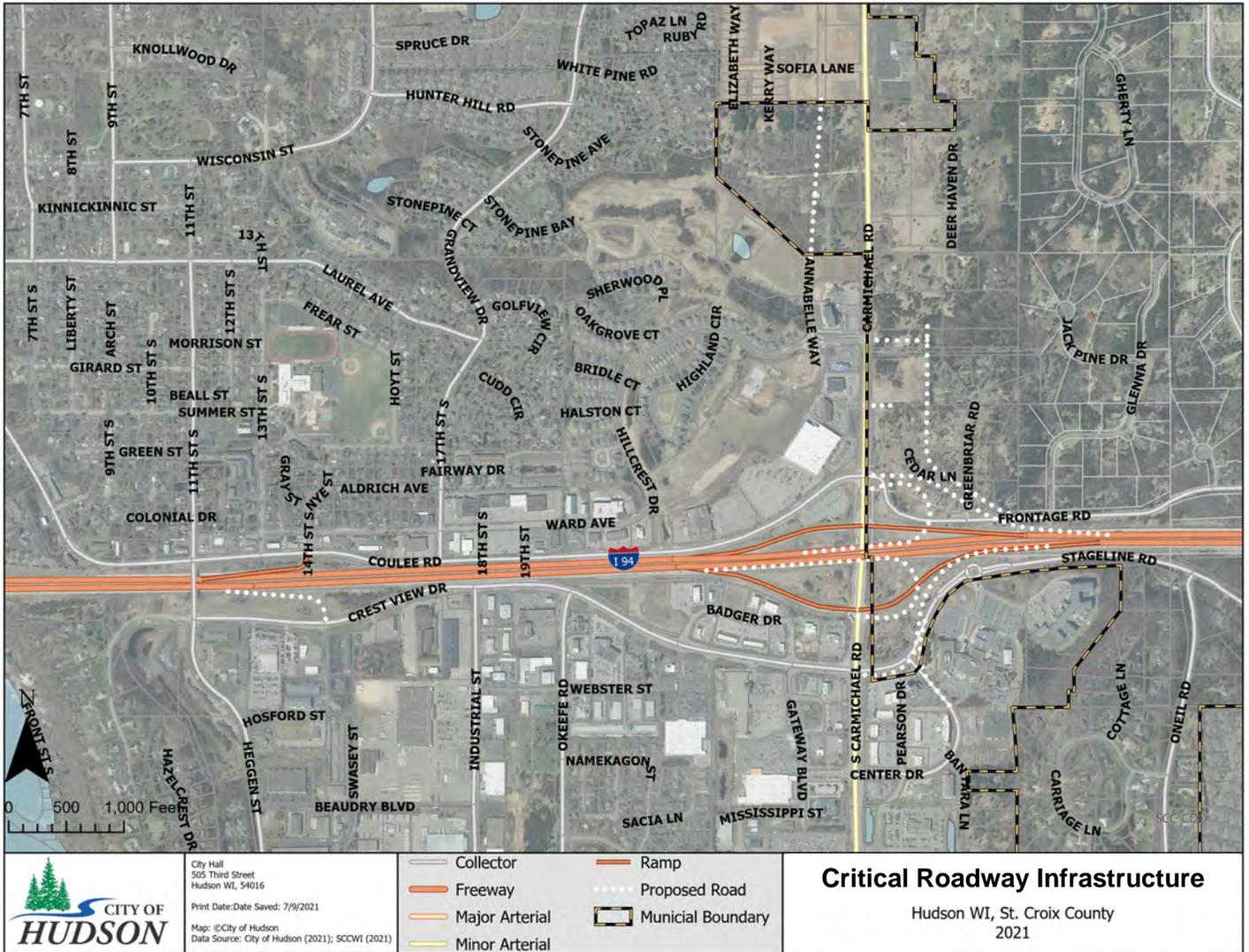
The recommendations from this study should be implemented as funding and need allow. The recommendations include:

- Reconstruct the I-94 interchange to reduce left turning movements across Carmichael Road.
- Reconstruct Carmichael Road from Coulee Road to north of Vine Street to provide two through lanes and appropriate turn lanes at all intersections and major driveways.
- Complete the 2040 concept for the Vine Street intersection area.
- Widen and/or reconstruct Carmichael Road from Vine Street to Oakridge Circle.
- Coordinate any improvements needed for development along Carmichael Road with the recommendations from the Corridor Study.
- Lengthen eastbound right turn lane on Vine Street at Carmichael Road.
- Revise traffic signals on Carmichael Road, to provide uniform left turn phasing and indications consistent with capacity needs. Flashing Yellow left turn arrows should be installed on Carmichael Road at Vine Street and Hanley Road and other locations with protected/permissive left turn signal phasing but only after sight distance and intersection operation are considered.
- Complete the Carmichael Road Trail between Deer Haven Drive and Vine Street.
- Complete the Carmichael Road trail between Albert Street and Coulee Trail.
- Revise pavement markings and traffic signal phasing and detection on Hanley Road west of Carmichael Road.
- Revise the north entrance to the old golf course parking lot.
- Revise the pavement markings and traffic signal phasing and detection at Crest View Drive and Gateway Boulevard.
- Expanding pedestrian facilities and crosswalks.

A map identifying the proposed new roads on the Carmichael Road corridor and the I-94 intersection is located in the figure below.



Figure 4-7 – Critical Roadway Improvements



## 4.4 Relationship to State and Regional Transportation Plans

### 4.4.1 Connections 2030

*Connections 2030* is a WisDOT multimodal plan developed in 2007. The Plan breaks down the transportation system into “System Level Priority Corridors” with the Chippewa Valley Corridor serving the Hudson area. This 80-mile corridor is part of a major passenger and freight corridor linking the Twin Cities, southern Wisconsin and Chicago, IL. It also provides critical economic links for the growing west central Wisconsin region, as well as Green Bay and the Fox Valley, to the fast-growing Twin Cities metro area. St. Croix County is one of the fastest growing counties in the state as it becomes part of the extended Twin Cities metro area. The corridor includes the

Wisconsin Veterans Memorial Highway (I-94 from the Illinois/Wisconsin state line to the Minnesota/Wisconsin state line). It also includes the urban and urbanized areas of Hudson, River Falls, Menomonie, and Eau Claire.

The Plan's future vision calls for "continued and enhanced [bicycle and pedestrian] accommodations and linkages along and across facilities." It also promotes, "Maximized preservation and maintenance of infrastructure and continued user efficiency and mobility, including improved traffic movement, along I-94, USH 53, STH 29 and STH 35."

#### 4.4.2 WisDOT: Six-Year Highway Improvement Plan 2020-2025

The Six-year Plan identifies planned projects and represents WisDOT's best estimate of when projects will be ready for letting. The following WisDOT projects are planned in or near Hudson from 2020-2025:

##### **I-94 from Hudson to Baldwin**

- Travel Information Center
- Safety Weight Enforcement Facility (SWEF)
- Resurfacing from CTH U to West Junction STH 65
- Paved shoulders and rumble strips

##### **STH 35 (Second Street) Reconstruction**

Five main projects are scheduled in Hudson in 2021. General improvements to STH 35 will include:

- Road resurfacing, reconstruction and concrete repair
- Reconstruction or replacement of curb and gutter, including curb ramps
- Replacement of storm sewer systems
- Removal of median islands, realignment of left-turn lanes, new traffic signals and extension of the northbound right-turn lane at the Coulee Road/Buckeye Street intersection
- Addition of a two-way left-turn lane between Sommers Street and North End Road
- Resurfacing of the Lake Mallalieu Bridge
- Addition of an on-street bicycle route spanning from Buckeye Street (west of STH 35) to 1st Street, looping back to STH 35 via River Street
- Water, sanitary and lighting improvements in the city of Hudson

The specific work scheduled for each of the five projects is listed below.

##### **Front Street to Vine Street**

- From Front Street to Coulee Road, concrete joint repairs will be performed.
- The City of Hudson will also replace sanitary sewer in this area.
- From Coulee Road to Vine Street, crews will grind down the existing pavement and resurface the road.
- The City of Hudson will also replace street lighting in this area.

- Sidewalk access will be restricted during street light replacements.
- Curb and gutter will remain in place in this area, with the exception of new curb ramps.
- Traffic signals at the Coulee Road intersection will be replaced.

**Coulee Road/Buckeye Street Intersection**

- This is a Highway Safety Improvement Program (HSIP) project.
- Median islands will be removed.
- Left-turn lanes will be aligned and the northbound right-turn lane will be extended.

**Vine Street to Willow River**

- STH 35 will be reconstructed with concrete pavement in this area.
- Curb, gutter and storm sewer will be replaced during reconstruction.
- The sidewalk in this area will remain, with the exception of curb ramp and driveway apron improvements.
- The City of Hudson will replace water lines and sanitary sewer in this area.
- New sidewalk will be required to accommodate this work.
- The profile of STH 35 will be lowered under the railroad overpass to allow for greater clearance.

**Lake Mallalieu Bridge to Sommers Street**

- STH 35 will be reconstructed with concrete pavement in this area.
- Curb, gutter and storm sewer will be replaced during reconstruction.
- The sidewalk in this area will remain, with the exception of new curb ramps and driveway aprons.
- The Lake Mallalieu/Willow River Bridge will be resurfaced.

**Sommers Street to North End Road**

- This is a Highway Safety Improvement Program (HSIP) Project.
- Resurfacing with a two-way left turn lane addition.
- Curb and gutter will be replaced and the road will be widened on the east side of STH 35.

## 4.5 Assessment of Future Needs

As we look at future needs, reinvestment is needed to maintain and improve existing transportation systems.

Future infrastructure needs identified by the City include:

- Reconstruction of Carmichael Road with a divided four-lane urban highway between I-94 and Vine Street, with intersection and safety improvements.
- Preservation of existing slip ramp at I-94 and Coulee Road, and reestablishment of slip ramp eastbound off of I-94 onto Crest View Drive to lessen traffic congestion along Carmichael Road.
- Reconstruction of Carmichael Road between Vine Street and Burl Oak Curve as a two-lane undivided roadway.
- Reconstruct the I-94 Exit 2 interchange at Carmichael Road. Partnership with WisDOT is imperative as the interchange is owned and managed by WisDOT.
- Accommodate additional parking downtown.
- Redevelopment of the slip ramp from I-94 to Crest View Drive between Heggen Street/11<sup>th</sup> Street Bridge and Exit 2.
- Reconstruction of the 11<sup>th</sup> Street Bridge.
- Implementation of (future) Master Bicycle and Pedestrian Plan recommendations

Going forward regionally within the planning horizon, we are going to continue to see development and increased use of electric vehicles. Nationally, we are seeing a trend to increase the availability of charging stations. This is likely something the City can accommodate if the need arises with relatively minimal efforts. We are also seeing private businesses and industries supplying these as a means to increase foot traffic.

Driverless vehicles are a “futuristic” approach to driving that is actually already being implemented in specific locations throughout the United States. Estimates vary greatly as to when this technology will actually be widespread and available, ranging from five to 20 years. Companies like Google, Tesla, and Uber are actively creating their versions of autonomous vehicles. Some of the pros and cons to this technology include:

- Pros: fewer serious accidents, better traffic flow
- Cons: increase in vehicles, privacy, and convenience; people may commute longer distances

It is important to consider the future impacts of this technology and to stay tuned-in to the infrastructure needs that these transportation improvements will require.

Few planning elements will impact how connected a community is more than transportation. Having a designed, accessible, and maintained transportation network – both motorized and non-motorized – is an important component to maintain economic vibrancy, attractive neighborhoods, and creating steady market-demand throughout the community. Particularly in higher density areas or reasonably confined geographic areas, having non-motorized options, including pedestrian/on-street trails, sidewalks and/or bicycle options available will help to increase the

social cohesion and integration, and will lead to a more engaging quality of life as neighbors interact with one another more.

## 4.6 Potential Funding Sources for Transportation

The loan and grant funding programs through WisDOT and WDNR listed below may be available to help the City of Hudson fund municipal infrastructure projects.

### 4.6.1 Wisconsin DOT Programs

- Congestion Mitigation and Air Quality Improvement Program (CMAQ) – Program to enhance public transit, bicycle/pedestrian facilities, ridesharing programs and facilities, and technologies that improve traffic flow and vehicle emissions.
- County Highway Improvement Program (CHIP) & Discretionary Improvement Program (CHIP-D) – Funding program for County highway projects.
- Highway Safety Improvement Program (HSIP) – Program to fund low-cost safety improvements that can be implemented quickly.
- Local Bridge Improvement Assistance Program – Program to assist with funding bridges not on state trunk highways or connecting highways with sufficiency ratings of 80 or less.
- Local Roads Improvement Program (LRIP) – Program for deteriorating highways, town roads, and city/village streets.
- Municipal Street Improvement Program (MSIP) and Municipal Street Discretionary Improvement Program (MSIP-D) – Funding program for road improvements for cities and villages.
- Surface Transportation Program - Rural (STPR) – Funding program for roads functionally classified as principal arterial, minor arterial, or major collector, and highways outside of urban areas (usually for county highways).
- Transportation Alternatives Program (TAP) – Program to develop non-motorized improvements.
- Transportation Economic Assistance (TEA) – Funding assistance for roads and storm sewers related to business creation and expansion.



## 4.6.2 Wisconsin Department of Natural Resources (WDNR) Programs

- Motorized Stewardship Grants [ATV Trail, UTV Trail, and Snowmobile Trail Aids] – Funding to acquire, insure, develop and maintain ATV/UTV trails, areas and routes, as well as well-signed and well-groomed snowmobile trails for public use and enjoyment.
- Recreational Trails Aids Program (RTP) – Funding program for:
  - Maintenance and restoration of existing trails;
  - Development and rehabilitation of trailside and trailhead facilities and trail linkages;
  - Construction of new trails (with certain restrictions on federal lands); and
  - Acquisition of easements and fee simple title to property for recreational trails or recreational trail corridors (must comply with the provisions of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended).

## 4.6.3 Other Funding Options

Grant funding is an option only when grants are available. These funds are not guaranteed so it's important that the city prioritize transportation projects in the Capital Improvement Plan each year. This will help ensure a more sustainable funding method.

## 4.7 Goals, Objectives, and Policies

The City has identified a number of goals, objectives, and policies that when implemented together will help achieve Hudson's community vision for 2040. These goals, objectives, and policies will help guide accomplishments and priorities for future investment both for publicly maintained local systems and for property owners who will invest in and change Hudson's landscape over time. These goals, objectives, and policies provide the City with a means to measure the performance of implementation of this Comprehensive Plan, and as necessary, an opportunity to reassess, revise, and/or supplement the desires of the community.

Goals are general statements of desired outcomes of the community or what is to be achieved. Objectives are more specific and are a subset of goals, providing measurable strategies towards achieving a goal. Policies are operational actions that a community will undertake to meet the goals and objectives. The following goals, objectives, and policies are not ranked or presented in order of importance or need.

**Transportation Goal:** Maintain the city's infrastructure in a cost-effective manner to adequately serve as access and a platform for the creation of community wealth and wellness.

### Objectives:

1. Approve and implement Infrastructure Management Plan.
2. Establish sustainable funding program for infrastructure maintenance and reconstruction.

3. Incorporate additional green space, landscaping, stormwater infiltration, public art, wayfinding, colored pavement, attractive lighting, and other non-traditional infrastructure items as projects allow.
4. Right-size street pavement widths to meet the needs of the users without providing unnecessary construction and maintenance costs.
5. Use maintenance projects to improve safety and traffic flow for all users for maximum cost-effectiveness.

**Next Steps:**

1. Identify short- and long-range CIP for transportation projects.
2. Establish funding program and adjust as needed.

**Transportation Goal:** Improve roadways and the use of roadways within the city for all users.

**Objectives:**

1. Design and construct a transportation system that safely and efficiently accommodates existing and future travel demands, including for vehicles, bicyclists, and pedestrians.
2. Consider improvements to north-south thoroughfares to provide adequate capacity for all modes of travel across Interstate 94 and to/from traffic generators.
3. Further analyze existing roadways to determine beneficial safety improvements.

**Next Steps:**

1. Perform an analysis to identify roadway segments and key intersections that need safety enhancements. Improve existing routes before building new ones.
2. Encourage the addition of vehicle charging stations and consider potential new locations during the development review process.
3. Identify safety and operational barriers where bicycle traffic should be separated from vehicle traffic.
4. Officially map future roadways within extraterritorial zoning area to accommodate future roadway network.
5. Develop access control standards for city streets.
6. Continue advocacy for replacement and expansion of the Heggen Street bridge.
7. Continue advocacy for reconstruction of the Exit 2 interchange.
8. Study the feasibility of additional crossings of Interstate 94.
9. Implement recommendations of Carmichael Road Corridor Study, Heggen Street bridge study, and other studies to resolve existing and future capacity issues.

**Transportation Goal:** Create and improve connections between key areas of the city.

**Objectives:**

1. Improve connections between the riverfront and downtown, including streetscape and intersection improvements.
2. Better connect Hudson's transportation system to the surrounding communities.
3. Fill in gaps in non-motorized transportation network to connect different parts of the city to each other.

**Next Steps:**

1. Perform more detailed analysis to identify roadway segments and intersections that need safety enhancements.
2. Identify safety and operational barriers where bicycle traffic should be separated from vehicle traffic.
3. Officially map future roadways within extraterritorial zoning area to accommodate future roadway network.
4. Develop access control standards for City streets.
5. Study potential local and regional transit services to determine cost and effectiveness.

**Transportation Goal:** Incorporate safe and effective transportation system design into existing and future neighborhoods.

**Objectives:**

1. Ensure high-quality and cost-effective design of public improvements.
2. Design streets to minimize potential safety issues, such as narrowing roadway widths, reducing on-street parking availability in areas without significant on-street parking needs, prioritizing passive speed control features into the roadway design, and providing active speed control features as needed and appropriate.
3. Fill in missing gaps in the non-motorized transportation network.
4. Encourage the school district and city to adopt a Safe Routes to Schools Program and provide in-kind assistance or financial assistance.

**Next Steps:**

1. Develop design guidance and/or standards for city infrastructure incorporating concepts from complete streets and best practices for traffic calming.
2. Develop "Traffic Safety Toolbox" to identify best practices for safety issues that may arise.

3. Perform an analysis of sidewalk and trail gaps and barriers and identify a plan to fill in the gaps, prioritizing connections to schools and parks.

**Transportation Goal:** Improve and enhance Hudson's pedestrian and bicycling network as a safe and convenient method of community connectivity and recreation.

### Connectivity

#### Objectives:

1. Guide future expansion and infill development to minimize auto-dependence.
2. Develop pedestrian and bicycle transportation system to remove gaps and barriers to use and mobility.
3. Expand non-motorized connections to neighboring communities.
4. Use the transportation system to promote a healthy and active lifestyle amongst all ages and abilities in the community.
5. Allow non-motorized transportation to be used year-round.

#### Next Steps:

1. Change ordinances to require non-motorized transportation facilities to be put on all new street constructions.
2. Promote mixed-use developments and reduce segregation of land uses as appropriate to reduce trip lengths and promote non-motorized trips.
3. Pursue grade-separation of non-motorized traffic from motorized traffic where space is available, and the route is efficient for the non-motorized traffic.
4. Develop a safe and effective trail connection to North Hudson.
5. Install wayfinding features to promote use of the major non-motorized thoroughfares.
6. Proactively repair aging sidewalks, trails, and painted bike/ped lanes.
7. Add more bicycle parking racks in downtown and other commercial areas.
8. Create maps and other information products that entice residents and visitors to be adventurous by showing routes of varying lengths and themes, such as a nature tour, history tour, and other points of interest.
9. Change City policy and/or ordinances to have the City take over winter maintenance of all trails within the city.

10. Consider changing City policy and/or ordinances to have the City take over winter maintenance of some or all sidewalks in the city or increase enforcement of winter maintenance activities on city sidewalks.

### Safety

#### Objectives:

1. Provide for the safe, convenient, and accessible movement of people for all modes of transportation.

#### Policies:

1. Reduce motor vehicle speeds and conflicts with other modes through street design.
2. Proactively repair aging sidewalks, trails, and painted pedestrian lanes.
3. Add more 'Pedestrian Crossing' signage and other safety infrastructure on major roadways.
4. Add more pedestrian safety countermeasures on major roadways to encourage motorists to yield to people walking.

### Health

#### Objectives:

1. Promote a healthy and active lifestyle amongst all ages and abilities in the community.

#### Policies:

1. Add more bicycle parking racks in downtown Hudson.
2. Create maps and other information products that entice residents to choose different travel modes like walking or biking by showing routes of varying lengths and themes such as a nature tour, history tour, and other points of interest.
3. Work with developers and business owners to provide a walkable and bikeable community with end of trip facilities such as bike racks, showers, etc.

### Implementation

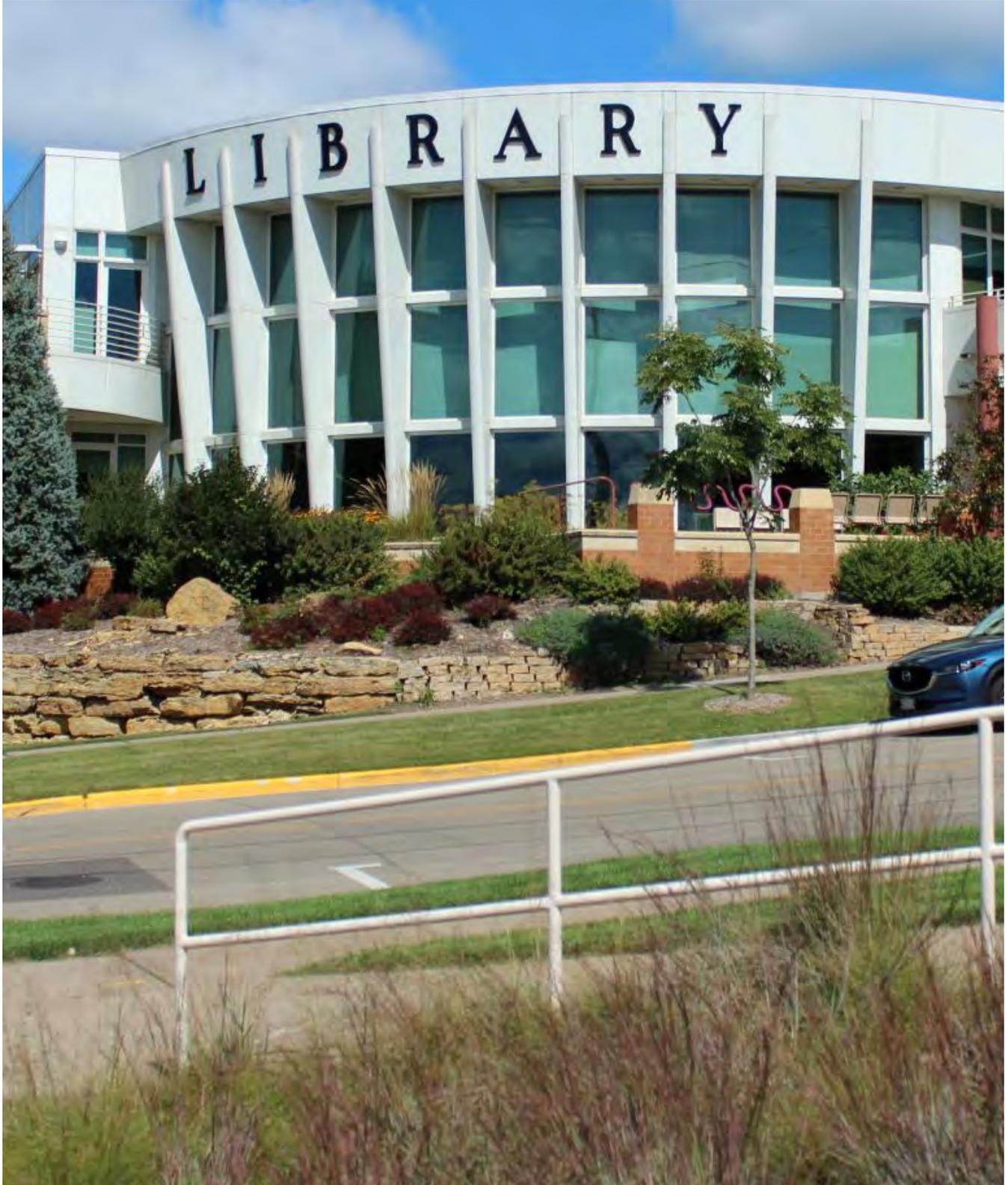
#### Objectives:

1. Design an integrated and organized bicycle and pedestrian system through the development of an implementation strategy.

#### Policies:

1. Create a budget and maintenance plan of pathways for year-round use.
2. Perform a study to determine and promote 1 or 2 "best" routes for pedestrians to travel across major geographic and/or roadway barriers:
  - Hudson South of I-94 and north of I-94 (north to south)
  - Hudson "up the hill" and downtown (east to west)

## 5 UTILITIES & COMMUNITY FACILITIES ELEMENT



## 5 Utilities and Community Facilities Element

### 5.1 Introduction

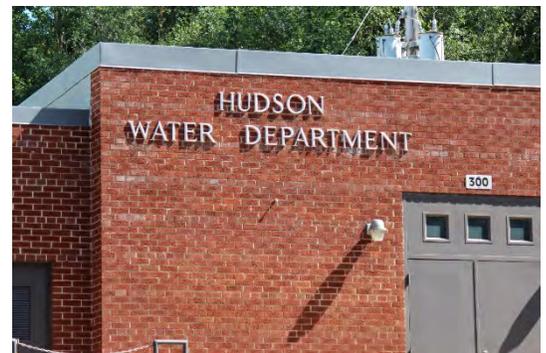
Residents and businesses in the City of Hudson are served by a diverse set of public and private utilities and other service providers. Wisconsin's Smart Growth Law requires that comprehensive plans describe current utilities and public facilities, and provide guidance concerning the future need for new services or the rehabilitation of existing ones.

Hudson's quality of life is enhanced by outstanding and reliable utilities and services. These help to make Hudson a good place for residents and businesses alike. The City will continue to maintain a high standard of service for those utilities, services, and facilities under its direct management, and will work with others to ensure that they are supported in continuing to deliver quality service to their customers.

### 5.2 Existing Conditions

#### 5.2.1 Utilities

Responsibility for Hudson's water and wastewater systems lies within the City of Hudson's Utility Department. The department maintains the distribution and collections systems, water production, the water treatment plant, water storage facilities, and the wastewater treatment plant. The City's Department of Public Works maintains and operates the stormwater collection system and stormwater management best practices.



