

Town of Hudson
COMPREHENSIVE PLAN 2026

*Adopted at the Joint Meeting of the Town of Hudson Plan Commission
and Comprehensive Plan Steering Committee*

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Town of Hudson • COMPREHENSIVE PLAN 2026

Table of Contents

Preface	3
Introduction	8
Section 1: Issues and Opportunities	17
Section 2: Housing.....	33
Section 3: Transportation.....	46
Section 4: Utilities and Community Facilities	57
Section 5: Agricultural, Natural, and Cultural Resources	74
Section 6: Economic Development	106
Section 7: Intergovernmental Cooperation	115
Section 8: Land Use	123
Section 9: Implementation	140

Maps

PREFACE

Why do towns have plans? Towns, like individuals, have limited resources with which to meet their responsibilities and accomplish their objectives. The main focus of this plan is to identify how resources can best be used for the benefit of citizens and property owners within the planning jurisdiction. For instance, the plan is developed to try to achieve the following goals:

- Preserve and protect prime agricultural land, important environmental resources, and the natural character of the landscape;
- Set aside enough land for permanent open space to serve the recreational needs of future residents;
- Identify site design approaches that will minimize both environmental impacts and costs of development while providing for safe, efficient living and working environments;
- Identify areas most appropriate for new residential growth that can be supported in a cost-effective manner by public services and facilities, and which will not pollute surface or groundwater resources or destroy the character of the area.

These goals illustrate that the plan strives to solve and avoid problems; create new opportunities for living, working, and recreating; and identify a pattern of compatible land uses that will meet future needs in a sensitive and cost-effective manner.

The comprehensive plan for the Town of Hudson sets forth a direction for the future development of the Town—guiding policy and decisions for residential areas, parks, and recreation facilities, commercial development, industrial centers, and traffic patterns and flow—in order to maintain an attractive environment. The process of developing the plan has been careful and deliberate, one in which officials and citizens have been involved; expressing their personal requirements, indicating their preferences in development direction, and participating in the formulation of the comprehensive plan goals.

Working hand-in-hand with “planning” is the legal concept and tool “zoning.” Often these two terms are incorrectly used interchangeably. Both terms will be used throughout this plan so it is important to place them in their proper context.

Before explaining the purpose of planning and zoning, it is important to distinguish the basic difference between the two. In general, planning can be defined as a scheme for making, doing, or arranging something. A town plan, in essence, sets the framework for future development based on a thorough assessment of existing conditions and goals and objectives for the future. It is a “policy”

document that defines the future community environment. It is normally “comprehensive” in nature, whereby land use, major streets, facilities, etc., are integrated into a unified scheme. Additionally, since the condition of the local economy is closely tied to a town’s well being, the plan can serve, in part, to fulfill economic development objectives.

Zoning is the “legal” tool the town uses to control land use. A town is granted this regulatory authority. There are other development control ordinances that supplement the zoning ordinance, such as subdivision regulations and sign controls. Specifically, a zoning ordinance regulates items relative to the use of land, height and size of buildings, size of lots, size of yards (building setbacks) and parking. It establishes definitions, standards and procedures for the Town’s governing body to review and approve land developments.

Zoning should be based on a sound and rational plan. Statutes specifically require that a plan be prepared to support zoning controls, and case law reveals that land development regulations cannot be arbitrary and capricious. Hence, it is always in the best interest of a community to carefully consider its development objectives and adopt a plan that provides a strong foundation for its regulatory authority. Table A below provides a summary of the key features of a comprehensive plan and zoning.

TABLE A: **Summary of Planning and Zoning**

Comprehensive Plan:
1. Serves as a guide for decisions concerning the community’s physical development
2. A comprehensive approach to a wide range of community needs and issues (i.e., land use, major streets, utilities, recreation, etc.)
3. Has a longer range policy format coupled with short-term specific strategies
4. Directs new growth into appropriate areas
5. Forms the basis for the exercise of zoning and other development regulations (i.e., subdivision and sign codes)
Zoning:
1. Is a means to achieve community development objectives established through community’s planning process
2. Regulates specific items relative to land development:
a. use of land
b. height and size of building
c. size of lots
d. yards and other open spaces
e. parking
3. Establishes definitions, standards and procedures for reviewing and approving land development
4. Intended to preserve the public health, safety and welfare. Conserves the value of property and ensures neighborhood stability

The control of the use of land through zoning (supported by a plan) is essential to avoid incompatible uses, traffic congestion, environmental degradation, and other negative community impacts which are the inevitable results of no community development control. A reasonable, but relatively stringent, control is also important in promoting and encouraging private development. It is important so that an individual buying or building a home or investing money in a commercial or residential enterprise can proceed with confidence in what the future holds for the town’s land use pattern and, more importantly, its immediate surroundings.

Preparing a town plan is a structured process. In order for it to have community support, it is essential to have citizen input. The planning process for the Town of Hudson did not wait for citizen input at a public hearing once a plan was already developed. Rather, public input was solicited during the community workshop phase and a community-wide survey. Additionally, after goals and objectives were drafted and a concept plan was prepared, the Town residents were invited again to review and comment on findings and proposals.

The Comprehensive Plan

The future course of development for the Town is contained in the Comprehensive Plan. This long-range guide brings together many elements of the Town—coordinating them to maintain an environment that is attractive, efficient, and pleasing to Town citizens. Each element sets a desired development direction consistent with the goals and policies that have been established to maintain and enhance the quality of the community desired by citizens and officials.

The Comprehensive Plan is general in nature, allowing for flexibility. It is comprehensive because it considers many elements and their inherent relationship with each other. The plan is properly balanced and blended, giving emphasis to those characteristics desired.

The plan has evolved through a careful deliberate process of data collection, analysis of potential alternatives and goal formation—each stage being a step toward refining the comprehensive plan. During the course of this process, each point of view has been carefully reviewed for incorporation into the final plan.

The plan will provide a service to the Town if the guidelines promulgated by the plan are followed. The guidelines are important to Town officials as they evaluate the developmental elements during the course of administering the plan. Understanding by private interest groups, such as developers, will assure conformance with plan objectives.

The Comprehensive Plan is a guide. It can accommodate the uses that have been selected to continue and enhance the quality environment for which the Town has come to be known. Each of the proposed uses has been measured to produce a well ordered, functioning community, attractive and satisfying to its citizens. The plan is not a zoning plan yet it does show optimum uses for certain sectors of the community that, in some instances, may be interpreted as zoning proposals. The plan is a guide to be used by officials in initiating changes in zoning to achieve desired land use and as a basis for evaluating requests from individuals.

Reasons for the Plan

The Town of Hudson has experienced an increase in growth pressure over the last decade. With implementation of sound community development strategies, it is very possible that the Town will continue to experience a steady growth trend over the next 15 to 20 years.

The last land use plan for the Town of Hudson was prepared in the late 1980s. As local situations have changed over time, this document has become less useful. To this end, the Town has undertaken the preparation of a new plan to address potential changes and growth.

Although the primary reasons for developing a Comprehensive Plan is to prepare for anticipated growth and development, there are other specific purposes for undertaking the planning process. These include the protection of public health and welfare, protection of property values, obtaining and encouraging citizen participation in the local government, and maintaining the quality of life desired and enjoyed by the community. This Comprehensive Plan serves as the base upon which the fabric of the Town is created.

INTRODUCTION

A comprehensive plan is an official public record that outlines a local community's policies concerning its future development. It is adopted by ordinance, and is intended to offer support to the community when making future decisions regarding their physical development. The primary goals of this document are to outline general goals for attaining a desirable development pattern, devise objectives and policies the Town can follow to achieve its desired development pattern, all while meeting the state comprehensive planning law (Smart Growth). This law includes 14 local planning goals that are outlined below:

1. Promotion of the redevelopment of lands with existing infrastructures and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial areas.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
6. Preservation of cultural, historic, and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels,
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

To be an effective document, the Town of Hudson needs to reference this plan when making any future decisions regarding development. New site plans should be reviewed against the comprehensive plan. Zoning revisions and administration should be based on the comprehensive plan. The goal of the plan is to provide a consistent and clear guide for the future of the Town of Hudson and its residents.

The Basis of the Comprehensive Plan

As a foundation for planning, goals for the community were formulated to guide the preparation of the plan. Community goals are general statements that indicate the type of community that is desired. Objectives and strategies are more specific statements of purpose that are presented as a guide for public procedure and action.

From the beginning, the Town Comprehensive Plan Review Committee, Plan Commission and the Town Board believed that a comprehensive plan and the process that creates it should offer a range of alternatives based on public discussion, and that this public discussion must engage the interest and involvement of all groups in the community. The comprehensive plan should reflect the needs and desires of the broad community and not a sub-section of it.

Clearly, for the Town of Hudson, there is a growing awareness and appreciation for how managed and shared resources will determine the long-term quality of life in the community. The Town representatives know that planning can help preserve and maximize scarce resources, time, and money. But key questions still need to be addressed:

- How do you plan to achieve the quality of life that everyone wants with the resources available?
- How do you generate the revenues that are necessary to maintain public facilities, services, and programs that can be viewed as “social infrastructure?”

These questions are being asked by many communities that are feeling the negative effects of unplanned or poorly planned growth. Unrestrained urban sprawl and the premature or ill-advised conversion of farmland to other uses often lead to a haphazard, unplanned pattern that places increased demands on municipal services and schools-eventually increasing the financial burden on taxpayers.

To address these concerns and to satisfy the elements required under Smart Growth, and to produce a plan that suits the long-term needs and goals of the Town, a work process was developed that emphasized public participation, input, and understanding. Public process facilitation and consensus building formed the critical foundation upon which all plan implementation was built.

The process was also intended to foster improved communication and coordination between the Village of North Hudson, City of Hudson, Town of St. Joseph, and Town of Hudson, and to produce new opportunities for pragmatic and cost-saving collaborative efforts. The long-term success of this plan will be strongly influenced by how effectively the Town and adjacent communities are able to resolve their jurisdictional issues and embrace mutual opportunities and benefits.

Citizen Participation Plan

The Smart Growth law requires each plan to include a comprehensive citizen participation plan. A good participation process should offer citizens a range of participation options to have meaningful input into the process. Effective public input is critical for plan implementation; the more broad-based and enduring community support that is gained, the easier it will be to implement the plan. A citizen participation plan was adopted by the Town Board at the outset of the plan development process in 2005.

Earlier, in September 2002, 1,015 land use surveys were mailed to Town of Hudson landowners (resident and nonresident) and renters. A total of 460 surveys were returned for a 45 percent return rate. The 460 number equated to a ± 4.01 percent confidence interval using a 95 percent confidence level based on 2,000 households. The results of the demographic section showed an acceptable cross section of the population in the Town responding to the survey. Additionally, the data generally paralleled the latest census data.

Summary results of the Town of Hudson land use survey follow:

- Respondents did not want any more parks or outdoor recreational areas. However, they did support having more walking and bike paths.
- 65% and 52% of the respondents, respectively, do not want to pay more taxes to improve the Town's park system or preserve more green space.
- Respondents felt products raised on farms were more important than the views and open spaces provided by the farms.
- Promotion of commercial development in the Town was supported by 57% of the respondents, and 56% of the subjects supported promoting light industrial.
- Regarding public water and sewer, 51% of the people felt the City of Hudson should annex development land only when public water and sewer were provided. Additionally, 64% of the people felt public water and sewer should not be provided to existing residential development. The results were mixed when the same question was asked regarding existing commercial/industrial development.

- 30% of the respondents felt rural subdivision septic systems posed a major or moderate threat to ground water, 29% felt only a minor threat, and 28% felt no threat at all.
- 80% of the respondents agreed with the requirement of having a minimum of 1 to 3 acres per rural residential lot.
- Regarding the encouragement for having different types of homes in the Town, single-family homes ranked the highest with 86% of respondents in favor. Only 25% favored cluster housing and affordable housing.
- 47% of the respondents felt the Town did not have too much regulation of land use. However, 38% were not sure. These two figures cause mixed responses and indicate more education about regulating land use is needed.
- Respondents were pleased with the roads and streets in the Town. 80% rated the highway system in the Town excellent to good. 63% rated the streets excellent to good. 81% reported the roads they traveled to work adequately met their needs. 77% felt the roads in the Town used for other than work adequately met their needs.
- People surveyed were asked to rate 11 different services provided to or by the Town. Those services that received a 50% or higher, combined excellent to good rating were: sanitation and garbage removal (78%); natural gas (78%); police (66%); fire protection (62%); ambulance (61%); road maintenance (60%); and city library (53%). The services that received less than 50%, combined excellent to good rating were: construction or building inspection (46%); zoning (41%); animal control (34%); and cable TV (25%). The number of “not sure” responses for some of the services could have affected the percentages to some degree.
- People surveyed were asked to rate how concerned they were about 13 different items in the Town, using a scale of 5 (very concerned) to 1 (no concern). Combining the 5 and 4 ratings, items of most concern were: increased road traffic (74%); contamination of ground water (69%), increased population (66%); and drinking water quality (63%). Items of lower levels of concern were: conflict between ag and non ag land use (38%); access to Township officials (18%); access to Township information (18%); and hours the Town office is open (15%).
- Generally speaking, the things respondents liked *best* about where they lived were:
 - access to places and highways
 - beautiful area, open view, peaceful, and quiet
 - being close to the city and things, but not in the city
 - convenience
 - the open area and not having homes close to one another
 - rural living and character
- The things respondents liked *least* about where they lived were:
 - the effects of growth and development
 - traffic, increased traffic, congestion on the roads, and road noise

- some roads are too narrow
- some areas need better snow removal
- barking dogs and dogs running loose
- lack of walking or bike trails
- taxes
- railroad crossings

The Visioning Process

The public participation approach used a visioning process to develop the comprehensive plan. Visioning is a process in which the community builds consensus on a description of their preferred future—the set of conditions they want to see in the future. Residents work together to define key issues and to develop shared goals, objectives, and policies to realize these goals. The community developed a vision for the future and a series of goals, objectives, and policies to guide the future of the Town. The visioning process began with issues identification that took place during a community-wide workshop. This preliminary step of issue identification narrowed the range of discussion to those issues most important to the community, which created greater likelihood of consensus—especially since there was broad community participation. During the second community workshop, goals, objectives, and policies were reviewed to guide the future of the community.