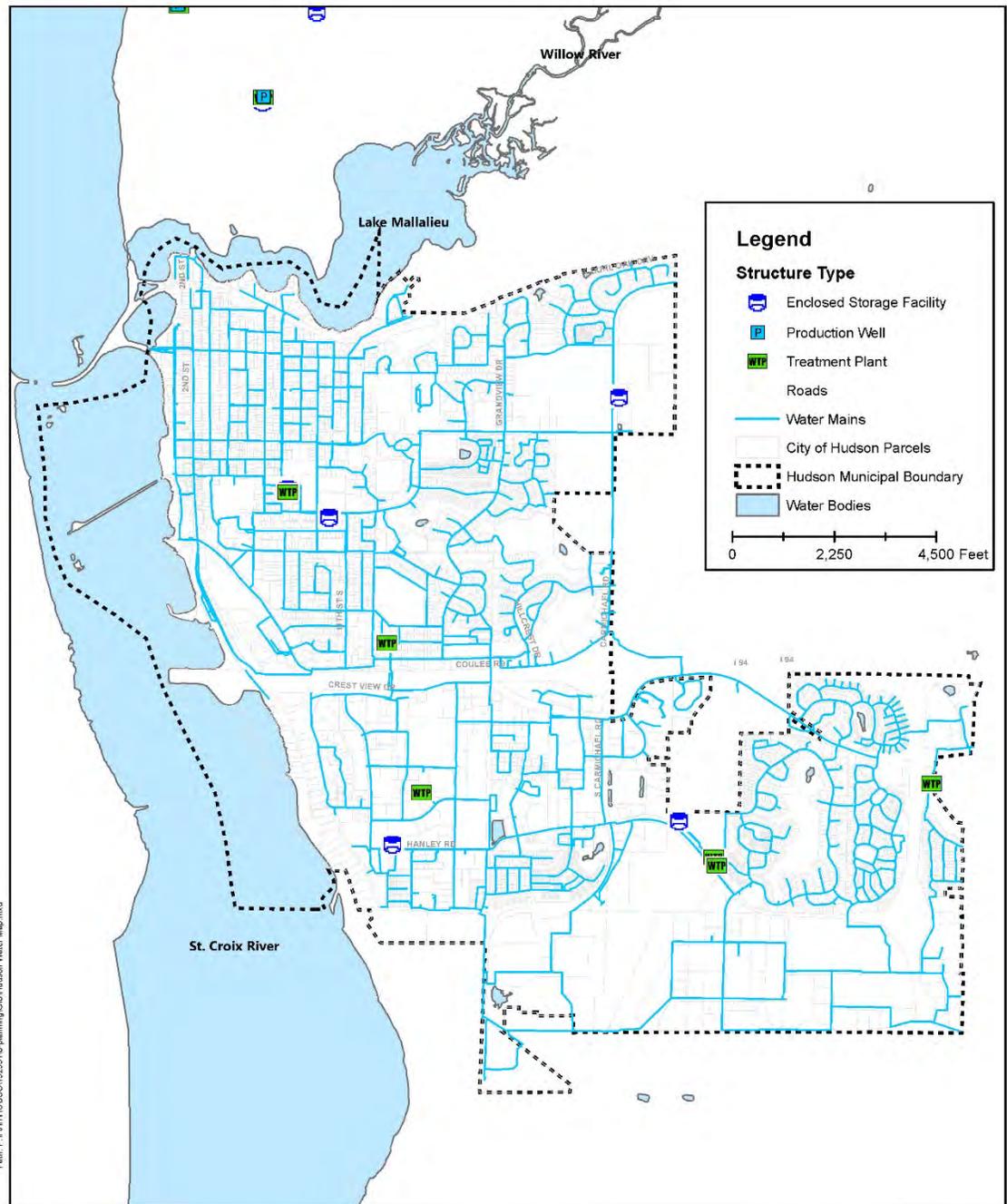
#### Water Supply and Distribution

The existing water supply and distribution system is owned and operated by the Hudson Water Utility. Approximately 52 percent of the total water pumped in 2016 was attributed to residential users, 30 percent to commercial users, 4 percent to public/other users, and 14 percent as non-revenue water in 2016. Non-revenue water includes water lost due to main breaks.

Looking at per capita water use from 1997 to 2016, residential water use has varied from 64 gallons per capita per day (gpcd) in 2010 to 81 gpcd in 2007. In the most recent drought year (2012), residential water use was approximately 74 gpcd. In the years since 2012, with higher rainfall and more emphasis on conservation, residential water use has been in the range of 65 to 70 gpcd. Commercial water use experienced a similar pattern to residential water use. Public water use is relatively constant on a per capita basis. Non-Revenue water varies widely depending on the specific challenges faced by the utility on any given year.

Records indicate that in 2016, the average day total water pumped was about 2.22 million gallons per day (mgd) with a maximum day total water pumped about 5.47 mgd. The maximum day to average day ratio (MD:AD) is 2.47. A map of the water system is presented below in Figure 5-1.

Figure 5-1 – Water System Map



Path: P:\F:\HUDSO\1525518-Planning\GIS\Hudson Water Map.mxd

<p>156 High Street, Suite 300 New Richmond, WI 54017-1128 PHONE: 715.246.9906 TOLL FREE: 888.881.4281 FAX: 888.908.8186 www.sehinc.com</p>	<p>Project: HUDSO 152551 Print Date: 2/18/2021 Map by: doonstant Projection: WISCRS, St. Croix County (ft) Source: WDNR, St. Croix County</p>	<p><b>Water Service</b> <b>City of Hudson, St. Croix County, WI</b></p>	
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All facilities are owned by the Utility except for the service pipes located between the customer's building and the curb stop. These service pipes are privately owned by each individual property owner. However, the water meters located in each customer's building are owned by the Utility.

Figure 5-2 – Private / Public Water Lines



Source: Wisconsin Department of Natural Resources

### Distribution System

Hudson's water system serves both the City of Hudson and the Village of North Hudson, consisting of approximately 100 miles of pipe. The Village of North Hudson owns, and is responsible for, its mains and hydrants. The City of Hudson Utility owns the wells, treatment plants, and towers. The City of Hudson and Village of North Hudson systems are designed to be "stand alone" as far as day-to-day operations, but, in the event of emergency, the two systems have the capacity to provide water flow between each other.

Overall, the water supply and distribution system is in good to excellent condition. However, the distribution system has some undersized water mains in the older parts of the City. The oldest parts of the system date back to 1890 and are now over 130 years old. Most of these undersized lines are 4- and 2-inch cast iron mains, with galvanized services. Many of the oldest mains have already been replaced and the Utility continues to replace these mains concurrent with street reconstruction projects. Additional valves are also being added in the older parts of the system to better control the system during a shut down. Newer water mains are typically constructed of ductile iron materials with copper service pipes.

According to the Hudson Water Department, no significant pressure or flow problems are currently occurring in the system, although the older parts of town with the smaller distribution pipes should be upgraded to larger sizes to improve available fire flows. Static pressures typically range from 43 to 100 pounds per square inch (psi). Static pressures between 35 and 100 psi are generally considered to be acceptable.

A Comprehensive Water System Plan was completed in 2019 and identified two system expansion options. Option A would use the existing high-pressure zone to serve future water service expansion areas, while Option B would add a new high-pressure zone “Hudson High 2” to serve a portion of the existing high zone, as well as the future expansion areas.

The Plan’s recommendations include the following:

1. One or two new wells up to 1,200 gpm capacity in total may be required in the Hudson High zone by Year 2040.
2. 500,000-1,000,000 gallons of additional storage may be required by Year 2040.
3. Increased capacity upgrades and reliable power upgrades at booster stations may reduce the amount of storage needed.
4. Smaller diameter mains exist which should be replaced with larger mains.

In order to facilitate growth of the community, water system facilities may be required to be constructed in order to facilitate the additional water needs of the community. Up to two new wells and one new storage tank were recommended to accommodate the future growth. In addition, a new pressure reducing valve is recommended to assist the Village of North Hudson with available flow for fire protection.

### **Wells**

The water supply for Hudson’s Utility is obtained from eight wells in Hudson and North Hudson which obtain ground water from the Jordan Sandstone Aquifer. No surface water is used in the system at the present time. Maximum capacity per day is currently 9.7mgd/day, and firm capacity (system capacity with largest well out of service) is 8.2 mgd/day.

The Hudson Water Utility plan is to continue to obtain water from groundwater resources. However, this does not preclude using surface water at some point in the future, if necessary. Some communities along the St. Croix River have utilized river water to supplement their firefighting capabilities. The Town of Troy has a dry hydrant that can be used to pump water from the river for fire protection.

### **Storage**

The water system consists of four pressure zones, including two high pressure zones and two low pressure zones. The two high pressure zones have identical pressure range, as do the low-pressure zones. Accordingly, the system effectively functions like a two-pressure zone system, with a single high zone and a single low zone. Each pressure zone has its own storage, supply and distribution facilities. The storage facilities are reservoirs used to store water for usage during emergency and peak demand conditions.

The existing storage facilities consist of one above ground reservoir and six elevated tanks. They have a combined storage capacity of 3.5 million gallons. The system has two booster stations in the Hudson low pressure zone that pump into the high-pressure zone. Three booster stations in the North Hudson low pressure zone pump into the Hudson North high-pressure zone. Five pressure sustaining valve stations are used to boost and maintain the required pressure and flow in the lower pressure zones. In the short term, the system has sufficient storage. By 2040, up to 420,000 gallons (rounded to 500,000 gallons) may be required as development occurs.

**Water Quality and Treatment**

Because of the naturally occurring iron and manganese in the water from the Jordan Sandstone Aquifer, the Utility controls these substances by using filtration equipment installed at the wells. The Utility monitors water quality at the wells and water treatment plants, as well as throughout the distribution system to ensure a safe water supply. Current water treatment practices remove iron and manganese minerals, dissipate radon gas, and disinfect to prevent bacterial or viral contamination. An annual report is compiled by the Utility, summarizing all water quality results throughout the year.

## Wastewater Collection and Treatment

**Collection System**

The existing wastewater collection system is presented in Figure 5-3, and consists of a series of pipes, manholes, lift stations and force mains that convey wastewater to the Wastewater Treatment Plant (WWTP). The service pipes from the customer's building to the lateral pipe located in the street are not owned by the City but are owned and maintained by the property owner. Everything else downstream of these service pipes are owned and maintained by the City.

Hudson's collection system serves both the City of Hudson and the Village of North Hudson. The City conveys and treats flows from the Village of North Hudson. In the overall system, manholes provide access to the pipe network for cleaning and inspection. There are also 15 lift stations with force mains which pump wastewater from low points in the system up to higher elevations where the wastewater can then continue to flow by gravity toward the WWTP.

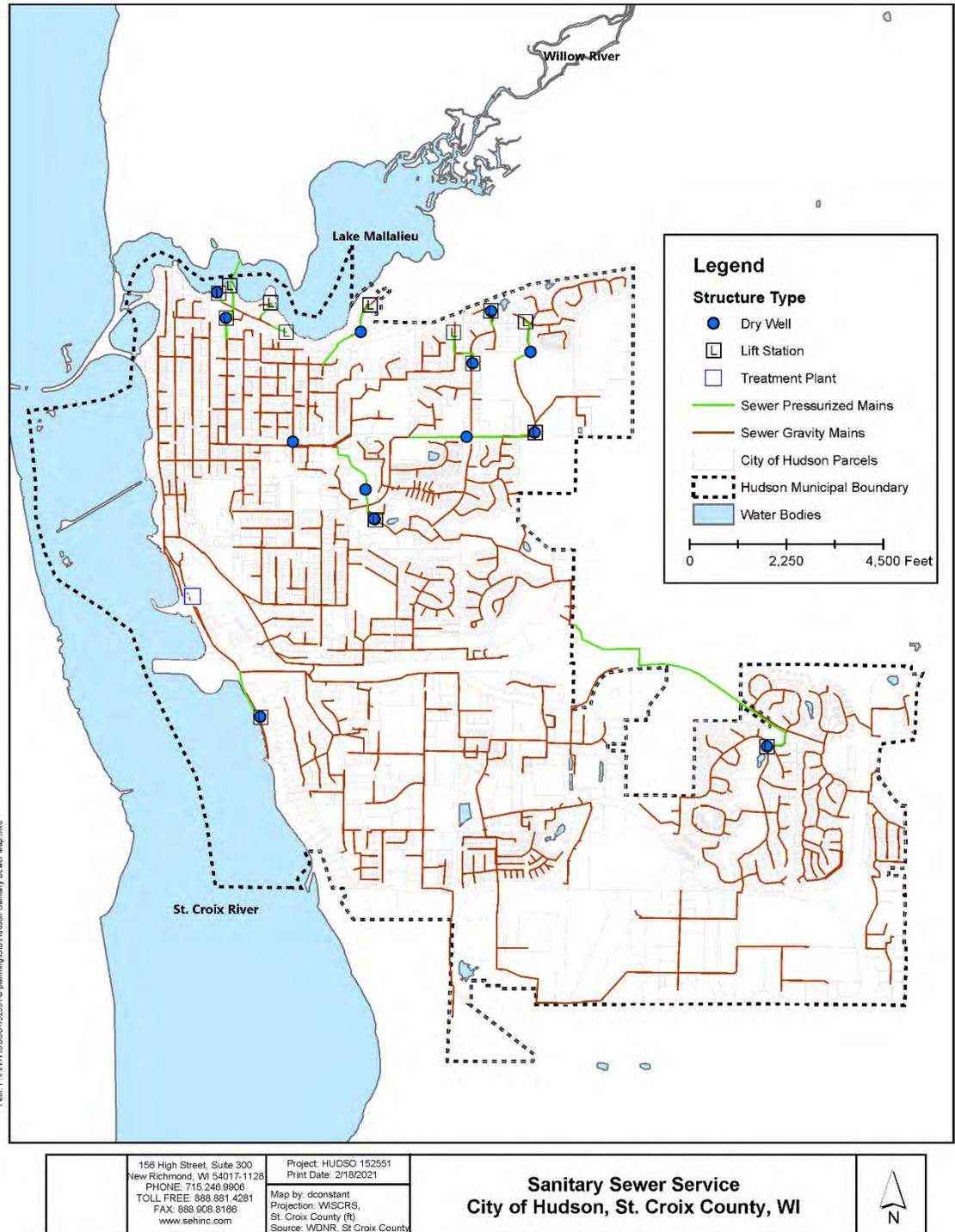
The City of Hudson's collection system is generally in good condition. The older pipes within the system are constructed of clay, and the newer pipes are typically PVC (plastic). The older manholes are constructed of masonry materials (brick or block), and the newer manholes are constructed of precast concrete. The oldest parts of the collection system date back to 1890 and are now over 130 years old. These areas should be considered for reconstruction when the streets above the pipes are next resurfaced.

The City completed its most recent Comprehensive Sanitary Sewer Plan (CSSP) in 2019. The plan stated that the majority of existing trunk lines in the City are adequately sized for ultimate design conditions. However, the City should look further into pipe upsizing, particularly in its central downtown area where smaller sanitary pipes lead to a bottleneck effect leading up to the wastewater treatment facility. Additionally, some lift station pumping capacities should be considered for further upsizing in order to better handle existing and future flows.

The location of the WWTP is on the west edge of the system, whereas much of the growth is occurring on the east and south edges. This results in a typical capacity concern which occurs in many wastewater collection systems. Growth located in the newer parts of the system generates additional wastewater which must be conveyed through the older parts of the system to the WWTP. Unfortunately, the older parts of the system were sized and constructed many years ago and now have a limited capacity.

Detailed recommendations for capital improvements to the system over the next ten years are outlined in the CSSP.

Figure 5-3 – Sanitary Sewer System Map



**Wastewater Treatment Plant**

The current WWTP is located at 329 Front Street. The WWTP treats wastewater from the City of Hudson and the Village of North Hudson. It was constructed in 1959, with notable upgrades occurring in 1980, 1995 and 2000. Currently, a major upgrade is underway.

The wastewater treatment process consists of fine screening and grit removal, primary sedimentation, biological oxidation through the trickling filter process, final sedimentation, chlorination disinfection, and separate anaerobic digestion of sludge. The treated effluent is discharged to the Lake St. Croix portion of the St. Croix River through an outfall pipe. Screenings are bagged and hauled to a landfill and digested sludge is also hauled to a landfill.

The City completed a Wastewater Facility Planning Study in 2019. The City initiated the preparation of this Facilities Plan for the wastewater treatment facility in order to address key concerns surrounding the age and condition of their existing wastewater treatment infrastructure. The report discusses the existing wastewater treatment facilities, projected 20-year wastewater flow and organic loading conditions, future wastewater needs and costs of alternatives to meet those needs.

The infrastructure of the plant is currently designed to treat 2.2 million gallons per day (mgd) average annual flow, with a peak flow capacity of 4.8 mgd. The current average flow at the plant is approximately 1.4 mgd.

It is projected that the current WWTP's design capacity is greater than the projected flows and loading at the design year of 2040. Therefore, improvements to the existing facility are recommended without expansion. Improvements recommended to meet the current and future needs of the facility are the following:

- New preliminary treatment and grit removal processes.
- New aeration blowers and diffusers for improved efficiency and to replace aged equipment.
- Final clarifier improvements for prolonged service life and to reduce icing issues in the winter.
- Re-purpose chlorine contact basin for ultraviolet disinfection.
- Replace aging DAFT tank, process equipment, associated pumps, piping and valves.
- Improve ability to decant in secondary digester tank for increased biosolids storage capacity.
- Replace aged odor control equipment for prolonged service life.
- Miscellaneous valve, piping, and pump replacement of aging equipment.
- Miscellaneous architectural and HVAC improvements.

**Sewer Service Area**

In 1998, a report entitled "Hudson Area Urban Sewer Service Plan for 2020" was prepared and approved by the Wisconsin Department of Natural Resources. The report was prepared by the Hudson Area Urban Sewer Service Planning Committee and the West Central Wisconsin Regional Planning Commission. A 2020 Sewer Service Area (Service Area) is included in the 1998 report and is generally described as extending south to Tower Road, east to STH 35, and

north to the vicinity of Little Falls Lake. The Service Area contains approximately 9,525 acres. The report outlines growth and development trends, goals and policies, and other valuable information related to the wastewater collection and treatment systems.

## Stormwater Management

### System Description

The existing stormwater management system is presented in Figure 5-4, and consists of a series of pipes, manholes, ponding areas, ditches, culverts, lift stations, and force mains that convey stormwater to designated areas in order to prevent flooding. The primary function of a storm drainage system is to minimize property damage and inconvenience due to periodic flooding of streets, basements and other low-lying areas and provide stormwater treatment to reduce pollutants in stormwater runoff.

Unlike the municipal water and wastewater systems, the stormwater management system discussed in this Plan serves only the City of Hudson. The Village of North Hudson owns and operates its own stormwater management system.

The City of Hudson's stormwater management facilities are generally in good to excellent condition. Most of the newer stormwater lines are constructed of reinforced concrete pipe, and the manholes are constructed of precast concrete. In the older parts of the City, some manholes may still be constructed of brick or block materials. These structures are considered for reconstruction when the streets are resurfaced.

Currently, there is one stormwater pumping station in the system, located at a ponding area located on the south side of Brecken Drive, near the intersection with Carmichael Road. This pumping station operates only when water levels in the pond become high enough to require pumping. The water is pumped north to an existing ponding area located near the intersection of Hanley Road and O'Keefe Road.

The City's drainage is generally from east to west toward the St. Croix River and south to north toward Lake Mallalieu. The locations of these water bodies are on the west and north sides of the system, whereas most of the growth is occurring on the east and south sides of the system. Growth located in the newer parts of the system generates additional water runoff which must be conveyed through the older parts of the system to the downstream receiving waters. The older parts of the system were sized and constructed many years ago and now have a limited capacity. For this reason, it is important to control runoff from new development sites in accordance with the City's stormwater standards and ordinances so as not to overload the older downstream facilities.

### Applicable Stormwater Studies

- Comprehensive Surface Water Management Plan (1992 and 1999)

A Comprehensive Surface Water Management Plan was completed in 1992 which outlined the stormwater management guidelines for the City and provided recommendations for locations and sizes of future stormwater facilities. Since the 1992 Plan was completed, much of the growth in the system has been to the south and southeast, specifically in the area south of I-94 and west of STH 35. In 1999, an update to the 1992 Plan was completed to address this southeasterly area,

entitled “Surface Water Management Plan Update for the Stageline Road District”. Both the 1992 Plan and the 1999 Plan Update have been used as effective tools for the planning and construction of stormwater facilities in the City.

These plans identify the future stormwater facilities that are anticipated to be needed as development continues. In addition, detailed design information and standards are listed for the guidance of both the City and potential developers. Ponding areas are to be designed for 100-year storm events. Other guidelines for construction of ponds, overflows, freeboard requirements, etc. are also listed.

- Lake Mallalieu Stormwater Assessment Final Report (2008)

Another study, “Lake Mallalieu Stormwater Assessment Final Report”, was completed in 2008. This study provided direction to the City in reducing pollutant loads from the City’s storm drainage system to Lake Mallalieu. Four different discharge locations along Lake Mallalieu were studied, and options were discussed for reducing the pollutant loads at these locations. Some of the options for this area include detention basin construction, stormwater infiltration features, installation of hydrodynamic separators, increased street sweeping, additional public education, and fertilizer control.

- MS4 Compliance Documents (2018)

When the 2010 Census data was published for the City of Hudson, the City’s population exceeded 10,000 and therefore the City was required to apply to be permitted under the WPDES (Wisconsin Pollutant Discharge Elimination System) MS4 (Municipal Separate Storm Sewer System) General Permit from the Wisconsin DNR. The permit contains requirements for the following:

- Public Education and Outreach
- Public Involvement and Participation
- Illicit Discharge Detection and Elimination
- Construction Site Pollutant Control
- Post-Construction Stormwater Management
- Pollution Prevention Practices for the Municipality
- Developed Urbanized Area Standard
- Impaired Waters

To comply with the requirements of the permit the City completed the following:

- Created ordinances for erosion control, post-construction stormwater management and illicit discharges.
- Completed GPS locating and GIS mapping of the storm sewer system
- Developed stormwater pollution prevention plans (SWPPP) for City Department of Public Works facilities.
- Completed a Stormwater Quality Management Plan, which includes modeling and reporting to show compliance with a 20% reduction in total suspended solids and a 54% reduction in total phosphorous.

- Completed a Stormwater Management Plan, which developed policies and documents for tracking program compliance.

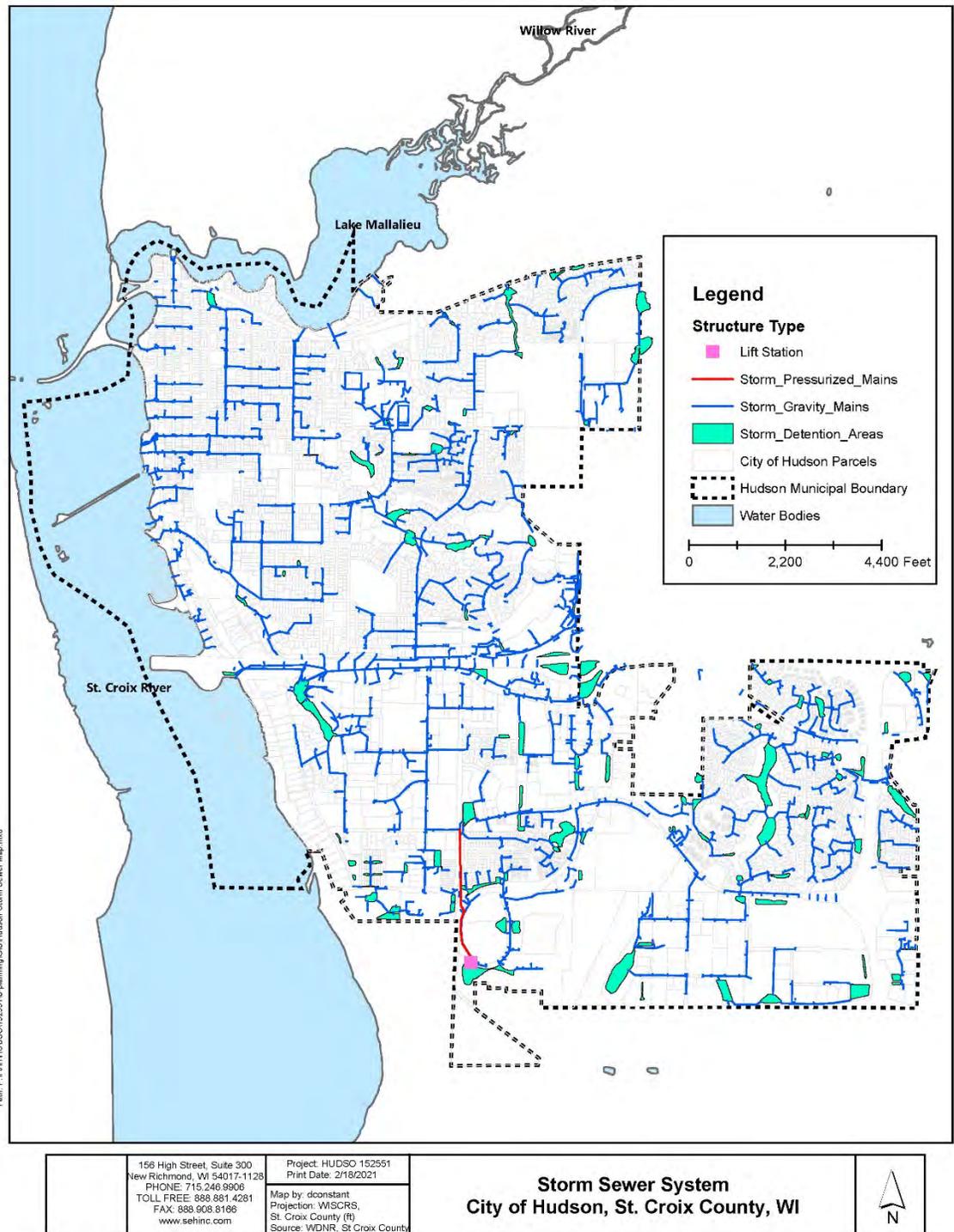
**Stormwater Utility**

A stormwater utility ordinance (Chapter 241) was adopted by the Common Council in 2012. As stated in the Findings section of the ordinance, “The Common Council finds that the management of stormwater and other surface water discharge within and beyond the St. Croix River and other bodies of water within the City of Hudson is a matter that affects the health, safety and welfare of the City, its citizens and businesses and others in the surrounding area.” The stormwater utility is a way to distribute some of the costs for stormwater management more evenly amongst the producers of stormwater runoff.

**Operation and Maintenance**

The Public Works Department is responsible for operation and maintenance of the storm sewer collection system and maintaining the functionality of stormwater best management practices (BMPs), such as wet ponds, infiltration basins, and bioretention facilities. The storm sewer collection system is updated during street reconstruction projects or on an as-needed basis. The Stormwater Management Plan completed for compliance with the MS4 Permit established a policy and tracking procedures for maintaining BMPs.

Figure 5-4 – Storm Sewer System Map



## Electrical Power and Natural Gas Utilities

Xcel Energy is the primary provider of electric and gas service to residents and customers in Hudson.

## Dams

The Lake Mallalieu dam, located at the confluence of Lake Mallalieu and the St. Croix River, controls the elevation of Lake Mallalieu and is operated and maintained by the Wastewater Treatment Department.

## Telecommunications

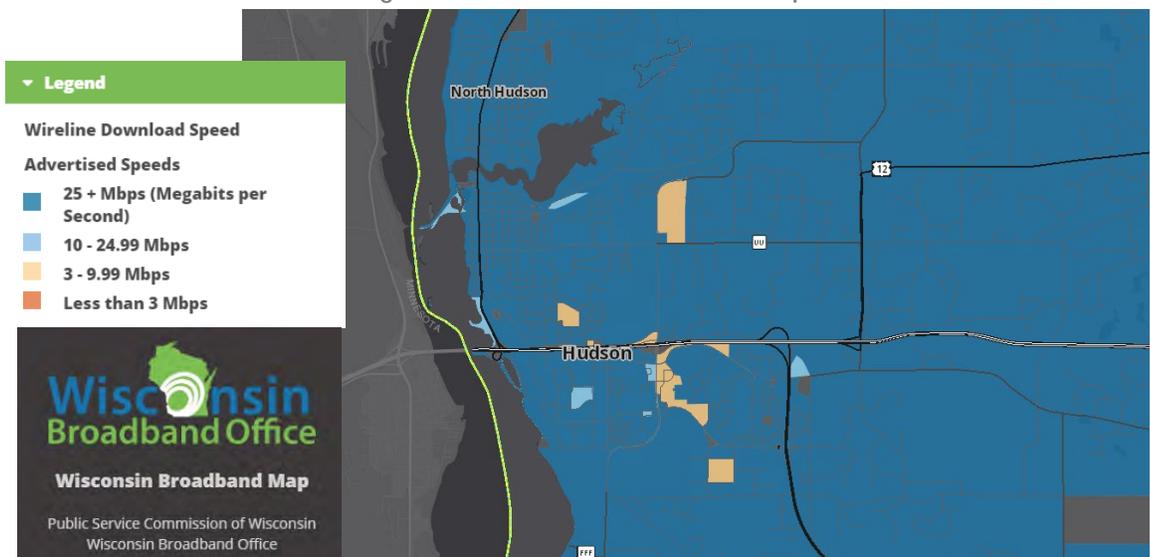
A number of companies are available to provide telecommunication and internet services to City residents and businesses. City of Hudson residents receive their landline telephone service from AT&T while Comcast/Xfinity is the sole provider for cable television service. Sprint owns a fiber optic cable that runs along the railroad corridor.

The City does not currently own or operate any communication facilities. However, the Water Utility leases space on their water towers to communications companies for the purposes of mounting antenna.

Other private companies provide numerous alternatives for conventional, cellular, and VOIP telephone services within the City of Hudson. Internet services are provided to most customers by companies offering DSL, cable, or Wi-Fi services. These companies include AT&T, Comcast/Xfinity, EarthLink, Viasat, Baldwin LightStream, Northwest Communications, and HughesNet.

A few areas of the City do not have internet service. Figure 5-5, a map from the Wisconsin Public Service Commission (PSC), identifies where broadband services are available in the City along with the level of speed available. Areas without broadband service are depicted in grey on Figure 5-5. The areas with a broadband speed of less than 3.0 Mbps present limitations to residents and businesses, however this doesn't appear to be a concern in the City.

Figure 5-5 – Wisconsin Broadband Map



The transition from 4G to 5G will require new and updated infrastructure and coordination between municipalities and service providers. The benefits that 5G can provide to municipalities if 5G is rolled out in a coordinated manner include:

- Arrival of smart city infrastructure, such as heated sidewalks and bike lines, solar powered streetlamps monitored by 5G wireless networks for outages, and 5G security cameras.
- Opportunities for long-term economic development, attracting more innovative communications and businesses.
- Expanded broadband service to underserved communities.
- Elimination of aboveground cable and TV service wiring by underground fiber networks.
- Speed up the arrival of driverless vehicles.

Cellphones were born in the 1980s with what amounted to 1G (first generation) capabilities, which only allowed phone calls. More than 35 years later 5G networks are expected to provide greater coverage, bandwidth, speed and reliability. 5G operates in the "high-frequency spectrum." Unlike 4G, which functions through dozens of large cellular antennas on towers and buildings placed across great distances, 5G's high-frequency phones use millimeter wave technology. These short waves require thousands of small cell antennas co-located on telephone poles, light posts and standalone structures.



*5G small cell antennas can be as compact as a pizza box, but can also take other sizes and shapes depending on functional and aesthetic needs.*

It is important that municipalities understand their current infrastructure and have a plan to help prepare for what might need to be adjusted, updated, replaced or expanded. By proactively partnering with carriers, future projects can be aligned with carriers' plans for transitioning to 5G.

## 5.2.2 Communities Facilities

### Municipal Services and Facilities

Buildings owned and maintained by the City of Hudson vary greatly in age and condition, as well as function. Sound and functional buildings with adequate space are a necessity to provide high quality services to the citizens of the community.

The purpose of this section is to summarize the buildings which are currently under ownership by the City, review the existing condition of these facilities, identify potential future needs, and list goals and policies that relate to city buildings.

#### **Administrative, Public Works, and Emergency Services**

The administrative, public works, and emergency services buildings owned and maintained by the City of Hudson are identified below. City buildings related to other departments such as Parks, Water and Wastewater are covered independently in other areas of this Plan.

#### **Administrative (City Hall)**

The City's administrative offices are housed at City Hall, which is located at 505 Third Street. The building was originally constructed in 1927 of masonry construction and underwent renovation in 1994 which included an addition to the building. City Hall houses the administrative functions of the City. This includes City Administration, Executive Assistant, Clerk, the Parks and Public Works Director, Finance, Community Development, Building Inspections, Municipal Court, Property Assessment, and Engineering.

City Hall is generally in fair condition but lacks space for future expansion and, of the three floors, needs relatively significant remodeling. Mechanical heating and cooling improvements are needed, updates to the layout of each floor, as well as updates to lighting, technology, and security systems.

#### **Public Works**

The primary Public Works facilities include the Public Works East Garage, the Public Works West Garage (former Bus Garage) and the Buckeye Garage.

#### **Public Works East Garage**

The Public Works East Garage is located at 1520 Second Street, which serves as a maintenance garage for City vehicles, and also provides storage for salt and sand. This facility is generally in poor condition. Existing deficiencies include the lack of space, structural cracking in the walls, inadequate ventilation, and the need for a new roof. Other site challenges include its location in a residential area, the steep access drive and not having sanitary sewer available at the site.

#### **Public Works West Garage**

This location is the former bus garage located at 1425 Second Street. The site is used for public works maintenance and storage, Fire Department storage, and also as a Police Department impound area. This building is an insulated metal structure with steel framing. It is generally in poor condition. The floor is partially asphalt and partially gravel. The building is not connected to City water and has a well, but the water quality is poor. Two used motor oil furnaces were installed to heat the building, and several garage doors were recently installed.

**Ward Avenue Building**

This location was formerly utilized by the Hudson Golf Club. The facility is in a convenient location in the center of the City and directly adjacent to the newly constructed Hudson Fire Station. There are two insulated steel buildings on site. The larger facility is utilized for both storage and operations by the Public Works Department with the second facility used for storage by the Police and Fire Departments. Both buildings are in great shape and will serve the City for the next 20+ years with little to no maintenance.

**Emergency Services (Police and Fire)**

The primary buildings being used by the Police and Fire are the Library and the Public Safety Building. A new Fire Station was just constructed in summer 2020 at 2121 Ward Avenue and is fully operational.

**Police Department (101 Vine Street)**

In 2008 the Police Department moved from the basement of City Hall to its current location at 101 Vine Street. The building is shared with the Hudson Area Library. At that time, the space was renovated to accommodate the size of the department at 2008 levels. Since that time, the police department has grown to 32 full time employees, and there is minimal space to grow within the current building. An additional renovation was conducted in 2018 and there is enough space for one additional renovation to accommodate the growth of two more officers. Further growth would require a new building.

**Public Library**

Citizens of Hudson and the surrounding areas have access to the Hudson Area Public Library located at 700 1st St, Hudson, WI 54016. The Hudson Area Library is in partnership with the City of Hudson, Village of North Hudson, and the townships of Hudson and St. Joseph.

**K-12 Schools**

The Hudson School District serves over 5,500 students in grades pre-Kindergarten through grade 12. It includes six elementary schools with grades pre-K through grade 5, one middle school with grades 6-8, and one high school with grades 9-12. These Hudson public schools cover approximately 77 square miles, including all or parts of the City of Hudson, the Village of North Hudson, and the Townships of Hudson, St. Joseph, and Troy. Table 5-1 below lists the Hudson School District K-12 schools.

Table 5-1 – Hudson School District K-12 Schools and 2019 Enrolment

School Name	Location	2020-2021 Student Enrollment
EP Rock Elementary	340 13th Street S, Hudson, WI	450
Houlton Elementary	70 Houlton School Circle, Hudson, WI	238
Hudson High School	1501 Vine Street, Hudson, WI	1,850
Hudson Middle School	1300 Carmichael Road, Hudson, WI	1,205
Hudson Prairie Elementary	1400 Carmichael Road, Hudson, WI	498
North Hudson Elementary	510 Lemon Street N, Hudson, WI	285
River Crest Elementary	535 County Road F, Hudson, WI	367
Willow River Elementary	1118 4th Street, Hudson, WI	321

There are two private grade schools in Hudson. Both serve students pre-kindergarten through grade 8. Table 5-2 provides a list of these schools.

Table 5-2 – Hudson School District K-12 Schools

School Name	Location	2019-2020 Student Enrollment
St. Patrick's School	403 Saint Croix Street, Hudson, WI	313
Trinity Academy	1205 6th St, Hudson, WI	311

## Home School

According to the Wisconsin Department of Public Instruction, as found on the department's website, enrollment for Home Based Educational Programs for Hudson totaled 153 students for the 2018-2019 school year which equals 2.73% of public enrollment. The program does not count pre-kindergarten or kindergarten students in its enrollment totals.



## Higher Education Facilities

Hudson is in close proximity to a diverse offering of higher education institutions in both Wisconsin and Minnesota. Within Hudson itself, there is a branch of University of Wisconsin River Falls (UW River Falls) called UW River Falls Center located at 2501 Hanley Rd STE 200. River Falls, Wisconsin, 15 miles away, offers UW River Falls as well as a branch of Chippewa Valley Technical College.

New Richmond, Wisconsin, 20 miles away, offers Wisconsin Indianhead Technical College. Menomonie, Wisconsin, 45 miles away, offers UW Stout. In addition to these, Hudson is next

door to Minneapolis and St. Paul, Minnesota that have a multitude of private and public higher education institutions, most notably the University of Minnesota which is about 30 miles away.

## Solid Waste and Recycling

All City of Hudson single family residences, duplexes, triplexes and fourplexes, are required to use the City-contracted refuse collection company Advanced Disposal (formerly Veolia Waste Services).

## Hudson's Waterfront and Marina

Hudson's waterfront is an asset to adjacent residences and businesses and is a destination for community members and visitors to relax, fish and recreate. The City's Lakefront Park is the primary public park along the shores of the St. Croix River in Hudson. The City operates a public boat launch at Lakefront Park and one on Lake Mallalieu.

Located on the St. Croix River, the St. Croix Marina was established in 1981 as a condominium association of individual slip owners. The marina offers a full featured marine service center, a retail store, gasoline sales, and rental of transient slips.

A Vision Plan was developed for Hudson's waterfront in 2018 which established a consensus plan for the development of lands and amenities along the St. Croix River. Key components of the Plan include the following.

- Relocation of the St. Croix Sailing School and new sailing beach with kayak and canoe launch.
- Renovated boat launch.
- Addition of transient docks with stepped shoreline for improved shoreline access and better aquatic habitat.
- Transformation of the Buckeye Garage into a community center outdoor garden.
- Improvements to Walnut Street to provide flex space that can transform into a public plaza.
- Addition of overlook terraces, an adventure playground, and floating boardwalks.
- Addition of a rowing dock, a boathouse and storage facility for the Rowing Club.
- Renovation of the existing excursion dock to accommodate larger vessels and a dingy storage dock.
- Improvements to the Old Troll Bridge Road with visitor improvements including a destination building.



Primary recommendations from the Vision Plan include prioritizing and identifying a demonstration project, developing implementation and funding strategies and starting the preliminary engineering and permitting process. Recommendations presented in this comprehensive plan update, support, and expand upon the Vision Plan's objectives and recommendations.

## Parks and Recreation

Situated along the St. Croix River in central Wisconsin, the City of Hudson has a breathtaking geographical location with many natural resources to offer its residents and visitors. Outdoor recreation is very important to the Hudson community and has always been a key factor in its future planning. The City of Hudson's Parks and Outdoor Recreation Plan 2015-2020 includes a thorough inventory and description of the City's outdoor recreation areas as well as an assessment of future needs and plan to achieve them. It may be referenced for additional information concerning the City's parks and outdoor recreation. The Plan is currently being updated to plan for the next five-years.

Parks offer people a sense of place and the opportunity to enjoy the outdoors while allowing them to find solitude or spend time interacting with the natural environment, their families, and other members of the community. Recreation is an essential part of life and is often neglected due to busy lifestyles. It is important that residents are given adequate recreational opportunities and programs that take into account a wide range of needs and wants. These needs cover the spectrum of active recreation like softball and biking and passive recreation such as bird watching, photography, and picnicking.

The Wisconsin Statewide Comprehensive Outdoor Recreation Plan (SCORP) provides descriptions of the park types that exist in the Hudson area and are described below. Table 5-3 that follows is an inventory of the numerous parks and outdoor recreation areas in Hudson.



Table 5-3 – Recreation Areas Inventory

Name	Access	Acres
<b>Neighborhood Playground</b>		
E. P. Rock Elementary	Public	10
Prairie Elementary	Public	(1)
River Crest Elementary	Public	40(2)
St. Patrick School	Private	3
Trinity Academy	Private	3
Willow River Elementary	Public	1.5
<b>Neighborhood Park</b>		
Anderson Park	Public	2
Burton Field	Public	2
Coon's Hill Park	Public	10
Vine Street Square	Public	5
Webster Park	Public	2
Williams Park	Public	4
<b>Community Park</b>		
Birkmose Park	Public	27
Grandview Community Park	Public	53.5(3)
Lakefront Park	Public	20
Prospect Park	Public	35
Weitkamp Park	Public	20
<b>Linear Park</b>		
Lakefront Park (north of the bathhouse to St. Croix Street)	-	-
Trail system from Vine Street to Grandview Drive (through Coon's Hill Park)	-	-
<b>Special-Use Park</b>		
Corky's Pier (Lake Mallalieu public boat access)	Public	-
Meadows Park (two acres with picnic pavilion and three parking stalls and eight acres of natural state)	Public	10
Orange Street access (non-motorized boat access to the St. Croix River)	Public	-
Proehl's Point (non-motorized boat access to Lake Mallalieu)	Public	-
Woodland Addition (undeveloped)	Public	3.8
Royal Marine Boat Launch	Private	-
St Croix Marina	Private	-
Red Cedar Canyon	Private	45
Heritage Greens	Private	3.5
Stonepine	Private	0.33
Hazelcrest	Private	1
St Croix Heights	Private	0.4
YMCA	Semi-Private	11
<b>Conservancy</b>		
Weitkamp Park (western part)	-	-
<b>School Park</b>		
High School	Public	7
Middle School (with Prairie Elementary)	Public	40
School Forest and Nature Area (at High School)	Public	10
Table Notes (1): Included with the Middle School.		
Table Notes (2): Includes a Nature Area.		
Table Notes (3): 14 acres developed jointly with Hudson School District.		
Table Notes (4): See City of Hudson Outdoor Recreation Plan for more information.		

Source: City of Hudson Outdoor Recreation Plan 2015-2020

The City of Hudson does not offer recreational programming, rather, private organizations throughout the region fill this role. Hudson has several private recreational organizations including the YMCA, the Hudson Booster Club, the Hudson Hockey Association, and the Hudson Soccer Association.

The Hudson YMCA is located at 2211 Vine Street. It offers to consider and meet the individual needs of its users. The YMCA gym, fitness center, and swimming pool offers programming such as personal training, swim lessons, group exercise classes and other great fitness and community-building programs. The facility offers family-friendly amenities such as a skate park, indoor track, gym, aquatics (including a steam room, waterslide, indoor pool and whirlpool), free weights and cardio equipment, and much more.

The Hudson Booster Club provides youth sports programs including baseball, softball, football, to over 1,000 youth annually in the Hudson area. Fundraising primarily occurs through the annual Booster Days celebration in July, for new equipment, field maintenance and upgrades for the youth programs.

The Hudson Soccer Association (HSA) is a non-profit organization that offers youth and adult soccer programs in the Hudson, Wisconsin area. It owns and operates the Hudson Soccer Complex located at 541 County Road UU, Hudson, WI. HSA owns and operates the Hudson Soccer Complex through the use of volunteers and select individuals employed for particular tasks. It is managed by an elected Board of Directors. All Board Members are volunteers that not only participate in board meetings, but also for various regular maintenance and operation tasks.

The Hudson Hockey Association (HHA) is a volunteer-run, non-profit entity that has grown to be a prominent hockey program in Wisconsin. The HHA started over 40 years ago in 1972 on the outside ice of Burton Park with 75 skaters. A Teflon-coated bubble indoor rink was constructed in 1980 as the program grew. In 1986 the program grew to 160 youth and the community's first ice arena named the Hudson Sports and Civic Center, also known as the Gornick Arena, was built at 1820 Hanley Road. A second sheet of ice named the Raider Arena, later renamed the Karen Drewiske Memorial Arena in 2014, was constructed in 2007 as the association grew to up to 500 skaters and 75 volunteer coaches. With the expansion, the arena covers roughly 6,000 square feet and has become a world-class training facility that attracts players from other hockey associations within a 60-mile radius, serving as the home of FHIT Hockey / MAP East player development program. The association has seen 6 boys and girls state high school championships since 2001 and over 20 players advancing to college or professional ranks.

## Child Care Facilities

Wisconsin has required licensing of childcare centers since 1949. The Wisconsin Department of Children and Families currently licenses:

- Family Child Care Centers – Provide care for 4 to 8 children. This care is usually in the provider's home.
- Group Child Care Centers – Provide care for 9 or more children. These centers are usually located somewhere other than a residence and may be small or large in size.

- Day Camps - Seasonal programs that provide experiences for 4 or more children 3 years of age and older. These programs usually operate in an outdoor setting.

The State provides certification to family childcare providers who are not required to be licensed but who wish to care for fewer than 3 children under 7 years of age. Families who receive a childcare subsidy may select either certified or licensed childcare programs. In the City of Hudson, the childcare facilities in Table 5-4 below are certified by the State of Wisconsin.

Table 5-4 – Licensed Child Care Facilities

Facility Name	Location	Licensed Type	Capacity
ABC Trail Preschool	921 Willow Ridge Road, Hudson, WI	Family	8
Bear Buddies Child Development Center	3250 Heiser Street, Hudson, WI	Group	100
Bethel Highlands Preschool	504 Frontage Road, Hudson, WI	Group	95
Busy Bee's Day Care	310 Arch Street, Hudson, WI	Family	8
Cove Country Preschool	266 S. Cove Road, Hudson, WI	Family	8
Early Start Day Care	2400 Donegal Way, Hudson, WI	Family	8
Four Seasons Child Care - Hudson	732 Exchange Drive, Hudson, WI	Group	89
Hudson Community Children's Center	824 4th Street, Hudson, WI	Group	50
Hudson YMCA Childcare	2211 Vine Street, Hudson, WI	Group	128
Itty Bits Family Daycare	963 Labarge Road, Hudson, WI	Family	8
Jansen's Day Care	512 N Cedar Drive, Hudson, WI	Family	8
Joyful Noise Preschool	712 Grandview Drive, Hudson, WI	Group	18
Kim's Learning House Child Care	421 Cedar View Road, Hudson, WI	Family	8
Kindercare Learning Center	2600 Center Drive, Hudson, WI	Group	132
Little Leaps Child Care LLC	2401 Monetary Boulevard, Hudson, WI	Group	50
Love the Little Ones Child Care	323 3rd Street, Hudson, WI	Family	8
Northstar Early Learning Center	2400 Foxglove Way 4, Hudson, WI	Group	110
Peace of Mind Early Education Center	201 Carmichael Road, Hudson, WI	Group	163
Shel's Hearts and Hands Child Care	601 4th Street N, Hudson, WI	Family	8
Simply Giggle Childcare LLC	2010 O'neil Road E, Hudson, WI	Group	39
Simply Giggle Montessori 4K	2017 O'Neil Road E, Hudson, WI	Group	22
Small Fryes Supersized	539 Lemon Street, Hudson, WI	Family	8
Sugar and Spice Day Care	1523 Aldrich Avenue, Hudson, WI	Family	8
Terrific Tots Daycare	821 Girard Street, Hudson, WI	Family	8
Terri's Tots	643 N Lemon Street, Hudson, WI	Family	6
Trinity Early Childhood Academy	614 Badlands Road, Hudson, WI	Group	116
Trinity Wrap-Care Preschool	1205 6th Street, Hudson, WI	Group	50
YMCA Camp St. Croix	532 County Road F, Hudson, WI	Group	60
Source: Wisconsin Department of Children and Families			

## Health Care Facilities

Hudson has one acute care hospital, Hudson Hospital & Clinic, serving its residents. It is located at 405 Stageline Road. There are numerous other health care providers within commuting distance in neighboring communities, especially due to Hudson's proximity to St. Paul and Minneapolis, Minnesota.



## Assisted Care and Senior Care Facilities

The Aging and Disability Resource Center (ADRC) of St. Croix County at 1752 Dorset Lane, New Richmond, Wisconsin, is a central source of reliable and objective information about programs and services available to older adults and people with physical or intellectual/developmental disabilities. They help people find resources in their communities and evaluate the various long-term care options available to them. The ADRC provides housing definitions, including those for seniors. Housing types for seniors include senior apartments, independent living, residential care apartment complexes, adult family homes, and community based residential care facilities. Of these, residential care apartment complexes, adult family homes, and community based residential care facilities are assisted living facilities.

Senior apartments are multifamily residential properties for persons age 55 years or older. Senior apartments do not have central dining facilities and generally do not provide meals to residents, but many offer community rooms, social activities, and other amenities. Most offer both Conventional or "Market Rate" apartments and apartments subsidized by Wisconsin Housing and Economic Development Authority (WHEDA), Rural Development, or the U.S. Department of Housing and Urban Development (HUD).

Independent living communities are age-restricted multifamily properties with central dining facilities that provide residents, as part of their monthly fee, with access to meals and other services such as housekeeping, linen service, transportation, and social and recreational activities.

Residential Care Apartment Complexes (RCAC) are places where five or more adults reside that consists of independent apartments (each of which has an individual lockable entrance and exit, a kitchen including a stove, an individual bathroom, sleeping and living areas), and that provides to a person who resides in the place, not more than 28 hours per week of services that are supportive, personal, and nursing services.

Adult Family Homes (AFH) are places where three or four adults, who are not related to the licensee, reside and receive care, treatment, or services that are above the level of room and board, but include no more than seven hours of nursing care per week per resident.

Community Based Residential Care Facilities (CBRF) are places where five or more adults, who are not related to the operator or administrator, and do not require care above intermediate level

nursing care, reside and receive care, treatment, or services that are above the level of room and board, but include no more than three hours of nursing care per week per resident.

There are a number of assisted living facilities in the City of Hudson. Table 5-5 below provides a list of facilities/providers as identified by the Wisconsin Department of Health Services. The table has a column indicating if a facility specializes in advanced age.

Table 5-5 – Assisted Living Facilities

Facility Name	Location	Type	Capacity	Advanced Age
Burkwood Treatment Center	615 Old Mill Road, Hudson, WI	CBRF	28	
Comforts Of Home Hudson	1111 Heggen Street, Hudson, WI	CBRF	40	Yes
Rem Wisconsin III Inc - Wheatgrass	805 Heggen Street, Hudson, WI	CBRF	40	Yes
Exodus House	698 Baker Road, Hudson, WI	CBRF	12	
Rem Wisconsin III Inc - Wheatgrass	719 A Blue Jay Lane, Hudson, WI	AFH	4	
Rem Wisconsin III Inc - Wheatgrass	719 B Blue Jay Lane, Hudson, WI	AFH	4	
Rem Wisconsin III Inc - Wheatgrass	723 A Blue Jay Lane, Hudson, WI	AFH	4	
Rem Wisconsin III Inc - Wheatgrass	723 B Blue Jay Lane, Hudson, WI	AFH	4	
Hometown Senior Living	1015 Crest View Drive, Hudson, WI	AFH	4	Yes
Pine Ridge Assisted Living	1320 Wisconsin Street, Hudson, WI	CBRF	40	Yes
Rem Wisconsin III Inc - Wheatgrass	3001 Hanley Road, Hudson, WI	CBRF	16	Yes
Rem Wisconsin III Inc - Wheatgrass	3001 Hanley Road, Hudson, WI	RCAC	53	Yes
Rem Namekagon Loop	1222 Namekagon Loop, Hudson, WI	AFH	4	
Rem Wisconsin III Inc - Wheatgrass	1401 Wheatgrass, Hudson, WI	AFH	3	
Rem Wisconsin III Inc - Wheatgrass	357 117th Avenue, Hudson, WI	AFH	4	
Rem Wisconsin III Inc - Wheatgrass	1405 Wheatgrass, Hudson, WI	AFH	3	
Wintergreen	1312 Wisconsin Street, Hudson, WI	RCAC	40	Yes
Woodland Hill	431 Stageline Road, Hudson, WI	CBRF	81	Yes

Source: Forw ard Health, Wisconsin Department of Health Services

Skilled Nursing Facilities (SNF) focus more on the medical setting rather than on the residential setting, offering 24/7 nursing care. Christian Community Home, located at 1320 Wisconsin Street, is the only SNF listed on the Wisconsin Department of Health Services website. It has a capacity for 50 residents.

The demand for assisted care and senior care facilities will likely continue to grow as the population ages in the City of Hudson.

## Places of Worship

There are many places of worship within the City of Hudson, which are listed in the table below.

Table 5-6 – Places of Worship

Church Name	Location	Denomination
Bethel Lutheran Church	920 3rd Street, Hudson, WI	Evangelical Lutheran in America
Bible Baptist Church	545 6th Street N, Hudson, WI	Baptist
C3 Church	529 2nd Street	Non-Denominational
Carmelite Monastery	430 Laurel Avenue, Hudson, WI	Catholic
Christ Center Assembly of God Church	810 Northview Drive, Hudson, WI	Assemblies of God
Cornerstone Church	1024 4th Street, Hudson, WI	Apostolic
Emmanuel Evangelical Church	712 Grandview Drive, Hudson, WI	Evangelical
Emmanuel Lutheran Church	712 Grandview Drive, Hudson, WI	Wisconsin Evangelical Lutheran Synod
Faith Community Church	777 Carmichael Road, Hudson, WI	Baptist General Conference
First Baptist Church	220 Vine Street, Hudson, WI	American Baptist
First Presbyterian Church	1901 Vine Street, Hudson, WI	Presbyterian
Harvestime Outreach Church	498 Jacobs Lane, Hudson, WI	Non-Denominational
Hudson SDA Company	521 Old Highway 35, Hudson, WI	Seventh Day Adventist
Kingdom Hall of Jehovah's Witness	485 Jacobs Lane, Hudson, WI	Jehovah's Witness
Mount Zion Lutheran Church	505 13th Street S, Hudson, WI	Evangelical Lutheran in America
Redeemer Lutheran Church	1097 Scott Road, Hudson, WI	Evangelical Lutheran in America
Saint Paul Episcopal Church	502 County Road Uu, Hudson, WI	Episcopal
St Patrick Parish	1500 Vine Street, Hudson, WI	Roman Catholic
Trinity Lutheran Church	1205 6th Street, Hudson, WI	Lutheran Church of Missouri Synod
United Methodist Church	1401 Laurel Avenue, Hudson, WI	United Methodist
United Methodist Church Of Hudson	102 13Th Street, Hudson, WI	United Methodist

## Cemeteries

There are two cemeteries within Hudson available to the City's residents. They are listed in the table below.