In April 2005, the Town conducted a kick-off community workshop aimed at building momentum for the planning process, soliciting citizen input, and facilitating consensus about a general vision for the future development of the community. As mentioned previously, during this first meeting participants identified the unique qualities of the community and the key issues and concerns of residents. This was an opportunity for community residents to brainstorm ideas with other community members and to sketch out their ideas on paper and engage in a discussion about the future of the Town area.

During this kick-off workshop, participants were asked to answer the following questions:

- Where are we now?
- Where are we going?
- Where do we want to be?
- How do we get there?

The answers to these questions were used to develop a general vision for the community

A second community-wide workshop was aimed at goals and objectives for key areas. Key areas included each element of the Smart Growth law: housing; economic development; transportation;

community utilities; agricultural, natural and cultural resources; intergovernmental cooperation; and land use.

Below is the vision statement of the Town of Hudson. The vision statement represents the fundamental expression of purpose, and is the point of reference for all decision-making. It establishes the broad ideal from which the goals, objectives, and policies on the following pages are derived.

Town of Hudson Vision Statement:

The Town of Hudson will continue to be a healthy community to live in by maintaining and improving on its strengths and work on eliminating its weaknesses through responsible leadership by providing the quality of life consistent with the goals and objectives of the comprehensive plan with the flexibility to make changes to update and improve upon them as growth dictates to:

- *provide a quality living environment*
- *retain/preserve open space/natural resources*
- *promote planned and controlled/managed development*
- *encourage single-family residences with a non-residential balance to help offset costs/taxes*
- *coordinate efforts with surrounding communities and the county to maintain area hospitals, schools, emergency services, library, and similar shared services*
- *build a sense of community*
- *balance individual property rights with the health, safety and welfare of the public by using methods available for appropriate land use and growth management tools.*

What Are Goals and Objectives?

Goals are generally defined as the ultimate aim towards which an effort is directed. The goals outlined below are broad to provide a general framework for which the Town can strive to achieve.

Objectives, on the other hand, are defined as an action directed to achieve the stated goal.

Some of the objectives are developed to achieve the goals are non-physical in nature. They are included here as they directly relate to the community's well being, though the actual follow-up to the objective will be accomplished under various programs.

Overall Goals

There are several overall goals of the Comprehensive Plan and they serve as the primary basis for adopting the plan. Decisions made with regard to development should be based on achieving the following goals:

Goals:

1. To ensure and protect both the general welfare and the individual choice of citizens of Hudson Township.
2. To guide development of land uses according to function, minimizing land use conflicts and/or damage to the environment.
3. To actively encourage and utilize participation in the Town Board's decision making processes.

Objective:

1. Promote an organized development pattern that will minimize conflicting land uses.

Policies:

1. The Town shall keep the local public informed as to ongoing decisions concerning land use, community facilities, transportation, and Town policy, as these decisions are being made.
2. The Town should develop streets and highways only as they are needed, and utilize to the maximum the existing system in a manner that will promote safe and efficient transportation through and within the Township.

During the two community workshops, the following strengths and weaknesses were identified:

Strengths

- Location (cities/transportation) – Highway 12/I-94 connections
- Emergency services
- School district
- Hospital
- Jobs—proximity—good jobs
- Medical services (advanced)
- Tech schools and universities/colleges
- Cultural opportunities
- State Park
- Rivers – St. Croix and Willow
- Variety—land use and space
- Low crime rate
- Neighbors
- Town Board/government stability
- Hudson (greater) community
- Open rural rolling hills
- Girl Scout camp (or weakness?)
- State/federal/private conservancy lands
- Town Hall & CTH UU parks
- Soccer field complex

Weaknesses

- Cost of housing/land
- Loss of agricultural land for 2-acre lots
- Technology—weak options (or few)
- Division of Town by Village of North Hudson (annexations; access, one bridge)
- Pedestrian/bike/snowmobile trail system: linkage incomplete/safety issues
- Transportation system—linking classifications
- Can't control borders (ETZ, City/Village annexation)
- Lack of public transportation

- Plan for build-out
- 10-year period of growth—homes are the same age
- Lack of technology updates such as high speed internet
- Public recreation programs and facilities particularly for adults
- Parks
- Grade school and related facilities
- Lack of utility system (infrastructures/sanitary district)
- Disconnection from the rest of Wisconsin
- Two former dump sites

Agencies and Programs

Throughout each section of this comprehensive plan is a section that lists some of the state and federal agencies and programs that exist to help communities with various projects. Many of these agencies and programs can provide expertise or funding to help implement some of the recommendations of this comprehensive plan. For each agency, a brief description of some of the programs is listed along with contact information. For each section the list of agencies, and the programs they provide, is not exhaustive. A community should contact the agency to obtain the most up to date information. The following lists one source that could be used to accrue funding for all types of projects.

Grants.gov (www.grants.gov)—Grants.gov allows organizations to electronically find and apply for competitive grant opportunities from all Federal grant-making agencies. Grants.gov is the single access point for over 900 grant programs offered by the 26 Federal grant-making agencies. The U.S. Department of Health and Human Services is the managing partner for Grants.gov.

Section 1: ISSUES AND OPPORTUNITIES

The purpose of this section is to provide basic background information for the comprehensive planning process and general demographic characteristics for the Town of Hudson. More specifically this section contains projection data including population trends, age distribution, and population projections.

Wisconsin State Statute 66.1001(2)(a)

(a) Issues and Opportunities

Background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the local governmental unit.

EXISTING CONDITIONS

This element provides an overview of the important demographic trends and background information necessary to create a complete understanding of the Town of Hudson. Section 66.1001 (Comprehensive Planning) of the Wisconsin Statutes requires this element to include a statement of overall goals, objectives, policies and programs for the 20-year planning period, as well as household and employment forecasts that are used to guide the development of this plan, and demographic trends, age distribution, education levels, income levels and employment characteristics that exist within the governmental unit. Goals, objectives, and policies that are specific to each element will be included at the beginning of each of the following chapters.

Town of Hudson Overview

St. Croix County has an area of 729.45 square miles. Its 2000 population was 63,155 people. The County is predominately rural in character and is known for its natural beauty and productive dairy farms. There are 21 towns, 9 villages, and 4 cities in the county.

The Town of Hudson is located in western St. Croix County. The Town of Hudson covers approximately 26 square miles. It is bordered by the Towns of Troy and Kinnickinnic to the south, City of Hudson and Village of North Hudson to the west, Towns of St. Joseph and Richmond to the north, and Town of Warren to the east. It is located 18 miles east of the Minneapolis-St. Paul metropolitan area. Interstate 94 traverses the Town from east to west.

The climate of the Town is characterized by extreme temperatures. The average temperature is about 14 degrees in January and 73 degrees in July with an annual average of 45 degrees Fahrenheit. Annual precipitation averages about 27 inches with 19 inches falling between April and September. The growing season is approximately 125 days long and generally covers the period between mid-May and late September.

Town of Hudson Planning History

The Town of Hudson Planning Commission and Town Board worked with the St. Croix County Planning Department and adopted their first comprehensive plan in July 1989. The plan was developed to serve as a guide for future growth and development. The Town recognized the need to update the plan during the mid 1990s. The majority of the plan was reviewed with proposed revisions done by a Comprehensive Planning Committee, the Planning Commission and the Town Board. Prior to completion of the revisions, the Smart Growth process was proposed and adopted. In an effort to continue the revisions and have some basis for the requirements of the Smart Growth law, the Town proceeded with a community survey. The University Extension Office in Baldwin in conjunction with the University of River Falls, assisted with the mailing, collating, and compiling the results that were

available in December 2002. The Town of Hudson with the Village of North Hudson and the Town of St. Joseph applied for a grant in October 2003. The grant was approved in February 2004 with final acceptance by the state dated July 15, 2004.

Population Trends and Forecasts

Table 1.1 illustrates population projections for the immediate planning area and county.

TABLE 1.1: **Population Projections 2005–2025**

	HISTORICAL			PROJECTIONS				
	1980	1990	2000	2005	2010	2015	2020	2025
Town of Hudson	2,012	3,692	6,213	7,612	8,932	10,111	11,285	12,254
City of Hudson	5,434	6,378	8,775	10,495	12,097	13,507	14,921	16,060
Village of North Hudson	2,218	3,101	3,463	3,834	4,161	4,427	4,698	4,892
Town of St. Joseph	2,180	2,657	3,436	3,826	4,172	4,456	4,746	4,957
St. Croix County	43,262	50,251	63,155	72,377	80,779	87,967	95,202	100,806

Source: Wisconsin Department of Administration, Official Population Projections, June 2003

Demographic Trends

Table 1.2 shows the Town’s age distribution with the 35–44 range the highest (21.7%).

TABLE 1.2: **Population By Age**

TOWN OF HUDSON

	Number	Percent of Total
Under 5 years	471	7.6%
5 to 9 years	575	9.3%
10 to 14 years	642	10.3%
15 to 19 years	532	8.6%
20 to 24 years	211	3.4%
25 to 34 years	780	12.6%
35 to 44 years	1,350	21.7%
45 to 54 years	1,029	16.6%
55 to 59 years	296	4.8%
60 to 64 years	151	2.4%
65 to 74 years	126	2.0%
75 to 84 years	37	0.6%
85 years and over	13	0.2%
TOTAL	6,213	100%

Source: U.S. Census, 2000

Table 1.3 details Town age distribution compared to the county.

TABLE 1.3: **Age Distribution**

	TOWN OF HUDSON	ST. CROIX COUNTY
Percent of population 19 or under	35.8%	30.4%
Percent of population 19 through 64	61.5%	59.7%
Percent of population 65 and over	2.8%	9.9%
Median age	34.2	35.0

Source: U.S. Census, 2000

Table 1.4 shows the Town’s gender ratio is similar to St. Croix County

TABLE 1.4: **Gender Distribution**

	TOWN OF HUDSON	ST. CROIX COUNTY
Percent of population male	51.3%	50.0%
Percent of population female	48.7%	50.0%

Source: U.S. Census, 2000

Race and ethnicity of the Town (Table 1.5) mirrors St. Croix County as a whole.

TABLE 1.5: **Race and Ethnicity**

	TOWN OF HUDSON	ST. CROIX COUNTY
White or Caucasian	97.7%	97.8%
African American	0.3%	0.3%
Native American	0.2%	0.3%
Hispanic or Latino	1.0%	0.8%
Two races or other	0.5%	0.8%

Source: U.S. Census, 2000

Household Trends and Forecasts

Housing trends in the 1990s are depicted in Table 1.6.

TABLE 1.6: **Housing Trends**

TOWN OF HUDSON

1990 households	1,109
Number of housing units, 1990	1,144
Number of housing units, 1997	1,682
Change in housing units, 1990–1997:	
New units built (net)	544
Units annexed (in or out)	–6
Total new change	538
Percent change	47.0%
New housing units per square mile, 1990–1997	20.4
Percent seasonal housing units, 1990	0.4%

Source: Wisconsin Town Land Use Data Project, Program on Agricultural Technology Studies, University of Wisconsin—Madison

Section 1: ISSUES AND OPPORTUNITIES

Tables 1.7 and 1.8 illustrate Town household type and size compared to area jurisdictions. Of significance are both family and household size compared to area communities.

TABLE 1.7: Household Type

	TOWN OF HUDSON	CITY OF HUDSON	VILLAGE OF NORTH HUDSON	TOWN OF ST. JOSEPH	ST. CROIX COUNTY
TOTAL HOUSEHOLDS	1,925	3,687	1,315	1,193	23,410
Households with individuals under 18 years	1,041 54.1%	1,197 32.5%	516 39.2%	511 42.8%	9,265 39.6%
Households with individuals 65 years and over	128 6.6%	676 18.3%	154 11.7%	146 12.2%	4,080 17.4%

Source: U.S. Census, 2000

TABLE 1.8: Household Size

	TOWN OF HUDSON	CITY OF HUDSON	VILLAGE OF NORTH HUDSON	TOWN OF ST. JOSEPH	ST. CROIX COUNTY
Average household size	3.17	2.35	2.63	2.86	2.66
Average family size	3.36	2.94	3.06	3.15	3.12

Source: U.S. Census, 2000

Housing occupancy (Table 1.9) of the Town is on par with the area.

TABLE 1.9: Housing Occupancy

	TOWN OF HUDSON	CITY OF HUDSON	VILLAGE OF NORTH HUDSON	TOWN OF ST. JOSEPH	ST. CROIX COUNTY
TOTAL HOUSING UNITS	1,962	3,831	1,358	1,259	24,265
Occupied housing units	1,925 98.1%	3,687 96.2%	1,315 96.8%	1,193 94.8%	23,410 96.5%
Vacant housing units	37 1.9%	144 3.8%	43 3.2%	66 5.2%	855 3.5%
For seasonal, recreational or occasional use	6 0.3%	22 0.6%	15 1.1%	45 3.6%	281 1.2%
Homeowner vacancy rate	0.6%	1.9%	1.1%	0.4%	0.8%
Rental vacancy rate	4.9%	2.6%	1.0%	1.2%	2.9%

Source: U.S. Census, 2000

Employment Characteristics and Forecasts

Table 1.10 indicates that 41% of the Town workforce is employed in management or professional positions.

TABLE 1.10: **Local Occupation Statistics**

	TOWN OF HUDSON	ST. CROIX COUNTY
Management, professional, and related	41.0%	33.6%
Sales and office	27.5%	24.4%
Production, transportation, material moving	14.7%	18.4%
Service	8.7%	12.5%
Construction, extraction, maintenance	8.1%	10.1%
Farming, fishing, forestry	0%	0.9%

Source: U.S. Census, 2000

Table 1.11 depicts the Town's workforce by industry with manufacturing being the highest (23.7%) followed by education, health, and social services (17.5%).

TABLE 1.11: **Occupation by Industry**

	TOWN OF HUDSON
Manufacturing	23.7%
Educational, Health and Social Services	17.5%
Retail Trade	10.8%
Construction	7.4%
Finance, Insurance, Real Estate	7.1%
Professional, Scientific, Management	6.8%
Arts, Entertainment, Recreation	6.3%
Transportation and Warehousing, Utilities	6.1%
Other Services	3.9%
Public Administration	3.2%
Agriculture, Forestry, Fishing	3.1%
Wholesale Trade	2.4%
Information	1.7%

Source: U.S. Census, 2000

Table 1.12 illustrates that both male and female population segments are highly employed (81.2%).

TABLE 1.12: **Employment Status**

TOWN OF HUDSON

Population 16 years and over	4,627
In labor force	81.2%
Civilian labor force	81.2%
Employed	80.2%
Unemployed	1.0%
Not in labor force	18.8%
Females 16 years and over	2,274
In labor force	78.1%
Civilian labor force	78.1%
Employed	77.0%
Have children under 6 years	644
All parents in labor force	71.4%

Source: U.S. Census, 2000

Most workers (84.2%) are employed in the private sector (Table 1.13).

TABLE 1.13: **Class of Workers**

TOWN OF HUDSON

Private wage and salary workers	84.2%
Government workers	10.2%
Self-employed workers in not incorporated business	5.2%
Unpaid family workers	0.5%

Source: U.S. Census, 2000

The Department of Workforce Development prepares 10-year employment projections by industry (Table 1.14). These projections indicate that service industries (both agricultural and general) are the fastest growing segments.

TABLE 1.14: **State of Wisconsin Employment Projections
By Industry (1998–2008)**

	PERCENT CHANGE
TOTAL ALL INDUSTRIES	13.3%
Agricultural Services	32.2%
Mining	-1.8%
Construction	10.9%
Manufacturing	4.1%
Transportation and Public Utilities	10.6%
Wholesale and Retail Trade	10.3%
Finance, Insurance, and Real Estate	13.9%
Services	21.0%
Government	10.4%

Source: State of Wisconsin, Department of Workforce Development

Table 1.15 illustrates projected occupation growth in the state in the 2000–2010 timeframe.

TABLE 1.15: **State of Wisconsin Employment Projections
By Occupation (2000–2010)**

	2000	2010	CHANGE	% CHANGE
TOTAL ALL OCCUPATIONS	3,011,380	3,301,160	289,780	9.6%
Management Occupations	153,240	169,800	16,560	10.8%
Business/Financial Occupations	87,950	98,200	10,250	11.7%
Computer and Mathematical Occupations	46,710	66,850	10,140	43.1%
Architecture/Engineering Occupations	50,520	51,880	1,360	2.7%
Life, Physical, and Social Sciences	28,970	32,370	3,400	11.7%
Computer/Social Services	42,090	52,410	10,320	24.5%
Legal Occupations	15,790	17,990	2,200	13.9%
Education, Training, and Library	177,460	203,850	26,390	14.9%
Arts/Design/Entertainment/Sports/Media	47,490	54,340	6,850	14.4%
Healthcare Practitioners and Technical	135,900	165,500	29,600	21.8%
Healthcare Support Occupations	78,890	98,940	20,500	25.4%
Protective Service Occupations	49,660	58,020	8,360	16.8%
Food Preparation and Serving Occupations	218,820	244,850	26,030	11.9%
Buildings and Grounds Cleaning/Maintenance	102,350	117,780	15,430	15.1%
Personal Care and Service Occupations	76,700	95,190	18,490	24.1%
Sales and Related Occupations	304,430	329,880	25,400	8.4%
Office/Administrative Support Occupations	476,230	295,230	19,000	4.0%
Farming/Fishing/Forestry	5,990	6,460	470	7.8%
Construction/Extraction Occupations	146,680	159,960	13,280	9.1%
Installation/Maintenance/Repair Occupations	117,130	124,780	7,650	6.5%
Production Occupations	415,890	407,430	(8,460)	-2.0%
Transportation/Material Moving Occupations	232,480	249,470	16,990	7.3%

Source: State of Wisconsin, Department of Workforce Development

Schools

The Town of Hudson is served by the Hudson School District. The district has 7 facilities (5 elementary schools, one middle school, and one high school). The 2005 enrollment for the district was 4,802 (Table 1.16). In the summer of 2004 the district had prepared K-12 public school enrollment projections (the complete study can be found on the district’s web site: www.hudson.K12.wi.us). Some of the findings include:

- Since 2000–01, K-12 student enrollment increased by 776 students to a current total of 4,849
- Since last school year, the school district gained an additional 153 students (3.2% increase)
- In 10 years, an additional 1,600 students are projected to be added to the schools. While the projection impacts all grade levels, this is about the same number of students that are presently enrolled in high school.

TABLE 1.16: **Hudson School District Enrollment • 2005**

SCHOOL	GRADE LEVEL	ENROLLMENT
Houlton Elementary	Elementary	187
Hudson High School	High School	1,542
Hudson Middle School	Middle School	1,117
Hudson Prairie Elementary	Elementary	565
North Hudson Elementary	Elementary	401
Rock Elementary	Elementary	567
Willow River Elementary	Elementary	424
HUDSON SCHOOL DISTRICT TOTAL		4,803

Source: Wisconsin Department of Public Instruction

TABLE 1.17: **Hudson School District Enrollment Projections • K-12**

YEAR	ENROLLMENT
2000-01 (actual)	4,073
2005-06 (actual)	4,849
2015-16 (projected)	6,449

Source: Hudson School District, 2006

Based on Department of Administration population projections for 2025 (12,254), the Town of Hudson could expect an increase of school-age children as shown in Table 1.18.

TABLE 1.18: **Town of Hudson School Age Children Projections**

AGE	2000 ACTUAL	2025 PROJECTION	NO. INCREASE
Age 5–9	575	1,140	+565
Age 10–14	642	1,262	+620
Age 15–19	532	1,054	+522
TOTAL	1,749	3,456	+1,707

Source: Wisconsin Department of Administration

Education Levels

Table 1.19 compares education attainment of Town residents with the county. Town residents significantly exceed county residents in Bachelor degrees (27.7% to 19.3%, respectively).

TABLE 1.19: **Educational Attainment**

	TOWN OF HUDSON	ST. CROIX COUNTY
Less than 9 th grade	0.7%	3.1%
9 th to 12 th grade, no diploma	2.3%	5.3%
High school graduate (includes equivalency)	24.7%	33.3%
Some college, no degree	24.9%	23.1%
Associate degree	10.3%	8.9%
Bachelor’s degree	27.7%	19.3%
Graduate or professional degree	9.5%	7.0%

Source: U.S. Census, 2000

Table 1.20 illustrates that over 66% of school age are in Grades 1–12.

TABLE 1.20: **School Enrollment**

	TOWN OF HUDSON
Population 3 years and over enrolled in school	2,024
Nursery school, preschool	197 9.7%
Kindergarten	84 4.2%
Elementary (grades 1–8)	921 45.5%
High school (grades 9–12)	487 24.1%
College or graduate school	335 16.6%

Source: U.S. Census, 2000

Income Levels

Tables 1.21 and 1.22 show that family, household and per capita incomes of Town residents are significantly higher than that of overall St. Croix County residents.

TABLE 1.21: **Household and Family Income**

	TOWN OF HUDSON		ST. CROIX COUNTY	
	Household Income	Family Income	Household Income	Family Income
Less than \$10,000	0.4%	0.5%	4.0%	1.4%
\$10,000 to \$14,999	0.8%	0.0%	4.1%	1.7%
\$15,000 to \$24,999	3.7%	3.6%	8.6%	5.8%
\$25,000 to \$34,999	2.2%	2.1%	9.4%	6.2%
\$35,000 to \$49,999	8.4%	6.3%	17.6%	16.2%
\$50,000 to \$74,999	23.8%	24.2%	24.8%	28.5%
\$75,000 to \$99,999	29.1%	30.9%	16.3%	19.9%
\$100,000 to \$149,999	22.4%	23.8%	11.0%	13.6%
\$150,000 to \$199,999	5.3%	5.2%	2.1%	2.6%
\$200,000 or more	3.8%	3.3%	1.9%	2.2%
Median income	\$81,733	\$83,418	\$54,930	\$63,816

Source: U.S. Census, 2000

TABLE 1.22: **Income Levels**

	TOWN OF HUDSON	ST. CROIX COUNTY
Median household income	\$81,733	\$54,930
Median family income	\$83,418	\$63,816
Per capita income	\$29,424	\$23,937

Source: U.S. Census, 2000

Percent of Town residents below the poverty level (Table 1.23) is quite low for both families and individuals (0.8% and 1.4% respectively).

TABLE 1.23: **Poverty Level**

TOWN OF HUDSON

Percent of Families Below Poverty Level	0.8%
With related children under 18 years	1.4%
With related children under 5 years	2.0%
Percent of Individuals Below Poverty Level	1.4%
18 years and over	1.1%
65 years and over	0.0%
Related children under 18 years	2.0%
Related children 5 to 17 years	1.6%
Unrelated individuals 15 years and over	4.4%

Source: U.S. Census, 2000

Section 2: HOUSING

The housing characteristics of the Town of Hudson are important elements of the comprehensive plan. The physical location of housing determines the location and cost of many public services and facilities. Also, housing characteristics are related to the social and economic conditions of the community's residents.

The information to be presented in this chapter will provide Town officials with information about the current housing stock as well as identify significant changes which have occurred in the area of housing over the past years and to provide an analysis of housing needs. Information is presented about structural, occupancy, and financial characteristics of the housing. Information is also presented that details substandard housing and projected housing demand. This chapter presents a housing strategy to address the Town's housing needs, including priorities, activities to be undertaken, and sources of funding.

It is important for a community to provide adequate and safe housing for all its residents, with an emphasis placed on the creation of functional neighborhoods. As stages of life, health, family, marital status, and financial circumstances change, so do housing needs. A person should be able to live and work in the same community and not be forced to look outside the community for housing.

The plan contains objectives and policies to ensure an adequate supply of safe housing for all income levels. The plan also recognizes the need to maintain the safety of our existing housing stock and encourages energy conservation in all construction.

This element and the elements on Economic Development and Transportation are clearly interrelated and should be considered together as the Town adopts policies and reviews development proposals in the future.

Housing is a basic necessity of life and an important part of the comprehensive planning process. The purposes of this section are to assess the current housing stock and to identify policies and programs that will help meet existing and forecasted housing demand. The housing stock assessment includes the age, value, and type (e.g. single-family or multi-family) of existing housing units; as well as occupancy characteristics such as tenure (owner occupied vs. renter occupied), and affordability (the percentage of monthly income residents spend on housing costs). Policies and programs focus on maintaining the quality of the existing housing stock.