Table 5-7 – Cemeteries

Cemetery Name	Location
Old Willow River Cemetery	609 9th Street, Hudson, WI
St. Patrick Cemetery	1018 O'Keefe Road, Hudson, WI



### 5.3 Assessment of Future Needs

Properly assessing future needs of community facilities and services requires not only an understanding of existing conditions and critical issues, but also an appreciation of broader utility and community facility trends. With advancements in technologies over time and population growth, services and facilities may need to be reviewed to ensure they are adequately providing the services to the populations needing them. It will be important to continue to monitor developments and their impact to the facilities and services that residents and businesses depend on.

### 5.4 Potential Funding Sources for Utilities / Community Facilities

Several loan and grant funding programs may be available to help the City of Hudson fund municipal infrastructure and community facilities projects including the following:

#### Wisconsin Department of Natural Resources (WDNR) Programs

- Clean Water Fund (CWF) – Program provides financial assistance to municipalities for sanitary sewer collection systems, wastewater treatment, and stormwater infrastructure projects. The CWF program is a revolving loan program that combines federal grants and state funding to provide financial assistance to municipalities in the form of subsidized loans. Some municipalities may also be eligible for funding in the form of principal forgiveness (PF). Based on the City of Hudson's population and Median Household Income (MHI), principal forgiveness may be available up to 30%, not to exceed \$750,000 for an eligible project. Subsidized loan funds may also be available at a current rate of 1.76% for 20 years (rates adjusted quarterly). Applications are due September 30th of each year with award notifications expected in November. An Intent to Apply (ITA/PERF) is required to be submitted by October 31 for consideration the following year. Plans and specifications (biddable) are needed at the time of submittal.
- Safe Drinking Water Loan Program (SDWLP) - Program provides financial assistance to municipalities for drinking water infrastructure projects, including transmission and distribution, storage, source supply, and treatment facilities. The SDWLP is a revolving loan program that combines federal grants and state funding to provide financial assistance to municipalities in the form of subsidized loans. Some municipalities may also be eligible for funding in the form of principal forgiveness (PF). Based on the City of Hudson's population and Median Household Income (MHI), principal forgiveness may be available up to 30%, not to exceed \$500,000 for an eligible project. Subsidized loan funds may also be available at a current rate of 1.76% for 20 years (rate adjusted quarterly). Applications are due June 30th of each year with an award notification expected in August. An Intent to Apply (ITA/PERF) is required to be submitted by October 31 for consideration the following year. Plans and specifications (biddable) are needed at the time of submittal.

#### Wisconsin Economic Development Corporation (WEDC) Programs

- Community Development Investment Grant (CDIG) – This program's primary goal is to incentivize development primarily in a community's downtown. Eligible activities include:

building renovation, historic preservation, demolition, new construction, infrastructure investment, and project or site development planning. Eligible projects include: development of significant destination attractions, rehabilitation and reuse of underutilized or landmark buildings, infill development, historic preservation, infrastructure efforts including disaster prevention measures providing substantial benefit to downtown residents/property owners, and mixed-use developments. Focus is on shovel-ready projects. Program funding should lead to measurable benefits in job opportunities, property values and/or leveraged investment by local and private partners. Grants will be limited to 25% of eligible project costs with a maximum grant amount of up to \$250,000. Grant recipients must provide a minimum of 3:1 match investment in project costs. No more than 30% of the match investment may consist of other state and/or federal grant sources.

#### Wisconsin Department of Administration (WDOA) Programs

- *Community Development Block Grant-Public Facilities Program (CDBG-PF)* - CDBG-PF funds help support infrastructure and facility projects for communities. Examples of eligible projects include improvements, repairs, or expansions of streets, drainage systems, water and sewer systems, sidewalks, and community centers. Grants are limited to projects that, if implemented, meet a CDBG National Objective. This highly competitive program offers grants up to \$1,000,000 with a required 2:1 ratio of matching funds (e.g., maximum of \$2 CDBG for every \$1 local match funds). A project may qualify as benefitting Low-Moderate Income (LMI) persons on an area basis if at least 51 percent of the persons residing in the area served by the activity are of LMI.
- *Community Development Block Grant-Public Facilities for Economic Development (CDBG-PFED) Program* - CDBG-PFED grant funds are awarded to local governments for public infrastructure projects that support business expansion or retention. Examples of eligible applications include: new or improved water & sewer service and streets that result in business expansion and job opportunities for low- and moderate-income individuals. The program offers grant funds for up to half of the total project cost OR up to \$500,000; a match of 50% of project costs is required. If the project retains jobs, CDBG funds must be used to benefit low-to-moderate income (LMI) individuals. At least 51% of the hires should be LMI individuals.

#### Wisconsin Department of Transportation (WisDOT) Programs

- *WisDOT Transportation Alternatives Program (TAP)* - Program allocates federal funds to transportation improvement projects that "expand travel choice, strengthen the local economy, improve the quality of life, and protect the environment." The program provides funding to local governments for construction and planning and design of on-road and off-road trail facilities for pedestrians, bicyclists and other non-motorized forms of transportation. Also, it may provide funding for inventory, control or removal of outdoor advertising, historic preservation and rehabilitation of historic transportation facilities (including access improvements to historic sites and buildings), vegetative management practices in transportation right-of-ways (ROW's), and archaeological activities pertaining to a transportation project. Projects that meet eligibility criteria for the Safe Routes to School Program, Transportation Enhancements, or the Bicycle & Pedestrian Facilities

Program are eligible TAP projects. Projects must meet WisDOT policy for bicycle and pedestrian facilities that it serves at least some utilitarian trips, such as commuting to work or school that might otherwise be made by automobile. Trails that do not meet this criteria are encouraged to consider WDNR Recreational Trails Program funding. Non-infrastructure projects are required to have a minimum project cost of \$50,000. Infrastructure projects are not required to have a minimum or maximum project amount; however, ideal project costs are between \$300,000 and \$1 million. Match of 20% of approved costs is required.

- WisDOT Transportation Economic Assistance Program (TEA) - Program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor, and airport projects that help attract employers to Wisconsin or encourage business and industry to remain and expand in the state. Goal of the program is to attract and retain business firms in Wisconsin and thus create or retain jobs. Businesses cannot be speculative and local communities must assure that the number of jobs anticipated from the proposed project will materialize within 3 years from the date of the project agreement and remain after another 4 years. Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. Project must begin within 3 years, have the local government's endorsement, and benefit the public. Program is designed to implement an improvement more quickly than normal state programming processes allow. Local match of 50% is required and can come from any combination of local, federal, or private funds or in-kind services.

### Tax Incremental Financing (TIF)

The City of Hudson has two Tax Incremental Financing Districts, TID #5 and TID #6.

TID #6 is located downtown Hudson. This District was established in 2018 and includes goals of job creation and improvements to the downtown area.

TID #5 was created in 2017 and is located between Carmichael Road and County Road FF. Established as a blighted area district, this TID will help the City achieve redevelopment objectives of the former St. Croix Meadows Racetrack site.



## 5.5 Goals, Objectives, and Policies

Utilities and community facility goals, objectives, and policies reflect a vision of what the City of Hudson's public and private infrastructure systems should provide. They will also help guide priorities for future investment as publicly maintained local systems, in partnership with regional or state agencies, or in partnership with private entities.

These utility and facility goals, objectives, and policies provide the City with a means to measure the performance of the infrastructure system over time, and as necessary, an opportunity to reassess, revise, and/or supplement the desires of the community.

Goals are general statements of desired outcomes of the community or what is to be achieved. Objectives are more specific and are a subset of goals, providing measurable strategies towards achieving a goal. Policies are operational actions that a community will undertake to meet the goals and objectives. The following goals, objectives, and policies are not ranked or presented in order of importance or need.

**Utilities and Community Facilities Goal:** Provide municipal services to the Hudson community in a cost efficient and quality manner.

**Objectives:**

1. Seek ways to continue working cooperatively with adjacent municipalities to provide efficient and cost-effective services.
2. Continue to invest in and maintain municipal facilities so that municipal operations may be provided in an efficient and cost-effective manner.
3. Maintain competitive water and sanitary sewer rates for customers while at the same time continuing to build funds for future upgrades to the system.
4. Continue developing strategic partnerships with other communities and agencies for sharing equipment and facilities when needed.
5. Ensure infrastructure is capable of supporting desired growth.
6. Develop a plan to prepare for the roll out of 5G by identifying what City infrastructure might need to be adjusted, updated, replaced or expanded, including City approval processes, and proactive coordination with carriers.
7. While it falls on carriers to address need and evaluate siting options, the City can prepare by gaining insight into what's in store for the community and then begin to align future projects with changes brought by the transition to 5G.
8. Continue to engage in local and regional hazard mitigation planning.

**Policies:**

1. Continue to plan for infrastructure and public facility maintenance, the extension of services, and upgrades to public facilities through the utilization of a Capital Improvement Program.

2. Implement the goals and system improvements identified in the recent water and sanitary sewer system plans: Comprehensive Water System Plan (2019), Comprehensive Sanitary Sewer Plan (2019), and Wastewater Facility Planning Study (2019).
3. Periodically reevaluate the serviceability of infrastructure for contiguous growth and resilience of future growth areas.
4. Integrate 5G into the City's Capital Improvement Program to expand development opportunities and public-private partnerships.
5. Continue emergency preparedness programs and continue efforts to mitigate common hazards such as fire, flooding, power outage, and other emergency events.
6. Develop and implement measures necessary for continuation of programs aimed to reduce the fire rating for the City of Hudson.
7. Maintain a law enforcement system that supports the continuation of the City's low crime rate.
8. Continue to improve the City's Geographic Information System to manage all city services.
9. Perform an energy audit to identify where improvements can be made.
10. Consider creating a composting program to reduce costs for trash collection.

**Utilities and Community Facilities Goal:** Continue to provide the necessary community facilities to support the Hudson community.

**Objectives:**

1. To serve Hudson's population and promote a high quality of life, maintain, support and promote accessible community facilities (including but not limited to: health care, educational opportunities, recreation activities, and libraries).
2. Create and maintain well-designed public places to reinforce Hudson's sense of place and to provide valuable community gathering places.
3. Continue to provide safe and well-maintained facilities that promote activities for the physical and mental well-being of citizens of all ages.
4. Work with surrounding municipalities to link major parks and greenway corridors between jurisdictions for regional benefit.
5. Incrementally implement the Hudson Waterfront Vision Study (2018) to create a unique destination on the shores of the St. Croix River that would provide recreational and economic benefit to Hudson residents, businesses, and tourists.

**Policies:**

1. Continue to maintain Hudson's recreational facilities and trails, to provide a high quality of services for community members.
2. Identify desirable sites for facilities in advance of surrounding development to ensure that municipal facilities can be established in suitable locations that will best serve the future needs of the community.
3. Require parkland dedication as part of future development that meets recreational and open space objectives appropriate to different areas of the city.
4. Create community focal points within parks and community facilities to help enhance Hudson's sense of place (such as public art and civic architecture).
5. Implement the City's Outdoor Recreational Plan.
6. Develop a funding and implementation plan for the incremental build-out of Hudson's Waterfront Vision Study (2018).

**Utilities and Community Facilities Goal:** Continue to partner with agencies and organizations to provide quality community services.

**Objectives:**

1. Use education as a key economic development tool, marketing Hudson's quality school system and to attract additional economic activity to the City.
2. Ensure that the Hudson Area Public Library will meet the future needs of a growing and changing population.

**Policies:**

1. Encourage partnerships between the Hudson School District and the business community to take advantage of opportunities for education and training, including technology-based education.
2. Consider cooperative partnerships between the Hudson Area Public Library, the City and other strategic partners as a means to enhance service to Hudson residents.

## 6 AGRICULTURAL, NATURAL, & CULTURAL RESOURCES ELEMENT



## 6 Agricultural, Natural and Cultural Resources Element

### 6.1 Introduction

This element of the Comprehensive Plan is meant to document and discuss conditions and trends, and to formulate goals, objectives and policies with regard to several attributes of the community, including:

- Agriculture and agricultural lands;
- Natural resources, including metallic and non-metallic mining;
- Historic resources; and
- Cultural resources.

These features are important to their own rights but are often interrelated with other elements of the Comprehensive Plan. The City's location in the St. Croix River Valley provides valuable natural resources that shape Hudson's economy and sense of place. Floodplains and wetlands may impact land use patterns or lead to related infrastructures need (i.e. storm water conveyance). This chapter will attempt to define these relationships through its analysis of existing conditions.

### 6.2 Agricultural Resources

The City of Hudson currently has no land zoned for agricultural use and does not identify any areas for agricultural use on its adopted future land use map. Agriculture, however, remains an important element of the regional economy. As of 2017, there were 1,444 farms and 279,191 acres in farms in St. Croix County. About 78 percent of this total (approximately 218,000 acres), is cropland. Corn, Soybeans, forage, and oats are the primary crops.

Cattle and calves are the most common livestock farmed in St. Croix County, followed by chickens (including broilers, layers, and pullets), hogs/pigs, and horses/ponies. In December 2017, reported inventories of livestock included 51,122 cattle and calves, 4,794 layers, 1,405 broilers, 219 pullets, and 2,528 hogs and pigs, and 2,001 horses and ponies.

### 6.3 Natural Resources

#### 6.3.1 Topography

The topography of the eastern portion of the City of Hudson, on "the hill", is predominantly flat. Some steep slopes exist throughout the City, restricting development in these areas. Much steeper slopes exist along the City's western edge where it borders the St. Croix River. Hudson is located in the Western Prairie region of the state, serving as a transition area from the Western Coulee and Ridges area, which is characterized by steeper bluffs, and the forest transition area, which is characterized by flatter till plains. Ecological Landscapes of Wisconsin are shown in Figure 6-1 below.

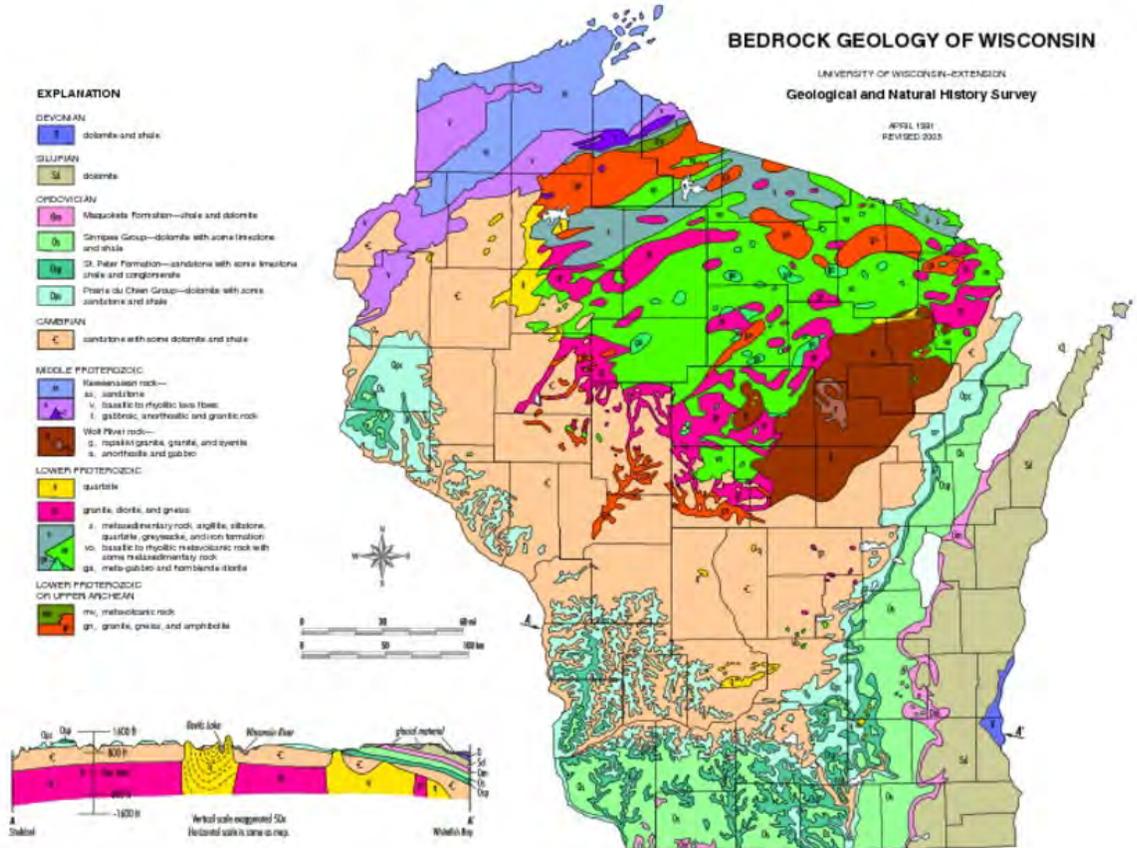
Figure 6-1 – Ecological Landscapes of Wisconsin



### 6.3.2 Bedrock Geology & Soils

The City of Hudson has primarily loamy soils, which include a mix of silty and sandy loams. Over half of the soil area in the City can be categorized as Burkhardt-Satre complex (sandy loam), Pillot silt loam, and Emmert loamy sand. Soils in the Western half of St. Croix County are generally excessively drained and well drained. St. Croix County includes a mix of bedrock geology types, but the primary type in Hudson is sandstone with some dolomite and shale. Figure 6-2 Shows Bedrock Geology of Wisconsin.

Figure 6-2 – Bedrock Geology of Wisconsin



### 6.3.3 Mineral Resources

According to the Wisconsin Department of Natural Resources, there are currently no known metallic mineral deposits or occurrences in sufficient tonnage and grade such as iron, taconite or gold in St. Croix County to warrant extraction. Therefore, there are no metallic mining operations in the County.

Nonmetallic mining is a widespread activity in Wisconsin. Nonmetallic mining is the extraction of stone, sand, rock or similar materials from natural deposits. St. Croix County has 24 operating non-metallic mining sites permitted under Chapter NR 135 of the Wisconsin Administrative Code, which includes three sites operated by the St. Croix County Highway Department. One non-metallic mining site is in the City of Hudson, the Mimbach Quarry which is operated by Milestone Materials.

### 6.3.4 Watersheds and Surface Water

Lakes, ponds, rivers, streams, intermittent waterways, and natural drainage ways make up the surface waters of Hudson and St. Croix County. These resources are all water bodies, standing still or flowing, navigable and intermittent, including natural drainage ways that collect and channel overland rainwater or snowmelt runoff. Natural drainage ways are characterized by intermittent streams, threads, rills, gullies, and dry washes that periodically contribute water to first-order streams. There are also many artificial drainage ways where the natural drainage ways have been altered by human activity. All of these features have the ability to transport sediment and pollutants and are affected by their watersheds, the land that surrounds them.

The City of Hudson is located in the Lower Willow River Watershed. This watershed lies within the St. Croix River Basin, where water drains to the St. Croix River, and then ultimately flows through the Mississippi River to the Gulf of Mexico.

While water features within the City are relatively small and unimpactful to development, the City is bordered by much larger features, including Lake St. Croix (as part of the St. Croix River) to the west, and Lake Mallalieu to the north. Residences and open natural areas border Lake Mallalieu, while steep slopes along the St. Croix River make adjacent lands largely undevelopable. These lands are used for parks and open space within the city, taking advantage of the Scenic views of the river.

### 6.3.5 Impaired Waters

Lake Mallalieu is included on the Wisconsin Department of Natural Resources 303d impaired waters list for eutrophication, excess algal growth, and elevated pH. The St. Croix River is also on the impaired waters list for eutrophication and excess algal growth. Both water bodies list high levels of total phosphorus. These determinations indicate when water bodies are not meeting state or federal water quality standards and are used to establish a method to protect and restore the quality of Wisconsin's surface waters.

Improving groundwater is a critical component of long-term sustainability and resiliency. Efforts which are often largely enforcement and/or educational in nature, can result in the common use of best management practices to protect our waterways. To mitigate groundwater contamination, having infrastructure designed to collect and treat stormwater before it enters waterways helps, as does public education to encourage reduced use of pollutants and better vegetation maintenance to help capture pollution before it enters waterways.

### 6.3.6 Outstanding and Exceptional Resources Waters

Wisconsin has designated many of the state's highest quality waters as Outstanding Resource Waters (ORWs) or Exceptional Resource Waters (ERWs). Waters designated as ORW or ERW are surface waters which provide outstanding recreational opportunities, support valuable fisheries and wildlife habitat, have good water quality, and are not significantly impacted by human activities. The St. Croix River, Lake Mallalieu, and the Willow River (which flows into Lake Mallalieu from the northeast) are all listed as Outstanding and Exceptional Resource Waters.

Areas of Special Natural Resources Interest (ASNRI) include designated state natural areas, designated trout streams, water inhabited by endangered, threatened, special concern species or unique ecological communities identified in the Natural Heritage Inventory. It also includes wild rice waters, federal or state waters designated as wild or scenic rivers, waters in areas identified in a special area management plan or special wetland inventory study, and water in ecologically significant coastal wetlands along Lakes Michigan and Superior as identified in the Coastal Wetlands of Wisconsin. Lake Saint Croix is designated as an ASNRI, and parts of Lake Mallalieu, which provide critical habitat for threatened and endangered species, are also designated as such.

### 6.3.7 Point Sources Discharges

The WDNR regulates the discharge of pollutants to waters of the state through the Wisconsin Pollutant Discharge Elimination System (WPDES) program. This limits and sets forth a process to monitor discharges for pollutants. The City of Hudson holds a WPDES municipal permit for the Hudson wastewater treatment facility. One WPDES industrial permit is also held in Hudson.

Nonpoint source pollution, or polluted runoff, is a primary cause of water quality issues throughout Wisconsin. Educational efforts and promotion of best management practices can help to reduce runoff impacts to our waterways by limiting fertilizers, oil, grease, sediment and bacteria in agricultural, urban and residential areas. Major urban contributors include roads, parking lots, construction sites, industrial storage areas, and residential manicured lawns.

### 6.3.8 Area High-Capacity Wells

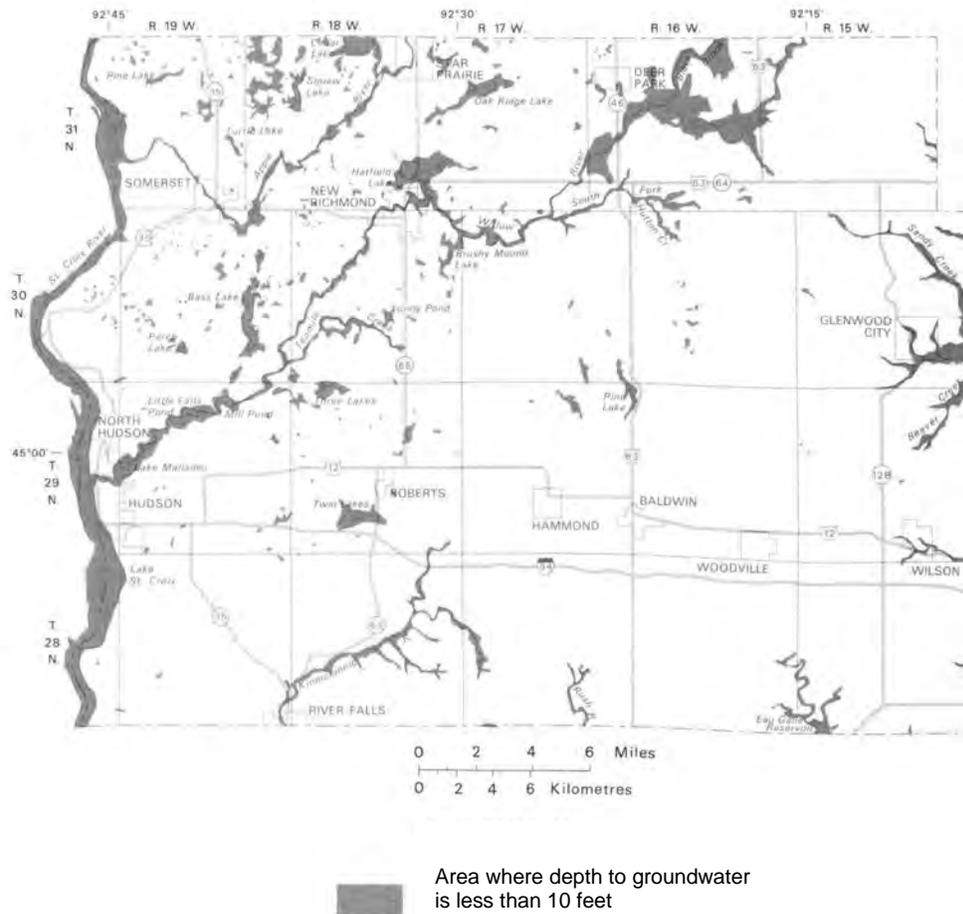
Many Wisconsin municipalities utilize deeper aquifers for obtaining water supply. There are numerous high-capacity wells in the city. The City of Hudson operates six high-capacity wells to feed the municipal water system. One additional private high capacity well is listed within the City.

### 6.3.9 Groundwater

Groundwater is the sole source of potable water in the City of Hudson. The quality of groundwater in St. Croix County as a whole is generally good. The City's water comes from wells. Due to the City's proximity to the Saint Croix River, Willow River, and Lake Mallalieu, the depth to groundwater is generally shallow; less than 10 feet in some places (as shown in Figure 3). The City's groundwater is somewhat susceptible to contamination from agricultural practices which occur in areas surrounding the City. Hudson currently has a wellhead protection plan in place.



Figure 6-3 – Areas of Shallow Depth to Groundwater in St Croix County.



### 6.3.10 Shorelands

Shorelands provide valuable habitat for both aquatic and terrestrial animals and vegetation, and also act as buffers and thus serve to protect water quality.

Recognizing this conflict, and in order to maintain the environmental, recreational, and economical quality of our water resources, the State of Wisconsin requires counties to adopt and enforce a shoreland ordinance.

As required by the State, shorelands are defined as:

- All land within 1,000 feet of the ordinary highwater mark of a lake, pond or flowage; or
- All land within 300 feet of the ordinary highwater mark of a river or stream or to the landward side of the floodplain, whichever is greater.

Incorporated municipalities are allowed to create and enforce their own shoreland zoning ordinances that differ from the State's regulations. The City of Hudson defines shorelands in a similar manner as the State and has its own ordinance in place regarding shoreland zoning.