Wisconsin State Statute 66.1001(2)(b)

(b) Housing element.

A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.

GOALS, OBJECTIVES AND POLICIES

Goal:

The Town will seek to maintain the quality of the existing housing stock and supplement it in appropriate locations with safe, well-constructed housing of a density, scale, and character that complements the present residential neighborhoods.

Objectives:

1. Increase the variety in housing stock so that types and prices of housing can satisfy the needs and preferences of a wide variety of residents while maintaining the single-family detached dwelling as the basic form of housing.
2. Ensure that only developments that are thoughtfully designed with respect to traffic generation, congestion, and patterns will be allowed.
3. Allow only developments that are adequately designed with respect to the topographical and drainage conditions of the proposed area.

Policies:

1. A mixture of housing should be encouraged to provide a variety of cost and housing types as well as flexibility in design and site planning.
2. The Town should require all new housing to meet or exceed minimum dwelling unit square footage in accordance with the Wisconsin Uniform Dwelling Code.
3. Housing may be clustered (higher density in clusters, same overall density) whenever necessary to preserve natural amenities, to provide open space, and to achieve greater distance between housing and external problem areas (such as major highways, railroads, industry, etc.).

EXISTING CONDITIONS

The Housing Market

Local government has the power to regulate individual parcels of land and to levy taxes on those parcels. In return for these revenues, local government provides services for the users of the land. Local governments are constantly faced with determining what services are in demand, and given local budget constraints, what services are preferred. Both the provision of services and the regulation of land come under the general heading of public welfare and safety.

Different land uses generate demands for different services. The issue here is housing. While population and density may determine the aggregate level of demand, the configuration and location of dwelling units may determine how, where, and at what cost services may be delivered. Schools, streets, traffic control, ambulance, refuse collection (solid waste), and police and fire protection are among the services that typically must be provided to residential areas. Because local governments can also regulate land-use, they have a means by which they may intervene, and to some extent, pattern the effective demand and costs for these services. Housing is a major land use category in most communities. It is a major source of revenues. This is why housing is an important element in comprehensive plans.

It is not enough to regulate land on the basis of the supply and demand of public services. Looking out for the public welfare includes seeing that everyone is housed decently and treated fairly. Local government regulation should attempt to insure that no one is excluded from this goal.

A housing market is loosely defined as a chain of dwelling units that may be substituted for one another. For the consumer in a given geographic area, this means the number of dwellings that he or she can afford which have similar characteristics or that have different characteristics with which trade-offs may be reasonably made. The more consumers in a given geographic area, the more diverse that area's housing market is likely to be.

Given the size of St. Croix County's population and employment base, the western portion of the county may be viewed as a single housing market. In actuality, the county's housing is in competition with housing in neighboring counties. But for the purposes of this plan, the county focus would seem wide enough. The largest population center in the area is Minneapolis/St. Paul, Minnesota. Because of the geographic proximity and the employment base in the Twin Cities, it is reasonable to assume that housing in the Town is directly tied to that area's housing market. In other words, for some households in the local housing market, the Town's housing offers a reasonable alternative to Twin Cities metro area housing.

In comparing the Town of Hudson to the Twin Cities metro area as a whole, the factors that may make the Town attractive or competitive to these larger markets may be identified. Some generalizations can be made. A good road network links the Hudson area to other population and employment centers in the area. Therefore, for a household to locate in the Town, it must be favorably disposed toward the physical characteristics of the housing and be able to afford both the housing and the cost of getting to work.

The Town of Hudson's Place in the Housing Market

In the 1990s, the Town of Hudson started to experience an increase in housing when compared to previous years. The data that is available makes assumptions about these conditions reasonable.

- The Town is located on or near major transportation routes, giving its residents access to other population, shopping, and employment centers.
- The savings in the actual cost of housing have been enough to offset any added transportation costs associated with shopping or traveling to work.

The Demand for Housing and Household Size

One of the determinants of the demand for housing is the rate of household formation. Household formation is a function of the life cycle. The life cycle includes persons growing up and leaving home, marriages, births, divorces, and deaths. These factors will affect household size. Household size determines housing needs and therefore plays a role in the demand for housing.

Household size can be an indication of household formation. Nationally, household size has been on the decline. This has been due to an increase in single-person households, and to couples that have delayed having children.

The Town's average household size was 3.20 in 1990 (by 2000 the average household size declined slightly to 3.17). The decline in household size is in keeping with national and state trends.

Housing Affordability

Does the supply of housing and its pricing match the ability of households to buy? To learn whether there is an adequate supply of affordable housing, the number of households within the various income categories must first be determined.

Table 2.1 illustrates the median household income for Hudson and St. Croix County.

TABLE 2.1: **Household Income • 1999**

	TOWN OF HUDSON	ST. CROIX COUNTY
	Household Income	Household Income
Less than \$10,000	0.4%	4.0%
\$10,000 to \$14,999	0.8%	4.1%
\$15,000 to \$24,999	3.7%	8.6%
\$25,000 to \$34,999	2.2%	9.4%
\$35,000 to \$49,999	8.4%	17.6%
\$50,000 to \$74,999	23.8%	24.8%
\$75,000 to \$99,999	29.1%	16.3%
\$100,000 to \$149,999	22.4%	11.0%
\$150,000 to \$199,999	5.3%	2.1%
\$200,000 or more	3.8%	1.9%
Median income	\$81,733	\$54,930

Source: U.S. Census, 2000

Table 2.2 shows that 86.4% of the owner-occupied households use 30 percent or less of household income (a recognized H.U.D. standard for housing expenses) for housing costs. Referring back to Table 2.1 and a \$81,733 median household income, it is easy to determine the monthly amount a household can afford for housing:

$$\$81,733 \div 12 \text{ months} = \$6,811 \times .30 = \$2,043$$

Table 2.3 indicates that the median mortgage for owner-occupied units in the Town is \$1,347, significantly below \$2,043.

TABLE 2.2: **Selected Monthly Owner Costs
as a Percentage of Household Income (1999)**

	TOWN OF HUDSON	ST. CROIX COUNTY
Less than 15.0 percent	34.4%	33.5%
15.0 to 19.9 percent	22.1%	21.2%
20.0 to 24.9 percent	20.0%	17.1%
25.0 to 29.9 percent	9.9%	10.5%
30.0 to 34.9 percent	4.2%	5.6%
35.0 percent or more	9.3%	11.9%

Source: U.S. Census, 2000

TABLE 2.3: **Mortgage Status and Selected Monthly Owner Costs (1999)**

	TOWN OF HUDSON	ST. CROIX COUNTY
With a mortgage	89.3%	79.4%
Less than \$300	0.0%	0.1%
\$300 to \$499	1.1%	1.9%
\$500 to \$699	2.3%	5.8%
\$700 to \$999	13.2%	21.3%
\$1,000 to \$1,499	42.0%	31.2%
\$1,500 to \$1,999	18.6%	12.4%
\$2,000 or more	11.9%	6.7%
Median	\$1,347	\$1,142
Not mortgaged	10.7%	20.6%

Source: U.S. Census, 2000

A similar analysis can be performed for renter-occupied units. Table 2.4 shows that the median rent is \$741 per month. Table 2.5 indicates that 45.8% percent of renters pay less than 30 percent of household income for housing costs.

TABLE 2.4: **Gross Monthly Rent (1999)**

	TOWN OF HUDSON	ST. CROIX COUNTY
Less than \$200	0.0%	4.6%
\$200 to \$299	0.0%	7.1%
\$300 to \$499	5.4%	18.8%
\$500 to \$749	40.4%	44.4%
\$750 to \$999	22.9%	16.0%
\$1,000 to \$1,499	19.9%	4.6%
\$1,500 or more	1.2%	0.6%
No cash rent	10.2%	3.8%
Median	\$741	\$587

Source: U.S. Census, 2000

Gross rent as a percentage of income overall is slightly higher in the Town versus the county (Table 2.5).

TABLE 2.5: **Gross Rent as a Percentage of Household Income (1999)**

	TOWN OF HUDSON	ST. CROIX COUNTY
Less than 15.0 percent	16.3%	21.7%
15.0 to 19.9 percent	5.4%	16.9%
20.0 to 24.9 percent	0.0%	15.4%
25 to 29.9 percent	24.1%	11.2%
30 to 34.9 percent	12.0%	6.7%
35.0 percent or more	31.9%	24.1%
Not computed	10.2%	4.2%

Source: U.S. Census, 2000

The median value of an owner-occupied home (Table 2.6) in the Town is \$46,000 greater than that of the county median.

TABLE 2.6: **Household Value / Owner-Occupied Units (1999)**

	TOWN OF HUDSON	ST. CROIX COUNTY
Less than \$50,000	0.3%	2.0%
\$50,000 to \$99,999	1.1%	19.7%
\$100,000 to \$149,999	16.8%	35.6%
\$150,000 to \$199,999	48.9%	23.8%
\$200,000 to \$299,999	25.1%	14.0%
\$300,000 to \$499,999	7.0%	4.1%
\$500,000 to \$999,999	0.8%	0.7%
\$1,000,000 or more	0.0%	0.0%
Median	\$185,500	\$139,500

Source: U.S. Census, 2000

The vast majority (72%) of Town housing stock is less than 25 years old (Table 2.7).

TABLE 2.7: **Housing Stock**

TOWN OF HUDSON

Year Structure Built:	Number of Units	Percent of Total
1999 to March 2000	141	7.0%
1995 to 1998	416	20.7%
1990 to 1994	334	16.6%
1980 to 1989	552	27.5%
1970 to 1979	404	20.1%
1960 to 1969	44	2.2%
1940 to 1959	34	1.7%
1939 or earlier	84	4.2%

Source: U.S. Census, 2000 in Wisconsin DOA Community Profiles

The 1990s reflected a growth spurt when 50% of the Town’s housing was constructed (Table 2.8). Ninety-six percent of the stock is single family (Table 2.9).

TABLE 2.8: **Year Householder Moved Into Unit**

TOWN OF HUDSON

Year Structure Built:	Number of Units	Percent of Total
1999 to March 2000	250	12.8%
1995 to 1998	602	30.8%
1990 to 1994	376	19.2%
1980 to 1989	496	25.4%
1970 to 1979	189	9.7%
1969 or earlier	43	2.2%

Source: U.S. Census, 2000

TABLE 2.9: **Housing Units By Type**

TOWN OF HUDSON

	Number of Units	Percent of Total
Single Family	1,929	96.0%
Two Family	64	3.2%
Multi-Family	7	0.3%
Mobile Home	9	0.4%

Source: U.S. Census, 2000

Indicative of Town housing, the great majority (93%) is owner-occupied (Table 2.10).

TABLE 2.10: **Housing Tenure**

	TOWN OF HUDSON	CITY OF HUDSON	VILLAGE OF NORTH HUDSON	TOWN OF ST. JOSEPH	ST. CROIX COUNTY
OCCUPIED HOUSING UNITS	1,925	3,687	1,315	1,193	23,410
Owner-occupied housing units	1,790 93.0%	2,224 60.3%	1,022 77.7%	1,112 93.2%	17,881 76.4%
Renter-occupied housing units	135 7.0%	1,463 39.7%	293 22.3%	81 6.8%	5,529 23.6%
Average household size of owner-occupied housing unit	3.22	2.62	2.82	2.89	1.85
Average household size of renter-occupied housing unit	2.61	1.93	1.97	2.35	2.04

Source: U.S. Census, 2000

HOUSING AGENCIES AND PROGRAMS

WHEDA Home Ownership Mortgage Homes (HOME)

The Wisconsin Housing and Economic Development Authority (WHEDA) provides Home Ownership Mortgage Loans (HOME). The objective is to provide low interest, fixed rate mortgage loans to help low and moderate income individuals and families buy a home with below market rate interest. Eligible applicants include first-time homebuyer, a purchaser of property in a targeted area, or renovation of older home. The homebuyer must meet current income requirements and have stable income and credit history.

WHEDA Home Improvement Loans

WHEDA provides Home Improvement Loans. The objective is to provide affordable home improvement loans to low and moderate income homeowners. Eligible applicants include homeowners with good employment credit histories whose income is within current guidelines. The loans range from about \$1,000 to \$15,000 for 1-15 years.

WHEDA Paint & Fix-Up Grant

WHEDA provides a Paint and Fix-Up Grant. The objective of this grant is to provide financial assistance to communities for painting and fixing up homes in specific neighborhoods. All communities are eligible to receive the grant. Two grants up to \$300 each for painting and repair, respectively, are available.

Wisconsin Department Of Housing And Intergovernmental Relations—Bureau Of Housing (DHIR-BOH)

More than \$40 million is distributed annually to improve the supply of affordable housing for Wisconsin residents. The Bureau of Housing is involved in the following programs:

- Administers federal housing funds such as Home Investment Partnerships (HOME) and Community Development Block Grants (CDBG)
- Administers a variety of programs for persons with Special Needs (Homeless)
- Provides state housing funds through local housing organizations
- Coordinates housing assistance programs with those of other state and local housing agencies
- Develops state housing policy and provides housing information and technical assistance

United States Department Of Agriculture—Rural Development (USDA-RD)

The Rural Housing Service helps rural communities and individuals by providing loans and grants for

housing and community facilities. Funding is provided for single family homes, apartments for low-income persons or the elderly, housing for farm laborers, child care centers, fire and police stations, hospitals, libraries, nursing homes, schools, and much more.

The Rural Housing Service (RHS) is an agency of the U.S. Department of Agriculture (USDA). Located within the Department's Rural Development mission area, RHS operates a broad range of programs to provide:

- Homeownership options to individuals;
- Housing rehabilitation and preservation funding;
- Rental assistance to tenants of RHS-funded multi-family housing complexes
- Farm labor housing;
- Help developers of multi-family housing projects, like assisted housing for the elderly, disabled, or apartment buildings; and
- Community facilities such as libraries, childcare centers, schools, municipal buildings, and firefighting equipment in Indian groups, nonprofit organizations, communities, and local governments.

United States Housing And Urban Development Department (HUD)

The mission of HUD is to provide decent, safe, and sanitary home and suitable living environment for every American. More specifically the programs of HUD are aimed at the following:

- Creating opportunities for homeownership
- Providing housing assistance for low-income persons
- Working to create, rehabilitate and maintain the nation's affordable housing
- Enforcing the nation's fair housing laws
- Helping the homeless
- Spurring economic growth in distressed neighborhoods
- Helping local communities meet their development needs

Section 3: TRANSPORTATION

The transportation system of a community supports its economy, thus offering opportunities for residents and visitors. A community's standard of living is enhanced by a solid, well-planned transportation system. It results in many safety and social benefits, as well as long term cost savings for the community. All these things help make the community a desirable place to live.

This chapter will first inventory all the different modes of transportation within the Town limits, as well as other modes that influence the Town from outside its limits. The existing transportation system will then be reviewed by looking at such things as road classification systems. Finally, the Town's future plans will be compared and analyzed to county and state plans to ensure consistency and common goals.

A community's transportation infrastructure supports the varied needs of its residents, local businesses, visitors, and through-traffic. The Transportation section summarizes the transportation system and, based on local input, provides a 20-year jurisdictional plan that can serve as a resource guide and implementation tool.

Wisconsin State Statute 66.1001(2)(c)

(c) Transportation Element

A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking, and water transportation. The element shall compare the local governmental unit's objectives, policies, goals, and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit. Beginning on January 1, 2010, any program or action of a local governmental unit that affects land use shall be consistent with that local governmental unit's comprehensive plan,

Transportation Infrastructure and Issues

There are places where people have daily transportation options that include driving, taking the train, riding the bus, bicycling, or walking. In rural areas many of these options may not be practical and others are simply not available. It may seem that local planning input has little relation to a much larger system like transportation. However, the residents of the Town—and elected and appointed officials who represent them – support and promote transportation policies and programs related to:

- Mobility needs of the elderly and disabled
- Freight mobility
- Connectivity with the larger transportation system
- Supporting economic development
- Transportation safety
- Recreational transportation uses

GOALS, OBJECTIVES, AND POLICIES

Goals:

1. To provide for safe, convenient, and efficient movement of people and goods to and throughout the Town.
2. To provide a total circulation system that can be efficiently maintained and is safe under all conditions.
3. To provide a transportation system that is designed and maintained to encourage development in accordance with the Town's Comprehensive Plan.

Objectives:

1. To anticipate and plan for improvements to the roadway system.
2. To enhance and maintain the traffic carrying capability of the Town's roadway system through appropriate subdivision, zoning, land use, and access controls.
3. To develop a local public transportation alternative(s) to coordinate with surrounding communities.

Policies:

1. The Town should establish a classification of streets and highways within the Town and work to bring the street system and traffic patterns into conformance with current standards. Functions of this system are as follows:
 - a. Class I — Principal Arterial
Moves high volumes of through traffic at high speeds between major regional traffic generators with limited or controlled access point.
 - b. Class II — Intermediate Arterials
Moves moderate to high volumes of traffic at moderate speeds between expressway or freeway facilities and other traffic generators.
 - c. Class III — Minor Arterials
Connects adjacent sub-regions and activity centers with sub-regions, and provides connections to principal and intermediate arterials.
 - d. Class IV — Collector Streets
Collects traffic from local streets and distributes it to arterial streets. Moves moderate traffic volumes at moderate speeds generally shorter distances.

e. Class V — Local Streets

- Moves low volumes of local traffic at low speeds over short distances and provides direct access to and from individual properties.
2. A thoroughfare plan providing more efficient circulation within the Town should be adopted by means of a Future Town Roads Map so that necessary rights-of-way can be identified.
 3. Existing roads should be utilized to as great an extent as possible in developing a thoroughfare plan to include bike/pedestrian lanes.
 4. All circulation systems should be coordinated with those of adjacent communities and the County systems.
 5. All Town streets and roadways, for new commercial and residential developments, should be planned to prevent the mix of commercial and residential vehicles, as much as possible.
 6. The Town should maintain a capital improvement plan identifying its priorities for road upgrading.

EXISTING CONDITIONS

The transportation system links Town residents to the County, state, and nation. The Town's transportation system includes all roads and highways, airports, bus service and railroads.

The Town's growing population has increasingly demanded more extensive roadway facilities to serve commuting and local transportation needs. This is reflected in the number of planned improvements.

Roads and Highways

The road system consists of roads with different functions and jurisdictions. The Town's highway system consists of 52.56 miles of local roadways, 12.25 miles of County trunk highways, 7.14 miles of state trunk highways and 5.75 miles of interstate highway.

1. *Principal arterials interstate* connect metropolitan areas and traverse long distances. Interstate 94 is a principal arterial interstate and is under federal jurisdiction.
2. *Principal arterials other* also connect metropolitan areas and traverse long distances. STH 35 is a principal arterial and is under state jurisdiction.
3. *Minor arterials*, in conjunction with principal arterials, serve cities and large communities within regions and states. U.S. Hwy. 12, CTH F and CTH UU are minor arterials.
4. *Major and minor collectors* connect smaller towns and communities with the arterial highways. CTH A is a major collector and CTH N, Badlands Road, Stageline Road and Gilbert Road are minor collectors.
5. *Local roads* serve towns, villages and cities. All remaining roads in the Town of Hudson are local roads.

Air Facilities and Services

Scheduled air service is within minutes of the Town of Hudson. The Twin Cities International Airport is a major air carrier facility located south of Minneapolis, 33 miles from the Town. The airport can physically accommodate every type of aircraft now used by commercial airlines.

Additional Minnesota airports serving west central Wisconsin include the Lake Elmo Airport in Washington County and Holman Field in downtown St. Paul. High-performance and business jets up

to 60,000 pounds gross weight are served. Both Instrument Flight Rules and Visual Flight Rules are observed.

In Wisconsin, within the vicinity, are three basic utility airports: Baldwin, New Richmond, and River Falls. They can accommodate propeller driven aircraft under 12,000 pounds gross takeoff weight. New Richmond's airport is municipally owned, the Baldwin and River Falls airports are privately owned.

Rail Transportation

The Union Pacific Railroad provides cargo service to the area. Shipping and receiving is done daily providing resources to local businesses in the industrial area.

Car Pools

St. Croix County does not have a mass transportation system. Several Minnesota companies encourage car pooling by providing vans and computer-based link ups. The Wisconsin Department of Transportation has lighted, blacktop car pool parking lots at the junctions of Carmichael Road and Interstate 94 in the City of Hudson and on Old STH 35 by Hanley Road in the Town of Hudson. Another is planned to serve the intersection of U.S. Hwy. 12 and Interstate 94.

Truck, Package, and Cargo

Two local terminals provide area and regional truck line services. A variety of express service carriers provide convenient package delivery to the area.

Transit

Great Rivers Transit offers subscription bus service to interested commuters. Service is offered at three park-and-ride locations located between River Falls and Hudson. Service is to downtown St. Paul. Private taxi service is based in Stillwater, Minnesota and serves the Town.

TRANSPORTATION PROGRAMS

State and Regional Transportation Plans

Wisconsin Statutes §66.1001(2)(c) requires communities to compare the local governmental units objectives, policies, goals and programs to state and regional transportation plans. It also requires communities to incorporate applicable state, regional and other transportation plans into their Comprehensive Plan. This section satisfies this statutory requirement. The Town of Hudson's Transportation Element goals, objective, policies, and programs are consistent with and implement all relevant sections of the following plans and programs:

Wisconsin Bicycle Transportation Plan 2020

The Wisconsin Department of Transportation (WisDOT) completed the Wisconsin Bicycle Transportation Plan 2020 in 1998. This Plan establishes WisDOT goals, objectives, and policies for both intercity and urban and suburban bicycling, and recommends strategies and actions for WisDOT, local governments, and others to take to implement the plan. The two primary goals of the plan are to double the number of trips made by bicycles and to reduce bicyclist-motorist crashes by at least 10 percent by the year 2010. More specifically, it seeks to improve bicycle access to major destinations along arterial and collector streets.

2002–2008 Transit Improvement Program

The TIP must be consistent with the region's long-range transportation plan, include all transportation projects in the metropolitan area that are proposed for federal funding, and include at least three years of programming.

The Wisconsin Pedestrian Policy Plan 2020

The Wisconsin Pedestrian Policy Plan 2020, created by the Wisconsin Department of Transportation (WisDOT), was established to make pedestrian travel a viable, convenient and safe transportation choice throughout Wisconsin. While the Policy Plan primarily aims to minimize the barrier to pedestrian traffic flow from State Trunk Highway expansions and improvements, it provides guidance to local communities on how to encourage pedestrian travel through the creation of pedestrian plans, increasing enforcement of pedestrian laws, adopting and implementing sidewalk ordinances, and addressing pedestrian issues through the public participation component of Comprehensive Smart Growth Planning.

Connections 2030: Wisconsin’s Long-Range Transportation Plan

WisDOT is currently developing a long-range transportation plan for the state called “Connections 2030.” This plan will address all forms of transportation over a 25-year planning horizon: highways, local roads, air, water, rail, bicycle, pedestrian, and transit. The overall goal of the planning process is to identify a series of policies to aid transportation decision-makers when evaluating programs and projects.

St. Croix County 2020 Plan

St. Croix County prepared a comprehensive development plan including agricultural preservation, land use and transportation elements. Few recommendations relating to transportation directly effect the Town of Hudson, but the plan should be considered an important tool to consider in implementing this plan.

The **Local Roads Improvement Program** (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. The competitive reimbursement program pays up to 50% of total eligible costs with local governments providing the balance. The program has three basic components: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP).

Pavement Surface Evaluation & Rating

Software tools help jurisdictions to prioritize their transportation projects. Information collected as part of the **PASER** (Pavement Surface Evaluation & Rating) system helps establish budget parameters, select possible projects, and evaluate the implications of maintenance decisions. This information is submitted to WisDOT every two years and is integrated into the state’s **WISLR** (Wisconsin Information System for Local Roads) database.

Planning For Capital Improvements

A Capital Improvement Program (CIP) can assist in planning for major project costs by creating a multi-year scheduling plan for physical public improvements including transportation. The schedule is based on the projection of fiscal resources and prioritization of improvements five to six years into the future. Capital improvements include new or expanded physical facilities that are relatively large in size, expensive, and permanent.