### 6.3.11 Floodplains

Floodplains are the flood-prone lands adjacent to water bodies. Floodplains can be desirable development areas due to the proximity to lakes, rivers and streams, but pose additional problems by possibly putting residents and property at risk. Development in floodplains can also affect the environmental quality of the waterway.

According to the Federal Emergency Management Agency (FEMA), the western and northern edges of the City are located within the 100-year floodplain (see Figure 4). These are the areas adjacent to the Saint Croix River and Lake Mallalieu. Development within the floodplain is restricted by a property's specific location in the floodplain, as mapped on the Flood Insurance Rate Maps (FIRM) developed by FEMA.

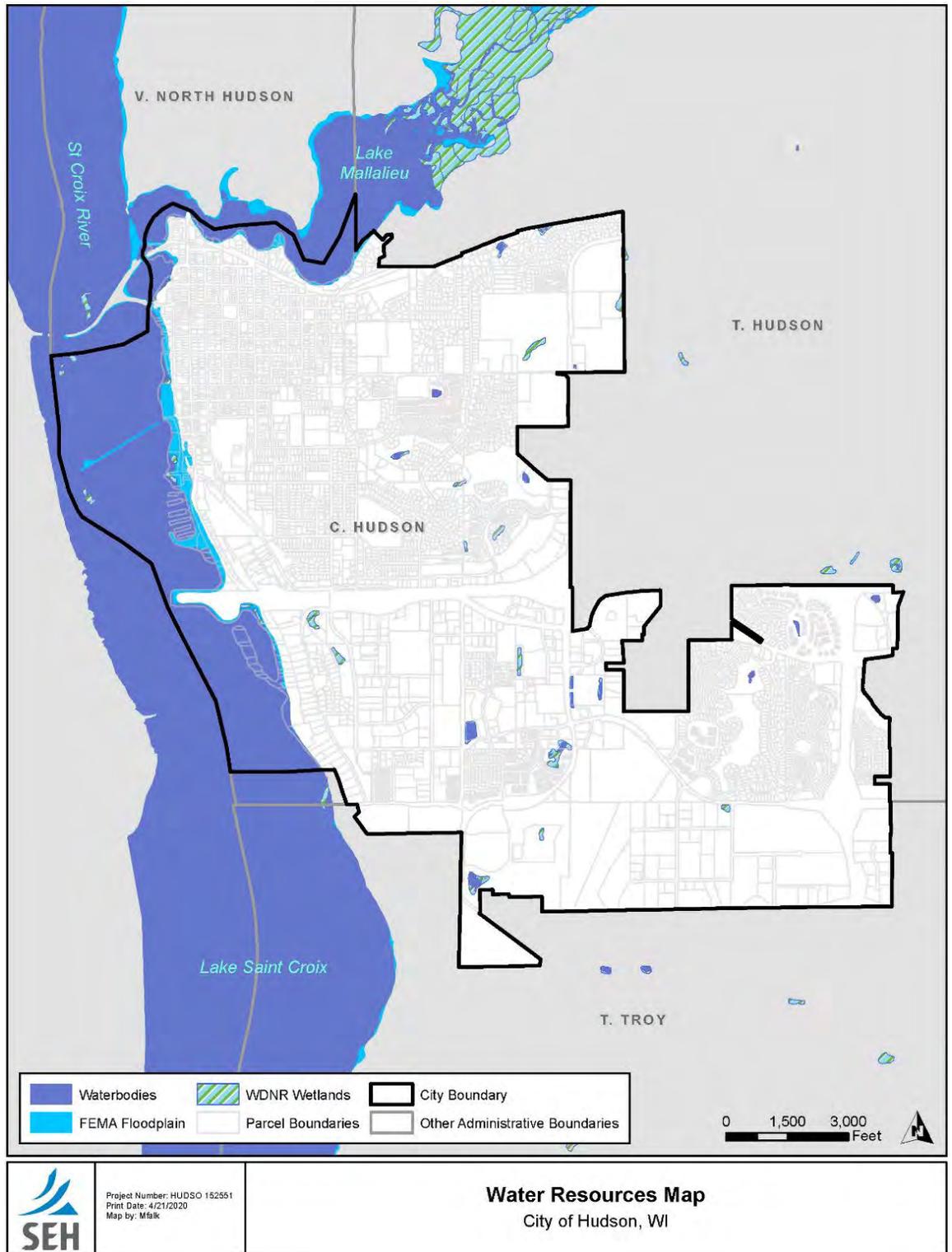
It is important to remember that these maps are no substitute for site specific analysis. Natural and man-made changes in the landscape, and the age and accuracy of flood insurance maps have in some cases limited their reliability for the identification and designation of floodplains. The City also has floodplain development regulations in their zoning ordinance which should be consulted prior to any construction activity.



### 6.3.12 Wetlands

There are a number of wetland areas within the City of Hudson's limits (see Figure 4), as mapped by the Wisconsin Department of Natural Resources. Wetlands are defined by the state statute as "an area where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic (water-loving) vegetation and which has soils indicative of wet conditions." Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, or bogs. Wetland plants and soils have the capacity to store and filter pollutants, replenish groundwater supplies, store floodwaters and maintain stream flows, making them a valuable community resource.

Figure 6-4 – Water Resources Map



Wetland areas in Hudson are primarily small, isolated pockets scattered throughout the City's limits, with other small wetland areas located along the edge of the St. Croix River and Lake Mallalieu.

### 6.3.13 Steep Slopes

Steep slopes are a challenge to develop, and development in general should avoid these areas, as they are susceptible to challenges associated with topography and stormwater. Steep slopes that are prohibitive to development, do occur throughout the city.

Steep slopes facing the St. Croix River are regulated under Wisconsin DNR Administrative Code NR 118 Standards for the Lower St. Croix National Scenic Riverway. In an effort to maintain the "Wild and Scenic" St. Croix River Corridor, NR 118 prohibits development upon slopes greater than twelve percent and within forty feet thereof. NR 118 discourages expansion and promotes use of natural materials in buildings located in close proximity to the river.

### 6.3.14 Forest and Woodlands

Wooded areas within the city are generally located in natural areas, conservancies or parks. Other wooded areas are spread throughout the city and include smaller parks, wooded residential lots, and other space and undeveloped lands in Hudson.

### 6.3.15 Wildlife, Wildlife Habitat and Open Space

Scattered throughout St. Croix County are various state and local wildlife, fishery, natural and scientific areas, including private conservancy areas. These often encompass one or more sensitive land areas (e.g., wetlands, forests, shorelands, and prairies). These areas are managed as open space to provide important feeding, breeding, nesting, cover, and other habitat values to a wide variety of plant and animal species.

The main types of fish and wildlife habitat in Hudson are comprised of rivers and streams, ponds, and wetlands as well as wooded and grassy areas. No trout streams exist within the City, but the section of the Willow River immediately to the northeast of Lake Mallalieu is designated as a Class II Trout Stream.

### 6.3.16 Rare and Endangered Species and Natural Communities

According to the WDNR Natural Heritage Inventory, St. Croix County is home to many animal and plant species, as well as natural communities that can be considered rare or endangered.

Hudson lies within numerous town ranges in St. Croix County. The areas where Hudson lies have been identified as having many endangered species and natural communities by the WDNR's Natural Heritage Inventory (NHI) (<http://dnr.wi.gov/topic/NHI/data.asp>). Due to the fluidity of this list, a comprehensive list is not provided here. References to the weblink above should be made when exploring areas and the potential for rare and endangered species presence. These species are protected, and as such, are preserved to the extent possible.

## 6.4 Cultural Resources

Preservation of historic and cultural resources is important to the vitality of any community. The City of Hudson has a rich history that originally centered on the lumber industry. The area that is known as the City of Hudson was first settled in 1840 by Louis Massey and Pete Bouchea. It was originally known as Willow River, then Buena Vista, before finally settling on its present name in 1852. The region witnessed substantial growth in the 1850s and 1860s due in large part to the opening of prime forest lands for lumbering. The coming of the railroad in 1871 gave Hudson direct rail transportation to the east and marked the end of the age of riverboat transport on the St. Croix River. More recently, Hudson has grown as a tourist destination, with draws such as scenic views of the St. Croix River way and a historic downtown district.

### 6.4.1 National Historic Designations

There are currently 14 properties/districts in the City that are listed on the National Register of Historic Places. These include:

- Darling, Frederick L., House
- Dwelley, William, House
- Hudson Public Library
- Humphrey, Herman L., House
- Johnson, August, House
- Johnson, Dr. Samuel C., House
- Lewis-Williams House
- Merritt, Samuel T., House
- Moffat, John S., House
- Opera Hall Block
- Phipps, William H., House
- Second Street Commercial District
- Sixth Street Historic District
- St Croix County Courthouse



### 6.4.2 State Historic Designations

There are 551 listings for the community of Hudson in Wisconsin Architecture and History Inventory. This is a database of historic buildings, structures and objects throughout the state. Their inclusion on the list does not convey any special status.



## 6.5 Existing Agricultural, Natural and Cultural Programs

Numerous Federal, State, Regional, Local, and private plans and programs exist which contribute to the preservation, conservation, or management of agricultural, natural, and cultural resources in St. Croix County. Although no list can be exhaustive, a partial list is shown below.

### St. Croix County All Hazards Mitigation Plan

St. Croix County contracted with West Central Wisconsin Regional Planning Commission (WCWRPC) to update its All Hazard Mitigation Plan in 2018. The primary focus of the Plan is to evaluate the County's potential exposure to natural disasters and identify appropriate mitigation strategies. Development of the Plan will help the County and its communities locate its areas of risk, assess the magnitude of the risk and vulnerability, and develop strategies for reducing the risk and vulnerabilities. Through this process, the County can address issues related to the protection of life, property, and critical services, and the reduction of costs associated with disaster relief and rescue efforts. Completion and approval of the Plan will also continue to make St. Croix County and participating jurisdictions eligible to apply for future hazard mitigation project funds through FEMA.

Some of the hazards identified for the City of Hudson include the following.

- Flooding along the St. Croix River when floodwaters on the Mississippi River cause the St. Croix River to back-up.
- Flooding from stormwater systems in older neighborhoods in part due to increased development in eastern portions of the City.
- Potential hazardous-materials release, leak, explosion, as the City of Hudson as the largest concentration of facilities with hazardous materials in St. Croix County.
- Safety of transportation systems, including the I-94/Carmichael Road interchange as traffic volumes exceed the area's design capacity. This congestion has implications for emergency response. As well as dangerous road and bridge conditions from winter storms, especially on I-94, one of the most heavily traveled highways in Wisconsin.
- Electrical power outages resulting from trees and branches falling upon overhead power lines during ice and wind storms.

### St. Croix County Environmental Education

St. Croix County provides free environmental education programs and training opportunities, and a wide variety of resources are available to schools and organizations working with residents in the county. This includes various presentations, field days, ecology workshops, volunteering opportunities, environmental displays and models, and a listing of various conservation groups and agencies on the County's website.

### St. Croix County Tree and Plant Sale

The St. Croix County Tree and Plant sale is focused on protecting and preserving our beautiful natural resources. By offering our annual tree and plant sales citizens are encouraged to add to the landscape of St. Croix County in a positive way. The program offers a variety of trees, plants, bushes, and even compost bins.

### Wisconsin Pollutant Discharge Elimination System Permits (WPDES)

This DNR operated program regulates municipal and industrial operations discharging wastewater to surface or groundwater.

### Forest Land Tax Program

These programs are run by the Wisconsin DNR and encourage sustainable forestry on private lands by offering tax incentives to landowners.

### City of Hudson Ordinances

Ordinances have been adopted to aid in the effort of conserving resources and protecting landowner rights, land values, and the public health and safety.

### Wisconsin Historical Society

The Historical Society was founded in 1846 and helps people to connect with the past by maintaining and collecting stories and items. This organization also has grant funding available to help local communities identify and preserve historical features.

### Wisconsin's Historical Preservation Plan 2006-2015

This plan outlines specific goals and objectives to protect and enhance the state's cultural resources.

## 6.6 Assessment of Future Needs

Cities and regions are competing globally to attract and retain entrepreneurs and a highly skilled workforce. Natural and cultural resources are critically important ingredients for creating the type of healthy, vibrant communities where people want to live, work, learn, and play. By investing in local and regional distinctive assets and culture, cities help foster innovation and entrepreneurial commercial activity, resulting in a more resilient local economy.

Hudson's natural resources contribute to the City's unique sense of place. The St. Croix River is a recreational and economic asset, which requires stewardship to maintain water quality and habitat. As the City grows, its stormwater system requires expansion and maintenance to ensure that surface water runoff does not negatively impact Hudson's important water bodies and associated water quality.

Responding to the increase in the number and duration of large storm events in recent years will also be critical for Hudson's infrastructure. Projects that encourage the City to be more resilient to these types of changes are necessary over the next 20-year planning period. These projects include:

- Shoreline stabilization along the St. Croix River
- Designing stormwater ponds and infrastructure for larger rain events
- Floodplain management

During the first Public Workshop for the comprehensive plan update, held January 6, 2019, several key themes emerged relating the City's natural and cultural resources. Among these were the identification of the St. Croix Riverway as the Hudson's premier natural resource. Citizens showed support for the protection of the St. Croix Riverway, and promoting views of, and

access to, this scenic resource. Residents also saw the City's history, as well as its historic downtown district as major assets. The community saw climate change as a major challenge that has gained in importance in recent years.

## 6.7 Goals, Objectives and Policies

The goals, objectives and policies in this Chapter reflect how the City's natural and cultural environments will be developed and utilized to further influence the growth and development of the City. These provide the City with a guide for future investments as well as methods to develop and grow that not only protect these valuable resources but find unique and creative ways to utilize them in creating inviting atmospheres.

**Natural Resources Goal:** Protect, conserve and enhance natural resources within the Hudson area for community's long-term environmental benefit.

### Objectives:

1. Prioritize the St. Croix River as a resource to protect and connect residents to.
2. Encourage environmentally sensitive development to minimize negative impacts on the environment, including water quality and soil integrity.

### Policies:

1. Continue to implement and administer local, state and federal programs to preserve, conserve and maintain and further enhance natural ecological systems including the St. Croix River, Lake Mallalieu, wetlands, storm drainage areas and aquifers.
2. Identify, prioritize, and address local soil erosion and nonpoint pollution problems.
3. Review and modify existing regulatory documents (e.g. zoning ordinance and subdivision ordinance) to incorporate green infrastructure elements to reduce pollution from urban runoff. Such elements would include grassed swales, infiltration basins, bioretention facilities, native landscaping, porous pavement, and vacuum sweeping of large parking lots.
4. Work cooperatively with St. Croix County on hazard mitigation planning and efforts.

**Agricultural, Natural and Cultural Resources Goal:** Promote practices that are sustainable, environmentally sensitive, and will work toward achieving community resiliency to climate change.

### Objectives:

1. Work with new developments to adequately plan stormwater infrastructure to capture, temporarily store, infiltrate, and slowly release rainwater from more frequently occurring larger rain events.

**Policies:**

1. Review and modify existing regulatory documents (e.g. zoning ordinance, streets policy, or stormwater utility) to incorporate green and sustainable elements.
2. Prioritize energy efficient improvements and updates to city buildings and facilities.
3. Encourage property to utilize programs that provide rebates for home retrofitting of sustainable technology.
4. Require the use of native plantings for developments.
5. Require the use of permeable pavement options for parking areas in sensitive areas.

**Cultural Resources Goal:** Promote and encourage identification, appreciation, and protection of historic and cultural resources.

**Objectives:**

1. Support the rehabilitation of historic properties in Hudson.
2. Encourage continual education about Hudson's cultural and natural history.

**Policies:**

1. Pursue national historic designation for resources listed on the Wisconsin Architecture and History Inventory.
2. Educate eligible property owners on the availability of state and federal tax credits, and loan programs through mailings, website, brochures, etc.
3. Provide a funding program for façade improvements for historic properties and properties located in designated historic districts.

# 7 ECONOMIC DEVELOPMENT ELEMENT



# 7 Economic Development Element

## 7.1 Introduction

Economic development is a critically important function for the City of Hudson. Without a strong tax base, there is insufficient revenue to make the types of investments successful communities require, including investments in education, transportation, safety, clean water, and compatible neighborhoods. The Economic Development Element section provides a framework for public investment in economic development activities consistent with the overall goal of pursuing economic development that brings good, living wage jobs to the City and supports the long-term growth and vitality of the City's neighborhoods, historic downtown, commercial areas and industrial parks.

## 7.2 Background Data / Existing Conditions

The labor force is that portion of the population that is 16 years or older who are employed, or unemployed but actively seeking employment opportunities. As a business, it is helpful to know information about the population that will be depended on to fill open positions in the future.

Hudson's population has grown steadily over the past several decades. Over the next 20 years, the Wisconsin Department of Administration (DOA) projections predict a 47% increase in the City of Hudson's population, which amounts to an increase of 6,686 residents. This projected percentage increase is greater than the expected increases in St. Croix County (33%).

The 2015-2019 American Community Survey (ACS) shows Hudson had a labor force participation rate of 69.6%, which is similar to the rate for St. Croix County (72.6%).

As shown in the Issues and Opportunities Element Section, the 2013-2017 ACS shows that Hudson had a median age of 38.1, which is slightly younger than 38.9 in St. Croix County as well as Wisconsin's median age of 39.9.

### Educational Attainment

A good indicator of the economic potential of an area is the education attainment of its residents. Generally speaking, a population with a higher level of education reflects a more skilled workforce with higher earning potential. A more skilled population can be seen as an attractive quality for businesses relocating as well. Nearly 96% of Hudson residents had at least a high school diploma in the 2015-2019 ACS. 43% of Hudson residents had attained a Bachelor's degree or higher. This number is higher than when compared to both statewide residents (37%) and residents of St. Croix County (39%).

### Income

In the Issues and Opportunities Element, the income for Hudson and St. Croix County residents is identified. The median household income in Hudson is \$75,000, while St. Croix County's is \$85,594. Per capita incomes were a bit higher for the City of Hudson (\$37,389) when compared to St. Croix County (\$39,389) and the State of Wisconsin (\$34,568).

## Economic Base

The Issues and Opportunities Element indicates prominent industries and occupations in Hudson. Employment in the Educational, Health and Social Services Industry is the greatest with 22.2% of employment. The second leading industry is Manufacturing with 16.8% of all employment.

From an occupation standpoint, approximately 41.5% of Hudson residents are employed in the Management, Business, Science, and Arts Occupations, while 21.1% are employed in Sales and Office Occupations.

## Economic Strengths and Weaknesses

The City of Hudson's economy has both strengths and weaknesses which can continue to be improved to benefit the community's businesses and labor force.

### Strengths

- Quality educational system.
- Excellent access to the I-94 transportation corridor.
- Supply chain and distribution benefiting area businesses.
- Centralized geographic location between Wisconsin and St. Paul / Minneapolis markets.
- High projected population growth over the next 20 years.
- Thriving, attractive, historic downtown business district.

### Weaknesses

- Limited developable land within City Limits.
- State-wide budget and funding sources for growing infrastructure needs.

### Opportunities

- Housing development for workforce participants and mid-market quality.
- New business offering unique products or services.
- A robust river corridor and adjacent downtown.
- Capturing Twin Cities metropolitan area growth

### Threats

- Growing infrastructure improvement needs and costs.
- The ability to provide adequate housing for Hudson's residents and workforce.



## 7.3 Assessment of Future Needs

### Key Trends

Emerging trends will shape Hudson's future economy and appropriate economic development programs and policies of the City. The following are some of those emerging trends.

### Workforce of the Future - Aligning Education and Work

Technological innovation will result in new jobs as well as changes to existing jobs. In turn, workers must develop the technical and non-technical skills necessitated by these changes. It is difficult to predict which skills workers will require in the future, but many high growth jobs share a need for workers who have both specialized technical expertise and the ability to adapt to change. The City should consider policies that target three main areas:

1. Supporting skills training that meets industry needs;
2. Communicating the skills businesses need; and
3. Engaging in state and regional efforts to close the skills gap.

*Source: The Center for Best Practices, National Governors Association (NGA Solutions)*

### Globalization

An increasing number of products and services are free-flowing across international borders due to low-shipping costs, improved telecommunication, and global demand. This has expanded markets for some products, but also made certain industries with prevalence in Hudson vulnerable.

Manufacturers seeking to be competitive while still retaining local production seem to generally focus on niche markets or substitute technology for labor to increase productivity and decrease labor costs. Many incentives offered by state and federal programs do so to generate job creation or retention. This mismatch can leave some economic development organizations with few tools to assist companies looking to remain competitive without investing in manual labor production.

Businesses throughout Wisconsin have been engaged in efforts to combat globalization while focusing on "buy local" campaigns. This concept, whether business-to-business or business-to-consumer, looks to retain as much money in the local economy as possible.

Local commerce is a key component to the City of Hudson's economic competitiveness. Cell phone data compiled by Place Dynamics in a 2019 Market Analysis for the City of Hudson revealed that the majority of visitors to Hudson's retail stores and restaurants originate within or very near to the City Limits. This means that local residents represent the overwhelming majority of Hudson's consumers. The 2019 Market Analysis found strong competition from neighboring cities such as New Richmond, Stillwater, Red Wing, Hastings, Menomonie and the Twin Cities metropolitan area, which limits the number of consumers originating outside Hudson's City Limits. This implies that policies which focus on increasing the local population, be it through housing or new businesses, will benefit the overall local economy. Localized growth is key to Hudson's continued economic success.

## Entrepreneurship

Economic development is increasingly focused on promoting entrepreneurship. The 2018 Kauffman Growth Entrepreneurship Index, an indicator of how much entrepreneurial businesses are growing, identified the following for trends in Wisconsin in 2018:

- Rate of New Entrepreneurs (percentage of population that starts a new business) – 0.25%. Nationally, the rate of new entrepreneurs in 2018 was 0.32%, meaning that an average of 320 out of every 100,000 adults became new entrepreneurs in a given month.
- Opportunity Share of New Entrepreneurs (percentage of new entrepreneurs who created a business by choice instead of necessity) – 68.43%. Wisconsin was the lowest in the Nation, with South Dakota the highest at 94.05% and a median of 85.68%.
- Startup Early Job Creation (average number of jobs created by startup in their first year, normalized by population) – 3.88. This indicator ranged from 3.06 jobs per 1,000 people in West Virginia to 11.32 in the District of Columbia, with a median of 4.68. The national startup early job creation in 2018 was 5.20 jobs per 1,000 people.
- Startup Early Survival Rate (percentage of startups that are still active after one year) – 79.62%. This indicator ranged from 70.94% in Missouri to 81.97% in Mississippi with a median of 79.4%.

National trends in early-stage entrepreneurship include:

- Overall, men are substantially more likely to start businesses each month than women.
- The rate of new entrepreneurs in 2018 was the highest among Latinos and lowest among African Americans. The share of new entrepreneurs who are from minority groups is now 45.6%, close to twice that in 1996 (22.9%).
- The 2018 rate of new entrepreneurs among immigrants is close to double than that for the native-born.
- The rate of new entrepreneurs was highest among Americans aged 45–54 and 55–64, and lowest among Americans aged 20–34.
- An aging population has led to a rising share of new entrepreneurs in the group aged 55–64. This group represented 14.8% of new entrepreneurs in 1996, and it represented 25.8% of new entrepreneurs in 2018.

Despite the State of Wisconsin's low ratings within the Kauffman Growth Entrepreneurial Index, the City of Hudson has shown exceptional strength in its local entrepreneurship. According to the City of Hudson's Market Analysis completed by Place Dynamics in 2019, the majority of business growth over the last 20 years has come from its local businesses and entrepreneurs. Data collected from 1995 to 2015 shows that there was a net addition of 1,453 establishments and 4,295 jobs from the existing and new businesses based in Hudson. This is significantly greater than the 71 establishments and 1,610 jobs generated by new or existing branch establishment or their subsidiaries over the same time period. This difference reveals that the City of Hudson has enjoyed a higher level of entrepreneurial activity compared to statewide averages. The City should continue to bolster its entrepreneurial spirit.

Common practices adopted to encourage entrepreneurship include facilitating networking and collaboration, improving access to financing, providing training and education, offering supportive services such as incubators and technical assistance, and adopting favorable public policies.

Most of the entrepreneurial programs that have been created are focused on a set of targeted industry sectors, such as high technology, manufacturing, or in some cases retail businesses. The most common entrepreneur, however, is a solo individual often starting a business within their own home. This includes a group of people recently termed “pajama entrepreneurs” or “third bedroom entrepreneurs”, who leverage their expertise to provide design, business and technical consulting, business management, and other services.

### Tax Increment Financing

The City has two Tax Increment Financing Districts that have been successfully used to assist with economic development. The use of TIF dollars in a sensible manner to promote and encourage private sector economic investments and is important to ensuring the City’s economic competitiveness. Public Private Partnerships are a model of accomplishing this. Hudson’s Tax Increment Financing districts are uniquely positioned to attract commercial and residential development through incentives leveraged by the City. By incentivizing development that provides larger public benefits, the City can utilize TIF districts to encourage economic development. The development of workforce housing, especially on infill lots that are in close proximity to employment centers, should be a goal for this economic development tool

## 7.4 Local Plans and Programs

There are a variety of local, regional, and statewide economic development plans and tools available to municipalities to assist them with supporting existing businesses and recruiting new businesses. Many of these the City already takes part in. In addition, there are programs available for individual businesses to assist in start-up and expansion. At the state level, economic development takes on the form of creating a strategic framework that refines the state’s priorities, renews commitment to existing programs, and presents new programs.

Economic development tools include tax increment financing (TIF), low-interest business loans, and business incubators. Effectively using these tools requires an investment by the community to provide resources such as staff to organize and manage these tools, foster partnerships, and secure and manage funding.

Numerous other economic development plans and programs exist including:

### Wisconsin Housing and Economic Development Administration (WHEDA)

WHEDA offers many financial assistance programs to assist small businesses with low-interest loans and grants.

### Wisconsin Department of Administration (DOA)

The DOA offers some financial assistance programs to assist small businesses with low-interest loans and grants, and communities with grants to build infrastructure necessary to accommodate business development.

### Wisconsin Economic Development Corporation (WEDC)

The WEDC offers programs that help with many areas of business development, including business planning, initial capitalization, site selection, permitting, regulations, employee training programs, economic development tax credits, and expansion programs.

### Wisconsin Department of Transportation (WisDOT)

WisDOT has many programs that provide grants and loans to businesses and local communities for transportation related needs. The Transportation Economic Assistance and Development (TEA-Grant) Program, operated by WisDOT, offers grant money to communities or private businesses for transportation projects that will attract and retain businesses and jobs in the state of Wisconsin.

### West Central Wisconsin Regional Planning Commission (WCWRPC)

WCWRPC is an economic development district that was formed by the Economic Development Administration (EDA) of the U.S. Department of Commerce. This district comprises seven counties, including St. Croix. The WCWRPC is charged with maintaining and updating the region's Comprehensive Economic Development Strategy (CEDS) every five years. This report and its performance updates are submitted to the EDA and increase the opportunity for the cities in the region, such as Hudson, to be awarded federal grant funding for infrastructure improvements and business support. A primary goal of the WCWRPC is to strengthen community, county and regional infrastructure.

### Competitive Wisconsin, Inc.

Competitive Wisconsin is a nonpartisan coalition that engages business, higher education, agriculture, and labor and provides analysis and recommendations for action on issues affecting Wisconsin's economy and quality of life.

### St. Croix County Economic Development Corporation (SCEDC)

SCEDC provides services to St. Croix County businesses to facilitate business start-up, expansion, relocation, financing or workforce development. In addition to these activities, the SCEDC also maintains critical data on employment, financing and business activities. The SCEDC has resources available and offers partnerships to provide businesses with the following:

- The locations and availability of Industrial Sites, Business Parks & Buildings to help companies locate within St. Croix County and the City of Hudson.
- Financing and incentive programs that help start-ups and established businesses find capital investment vehicles and low-cost debt financing.
- Advocacy and outreach services to help forward pro-business and industry legislature throughout St. Croix County. The SCEDC will advocate for local infrastructure improvements as well as the application of innovative technologies within the St. Croix County area.



## 7.5 Goals, Objectives, and Policies

The economic development goals, objectives, and policies for the City of Hudson are shown below.

**Economic Goal:** Continue to diversify the City's economic base to improve resiliency to economic shocks and transformations that are outside the City's control.

**Objectives:**

1. Support skills training that meets industry needs.
2. Foster an atmosphere that encourages and supports entrepreneurial activity.
3. Continue to support Hudson's historic downtown as a unique and critical asset to the community's identity, and overall economic health and prosperity.
4. Encourage commercial and industrial manufacturing development that will provide a benefit to the community, such as long-term employment, services to the community, supply chain benefits, or other methods businesses can contribute to the City of Hudson's quality of life.

**Policies:**

1. Communicate with local businesses and the St. Croix County Economic Development Corporation (SCEDC) to identify skills gaps and training opportunities or other methods to close the skills gaps.
2. Review local regulations pertaining to home occupations and consider a process to encourage business growth while protecting the character of existing neighborhoods.
3. Work with local Hudson organizations, including churches and non-profits, to organize events and make available otherwise underutilized facilities to small businesses for entrepreneurship.
4. Work with SCEDC to target commercial, industrial, manufacturing developments that are synergistic to existing businesses and community infrastructure.

**Economic Goal:** Work to ensure current local employers remain viable and competitive in Hudson.

**Objectives:**

1. Work with local businesses to proactively address street and utility improvements and their impacts to business operations.
2. Promote regional conglomeration of local businesses. Market availability of sites to critical supply or service chain businesses.

**Policies:**

1. Foster key relationships with organizations seeking to improve the business climate in Hudson, including the SCEDC. Develop strategic directions with regard to promoting Hudson's business environment.

**Economic Goal:** Strategically target development to increase Hudson's regional economic competitiveness.

**Objectives:**

1. Promote public private partnerships with private developers to incentivize developments that retain and attract new businesses and employees.
2. Actively apply for grant funding that will improve the City's infrastructure.
3. Encourage the development of workforce housing that is within close proximity to employment centers.
4. Support a range of residential development types that will capture a larger share of western Wisconsin's population growth.

**Policies:**

1. Advertise incentives provided by the City's Tax Increment Financing districts to attract private developers to important redevelopment areas of the City.
2. Implement the expansion of the of the St. Croix Business Park to the south and/or east.
3. Advocate for the creation and production of mixed-use developments that can support start-up businesses and provide workforce housing options.
4. Identify areas where lacking or deteriorating infrastructure is impeding development and seek out grant funding that can improve these infrastructure gaps.

## 8 INTERGOVERNMENTAL COOPERATION ELEMENT



## 8 Intergovernmental Cooperation Element

### 8.1 Introduction

Intergovernmental cooperation is an important tool needed to operate municipalities in an efficient and cost-effective manner, as well as to control and promote growth in an orderly fashion for City of Hudson residents and businesses along with the adjacent units of government.

### 8.2 Existing Intergovernmental Agreements and Partnerships

#### 8.2.1 Intergovernmental Plans, Agreements, and Relationships

The City of Hudson currently does not have any cooperative boundary agreements in place as defined under State Statute 66.0307.

A regional master plan as defined under State Statute 66.0309 has been completed by the West Central Wisconsin Regional Plan Commission (WCWRPC). Completed in 2010 for a 20-year time horizon, this regional plan is advisory, but it's a valuable asset that guides multi-jurisdictional planning and development efforts in the region. With the regional comprehensive plan, WCWRPC seeks to advocate for responsible planning and facilitation of strong social, physical, and economic interaction between municipalities in the region. The document includes a plan implementation guide that includes planning best practices, county-level conditions and trends reports, and it serves as a blueprint for WCWRPC's planning efforts.

Other indirect relationships exist between neighboring jurisdictions: the Hudson School District St. Croix County; WCWRPC; Wisconsin Department of Natural Resources (WDNR); Wisconsin Department of Transportation (WisDOT); and several other State agencies. Enhancing the relationship of the City with all adjoining and overlapping jurisdictions can and will advance dialogue and actions necessary to ready the City for future changes in land use and growth pressures.

#### 8.2.2 Adjacent Jurisdictions

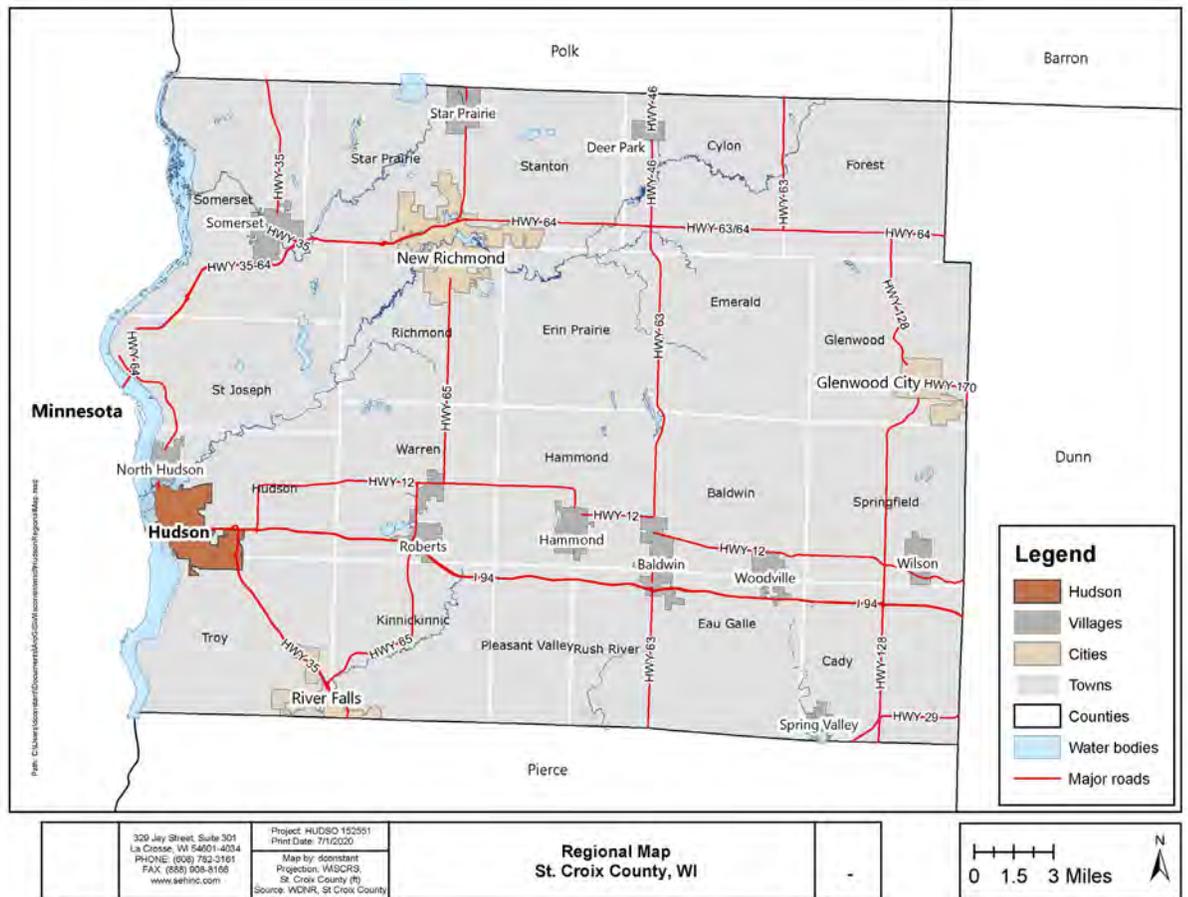
The City of Hudson is located in St. Croix County and borders the Towns of St. Joseph, Warren, Hudson, Troy, and the Village of North Hudson. A map with municipal boundary lines follows in Figure 8-1.

##### Village of North Hudson

The Village of North Hudson abuts the City of Hudson to the north and is separated from the City by Lake Mallalieu. North Hudson's estimated population is 3,803 (ACS, 2018).

The City of Hudson cooperates with the Village of North Hudson on sewer service area planning and existing water and sewer services. Cooperation also includes library services.

Figure 8-1 – Municipal Boundaries Map



### Town of St. Joseph

The Town of St. Joseph is located to the north of the Village of North Hudson and also abuts the City of Stillwater, Minnesota located west of the St. Croix River. St. Joseph’s estimated population is 4,119 (Demographic Services Center, Wisconsin Department of Administration, 2020). The City of Hudson cooperates with the Town of St. Joseph on library services and sewer service area planning.

### Town of Warren

The Town of Warren is located east of Hudson. The Village of Roberts is located within the Town of Warren. Roberts has an estimated population of 1,773 (Demographic Services Center, Wisconsin Department of Administration, 2020).

### Town of Hudson

The Town of Hudson abuts the City of Hudson to the east. The Town of Hudson is third largest population of all the cities, villages and towns in St. Croix County. The Town’s estimated population is 8,689 (Demographic Services Center, Wisconsin Department of Administration, 2020).

The City of Hudson cooperates with the Town of Hudson on extraterritorial zoning and plat approval, as well as sewer service area planning and shared roadway maintenance (including Carmichael Road). Cooperation also includes library services.

### Town of Troy

The Town of Troy is located to the south and east of the City of Hudson. Part of the Town of Troy is located in the School District of Hudson and part is located in the River Falls School District. The northern half of the City of River Falls is within the Town of Troy and St. Croix County. The Town's estimated population is 5,398 (Demographic Services Center, Wisconsin Department of Administration, 2020).

The City of Hudson cooperates with the Town of Troy on library services, and sewer service area planning.

### St. Croix County

The City of Hudson is the county seat for St. Croix County. Particular areas of partnership between the County and the City of Hudson include:

- Health and Veterans Services
- GIS and Land Information
- Economic Development and Assistance through the UW Extension Office
- Sewer Service Area Planning
- County Highway Maintenance
- Court System and Coordination between Sheriff Department, Hudson Police and Fire, and County Dispatch

## 8.2.3 Special Purpose Districts, Boards or Commissions

### Water Utility Commission

The Water Utility Commission was established as the policy and administrative board for the Water Utility serving the City of Hudson and Village of North Hudson.

### Joint Fire Board

The Joint Fire Board is comprised of representatives from the City of Hudson, Village of North Hudson and the towns of Hudson and Troy. A City of Hudson Common Council representative is assigned to the joint fire board. The Joint Fire Board collaborates to coordinate the provision of services to these areas. Future development in these communities has a direct effect on the city-run Fire Department.

### Community Access Board

This board is comprised of representatives of the City of Hudson, Village of North Hudson and the School District of Hudson and is assigned the responsibility of administering the local cable access franchise agreement and cable access network.

### Hudson Area Joint Library Board

The Hudson Area Joint Library Board administers the public library facilities for the City of Hudson, Village of North Hudson, towns of Hudson and St. Joseph and part of the Town of Troy.

### Hudson School District

The City of Hudson is located within the School District of Hudson. Four of the six elementary schools in the district, the middle school and the high school are located in the City of Hudson. One elementary school is located in North Hudson and one is located in the Town of St. Joseph.

The City of Hudson has an agreement with the school district for the provision of a staff liaison (police) officer. The City also partners with the School District on use of recreational and sports fields. The City assigns a member of the Common Council as a liaison representative to the School Board.

### Technical College District

The City of Hudson is located in the Northwood Technical College district. Northwood Tech facilities are located in New Richmond and River Falls.

## 8.2.4 Regional Agencies

### West Central Regional Plan Commission (WCWRPC)

The West Central Wisconsin Regional Plan Commission (WCWRPC) represents seven counties in western Wisconsin including St. Croix County. The other counties served by the Commission are Barron, Chippewa, Clark, Dunn, Eau Claire, and Polk. For over forty years, WCWRPC has acted as a government entity committed to assist in solving issues that cross municipal boundaries and multiple levels of government jurisdiction. Local elected officials serve on the Commission's Board. WCWRPC have technically skilled staff that aid communities with limited capacity to hire much needed full-time, expert technical staff of their own.

WCWRPC is designated as an Economic Development District by the Economic Development Administration. Planning and administrative services provided by WCWRPC include:

- Community Development
- Economic Development
- EMSI Analyst (labor market analysis)
- GIS Mapping & Graphic Visualization
- Grant Writing & Administration
- Hazard Mitigation & Preparedness
- Housing
- Placemaking
- Sustainability
- Transportation

## 8.2.5 State Agencies

The Wisconsin Department of Natural Resources (WDNR) and Wisconsin Department of Transportation (WisDOT) are the primary state agencies the City of Hudson coordinates with to achieve the goals and objectives of this Plan.

**WDNR** has a lead role in wildlife protection and the protection and sustained management of woodlands, wetlands, and other natural wildlife habitat areas. WDNR-monitored surface waters located in Hudson include the St. Croix River and Lake Mallalieu. The activities of the WDNR are discussed further in the Agricultural, Natural, and Cultural Resources Element of this Plan.

**WisDOT** is a key player in the planning and development of transportation facilities in the City of Hudson. The City will continue to coordinate with WisDOT with respect to decisions regarding all roadways under WisDOT jurisdiction, including I-94 and associated interchanges.

Open communication and participation in land use and transportation decisions, which may impact the City, is an important priority for intergovernmental cooperation in the future.

Other State of Wisconsin agencies the City of Hudson works with include the Department of Safety and Professional Services (DSPS), the Department of Revenue (DOR), the Department of Administration (DOA) and the Department of Agriculture, Trade and Consumer Protection (DATCP). Building construction and safety regulations are administered by DSPS. The DOR administers the assessment of real estate and oversees the tax increment financing districts (TIDs) throughout the state. The review of annexation petitions, platting, corporate boundary agreements, and preparation of comprehensive land use plans is conducted by DOA. DATCP works cooperatively with communities on licensing, consumer complaints and trade opportunities.

## 8.2.6 Nongovernmental Organizations

### Hudson Area Chamber of Commerce and Tourism Bureau

The Chamber of Commerce has existed in Hudson since 1953 and the office is located at 502 Second Street in downtown Hudson. The Chamber works closely with the City of Hudson to promote businesses, respond to business or tourist inquiries and to host special events to promote the Hudson area communities.

### St. Croix Business Park Corporation (SCBPC)

Organized in 1995, the membership is comprised of the City of Hudson, Xcel Energy and an at-large member. The SCBPC has developed and conducted the overall sale of land and general administration of the 250-acre business park. Assistance is provided to the SCBPC by the City of Hudson community development and finance departments.

### St. Croix Economic Development Corporation (SCEDC)

This non-profit organization was established in 1993 to assist municipalities to improve the business climate within St. Croix County. SCEDC's membership is comprised of governmental units and private sector representatives. The City of Hudson is a member of the SCEDC.

### Momentum West Wisconsin

A regional economic development organization was created in 2008 to serve the geographic area along the I-94 corridor. The organization provides assistance for talent attraction and business development opportunities in the region.

### 8.3 Opportunities for Collaboration

In the future, an open and continuous dialogue between the City of Hudson, St. Croix County, and other governmental jurisdictions will result in cooperative and mutually beneficial efforts. These efforts are critical to the future planning and development of public and shared services. Without the coordination and cooperation of local governmental jurisdictions, decisions critical to preserving and enhancing local and regional characteristics, activities, and natural resources will be compromised.

As growth and land use changes continue in the area, development in the City of Hudson may be a contentious topic to neighboring property owners and surrounding communities. Collaboration with communities in the region to attract new development and retain existing businesses is vital. Continued work with adjacent jurisdictions towards cooperative boundary agreements would also reduce contention and potential conflict.

The City of Hudson will seek to cooperate with all neighboring municipalities, the County, State agencies, and the school districts for mutual benefit. To ensure compatibility with the planning goals and objectives identified in the City of Hudson's Comprehensive Plan, the City will share their plan with adjacent communities and agencies and would like to participate in future planning efforts with these entities.

#### Conflict Resolution Procedures

The City of Hudson recognizes the importance of coordinating with neighboring communities. If conflicts arise, initial attempts to resolve such conflicts could involve written or face-to-face communication between elected or appointed community officials. If these efforts do not result in a mutually satisfactory agreement, more formal conflict resolution methods could be explored, such as mediation or arbitration. Alternative dispute resolution techniques are available as described in Wisconsin State Statutes 802.12.

### 8.4 Goals, Objectives, and Policies

The goals, objectives, and policies in this Section reflect on how intergovernmental cooperation can be used to help the City achieve its vision.

**Intergovernmental Cooperation Goal:** Communicate and collaborate with adjacent municipalities.

#### Objectives:

1. Seek ways to work to improve quality of life in Hudson, including coordinated economic development strategies and cost-effective services and facilities.
2. Work cooperatively with St. Croix County on Hazard Mitigation planning efforts.
3. Continue to support multi-jurisdictional and non-profit efforts to improve the St. Croix River corridor through the implementation of best management practices.
4. To provide for the safe, convenient, and accessible movement of people for all modes of transportation.

**Policies:**

1. Periodically analyze capacities and locations of park and ride facilities for workers to nearby municipalities.
2. Work with adjacent jurisdictions to protect groundwater quality.
3. Adopt a policy for notifying surrounding municipalities of projects or developments when adjacent.
4. Consider creating boundary agreements with adjacent municipalities regarding growth and land uses.
5. Coordinate with adjacent municipalities on the extension and connection of regional trails and bike paths.

## 9 LAND USE ELEMENT



# 9 Land Use Element

## 9.1 Introduction

The Land Use Element is intended to provide important background data, analyze trends, and define future needs related to land use. This information will serve as the foundation for the development of goals, objectives, policies, and actions. This element must be defined and utilized in conjunction with the other eight comprehensive planning elements and will serve as a guide to future growth and development in the City of Hudson.

Defining appropriate land uses involves more than making ecological and economical choices. It is also about retaining values, lifestyles, cultural assets, and community character. The planning of future land uses is sometimes perceived as an intrusion on the rights of private property owners. The actual purpose of land use planning is to ensure land use decisions made by individuals do not negatively impact the land rights and quality of life of others. Land use planning provides landowners, citizens, and local communities the opportunity to define their own priorities.

Many Wisconsin communities are facing problems due to unplanned growth such as pollution, a loss of community character, traffic congestion, and sprawling development. Infrastructure and maintenance costs continue to encumber local units of government. By giving communities the opportunity to define the way they wish to grow by developing a “vision” to reach that target, the magnitude of these problems can be reduced.

This section contains a listing of the amount and type of existing uses of land and discusses opportunities for development within the City of Hudson. This section analyzes existing trends with land uses and contains a future Recommended Land Use Map that identifies the City of Hudson’s vision for the future land uses.

The previous land use plan was developed for the 2009 Comprehensive Plan. It has been updated periodically with the most recent changes made in 2018.

### How to Use this Plan:

- All development and redevelopment within the City should be reviewed against the goals and policies of the comprehensive plan.
- City boards should review this document and the policies within at the beginning of each year to determine if an amendment is necessary.

### How to Amend this Plan:

- Amending a section of the Comprehensive Plan is a normal process.
- Before any amendment is approved, adequate public review should take place.
- To ensure that the process is transparent and participatory, invite the public to an informational meeting prior to the public hearing.

## 9.2 Land Use Summary

Overall, the intensity and density of all land use activities is mixed in the City. The I-94 corridor divides the City between north and south and it's envisioned to continue to be one of the commercial and industrial hubs for the City. Hudson anticipates growth to occur around the City but primarily to the southeast with residential and industrial uses. Development may occur due to infill, annexation of developed areas, and/or annexation of undeveloped areas that would develop.

Over the next 20 years, it is anticipated that overall density will increase, with a focus on encouraging planned industrial and commercial growth in the I-94 corridor and new residential development in the southeast area of the City.

## 9.3 Existing Land Uses

Since the last comprehensive plan was completed in 2009, there has been a significant change in land uses within the City. Table 9-1 illustrates the percentage of land uses from 1993 to 2009 to 2018.

Table 9-1 – Percentage of Existing Land Uses

Land Use Category	1993	2009	2018
Single Family Residential	23.2%	25.0%	40.2%
Multiple Family Residential	3.2%	9.0%	0.0%
Commercial	11.0%	17.0%	16.8%
Industrial	4.4%	10.0%	8.5%
Public	-	5.0%	2.8%
Institutional	6.7%	7.0%	9.3%
Park	4.7%	6.0%	3.3%
Conservancy	-	1.0%	3.5%
Open/Farmland	28.5%	-	-
ROW or No Data	18.3%	20.0%	15.4%

Over the past ten years, there has been a steady increase in residential development. New residential developments in the southwestern and northeastern portion of the City have created additional housing options. Commercial and industrial uses have seen a slight increase; however, those averages are above those found within St. Croix County. New categories for public and institutional uses were established for the 2009 Comprehensive Plan.

## 9.4 Land Demand and Prices

Land sales and prices can indicate changes in an economy and land use patterns. Particularly when agricultural and forested lands are sold and converted to alternative land uses, it is important to see if there is a desire to shift some of these lands to more intense uses, such as residential, commercial, or industrial.

The table below compares equalized values by real estate class from 2010 to 2020. The biggest change during this ten-year period was in the growth of industrial land uses, the value of which

increased by 173%. The value of commercial land uses grew by almost 63% during this time period while residential grew by 57%.

Table 9-2 – Percentage of Existing Land Uses (2010-2020)

Real Estate Classes	2010 Equalized Value	2020 Equalized Value	Percent Change Since 2010
Residential	\$946,291,400	\$1,488,790,100	57.3%
Commercial	\$422,708,600	\$688,616,900	62.9%
Manufacturing	\$33,135,800	\$90,360,600	172.7%
Agricultural	\$0	\$4,200	420000.0%
Ag Forest	\$0	\$42,300	4230000.0%
<b>Real Estate Totals</b>	<b>\$1,402,135,800</b>	<b>\$2,267,814,100</b>	<b>61.7%</b>
<b>Personal Property Total</b>	<b>\$44,239,700</b>	<b>\$49,429,400</b>	<b>11.7%</b>
<b>Aggregate Equalized Value</b>	<b>\$1,446,375,500</b>	<b>\$2,317,243,500</b>	<b>60.2%</b>

*Source: WI Department of Revenue, Statement of Changes in Equalized Values by Class & Item*

Looking at the equalized value of land per acre, the table below identifies value by land use category. By acreage, Hudson is composed primarily of residential and commercial land uses. However, the equalized value per acre for residential land uses, at \$1,139,700 per acre, far exceeds that of commercial, at \$677,000 per acre. Manufacturing land uses in Hudson are valued at approximately \$559,000 per acre.

Table 9-3 – Equalized Land Value per Acre (2020)

Real Estate Class	Total Number of Acres	2020 Total Equalized Value (Real Estate & Personal Property)	Equalized Value Per Acre
Residential	1,294	\$1,488,790,100	\$1,150,533
Commercial	1,053	\$734,176,700	\$697,224
Manufacturing	166	\$94,230,200	\$567,652

*Source: WI Department of Revenue, Statement of Merged Equalized Values*

To further evaluate land use by valuation, a mapping analysis was performed to identify the location of the highest valued residential properties and the highest valued residential properties by acre. The same analysis was performed for commercial properties.