Programs for Local Government

WisDOT administers a variety of state and federal programs, including:

- Airport Improvement Program (AIP)
- Connecting Highway Aids
- County Elderly and Disabled Transportation Assistance
- Federal Discretionary Capital Assistance
- Freight Rail Infrastructure Improvement Program (FRIIP)
- Freight Rail Preservation Program (FRPP)
- General Transportation Aids (GTA)
- Highways and Bridges Assistance
- Local Bridge Improvement Assistance
- Local Roads Improvement Program (LRIP)
- Local Transportation Enhancements (TE)
- Railroad Crossing Improvements
- Rural and Small Urban Public Transportation Assistance
- Rural Transportation Assistance Program (RTAP)
- Rustic Roads Program
- Surface Transportation Discretionary Program (STP-D)
- Surface Transportation Program – Rural (STP-R) & Urban (STP-U)
- Traffic Signing and Marking Enhancement Grants Program
- Transportation Economic Assistance (TEA)

State Transportation Plans & Information Resources

In preparing this plan, several plans and information resources were consulted, including:

- AirNav, LLC <http://www.airnav.com/airports/us/WI>
- Growing Wisconsin's Economy (WisDOT 2002)
- Land Use & Economic Development in Statewide Transportation Planning (FHWA 1999)
<http://www.uwm.edu/Dept/CUTS/lu/lu-all2.pdf>
- Local Roads Improvement Program (LRIP) Summary Report 2002-2003
<http://www.dot.wisconsin.gov/localgov/docs/lrip-biennial.pdf>
- Midwest Regional Rail Initiative
<http://www.dot.state.wi.us/projects/state/docs/railmidwest.pdf>
- *Rural By Design*, Randall Arendt (APA 1994).
- “Siting rural development to protect lakes and streams and decrease road costs”
(Wisconsin Center for Land Use Education) <http://www.uwsp.edu/cnr/landcenter/pubs.html>
- Status of the Nation's Highways, Bridges, and Transit (FHWA, 2002)
<http://www.fhwa.dot.gov/policy/2002cpr/>
- TDA (Wisconsin Transportation Development Association) Report – 2004.
- U.S. Census – 2000 <http://www.census.gov/>
- Wisconsin State Airport System Plan 2020
<http://www.dot.state.wi.us/projects/state/docs/air2020-plan.pdf>
- WisDOT - Transportation Planning Resource Guide
<http://www.dot.state.wi.us/localgov/docs/planningguide.pdf>
- WisDOT's Five-Year Airport Improvement Plan (October 2002)
<http://www.dot.state.wi.us/projects/state/docs/air-5yr-plan.pdf>
- Wisconsin Airport Land Use Guidebook – 2004
http://www.meadhunt.com/WI_landuse/
- Wisconsin Bicycle Transportation Plan – 2020
<http://www.dot.state.wi.us/projects/state/docs/bike2020-plan.pdf>
- Wisconsin Bicycle Planning Guidance
<http://www.dot.state.wi.us/projects/state/docs/bike-guidance.pdf>
- Wisconsin Bicycle Facility Design Handbook
<http://www.dot.state.wi.us/projects/state/docs/bike-facility.pdf>
- Wisconsin County/City Traffic Safety Commission Guidelines (WisDOT 1998)

- Wisconsin Crash Facts (1999-2003)

<http://www.dot.wisconsin.gov/safety/motorist/crashfacts/>

- Wisconsin Rail Issues and Opportunities Report

<http://www.dot.state.wi.us/projects/state/docs/rail-issues.pdf>

- Wisconsin State Highway Plan – 2020

<http://www.dot.state.wi.us/projects/state/docs/hwy2020-plan.pdf>

- Wisconsin Statewide Pedestrian Policy Plan – 2020

<http://www.dot.state.wi.us/projects/state/docs/ped2020-plan.pdf>

Section 4: UTILITIES AND COMMUNITY FACILITIES

As a part of the comprehensive planning program, the Town's public and community facilities were reviewed and evaluated as to their present condition and adequacy to meet the future needs of the community.

To maintain a high level of public services, the community must continuously upgrade and, if needed, expand their existing facilities. The recommendations contained in this section are based on general long-range planning considerations and should not be substituted for detailed architectural or engineering studies required before expending substantial community resources and undertaking specific public works projects.

Throughout the country, coordinated land use and facilities planning is the best approach to managing future growth. "Urban sprawl," or unplanned, random land use development, is the most costly pattern of growth in terms of providing services.

Public facilities cover a broad range of municipal functions from the nuts-and-bolts of snow removal and sewage treatment to cultural and social activities. Services such as sanitary sewer service and potable water, can be major drawing cards for desirable development, commerce, and industry. They can also be used by local government to direct and manage growth in a timely fashion. Costs associated with these services are a major element in any community's budget, with capital investment and operating expenses exerting the greatest demand on the budgets of municipal utility customers and taxpayers.

The purpose of this section is to inventory, map, and forecast utilities and community facilities in the Towns. Utilities and community facilities, often referred to as public works, consist of the physical infrastructure that allows a community to function and grow. Community facilities may include libraries, municipal offices, schools, police stations, fire stations, parks, etc.

It is expected that the population in the Town of Hudson will grow by over 4,600 residents over the next 20 years. This increase in population will undoubtedly increase the demand for public utilities and community facilities. However, the exact need to expand, rehab, or create new utilities and community facilities are difficult to determine. Needs of the Town will vary according to growth pressure and the level of service that is deemed publicly acceptable.

Wisconsin State Statute 66.1001(2)(d)

(d) Utilities and Community Facilities

A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, childcare facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.

GOALS, OBJECTIVES, AND POLICIES

Goals:

1. To acknowledge the possible need for public utilities of sanitary sewer, water, and storm sewers.
2. To provide a basis for developing and maintaining a sound financial planning program for land purchase, capital improvements, relating improvements to need, location, and proper timing.
3. To provide adequate sites for parks, playgrounds, schools, and other public facilities properly related to population, community services, and transportation.
4. Provide adequate, good quality, and varied park and recreation facilities to meet the needs of all community residents.
5. To encourage and maintain a level of emergency preparedness so that prompt and efficient reaction may be taken to protect the lives and property within the Town.

Objectives:

1. Provide cost effective community services in order to maintain stable tax rates.
2. Develop park and recreational opportunities for Town residents including the mentally and physically handicapped individuals of the community.
3. To make long term plans for emergency response facilities.
4. To provide passive and active park and recreational facilities to meet the needs of all age groups.
5. To obtain, when opportunities arise, sites for future parks, playgrounds, etc.
6. To provide opportunities for rural residents to enjoy the community's parks and recreation areas.
7. To develop the community's recreation program to be coordinated with the programs of other levels of government and with private enterprise to ensure maximum public benefit.
8. To provide access and adequate parking for public recreation areas and trails.
9. To protect scenic values by controlling billboards, signs, junkyards, and other unsightly land uses and practices.
10. To protect resource-based recreation areas within the community.
11. To preserve and protect scenic areas of unique and natural beauty within the community.

Policies (facilities):

1. Multiple use of public facilities should be encouraged in order to provide for economy in government and to make the best use of these facilities.
2. All public buildings should be located on a site of sufficient size for the buildings and should have adequate space available for any accessory facilities or expansion.

Policies (administration):

1. The Town should develop and enforce a Comprehensive Plan complete with land use guide plan, and supported by a zoning ordinance and official zoning map, subdivision regulations, building code, sign code, and sewage disposal regulations, all backed up by diligent enforcement.
2. Close cooperation between the Town, adjacent Towns, and the County should guide future development decisions.
3. The Town Board/Plan Commission should schedule regular meetings with the County, Towns, Village and City officials to discuss mutual problems.

Policies (Town services):

1. Fire Protection—The Town should maintain existing rural fire service contracts with adjacent communities.
2. Public Safety—The Town should continue to rely upon the County Sheriff’s Office for police protection. Cooperation with neighboring communities should also be encouraged as the Town grows and demand for police protection increases.
3. Solid Waste Management—
 - a. The Town should utilize County programs to enhance recycling, composting, and hazardous waste removal.

Policies (sewer and water):

1. No dwellings or development should be permitted in areas where suitable soils are not available for supporting onsite sewage disposal systems, unless a sanitary sewer district is activated.
2. Onsite sewage disposal systems will only be permitted on adequately sized lots where hydrologic and soil porosity conditions substantiate the reliability of systems for the density, conditions, and cumulative effect of development that will occur.
 - a. Sound planning principles and careful screening of development proposals should be utilized in order to assure that all systems can meet overall Town goals.

Section 4: UTILITIES AND COMMUNITY FACILITIES

3. Maintenance and preservation of the Town's natural drainage system should be required as insurance against future storm sewer needs.
 - a. Natural ponding areas and the Town's network of drainageways, intermittent streams and man-made systems should be identified in all development proposals and subsequently preserved as an alternative to a completely man-made storm water sewer system. All due attention must be given to the natural high water mark.
 - b. Drainage easements should be required on any development proposal transversed by any waterway.
4. Private wells, treatment, and distribution to more than one residence on one system should be required in conformance with Department of Natural Resource's and St. Croix County Zoning's sanitation laws and regulations.
5. Lowland drainage corridors and other scenic corridors should be preserved by easement at time of subdivision.

Policies (parks and recreation):

1. The Town shall require fees dedicated for park purposes.
2. The Town should put priority on continued development and maintenance of the Town Hall park to meet local needs in the Town and cooperate with neighboring communities to develop community parks and programs.

EXISTING CONDITIONS

The essential services of ambulance, fire, police, and solid waste disposal are necessary for every unit of government. Hudson Town residents are provided these services by the Town or St. Croix County or through contractual arrangements.

Emergency Medical Services — Emergency medical service is available through the St. Croix Emergency Medical Service in the City of Hudson. The Town is assessed for this service on the basis of its population. The St. Croix Emergency Medical Services Commission, which includes representation from the Town, Village and City, oversees the St. Croix EMS.

Fire Protection — Fire protection is provided by the City of Hudson's Fire Department. The Town is assessed for this service on the basis of its population. Presently, discussion is underway with respect to future space needs for the Fire Department and St. Croix EMS. In addition to improved insurance ratings, a goal of a potential second fire station facility will improve response times to Township areas.

Police Protection — Police protection is provided by the St. Croix County Sheriff's Department.

Enforcement Officers—The Town of Hudson has one appointed constable and one assistant constable to enforce animal control issues, zoning related issues and other issues identified as public nuisances.

Solid Waste Disposal and Recycling — Solid waste disposal and recycling are provided by a private hauler under contract to the Town. Residents are either billed directly by the hauler or pay a special assessment.

Sanitary District Number 1 — In 1995, the Town Board formed Town Sanitary District Number 1 to provide a municipal water system to the industrial district. All costs will be borne by the users in the industrial district. The Town Board members are the Sanitary District Commissioners.

Telecommunications — SBC provides telephone service to the Town. Several cellular/wireless providers also service the area.

Post-Secondary Education

- Wisconsin Indianhead Technical College, 1019 South Knowles, New Richmond, WI 54017
- Chippewa Valley Technical College, 500 South Wasson Lane, River Falls, WI 54022
- University of Wisconsin River Falls, 420 South Third Street, River Falls, WI 54022

Senior Facilities — The Hudson Area Senior Center is located at 1320 Wisconsin St., Hudson. The center offers food service, social activities, and a variety of health maintenance services.

Town Administration — General Town administrative services are provided from the Town Hall at County Road A and McCutcheon Road. Sheriff, fire, and highway services are provided by taxing jurisdictions and/or by contract.

Power — Electrical service to the Town is provided by Xcel Energy and St. Croix Cooperative Electric. Natural gas is provided by Xcel Energy and Midwest Natural Gas Inc.

Child/Day Care — Numerous facilities, located in the Town and in nearby jurisdictions, sufficiently meet the demand for services.

Cemeteries — Willow River, St. Patrick's and German Settlement cemeteries serve the Town.

Healthcare — A number of facilities are located in the Hudson area and provide a full-range of healthcare services (i.e., Amery Regional Medical Center, Holy Family Hospital, Lakeview Hospital, River Falls Area Hospital, St. Croix Regional Medical Center, and the Hudson Medical Center).

Existing Recreation Areas — The Town of Hudson is bordered on the west by the St. Croix National Scenic Riverway and on the northeast by the Willow River. The rivers are a major component of the area's attraction to homeowners. The recreational use of the rivers is very high. The Town has only one major passive park, located at CTH UU.

Some recreation opportunities are offered within the Town. However, these are mostly private, state or federal facilities and access is limited to members or have entrance fees.

There are eight park areas that are considered semi-public. They were created as part of a subdivision plat for use by the residents. Most are undeveloped open space. Table 4.1 shows the size and location of existing recreation areas.

Library — The Hudson Area Joint library (located in the City of Hudson) is in partnership with the City of Hudson, Village of North Hudson, and the Towns of Hudson and St. Joseph. The library offers a variety of books, magazines, newspapers, videos, DVDs, recorded books, children's story time and other programming, and a Friends group. Additional materials are easily available through the MORE online catalog that allows one to search for, reserve, and renew library items from any computer connected to the Internet.

Cable/Internet — Cable and internet service is provided by Baldwin Telecom. Internet service is also available from numerous other providers.