Figure 9-1 – Residential  
Parcels by Assessed Value

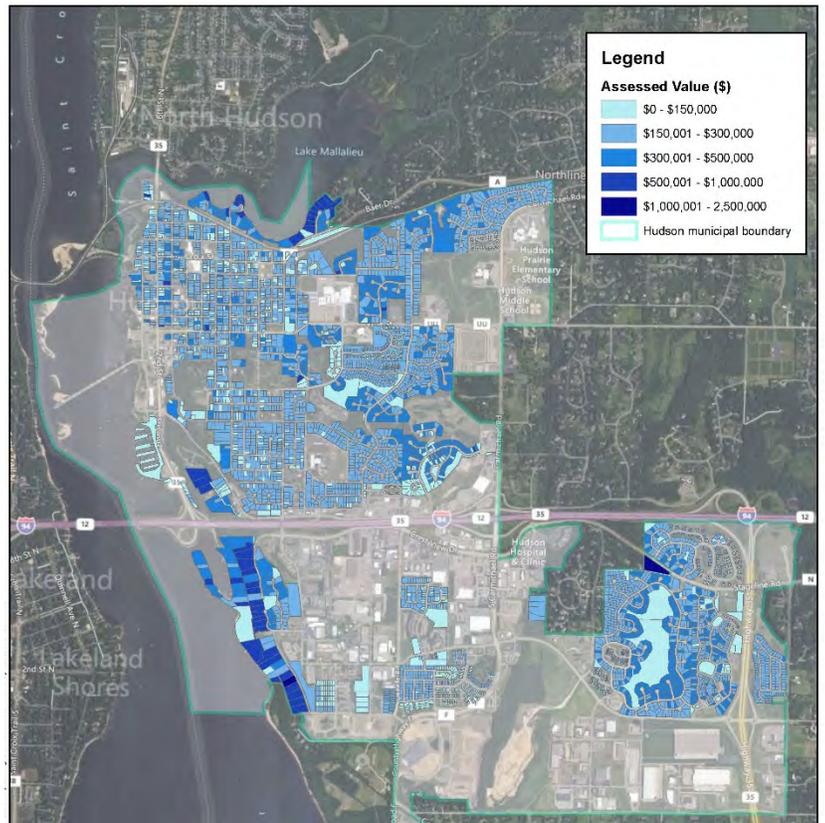


Figure 9-2 – Residential  
Parcels by Assessed Value  
Normalized by Assessed Acres

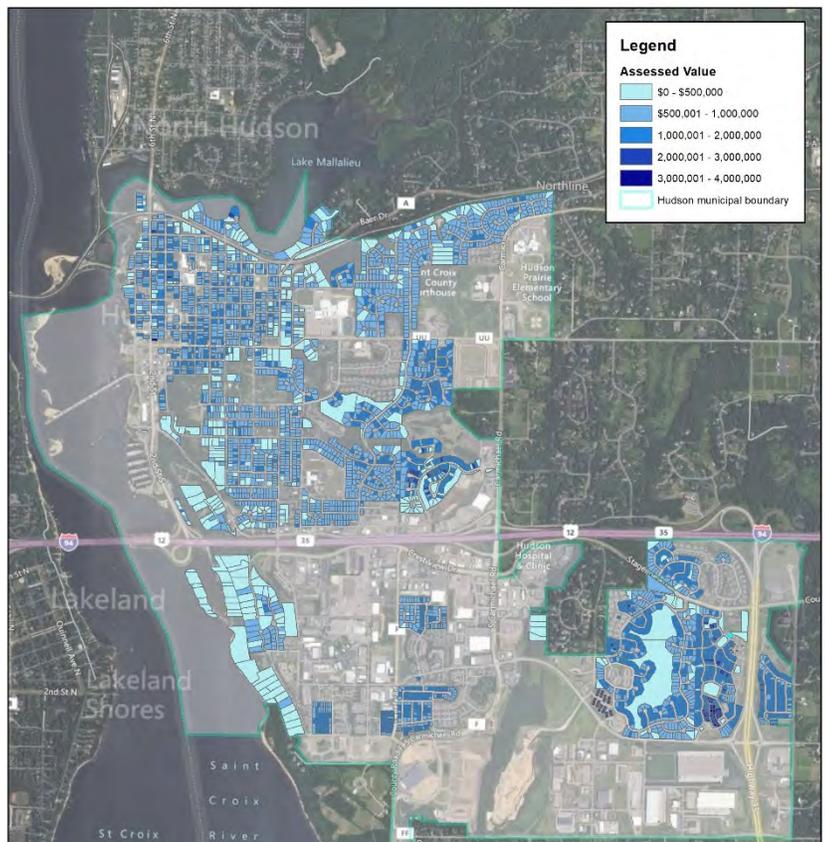


Figure 9-3 – Commercial  
Parcels by Assessed Value

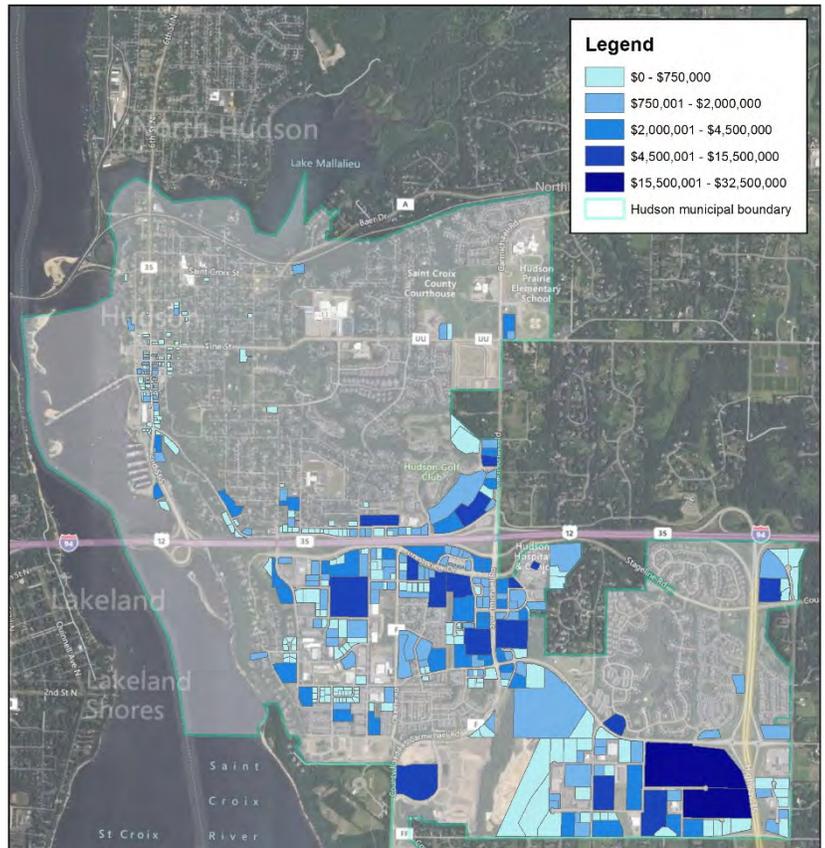
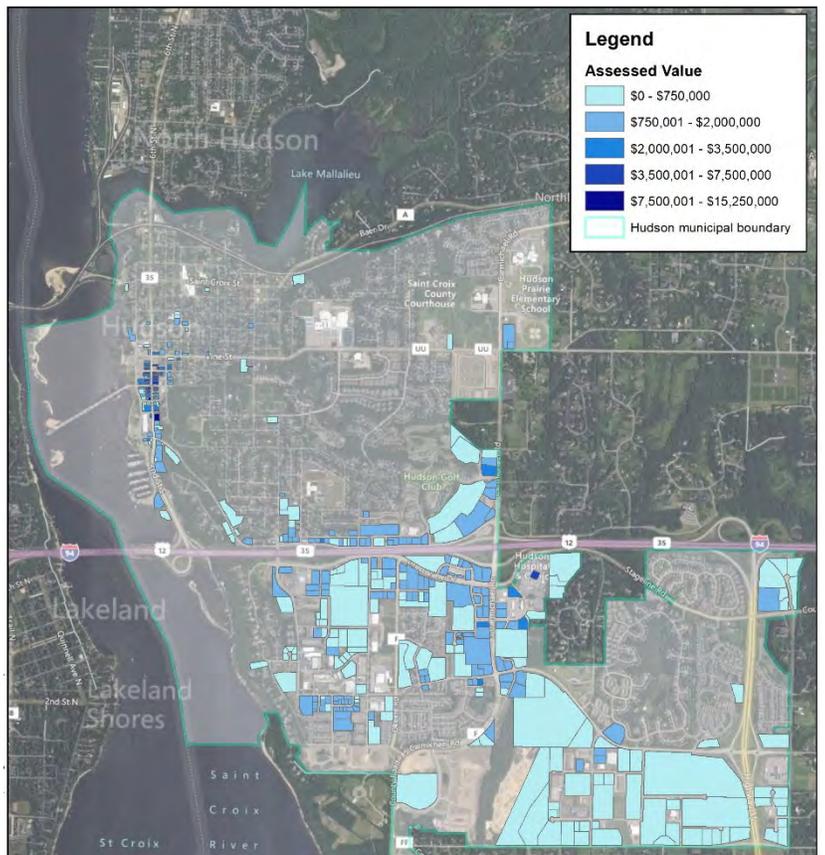


Figure 9-4 – Commercial  
Parcels by Assessed Value  
Normalized by Assessed  
Acres



## 9.5 Projected Population, Housing Units and Household Size

The City of Hudson's estimate population in 2020 was 14,091, according to the Wisconsin Department of Administration. From the 2010 Census identifying 12,719 residents, the City gained 1,372 people between 2010 and 2020. Looking at population projections, by 2030 the City is anticipated to grow to a population of 8,810, indicating an increase of 4,719 residents. Additional detail may be found in Section 2.4: Population and Demographics.

Over the past ten-years, the number of persons per acre increased. In 2010, Hudson had 2.94 persons per acre, while in 2019, Hudson had 3.18 persons per acre.

The average household size in the City of Hudson was 2.36 persons per housing unit in 2010. For St. Croix County, the average size was larger at 2.63 persons per housing unit. Over future decades, the average persons per housing unit is anticipated to decrease. By 2030, the City of Hudson's average household size is anticipated to be 2.21.

The City of Hudson experienced growth in the total number of housing units by 6% between 2010 and 2019, with 343 new housing units (occupied and unoccupied). The City of Hudson is projected to see an increase of 1,586 households between 2020 and 2030, an increase of 24%, according to estimates from the Wisconsin Department of Administration.

## 9.6 Future Land Use Trends

### 9.6.1 Residential Development

Based on the population projected for 2020 to 2030, a demand of 1,586 housing units or approximately 160 dwelling units per year are needed.

A couple of newly created subdivisions within the city corporate limits include Park Place (within the St Croix Meadows development) and Bella Rose (within the Carmichael/ Vine development). In Park Place, 12 single family homes, 10 twin homes and 32 rowhomes have been platted of which all single-family homes and 4 twin homes have received building permits as of March 5, 2021. Within Bella Rose, 40 single family homes, one market rate 55-plus age restricted apartment building with 110 units, and one market rate apartment building with 110 units, have been platted, of which 12 single family homes have received building permits as of March 5, 2021. Full build out of all single- and two-family dwellings is anticipated to take two years. Full build out of multi-family dwellings and rowhomes is expected to take longer dependent upon developer interest.

New subdivisions and/or developments would also be required to accommodate the projected population growth. The amount of land to accommodate the balance of projected housing units is dependent on future residential densities. A range of three (3) to eight (8) units per acre can be applied, based on prior development densities experienced within the city. Based on that range of densities, the amount of land required for residential development between 2020 and 2030 would be 198 acres (with 8 units per acre) to 529 acres (with 3 units per acre).

As shown in Table 9-1, the total amount of residential acreage assessed between 2015 and 2020 increased by 138 acres.

From the period of 2010 through 2020 the average number of dwelling units constructed in the city of Hudson was 56 units per year. During this period, the lowest number of dwelling units constructed was experienced in 2011 with 37 units. In contrast the high number of dwelling units constructed was in 2017 with 97.

Areas of residential development in the future will include the Carmichael Road corridor north of I-94 and an area along the CTH F corridor south of the River Crest Elementary School.

Table 9-1 – Change in Total Acres by Real Estate Class (2015-2020)

Real Estate Class	2015 Total Number of Acres	2016 Total Number of Acres	2017 Total Number of Acres	2018 Total Number of Acres	2019 Total Number of Acres	2020 Total Number of Acres	2015-2020 Difference
Residential	1,156	1,156	1,200	1,203	1,208	1,294	138
Commercial	1,154	1,140	1,045	1,044	1,050	1,053	(101)
Manufacturing	119	121	124	124	127	166	47
<b>Total</b>	<b>2,429</b>	<b>2,417</b>	<b>2,369</b>	<b>2,371</b>	<b>2,385</b>	<b>2,513</b>	<b>84</b>

*Notes: Table excludes agricultural and other minor real estate classes.*

*Source: Wi Department of Revenue, Statement of Assessment*

## 9.6.2 Commercial Development

The amount of demand for commercial land is difficult to project but looking at the period of 2015 to 2020 the amount of commercial property assessed between 2015 and 2020, decreased by 101 acres. Reviewing the amount land assessed as commercial, 1,053 acres was identified in 2020 within the City of Hudson.

Future expansion of commercial land uses is anticipated through the development of undeveloped or underdeveloped lands, including along the Carmichael Road corridor from I-94 to Vine Street for potential expansion of the commercial base. Redevelopment of existing commercial properties in the downtown area and existing commercial properties on “the hill” are anticipated and may slow the expansion of the corporate boundaries and extension of municipal sanitary sewer, storm sewer and water utilities.

## 9.6.3 Industrial Development

Approximately 21.68 acres of industrial land within the City of Hudson are not developed. Of this, 13.98 acres are located in the St. Croix Business Park and 7.7 acres are located in St. Croix Business Park East. Other possible locations for future industrial development include the expansion of the St. Croix Business Park to the south and/or east, and the potential conversion of undeveloped commercial properties to industrial and mixed-use commercial/industrial business parks.

## 9.7 2040 Future Land Use Map

### 9.7.1 Summary

The 2040 Future Land Use Map will be used to guide future development within the City of Hudson. Land-use related decisions, such as zoning, land division, and annexations are to be consistent with this Plan. Defining future land uses involves making ecological and economical choices, but also considers cultural assets and community character. The City's 2040 Future Land Use Map has been updated with recommendations for future land uses in the City.

Future development in Hudson will generally continue in three forms:

- New infill development of vacant properties within the City where municipal services are available.
- Redevelopment of existing parcels where older developments now exist.
- New development in areas annexed to the city of Hudson.

The designations made in the Town of Hudson and Town of Troy will be used for general guidance as properties are being considered for annexation to the City of Hudson. Policies for "extraterritorial" areas in the Towns of Hudson and Troy are presented later in this chapter.

### 9.7.2 2040 Future Land Use Districts

The following land use categories were utilized for the 2040 Future Land Use Map. Most of these land use categories are also those used in the 2030 Future Land Use Map adopted in 2009, which is being updated through this Comprehensive Planning process. Most of the land use categories remain the same for consistency.

Future land use areas and zoning districts are different. Zoning districts contain specific requirements and standards for the development of land, such as height limitations, setbacks, and types of uses. The land use classifications are meant to be more general, allowing for greater flexibility in making land use and zoning decisions.

The land use category found on the 2040 Future Land Use map, and listed below, outline the general purpose of each district.

#### **Single and Two Family Residential**

This classification provides for development of one to six dwelling units per acre. Such areas are largely comprised of single family detached dwellings.

#### **Medium Density Residential**

Dwelling types within this classification include single-family residential, duplexes, attached dwelling and multiple residential dwelling units. Medium density residential includes a density range of 6 dwelling units per acre to 16 dwelling units per acre.

#### **High Density Residential**

The density range within this land use classification is between 17 and 44 dwelling units per acre.

#### **Recreational Commercial**

This land use is intended to allow those uses that promote the development or redevelopment of indoor or outdoor recreational or cultural activities.

**Neighborhood Commercial**

The neighborhood commercial land use classification is intended to provide small scale commercial retail that is pedestrian- and auto-oriented. New or redevelopment uses within the neighborhood commercial land use district will be required to provide a comprehensive pedestrian-shed plan.

**Downtown Commercial**

The downtown commercial area includes a mix of office, retail, institutional and open space in which development abides by the Downtown Overlay Zoning District.

**General Commercial**

This commercial area contains retail uses intended to serve the community and surrounding areas.

**Industrial**

This land use category emphasizes office, manufacturing, warehousing, processing and assembly of goods.

**Conservancy District**

The purpose of this district is to promote the long-term protection of natural areas within the City of Hudson.

**Park**

This area includes park and recreational areas, natural corridors, drainage ways, and other open spaces that are used by the public.

**Public**

This category consists of properties owned by the City of Hudson and the Parks Department including City Hall, police, fire, Public Works, public library, and other city-owned property.

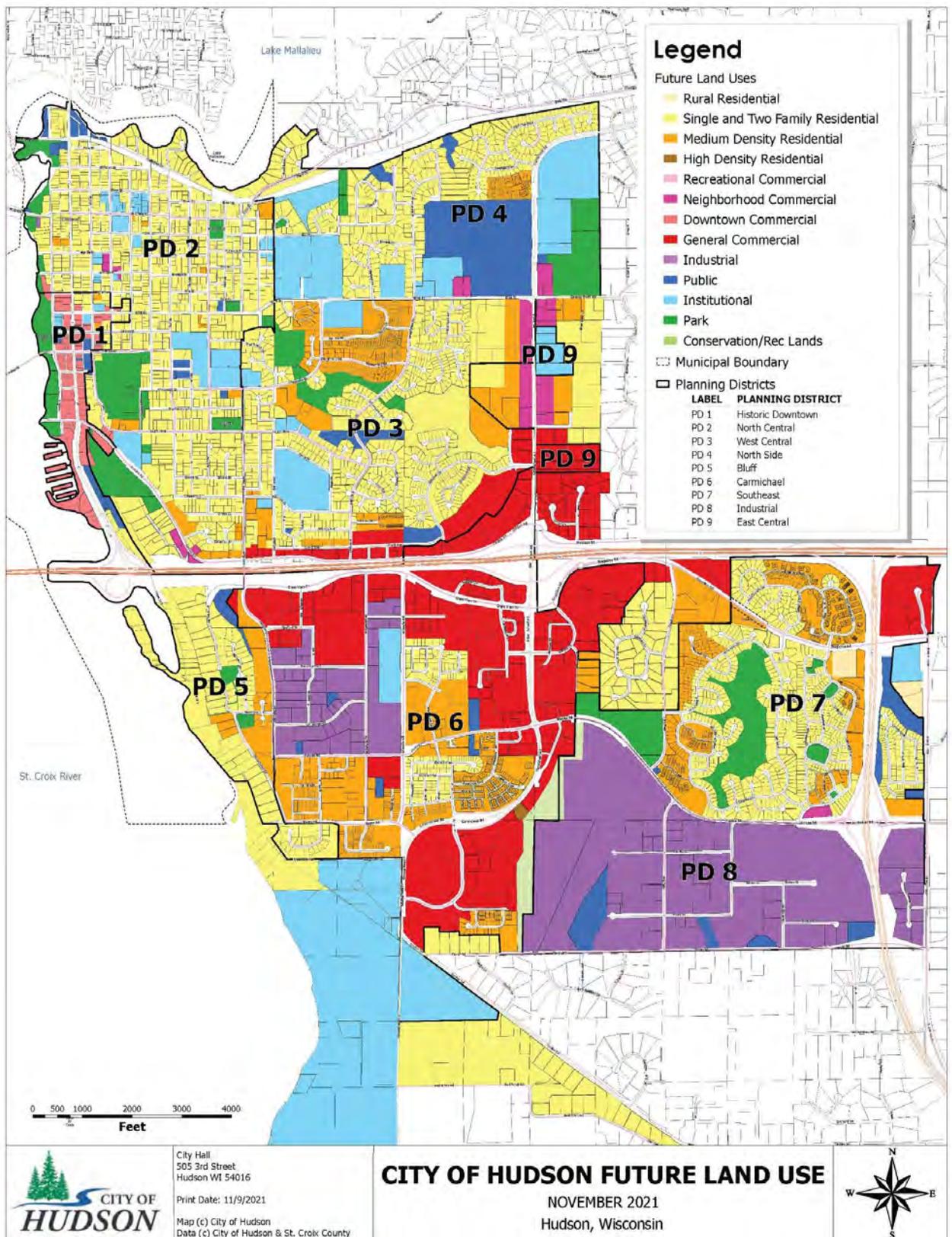
**Institutional**

Institutional areas within Hudson include most educational facilities, schools, cultural institutions, and religious institutions.

### 9.7.3 2040 Future Land Use Map

The City's 2040 Future Land Use Map has been updated with recommendations for future land uses in the City. A small image may be found in Figure 9-1. A full-page map may be found in Appendix A. Land-use related decisions, such as zoning, land division, and annexations are highly recommended to be consistent with this Plan.

Figure 9-5 – 2040 Future Land Use Map (Thumbnail Picture)



## 9.7.4 Summary of 2040 Future Land Uses

The 2040 Future Land Use Map categorizes lands in the City into 12 land use categories. Significant changes between the 2030 Future Land Use Map and the 2040 Future Land Use Map include the following:

- An increase in the amount of land in all Residential land use categories.
  - Single and Two Family Residential increased by 153.43 acres, or 2.46%. Notable areas of additional single family land use were added within Planning Districts 3 (Carmichael Ridge PRD, and the Bella Rose PRD), 5 (Summit Ridge Development), 6 (Park Place Village PRD), and 7 (Heritage Greens Neighborhood Commercial properties were converted to Single and Two Family Residential).
  - Multiple Family Residential increased by 101.2 acres, or 1.94%. This increase in Multiple Family Residential is found in Planning Districts 3, (Bella Rose PRD includes two 110-unit multi-family buildings; one for apartments, the other for senior living), 6 (Southpoint Development, and Park Place Village PRD), and 7 (the parcel at the corner of Hanley Road and Old Highway 35 was converted from General Commercial to Medium Density Residential).
- Commercial land uses decreased by 133.9 acres, or 3.82%.
  - Part of this change occurred in Planning District 7 (Southeast) where Neighborhood Commercial and General Commercial were amended to be Single and Two Family Residential and Medium Density (Multiple Family) Residential respectively.
  - However, some notable increases in Commercial land uses can be found within Planning District 7, where three parcels of annexed land became General Commercial along Darnold Drive, and within Planning District 6 (Carmichael) which saw a land use change from Public to General Commercial along I-94 at the Hudson Center Development site.
  - Planning District 3 (West Central), where the Hudson Golf Course was situated north of I-94, was altered into the Carmichael Ridge Development where previously designated Neighborhood Commercial land was amended to Single and Two Family Residential as well as General Commercial. Also within Planning District 3, the Bella Rose Development was annexed into the City in 2020 and added 8.75 acres of Neighborhood Commercial land use.
  - Planning District 2 (North Central) saw a minor update at the location of Orange and 4th Street in which some Public land uses were updated to be Neighborhood Commercial. Planning District 9, East Central, added General and Neighborhood Commercial along Carmichael Road.

- And in Planning District 1 (Historic Downtown), some Single- and Two-Family land uses were converted to Downtown Commercial along 1st Street adjacent to Lakefront Park.
- An increase in the amount of land designated for the Industrial land use category occurred within Planning District 8 (Industrial), the St Croix Business Park where General Commercial was amended to Industrial.
- Industrial land uses increased by 141.49 acres, or 2.82%.
- Planning Districts 5, 6, and 7 were expanded due to annexations of land into the City. Annexations that occurred east of Carmichael Road were added into the new East Central Planning District (Planning District 9). With the addition of Planning District 9, Planning District 3's name was amended from Central to West Central.

A summary of acreage by land use category follows in the table below.

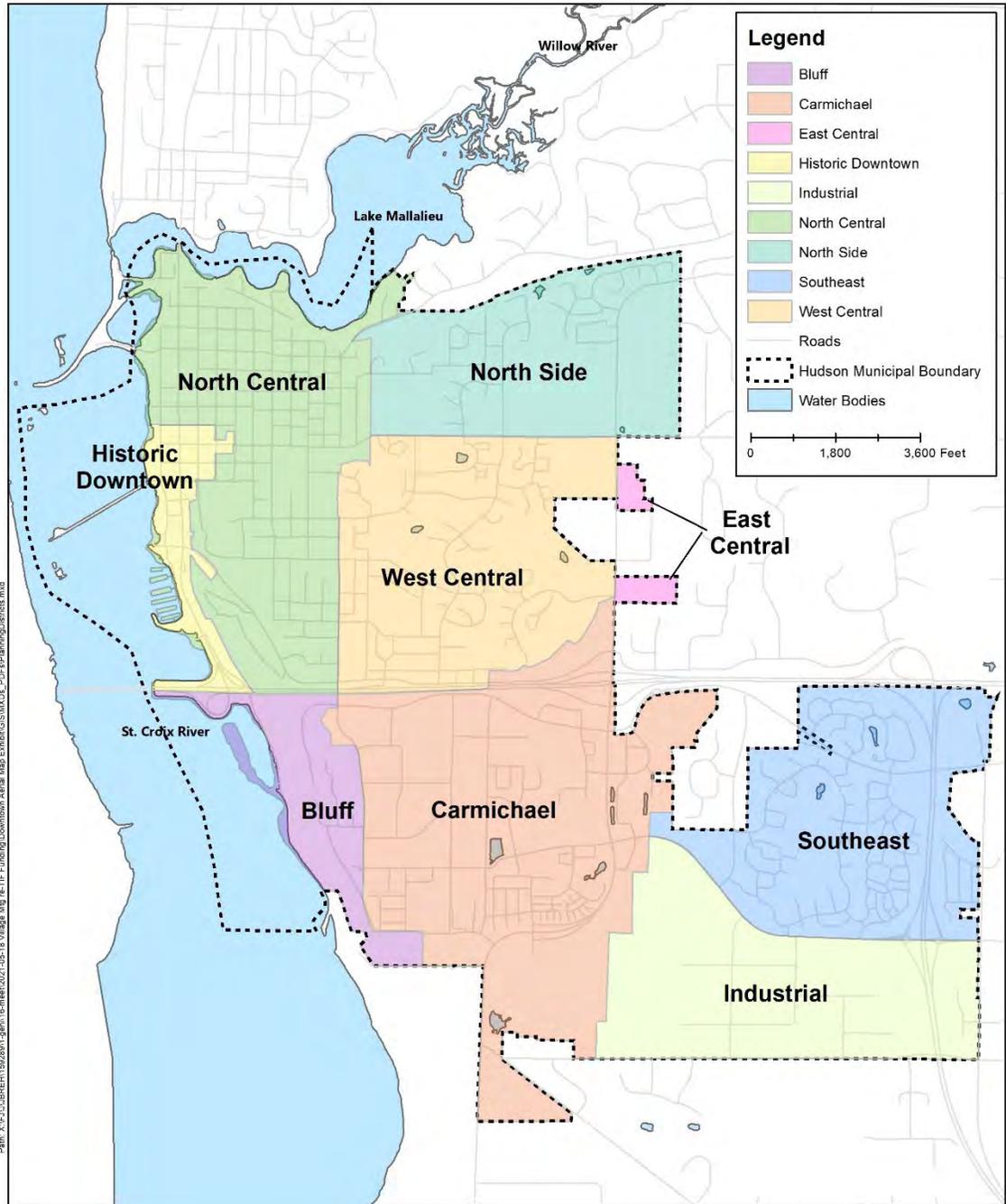
Table 9-2 – Acreage Change from 2030 to 2040 Future Land Use Maps

Land Use Category	2030 Future Land Use Map (2009)		2040 Future Land Use Map (2021)	
	Total Acres	Percent of Total	Total Acres	Percent of Total
Single Family Residential	1,039	25%	1,181	27%
Multiple Family Residential	374	9%	475	11%
Commercial	706	17%	589	13%
Industrial	416	10%	557	13%
Public	208	5%	175	4%
Institutional	291	7%	275	6%
Park	249	6%	230	5%
Conservancy	42	1%	30	1%
Open/Farmland	-	0%	-	0%
ROW or No Data	831	20%	863	20%

## 9.8 Planning Districts

To assist future land use decisions pertaining to both new development and redevelopment opportunities within the City of Hudson, the following planning districts have been delineated. The location of these districts has been determined based upon geographical location, the arrangement of similar land uses, and/or by physical barriers such as major streets, highways or water bodies. Within each planning district, there is an introduction to its geographic location and character, an outline of land uses within it, a land use map and planning recommendations.

Figure 9-6 – Hudson Planning Districts



Path: X:\F\JUL\BREH\1502861\sgen\15-meet\2021-05-18 Village Mtg re: ITP Funding\Downlow Aerial Map Exhibit\GIS\MXD\_PDFs\PlanningDistricts.mxd

## 9.8.1 Planning District 1: Historic Downtown District

Planning District 1 (Historic Downtown) = 131.492 acres

- *single and two family residential* = 11.267 acres
- *medium density residential* = 1.119 acres
- *downtown commercial* = 45.828 acres
- *public* = 7.689 acres
- *institutional* = 2.670 acres
- *park* = 16.762 acres

TOTAL: 85.335 acres

ROW: 46.157 acres

The Historic Downtown District includes much of the historic downtown area of Hudson. The Historic Downtown District is bounded by I-94 to the south, the St. Croix River to the west, Elm Street to the north and most of 3rd Street to the east.

The recommendations for the Historic Downtown District:

- Maximize connections and views to the St. Croix River and implement improvements as described in the Waterfront Vision Plan.
- Continue to utilize the existing Tax Increment Finance District 6 to help provide funding for added plan and design quality features, distributed parking garages, and other leverages.
- Enforce the Downtown Overlay District to continue employing mixed-use shared parking requirements under the Urban Land Institute's (ULI's) 2005 Shared Parking Publication.
- Create incentives for public/private partnerships for parking.
- Provide a pool of parking spaces for the downtown properties/businesses that have limited land available for needed parking spaces.
- Promote valet parking.
- Consider a future parking deck or a mixed-use parking building.
- Expand bike facilities downtown, including lanes and parking.
- Provide incentives for the multiple-use application of buildings.
- Expand the resident population and housing choices downtown.
- Create and maintain private/public plazas, connections, and spaces, including a small pocket park, garden and seating spaces.
- Provide incentives to encourage property owners to work together.
- Seek additional funding sources for Downtown design enhancements and improvements.
- Preserve the historic architecture of buildings within this district through a historic overlay district.
- Maintain / preserve current building height, massing and scale limits.
- Consider actively seeking and encouraging a small grocery in downtown to serve residents and employees.