Section 4: UTILITIES AND COMMUNITY FACILITIES

TABLE 4.1: Existing Recreation Areas • Town of Hudson

NAME	ACRES	ACCESS	FACILITIES
Hudson Town Park	11.7	Public	Town Hall, softball field
Cedar Hills Open Space	9.72	Public	Prairie restoration with trails
Park View Estates Park Homeowners' Association maintains.	2.75	Semi-Public	Tennis courts, basketball standard and small play area, baseball diamond, playground equipment
Strawberry Point Park Homeowners' Association maintains.	.17	Semi-Public	Tennis court, easement to Lake Mallalieu
Country View Park Homeowners' Association maintains.	6.71	Semi-Public	Playground area
Edgewood/Ranchwood Open Space Homeowners' Association maintains.	2.57	Semi-Public	Undeveloped open space
Cedar Crest Open Space Homeowners' Association maintains.	2.55	Semi-Public	Undeveloped open space
Mallacove Homeowners' Association maintains.	10.7	Semi-Public	Lake Mallalieu access, wetlands conservancy area
Willow River State Park Department of Natural Resources maintains & operates.	1,270 of 2,950*	Public, State-park sticker needed.	Three lakes, trout stream, boat launch, picnicking, 78 camp sites, bath house & beach, nature center, parking, restrooms, hiking trails, sightseeing & passive recreation areas, ice skating, sliding, tobogganing, & cross-country skiing.
Clapp Waterfowl Production Area, federally-owned, U.S. Fish & Wildlife Service managed. Parking off Kinney Road.	215 of 227*	Public	Nature hikes, cross-country skiing, hunting, trapping & some fishing. No motorized vehicles or overnight camping allowed.
Game Unlimited	67 of 827*	Semi-Public Entrance fees	Members-only, licensed shooting preserve. Chalet, hunting, cross-country skiing.
Badlands Recreation	40	Entrance fees	Four lighted tubing slopes, two tows, a warming house, snack bar, snow tubing, skiing & snow boarding.
Hudson Soccer Complex	46	Public	12 soccer fields, 7 full size, five youth; concession stand and parking. Facility is to open June of 1996. Designed for youth soccer events.
Girl Scout Camp	320 of 552*	Private, members only	
Hudson Rod, Gun and Archery Club	100	Private, members only	Trap and skeet shooting, walk-through archery range, league tournaments, hunter education & forest management classes, fishing & educational events & tournaments for youths.
Recreation Area (formerly Nor-Lake)	20	Private	Pond, picnic benches, horseshoe pits.
Bicycle Routes	County Highways A, N and F; Jacobs Lane; Dorwin Road; Daily Road; Carmichael Road & McCutcheon Road.		
Bicycle Trails	CTH A, from Hudson to Burkhardt.		
Snowmobiling Routes	Snowmobile routes are maintained by two local clubs; Hudson Snow Trails and Hudson Willow Valley. Trails may change from year-to-year. Maps of current snowmobile trails are available from the St. Croix County Parks Department, the Government Center, the Tourist Information Center and many area businesses.		
Scenic Routes	County Highway A & Rustic Road R13, Trout Brook Road.		

*Indicates portion of the property located within the Town of Hudson.

Recreational Needs Assessment

The State of Wisconsin's Statewide Comprehensive Outdoor Recreation Plan 1991-1996, as prepared by the Department of Natural Resources has prioritized recreational planning needs for the Western District. The Western District includes: St. Croix, Pierce, Dunn, Chippewa, Pepin, Eau Claire, Clark, Buffalo, Trempealeau, Jackson, La Crosse, Monroe, Vernon and Crawford counties.

High priority needs include: football and soccer fields; fairs, festivals and amusement parks; fishing habitat improvements, piers and public access to uncrowded waters; play equipment; hiking, walking and running trails; picnicking; pleasure driving; boating; and baseball and softball diamonds. Medium priority needs include: historic sites, golf courses, camping, swimming beaches and pools, hunting, tennis, bicycling, zoos, horseback riding, outdoor concerts and theater, nature study, downhill skiing and cross-country skiing.

Several of these priority needs correspond to recreation needs in the Town, as identified by the Town of Hudson Parks Committee.

According to the United States Census Bureau, the 2000 population of the Town of Hudson was 6,213. According to State of Wisconsin Department of Administration estimates, the Town's population rose to 7,612 in 2005. Using the standard of 12.5 acres per 1000 people, a current need for 87.5 acres of recreational land is indicated. As discussed above, this may not accurately reflect actual community needs.

Within the Town of Hudson there are over 2,000 acres of land devoted to parks and open space, an apparent surplus. However, the majority of this acreage is in private, regional or specialized park use, and is not available for local park and playground needs. The Willow River State Park is readily accessible for local park needs, but heavy use by out-of-state residents limits actual utilization. Although there are numerous dedicated parks in Town subdivisions, these are largely undeveloped open spaces. The surplus acreages do not support the active and passive recreation needs of Town residents.

Every community should have park facilities that are accessible to pedestrians to serve children, the elderly and those who face disabilities and cannot easily travel. The acreages of the three developed neighborhood parks provide only 10.12 acres of neighborhood parkland. With the completion of the 11.7-acre Town park, there is still a deficit of neighborhood facilities in the Town.

Recommendations

Hudson Town Park

The Town is developing the park adjacent to the Town Hall as a neighborhood park with passive and active recreational facilities. This site offers convenient access to transportation facilities, is a complement to a community focal point and is easily maintained.

Improvements to the park will be done in three phases, as outlined in the following chart. Maintenance costs may be high so alternatives, such as contracting for services, should be considered.

TABLE 4.2: **Parks Improvement Plan • Town of Hudson**

IMPROVEMENT	FEATURES	YEAR
Pathways	Handicapped accessible paths will connect parking, pavilion, restrooms and ballfields.	1
Picnic Pavilion	Picnic shelter; handicapped accessible.	1
Picnic Tables, BBQ Grills, Park Benches	Some handicapped accessible.	1, 2 & 3
Park Entrance Signs	Hours, regulations, maintenance, usage and contacts.	1
Landscaping	Emphasis on larger trees for future shade. Some plantings each year.	1, 2 & 3
Concession / Maintenance Building	Announcer's booth & electricity; well & septic system; water; electricity; drinking fountain; & winter picnic table storage.	1
Ice Skating Rink, Sliding, Cross-Country Skiing	Grade area for ice-skating rink, open park access for winter-time use; warming house optional.	2 & 3
5-10 Acres Purchase	Additional sports facilities such as soccer, bocceball, baseball, etc.	3 - 4
Basketball Court	Standard & blacktopped surface; lights & fencing optional.	5
Horseshoe Pits	Wood backstop & sand base.	3
Volleyball Court	Standards & sand pit.	3
Walking & Biking Trail	Connect ballfields, pavilion, picnic area, playground & courts. Develop RR right-of-way.	3

Park View Estates Park, Strawberry Point Park and Mallacove

These recreation areas do not require any additional improvements.

Country View, Fox Valley, Willow Ridge, Edgewood/Ranchwood and Cedar Crest

In the late 70's and early 80's St. Croix County's subdivision ordinance allowed the dedication of land for parks in lieu of paying a per unit fee. This policy resulted in the dedication of some acreages which are of marginal value as parkland. The lands tend to be either wet or steeply sloped, making them unsuitable for residential development and also unsuitable for many recreational opportunities. The outlots are best described as conservancy areas with possible passive recreational use as natural areas for hiking, bird watching and nature study.

In the mid-80s the Town created a parkland dedication policy to require subdividers to dedicate funds for park development. This policy has worked well. Unfortunately, homeowners in those developments with dedicated outlots are not happy that they are paying taxes on parcels which are not providing accessible recreation. In many cases these areas would work well with trails through them or linking them. Also the areas may support playgrounds, tot lots, picnic tables and grills and other facilities. In some cases it has been over 10 years since the land was dedicated.

The Town Parks Committee and Town Board needs to meet with the Homeowners' Associations responsible for these park facilities to develop positive uses for them. These lands were dedicated for recreation, the cost has been paid by the residents, it is time for the Homeowners' Associations and the Town to work together to resolve what is to be done with these acreages.

Extraterritorial Area

The extraterritorial area extends 1-1/2 miles around the Village of North Hudson and the City of Hudson. It is the area expected to be part of those communities in the foreseeable future. The city, village and Town should work together to identify, preserve and/or acquire park sites before lands are developed and opportunities are lost.

Future Park Sites

The Town should set up a land acquisition program and fund for park sites, especially outside the extraterritorial area and in the eastern half of the Town. The Town Plan Commission should examine each new subdivision looking for suitable land for neighborhood and community parks. The Town should evaluate all sites for future residential development needs so that adequate parks are provided for future generations.

Walking/Biking/Snowmobiling

The Town should evaluate designated walking and biking trails to establish a trail system that is safe for residents and connects with City and Village systems. The Town should make use of state and county trails and should work with those agencies to extend and improve the routes. Snowmobile routes through the Town should continue to connect to the County system.

Parkland Dedication Ordinance

The Town has adopted an ordinance relating to parks, recreation areas and payment of park fees in the Town of Hudson.

Forecasted Needs for Utilities and Community Facilities

Currently the Town provides a limited number of services. Many other services are provided by other jurisdictions. The table below shows forecasted needs for Utilities and Community Facilities in the Town of Hudson.

TABLE 4.3: **Forecasted Needs for Utilities and Community Facilities • 2006–2010**

Community Utilities & Facilities	Timeframe	Comments
Water Supply	1–20 years	Currently all housing and business uses are on private wells. It is desired that this be continued.
Wastewater Disposal	1–20 years	Explore possible sanitary/utility district creation for Rt. 12 corridor north of the interstate and extending south of the interstate to CTH N.
Solid Waste	1–10 years	Explore combining with other communities.
Town Hall	20 years	Monitor needs and assess expansion demands.
Law Enforcement Facilities	1–10 years	Currently served by County; explore options with City of Hudson and Village of North Hudson.
Fire Protection Facilities	1–5 years	Existing space needs concerns; explore expansion and new sites to address response times.
Ambulance	1–5 years	Investigate need for new facilities.
Schools	undetermined	The Hudson School District currently owns 105 acres in the Town of Hudson. Pending referendum support, the district plans to construct a Grade 10–12 facility with the potential addition of Grade 9. Without the expansion, present class sizes would possibly need to increase by 18–22 students in Grades K-2 and 22–27 students in Grades 3–12 (based on current area growth rates). Further, the Town would like to explore (with the school district) alternative school sites in the Town.
Parks and Recreational Facilities	1–5 years	Prepare Outdoor Park and Recreation Plan.
Stormwater Management	ongoing	Currently administered by County.
Telecommunications	ongoing	Need for higher speed internet access.
Park & Ride	1–5 years	Current lot is near capacity; investigate expansion/options.
Town Maintenance Facility	1–5 years	Investigate need for Town maintenance facility, staff, and equipment.

UTILITIES AND COMMUNITY AGENCIES AND PROGRAMS

There are a number of available state and federal agencies and programs to assist communities with public works projects. Below are brief descriptions of various agencies and programs. To find out more specific information or which program best fits a community's needs, contact the agency directly.

UNITED STATES DEPARTMENT OF AGRICULTURE – RURAL DEVELOPMENT (USDA-RD)

• Community Facilities Direct Grant and Loan Program

The community facilities grant program provides grants to assist the development of essential community facilities in rural areas and towns of up to 20,000 people. The objective of the agency is to construct, enlarge, extend, or otherwise improve community facilities providing essential services to rural residents. This can include the purchase of equipment required for a facility's operation. All projects that are funded by the RHS grant program must be for public use.

• Community Facilities Guaranteed Loan Program

The community facilities loan program is similar to the grant program in that it provides funding for essential community facilities, such as schools, roads, fire halls, etc. Again local jurisdictions must have a population of less than 20,000 to be able to apply. Applications are funded based on a statewide priority point system.

UNITED STATES DEPARTMENT OF AGRICULTURE – RURAL UTILITIES

There are a number of available programs through USDA-RUS as part of the Water and Environmental Programs (WEP). WEP provides loans, grants, and loan guarantees for drinking water, sanitary sewer, solid waste, and storm drainage facilities in rural areas, cities, and towns of 10,000 or less. Public bodies, non-profit organizations and recognized Indian Tribes may qualify for assistance. WEP also makes grants to nonprofit organizations to provide technical assistance and training to assist rural communities with their water, wastewater, and solid waste programs. Some of the available programs include:

- Water and Waste Disposal Direct and Guaranteed Loans
- Water and Waste Disposal Grants
- Technical Assistance and Training Grants
- Solid Waste Management Grants
- Rural Water Circuit Ride Technical Assistance

UNITED STATES DEPARTMENT OF AGRICULTURE (USDA) NATURAL RESOURCE CONSERVATION (NRCS) UNITED STATES ENVIRONMENTAL PROTECTION AGENCY (US EPA) COOPERATIVE STATE RESEARCH EDUCATION EXTENSION SERVICE (CSREES)

• Farm*A*Syst

Farm*A*Syst is a national program cooperatively supported by the above agencies. The program enables you to prevent pollution on farms, ranches, and in homes using confidential environmental assessments. This program can help you determine your risks. A system of fact sheets and worksheets helps you to identify the behaviors and practices that are creating risks. Some of the issues

Farm*A*Syst can help address include:

- Quality of well water, new wells, and abandoned wells
- Livestock waste storage
- Storage and handling of petroleum products
- Managing hazardous wastes
- Nutrient management

Farm*A*Syst is a voluntary program, so one can decide whether or not to assess one's property. This program has been nationally and internationally recognized for its common-sense approach to managing environmental risks.

• Home*A*Syst

Also available through the cooperative efforts of USDA, NRCS, CSREES, and US EPA is the national Home*A*Syst program. This program is very similar to the Farm*A*Syst program explained above, but instead is specific to one's home. The program begins with a checklist to identify risks including safety of drinking water, use and storage of hazardous chemicals, and lead based paint. The program can help one develop an action plan to reduce risks.