## 9.8.2 Planning District 2: North Central District

Planning District 2 (North Central) = 705.3 acres

- *single and two family residential* = 370.294 acres
- *medium density residential* = 28.065 acres
- *neighborhood commercial* = 5.433 acres
- *downtown commercial* = 3.055 acres
- *industrial* = 0.388 acres
- *public* = 10.787 acres
- *institutional* = 35.963 acres
- *park* = 68.369 acres

TOTAL: 522.354 acres

ROW: 182.946 acres

The North Central District encompasses the area surrounding the historic downtown and contains a traditional grid neighborhood pattern. The district is bounded by the North Hudson District to the north, by the Historic Downtown District and the St. Croix River to the west, by 11th and 13th Streets to the east, and I-94 to the south. The primary use is single-family residential of mature character and the area is guided for single-family residential in the future as well.

Recommendations for the North Central District are:

- Promote medium density (3 to 12 units per acre) residential land uses in areas abutting the Historic Downtown District.
- Develop architectural standards for future redevelopment.
- Promote private reinvestment and housing maintenance within the district through zoning flexibility.
- Expand housing choices.
- Consider mixed use zoning as a redevelopment option for homes within the district in transition areas.
- Expand pedestrian and bicycle connections to the downtown, the St. Croix River, parks and other destinations, including through bike lanes and pedestrian crossings.

## 9.8.3 Planning District 3: West Central District

Planning District 3 (West Central) = 632.789 acres

- *single and two family residential* = 285.439 acres
- *medium density residential* = 108.929 acres
- *recreational commercial* = 6.581 acres
- *neighborhood commercial* = 7.257 acres
- *general commercial* = 42.014 acres
- *public* = 13.579 acres
- *institutional* = 44.768 acres
- *park* = 26.794 acres

TOTAL: 547.97 acres

ROW: 97.622 acres

Formerly referred to as the Central District, the West Central District is centrally located in Hudson and contains mostly single-family homes in a suburban pattern. The district is bounded by Vine Street on the north, Carmichael Road on the east, by commercial uses on the south, and by 11th Street and single-family residential uses on the west. The primary use in this area is single-family residential and is guided for areas of single-family residential, as well as areas of recreational and highway commercial uses in the future.

Recommendations for the West Central District are:

- Provide safe pedestrian and bicycle connections to the Carmichael District (Planning District 6), as well as the school within the District, including through the use of bike lanes, pedestrian crosswalks, and expanded sidewalk networks.
- Encourage reinvestment in residential neighborhoods to provide additional workforce housing.
- Promote housing maintenance within the district through zoning flexibility, housing rehabilitation incentives and code enforcement.
- Encourage redevelopment and reinvestment in the Ward Avenue commercial corridor to maintain the vibrancy and vitality of the corridor.
- Strong encourage neighborhood accessibility of the Ward Avenue commercial corridor including through development standards for neighborhood scale and ease of access for pedestrian and bicycle customers.
- Prioritize improvements to Carmichael Road from the County Government Center to Hanley Road to increase capacity and improve safety, as development continues to occur in Hudson.

## 9.8.4 Planning District 4: North Side District

Planning District 4 (North Side) = 481.978 acres

- *single and two family residential* = 158.837 acres
- *medium density residential* = 10.213 acres
- *neighborhood commercial* = 6.525 acres
- *public* = 86.506 acres
- *institutional* = 121.509 acres
- *park* = 38.117 acres

TOTAL: 421.707 acres

ROW: 60.271 acres

The North Side District is located in the northeastern area of Hudson and features primarily single-family residential uses in a suburban pattern. The district is bounded by North Hudson to the north, by the Town of Hudson to the east, by Vine Street and the Town of Hudson to the south, and by 13th Street to the west. The primary use in this district is single-family residential and is guided for single-family uses.

Recommendations for the North Side District are:

- Require pedestrian and bicycle infrastructure to connect to existing networks through the use of bike lanes, pedestrian crosswalks, and expanded sidewalk locations. Connectivity to be required with new development and incorporated into reconstruction plans for

existing street networks.

- Require new development to provide connectivity to the existing street network, as well as the anticipated future street network. New cul-de-sacs should be discouraged unless higher design standards are incorporated into the overall neighborhood design including trails, pocket parks, or passive park areas.
- Prioritize improvements on Carmichael Road to/from the County Government Center to increase capacity and improve safety, as development continues to occur in Hudson.

## 9.8.5 Planning District 5: Bluff District

Planning District 5 (Bluff) = 207.168 acres

- *single and two family residential* = 125.745 acres
- *medium density residential* = 37.935 acres
- *public* = 5.318 acres
- *park* = 5.077 acres

TOTAL: 174.075 acres

ROW: 33.093 acres

The Bluff District is located along the scenic St. Croix River in southwest Hudson and features primarily single-family homes. The area is bounded by I-94 to the north, Heggen Street and commercial/industrial uses to the east, by the Town of Troy to the south, and by the St. Croix River on the west. The primary use in this district is single-family residential of mature character and is guided for single-family residential.

Recommendations for the Bluff District are:

- Integrate residential development with existing environmental features in an effort to protect and preserve the scenic national waterway. This includes more stringent run-off standards to lessen erosion.
- Promote private reinvestment and housing maintenance within the district through zoning flexibility, housing rehabilitation incentives and code enforcement.
- Develop higher design standards for development and redevelopment of this area. These include LEED architecture standards and dark-sky standards due to the scenic location on the St. Croix River.

## 9.8.6 Planning District 6: Carmichael District

Planning District 6 (Carmichael) = 1,018.752 acres

- *single and two family residential* = 34.988 acres
- *medium density residential* = 168.140 acres
- *high density residential* = 1.567 acres
- *general commercial* = 420.869 acres
- *industrial* = 104.022 acres
- *public* = 8.179 acres
- *institutional* = 57.402 acres
- *conservation/rec lands* = 23.532 acres

TOTAL: 818.568 acres  
ROW: 200.184 acres

The Carmichael District is located along I-94 through the center of Hudson and features primarily commercial/industrial land uses. The area is bounded by single-family homes to the north, which are located just north of a narrow strip of commercial development along the northern side of I-94, by the Town of Hudson and the Southeast and Industrial Districts to the east, by the Town of Troy to the south, and by the Town of Troy and the Bluff District to the east. The primary use in this district is commercial/industrial and is guided for various types of commercial/industrial uses.

Recommendations for the Carmichael District are:

- Prioritize improvements to Carmichael Road from the County Government Center to Hanley Road to increase capacity and improve safety, as development continues to occur in Hudson.
- Implement the recommendations from the Carmichael Road Corridor Study as funding as need allows.
- Improve pavement markings and wayfinding signage within this district.
- Continue streetscape improvements including landscaping, street lighting and traffic calming standards to provide a more comfortable and safe experience for pedestrians and bicyclists.
- Require that suitable buffers be maintained between residential and commercial/industrial sites, including buffers that adequately manage stormwater from impervious surfaces and other potential impacts from higher intensity uses such as lighting and noise.
- As commercial and industrial sites are developed and redeveloped, encourage the use of energy efficient building materials, solar energy, electric vehicle charging stations, and other innovative design practices.

## 9.8.7 Planning District 7: Southeast District

Planning District 7 (Southeast) = 601.449 acres

- *rural residential* = 6.005 acres
- *single and two family residential* = 188.041 acres
- *medium density residential* = 119.183 acres
- *neighborhood commercial* = 3.853 acres
- *general commercial* = 31.035 acres
- *public* = 15.950 acres
- *park* = 74.902 acres

TOTAL: 438.969 acres  
ROW: 162.48 acres

The Southeast District is located south of I-94 in the eastern portion of Hudson and features primarily low-density single-family homes in a suburban pattern. This district is bounded by The Town of Hudson to the north and east, by Hanley Road and industrial uses to the south and by the Town of Hudson and commercial and industrial uses in the Carmichael District to the west.

The primary land use in this district is single-family residential and is guided for single-family residential and medium density residential.

Recommendations for the Southeast District are:

- Require pedestrian and bicycle infrastructure to connect to existing networks, as well as to Hanley and Stageline Roads, through the use of bike lanes, pedestrian crosswalks, and expanded sidewalk locations. Connectivity to be required with new development and incorporated into reconstruction plans for existing street networks.
- Require new development to provide connectivity to the existing street network, as well as the anticipated future street network. New cul-de-sacs should be discouraged unless higher design standards are incorporated into the overall neighborhood design including trails, pocket parks, or passive park areas.

## 9.8.8 Planning District 8: Industrial District

Planning District 8 (Industrial) = 552.867 acres

- *industrial* = 452.582 acres
- *public* = 26.649 acres
- *conservation/rec lands* = 6.128 acres

TOTAL: 485.359 acres

ROW: 67.508 acres

The Industrial District is located in southeast Hudson to the south of Hanley Road. It features industrial development. The district is bounded by Hanley Road to the north, the Town of Troy to the east, by the Town of Troy to the south, and by commercial and industrial land uses within the Carmichael District to the west. This area features primarily industrial development with some commercial development and is guided for industrial development.

Recommendations for the Industrial District are:

- Encourage the expansion of businesses and industrial uses within this District.
- Require new development to provide connectivity to the existing street network, as well as the anticipated future street network for the connection of future growth areas to the south and/or east.
- Provide buffers and/or transition areas between established residential areas and planned industrial areas.
- Utilize performance standards to address compatibility issues with residential uses to the north and future development areas to the south and/or east.
- Work to identify properties to the south and/or east to expand the St Croix Business Park.

## 9.8.9 Planning District 9: East Central District

Planning District 9 (East Central) = 29.702 acres

- *institutional* = 12.609 acres
- *general commercial* = 8.364 acres
- *neighborhood commercial* = 8.534 acres

TOTAL: 29.507 acres  
ROW = 0.195 acres

The East Central District is newly created and located east of Carmichael Road. It is anticipated to be added to over time as further annexations eastward are brought into the City. This area is intended to be comprised of general commercial, medium density residential, and some institutional all along Carmichael Road. From there, the land uses will transition toward lower intensity uses such as single and two family residential and neighborhood commercial.

Recommendations for the East Central District are:

- As new development progresses, provide safe trail connections to nearby schools, parks, and commercial districts.
- Promote private reinvestment and housing maintenance within the district through zoning flexibility, housing rehabilitation incentives and code enforcement.
- Require new commercial establishments to utilize frontage and back roads and meet access spacing guidelines.
- Promote the redevelopment of a neighborhood commercial corridor north of I-94. Develop standards that allow for the redevelopment of neighborhood scale, walkable shops that help tie together the East and West Central Planning Districts.

## 9.9 Extraterritorial Areas

The extraterritorial zone is that area that lies 1.5 miles outside of the City of Hudson's municipal boundary. The purpose of this zone is to allow for proper zoning and control over the orderly growth and expansion of the City. Within this zone, the City reviews land uses, setbacks, and lot sizes of proposed plats and certified survey maps. In addition, the City also reviews annexation requests. It is important to recognize that most of the 1.5-mile buffer outside of the city is developed low-density residential. Therefore, any new annexations would require careful thought and consideration regarding potential land uses so as not to harmfully impact surrounding landowners.

Annexation requests to the City of Hudson should be considered on a case-by-case basis. Annexations are contingent upon the availability of municipal services, particularly the provision of wastewater treatment plant capacity, as well as water, wastewater, and streets. Each request for annexation should be reviewed regarding the type of development, the availability of municipal services, impact of traffic and the overall economic impact on the City of Hudson.

The following overarching policies should be considered for extraterritorial zones. Since these areas are outside the current City limits of Hudson, coordination and cooperation is needed with the Town of Hudson and Town of Troy.

- Large lot and other rural development patterns should be avoided in the extraterritorial areas in the future.
- Ensure the efficient future subdivision of land and the provision of public utilities.

- Require that new subdivisions and platting of land adhere to the street grid pattern of existing neighborhoods and make street and sidewalk connections where appropriate.

In addition to the Extraterritorial Zone, Extraterritorial Zone Areas were designated in the 2009 City of Hudson Comprehensive Plan to help direct locational goals and policies toward specific areas within the City's extraterritorial 1.5-mile buffer zone. In continuation of those policies, the following are reinstated for this Comprehensive Plan update:

**Extraterritorial Zone Area 1** is located immediately at the eastern city limits of Hudson, north of Interstate I-94. It is currently located within the Town of Hudson and features a variety of semi-rural/ex-urban single-family residential land uses on individual septic treatment systems. Specific policies for this area include:

- Work with the school district to determine a needs analysis for the existing school site north of CTH UU.
- Develop premature subdivision standards that prevent large lot fragmentation of areas east of the City of Hudson.
- Incorporate ghost platting as a part of all preliminary plat applications within Extraterritorial Zone Area 1.

**Extraterritorial Zone Area 2** (previously referred to as Extraterritorial Zone Area 3). This Area is located at the intersection of I-94 and US TH 12 within the Town of Hudson. There are a variety of rural, single-family, and commercial/industrial land uses in this area. There is a large concentration of commercial/industrial land uses located near the I-94 highway interchange. Specific policies for this area include:

- Develop a comprehensive capacity study to determine best uses for the possible expansion of services to this area.
- Develop a master corridor plan for this area that will include a gateway center to Hudson, technical school or office or high-tech eco-office site.

**Extraterritorial Zone Area 3** (previously referred to as Extraterritorial Zone Area 4). This Area is located in the Town of Troy south of the City of Hudson along Coulee Trail and County Highways F and FF. There are a variety of rural, single-family, and commercial/industrial land uses in this area. Specific policies for this area include:

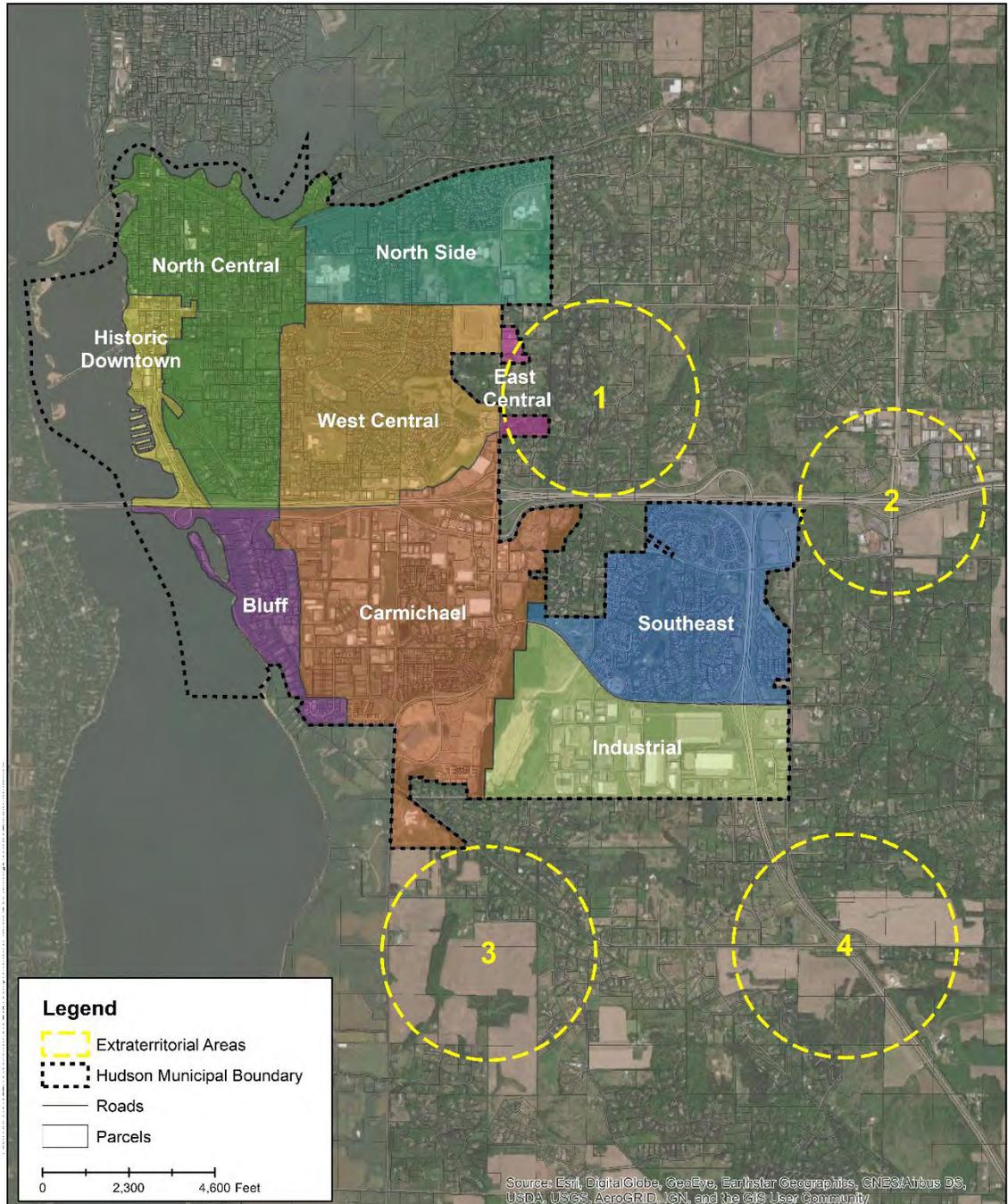
- Work with the Town of Troy in developing annexation agreements for the possible expansion of services to this area.
- Develop premature subdivision standards for this area.
- Encourage ghost platting.

**Extraterritorial Zone Area 4** (previously referred to as Extraterritorial Zone Area 5). This Area is located in the Town of Troy southeast of the City of Hudson along Coulee Trail and State Highway 35. There are a variety of rural, single-family, and commercial/industrial land uses in this area. Specific policies for this area include:

- Work with the Town of Troy in developing annexation agreements for the possible expansion of services to this area.

- Identify potential utility, roadway, and bike/pedestrian corridor connections to this Area.
- Encourage ghost plating.

Figure 9-7 – Extraterritorial Zone Areas Map



## 9.10 Goals, Objectives, and Policies

The goals, objectives and policies in this Chapter reflect strategies for achieving the City's desired futures land use. These goals, objectives, and policies will help guide priorities for future investment and will provide the City with a means to measure the progress towards achieving the community's land use vision over time, and as necessary, an opportunity to reassess, revise, and/or supplement the desires of the community.

Goals are general statements of desired outcomes of the community or what is to be achieved. Objectives are more specific and are a subset of goals, providing measurable strategies towards achieving a goal. Policies are operational actions that a community will undertake to meet the goals and objectives. The following goals, objectives, and policies are not ranked or presented in order of importance or need.

**Land Use Goal:** Encourage the development of quality housing options in Hudson.

### Objectives:

1. Preserve established neighborhoods and development patterns, by encouraging compatible infill development and redevelopment that will maintain the desirability and value of existing neighborhoods.
2. Ensure all Hudson residents have convenient and affordable access to basic services.
3. Consider allowing additional density with accessory dwelling units (ADU's) with standards that require compatibility with existing neighborhoods.
4. Integrate residential development with existing environmental features, so that development is protective of sensitive environmental features, but also builds upon the natural characteristics of sites.
5. Require compliance with dark-sky standards, especially along the St. Croix River.

### Policies:

1. Promote development of housing units close to multi-modal accessible services, neighborhood commercial uses, parks and recreational amenities.
2. Encourage a greater mix of housing options in every neighborhood for all individuals and families.
3. Encourage housing as a continuum to serve residents across a range of incomes, ages and needs.
4. Allow additional tools including community land trusts to preserve existing affordable housing.
5. Create people-oriented places that embrace community character with thoughtful transitions between residential, commercial and public spaces.
6. Encourage infill development and redevelopment to be designed in a way that contributes to economic viability, public safety, neighborhood culture, and quality of life.

**Land Use Goal:** Promote the development of well-designed commercial uses in appropriately zoned areas of Hudson.

**Objectives:**

1. Promote the preservation and redevelopment of Hudson's downtown in a manner that continues to build upon its sense of place, cultural and economic importance.
2. Encourage commercial development on sites currently served by infrastructure.
3. Promote the redevelopment of neighborhood commercial including convenience uses serving neighborhood needs that's walkable and accommodates Hudson's residents.

**Policies:**

1. Promote small, locally owned businesses that reflect the unique character of Hudson.
2. Update the City's Downtown Overlay Zoning District to include updated architectural standards, maintaining site lines, current building height, massing, scale, and light.
3. Target investments and small business support to the most underserved or distressed neighborhoods.
4. Promote the benefits of compact, mixed-use development for Hudson's residents and businesses.
5. Implement the expansion of the of the St. Croix Business Park to the south and/or east.
6. Expand wayfinding standards within commercial districts.

**Land Use Goal:** Continue to promote new industrial development.

**Objectives:**

1. Continue to provide well-located sites adequately served by infrastructure for new industrial development.
2. Provide buffers and/or transition areas between established residential areas and planned industrial areas.

**Policies:**

1. Support the creation, expansion and economic vitality of entrepreneurs and start-up businesses.
2. Establish performance standards to address compatibility issues between residential and industrial uses.

## 9.11 Land Use Implementation Recommendations

Following the adoption of this Comprehensive Plan it is recommended that the City of Hudson review its ordinances and zoning map for consistency with this planning document and implement changes to achieve consistency between these documents. As a general policy, as specific developments are proposed, the existing zoning designation for the underlying property will need to be rezoned to be made consistent with the 2040 Future Land Use Map.

# 10 IMPLEMENTATION ELEMENT



# 10 Implementation Element

## 10.1 Introduction

This section serves as a “priority” list for implementing and realizing the vision of this Comprehensive Plan. It prescribes those actions necessary to realize the goals and objectives highlighted in previous sections of the Plan. The Plan addresses many important components critical to sustaining a healthy community while preserving the community character and resources residents enjoy.

If there is a question regarding a decision that is not clearly conveyed in the details of this Comprehensive Plan, then the decision should be based on community desires identified through community engagement and results presented in the Issues and Opportunities Element section of the Plan. All nine comprehensive planning elements included in this Plan work to achieve the desired future for the City of Hudson. As community priorities and needs inevitably change, the Plan may need to be formally amended as appropriate.

## 10.2 Action Plan

The City of Hudson Comprehensive Plan is an actionable document, intended to guide decisions within the City. The Plan is an expression of the City of Hudson’s preferences and provides a series of policies for assisting the community in attaining its goals and objectives. The Plan is not an attempt to predict the future, but rather an attempt to document the City’s values and philosophies that citizens of Hudson share. The Plan guides a variety of community issues including housing, transportation, utilities and community facilities, economic development, intergovernmental cooperation, and land use.

The City of Hudson’s Plan Commission, City Council, City staff, and citizens should utilize the Comprehensive Plan in reviewing all proposals pertaining to development in the City. Development proposals should be examined to determine whether they are consistent with City preferences as expressed in the Plan. As part of the development review, a thorough review of the Plan is necessary with particular attention given to the goals and objectives. Where the impact of a proposed development is minimal, the evaluation may simply be a determination of whether the Plan provides relevant direction and whether the requested action is in conformance with the Plan. Development proposals with significant potential impacts will require a more detailed analysis to determine such proposal’s consistency with the Plan.

## 10.3 Plan Integration and Consistency

Within this Implementation Element, Wisconsin Comprehensive Planning legislation requires a description of “how each of the elements of the Comprehensive Plan will be integrated and made consistent with the other elements of the Comprehensive Plan.” As a result of the Comprehensive Plan being developed in a coordinated and simultaneous effort, the planning process has ensured that the development and review of each element is consistent with the others. Based on that analysis, there are no known inconsistencies between the planning elements. In the future, as plan amendments occur, it is important that the City of Hudson Plan Commission and City Council all conduct consistency reviews. Those reviews will ensure the document continues to represent an integrated approach to planning.

To ensure consistency across jurisdictional boundaries, the City of Hudson encourages early dialogue between adjoining and overlapping and adjacent jurisdictions as they develop or revise their Comprehensive Plans and ordinances. Where inconsistencies are identified and a resolution cannot be reached, future actions can be developed to bring the parties together to address their concerns and facilitate regional cooperation.

## 10.4 Plan Monitoring and Evaluation

As a part of the comprehensive planning process, a number of goals, objectives, and policy items were developed that, when implemented, are intended to build stronger relationships and give direction to the City Council as well as other City committees and residents.

Goals are the “purpose or end” that provides direction for the City and other governmental organizations. Objectives are statements that are measurable benchmarks the community works to achieve, and policies are more specific statements that set preferred courses of action to carry out the objectives in the future.

While many of the objectives and actions can be accomplished in the short term, several others will be continuous or ongoing and do not have specific implementation timelines. A Comprehensive Plan must be updated at least once every ten years. However, to ensure that the City’s Plan is an effective management tool, review may be needed before a ten-year update. A mid-term review may help identify areas where additional resources or actions are needed to help realize the City’s vision. Part of this effort will also include addressing conflicts which may arise between the elements of the Plan. Consistent implementation evaluation ensures the Plan can be adapted to address any future community circumstance.

## 10.5 Plan Amendments and Updates

Evaluating the Comprehensive Plan is an ongoing process and will, at some time, lead to the realization that the Plan requires updating and amendments. The time that elapses between the completion of the Plan and the need to amend the Plan will depend greatly on evolving issues, trends, and land use conditions. Periodic updates and implementation evaluation will allow for updates to statistical data, and to ensure the Plan’s goals, objectives, and actions reflect the current conditions, needs, and concerns.

The Comprehensive Planning legislation requires plan updated at least every ten years. The City of Hudson will remain flexible in determining when and how often the Plan should be updated. Generally, a Comprehensive Plan update should not be expected more often that once every five years. A tremendous amount of change can occur in a community over just a couple of years and the City will be prepared to address changing conditions with timely plan updates. Careful consideration shall be made before the City elects to deviate from, or amend, the Plan. Amendments to the plan will follow the requirements of State law and will be evaluated for consistency with the existing plan, including all elements.

To ensure residents are involved in plan amendments, the following process and protocol should be followed to allow public involvement and comment. The City of Hudson Plan Commission shall undertake a review of the Plan and shall consider the necessary amendment(s) to the Plan resulting from property owner requests and changes to social and economic conditions. Upon

Plan Commission review, recommended changes to the Plan shall be forwarded to the City Council. The Plan Commission shall call a public hearing to afford the public time to review and comment on recommended Plan changes. A public hearing shall be advertised in accordance with the City's public meeting notice procedures and Wisconsin's Comprehensive Planning legislation. Based on public input, Plan Commission recommendations, and other facts, the City Council will then formally act on the recommended amendment(s).



# APPENDICES (Follows in a separate PDF document)