WISCONSIN DEPARTMENT OF NATURAL RESOURCES (WIDNR)

• Bureau of Community Financial Assistance (DNR-CFA)

The Bureau of Community Assistance administers a number of grant and loan programs. The Bureau supports projects that protect the public health and the environment and provide recreational opportunities. The Bureau has three major areas of programs, which include the following:

1. Environmental Loans: This is a loan program for drinking water, wastewater, and brownfield projects.
2. Environmental Financial Assistance Grants: This is a grant program for non-point source runoff pollution, recycling, lakes, rivers, municipal flood control and well compensation.
3. Land & Recreation Financial Assistance Grants: This is a grant program for conservation, restoration, parks, stewardship, acquisition of land and easements for conservation purposes, recreational facilities and trails, hunter education, forestry, forest fire protection, gypsy moth, household hazardous waste collection, dam rehabilitation and abandonment, dry cleaner remediation, and urban wildlife damage.

Under the three WI DNR programs listed above are smaller project based initiatives intended to address interrelated issues that affect each of the broad based programs described above. For example, under the Environmental Loans Program, there is the Safe Drinking Water Loan Program (SDWLP). The SDWLP provides loans to public water systems to build, upgrade, or replace water supply infrastructure to protect public health and address federal and state safe drinking water requirements. For more detailed information on other available programs, contact the Wisconsin DNR.

• Wisconsin Well Compensation Grant Program

Another program available through the Wisconsin DNR is the Well Compensation Grant Program. To be eligible for a grant, a person must own a contaminated private water supply that serves a residence or is used for watering livestock. Owners of wells serving commercial properties are not eligible, unless the commercial property also contains a residential unit or apartment. The Well compensation grant program provides partial cost sharing for the following:

- Water testing if it shows the well is contaminated
- Reconstructing a contaminated well
- Constructing a new well
- Connecting to an existing private or public water supply
- Installing a new pump, including the associated piping
- Property abandoning the contaminated well
- Equipment for water treatment

- Providing a temporary bottled or trucked water supply

WISCONSIN DEPARTMENT OF COMMERCE

• **Wisconsin Community Development Block Grant Program Public Facilities (CDBG-PF)**

This program is designed to assist small communities with public facility improvements. Eligible activities would include publicly owned utility system improvements, streets, sidewalks, disability accessibility projects, and community centers. Local governments including towns, villages, cities, and counties are eligible. Entitlement cities, over 50,000 in population, are not eligible. Federal grant funds are made available on an annual basis. The maximum grant for any single applicant is \$750,000. Grants are only available up to the amount that is adequately justified and documented with engineering or vendor estimates.

• **Wisconsin Community Development Block Grant Program Public Facilities (CDBG-PFED)**

This program helps underwrite the cost of municipal infrastructure necessary for business development. This program requires that the result of the project will ultimately induce businesses, create jobs, and invest in the community. More information is available from the Wisconsin Department of Commerce.

Section 5: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

The physical characteristics of a planning area are vital to producing a solid land use plan. All development begins with the ground up. For this reason, the agricultural, natural and cultural resources are the first factors that will be explored. Geology and soils play a very large role in terms of development, and what types of development, or non-development, will thrive in that location. Limitations for septic tank absorption fields and dwellings with basements are evaluated, while areas with a shallow depth to groundwater are identified. Prime farmland is also noted. Topography and climate are discussed and mapped since they play a large part in defining what a community can look and feel like. Water, forest and wildlife resources are discussed. Environmentally sensitive areas are located to aid in future decisions about developments. Lastly, historic, cultural and mineral resources are identified and noted as being significant to the planning area.

Wisconsin State Statute 66.1001(2)(e)

(e) Agricultural, Natural and Cultural Resources.

A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

GOALS, OBJECTIVES, AND POLICIES

Goal:

1. The conservation, maintenance and restoration of the natural biological and physical resources of the Town.

Objectives:

1. The protection and preservation of forests, wetlands, streams and rivers for habitat purposes and for the enjoyment of the residents.
2. Protect the surface and ground water resources in the Town.
3. To explore and be open to housing alternatives that will retain open space/agricultural land and mix natural resources and existing land conditions to provide a variety of building structures and the best use of undeveloped parcels.

Policies (environmental):

1. The Town shall preserve natural environmental and ecological systems (drainage corridors, floodplains, wetlands, and all environmentally sensitive areas) through drainage easements, floodplain zoning, etc., and promote diligent enforcement of all pertinent standards relating to effective environmental management.
2. Major unique natural features (rivers, bluffs, wildlife areas and woods) having historic or aesthetic value should be preserved and protected as perpetual community assets through purchase, dedication, protective or scenic easements, and/or the clustering of development to avoid encroachment and destruction of such features.
3. In environmentally sensitive areas (such as steep slopes, ravines, and wetlands), if development is permitted, correspondingly larger lot sizes should be required in order to provide greater protection of the environment.
4. All development shall be designed to preserve and enhance the existing topography, water bodies and wetlands, vegetation, wildlife areas, and other natural amenities.
5. Every effort should be made to ensure that land uses and human activities do not impair the quality of ground or surface water supplies.

Section 5: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

Policies (erosion):

1. Erosion protection and soil conservation measures should be required for all new development, including:
 - a. The drainage system shall be constructed and operational prior to building construction.
 - b. Where the topsoil is removed, sufficient arable soil should be set aside for re-spreading over the developed area. The soil should be restored to a minimum of four (4) inches to comply with county standards and should be a quality at least equal to the soil quality prior to development.
 - c. When soil is exposed, the exposures should be for the shortest feasible period of time.
 - d. Promote Wisconsin Best Management Practices.

Policies (drainage—water quality):

1. The Town's natural drainage network of wetlands and streams should be maintained and protected to provide a natural storm water system for runoff storage, filtration and maximum ground water recharge. Measures should include that:
 - a. Stormwater drainage should be discharged to wetlands, rain gardens, retention basins, or other treatment facilities.
 - b. Diversion of stormwater to wetlands should be considered for existing or planned surface drainage.
 - c. Wetlands used for stormwater should provide for natural or artificial water level control.
 - d. Temporary storage areas, retention basins, or natural swales scattered throughout developed areas should be encouraged to reduce peak flows and erosion damage.
2. Diversion, retention, and treatment of wastes from feedlots and stables should be required to conform to pollution control regulations for agricultural wastes.
3. Promote the proper maintenance and education of homeowners regarding private septic tanks and drainfields to assure they are working properly.
4. The Town should restrict development of land in floodplains by following the guidelines of the National Flood Insurance Program. Information is available through the St. Croix County Planning Department.

Policies (cultural resources):

1. Encourage the inventory and preservation of historic, archeological and scenic sites, i.e., German settlement area, etc.

EXISTING CONDITIONS—AGRICULTURAL RESOURCES

The purpose of the agricultural section is to present agricultural data and provide direction for land use decisions that impact agriculture for the next 20 years. Agriculture is important both economically and culturally to the Town. And, although there are conflicts between farm operations and non-farm neighbors, it is clear that maintaining agriculture is important to Town residents and for the Town to achieve its vision of the future. Agriculture in general is rapidly changing in response to market forces and government programs and the challenge for the Town is to maintain a balance between growth of the non-farm and agricultural sectors while focusing on the factors that are impacted by Town decisions.

Conflicts and Threats to Agriculture

Agriculture is the dominant land use and an economic factor in St. Croix County. With the changes in development pressure and the transition out of farming by many, the nature of the industry is rapidly changing. Some of the conflicts and threats are within local control and some are tied to state, national and global decisions. This comprehensive plan cannot impact the decisions such as commodity prices, which are set on the world market and the reduced marketing opportunities as a result of consolidation. However, the plan can respond to local conflicts and threats. These include:

- Conflict with new residents with non-agriculture backgrounds. These include; traffic conflicts, trespassing, chemical applications and fencing requirements.
- Fragmentation of the farm fields as new parcels are created.
- Agricultural land values exceeding possible agricultural income opportunities.
- The challenge of developing the next generation of farmers.

Geology

The scenic beauty that surrounds the Hudson area is the legacy of the Great Wisconsin Glacier. The rolling land, sharp escarpments, steep hills, and broad flat terraces are the result of the slow carving process of the retreating glacier.

This varied landscape is part of the "western uplands" region of the state. This elevated area runs parallel to the St. Croix and Mississippi Rivers from Polk County, north of the Town of Hudson, south to the Illinois border and extends east 30 to 75 miles.

A majority of the Town rests on a pitted outwash plain. Outwash plains were created during warm periods of the glacial period. Vast amounts of melting water cascaded down from the glacier carrying immense quantities of gravel, silt, clay and sand which were spread across the land in stratified layers.

Section 5: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

The northwest corner of the Town, adjacent to North Hudson, is an end moraine. An end moraine is a gigantic mound-like formation composed of unsorted glacial debris. The Superior Lobe of the Wisconsin Glacier is responsible for this end moraine. The lobe, which moved extremely slowly, experienced an accelerated rate of melting. As the water flowed from the glacier, it created a pool in front of the glacier; and the debris accumulated in a huge mound. A series of moraines across the area is what gives the land its rolling features.

There are two documented fault lines located in the Town of Hudson. One is located to the east of the City of Hudson and the other is located north of the Village of North Hudson. Both fault lines are located in a southwest to northeasterly direction.

The underlying bedrock of the Town is Cambrian Sandstone and Ordovician Dolostone. The Ordovician Dolostone is the dominant bedrock covering approximately two-thirds of the Town. Within the Ordovician Dolostone lie the Prairie Du Chien Sandstones that harbor an extensive aquifer that supplies a majority of residential drinking water. The Cambrian Sandstone shelters an aquifer that is much deeper. Its capacity to store large amounts of water and yield it easily has made it the source of municipal water.

Other sources of water are found in sand and gravel deposits. These highly permeable surficial deposits yield large quantities of water and are found near the St. Croix River. These water sources are vulnerable to contamination. The permeability of the sand and gravel deposits allows access of pollutants through the ground. The sandstone aquifers, which are criss-crossed with faults and fissures, also offer entrance to ground pollution.

Soils

Soil capability is fundamental to any development activity. Advanced knowledge of the soil, its properties, its predicted behavior under stress and its slope is essential before construction or cultivation is implemented.

The Town of Hudson has over 50 identified soils. From these types five major soil associations have been delineated and mapped (see Table 5.4). A soil complex or association is two or more soils which exist in defined proportions and create a geographical pattern. When they are mapped, a general view of the region's soil make-up emerges. St. Croix County has eight soil associations.

This brief analysis of soils in the Town is meant only as general information. A soil series map is useful for broad planning of developmental projects. Planning for specific sites requires a more comprehensive and detailed analysis.

The Soil Survey of St. Croix County should be reviewed relative to specific development proposals. It provides information on the suitability of soils for crops, pasture, woodlands, landscaping and windbreak plantings, wildlife, recreation and engineering. Additionally, information on permeability, susceptibility to erosion and management practices for crops is available. Individual soil tests on prospective development sites should uncover potential problems.

TABLE 5.4: **Soil Association Classifications • Town of Hudson**

SOIL ASSOCIATIONS	DRAINAGE	SLOPE	SUBSTRATUM	SOIL TEXTURE
Amery-Cromwell	well to excessive	gentle to steep	sand & sandy loam 2.5'-5'	medium to moderately coarse
Burkhardt-Chetek-Sattre	well to excessive	level to steep	sand & gravel 2'-5'	medium to moderately coarse
Sattre-Pillot-Antigo	well	level to sloping	sand & gravel 2.5'-5'	medium
Plainfield-Boone	excessive	gently sloping to moderately steep	sand & shallow sandstone 2'-5'	coarse
Santiago-Ottorholt-Arland	well	gently sloping to steep	sandy loam, silt loam & shallow sandstone 3'-5'	medium

Source: Soil Survey of St. Croix County, 1978

Soil Association Development Limitations

Generally, the soils in the Town of Hudson are fairly conducive to most residential and commercial developmental activities and agricultural endeavors. With a few exceptions, the soil associations have slight to moderate limitations for residential development (see Table 5.5). Slight limitations are minor and easily overcome. Moderate limitations can be overcome or modified by special planning and design. Severe limitations require major soil reclamation, special designs or intensive maintenance to overcome.

The major restrictions for development are steep slopes, shallow depths to bedrock, or seasonal periods of wetness. Most soils in the Town of Hudson with slopes over 12 percent have severe limitations for all types of development. The soils with slopes from 0 to 6 percent tend to have slight limitations for development while slopes from 6-12 percent tend to have moderate limitations for development.

However, the Plainfield-Boone association has slight limitations at 6-12 percent slope. These soils have very rapid to moderately rapid permeability. The Plainfield-Boone association has severe limitations for septic systems where the sandstone underlayment is close to the surface and poses a threat to groundwater contamination. Also pollution of groundwater by leaching is a hazard.

Except for the Santiago-Ottorholt-Arland association, the soil associations can be shallow, droughty (subject to drought) and stony. Soils of the Burkhardt-Chetek-Sattre association are moderately to moderately rapidly permeable.

Section 5: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

TABLE 5.5: **Soil Association Limitations for Development • Town of Hudson**

SOIL ASSOCIATIONS	SEPTIC TANK ABSORPTION	DWELLINGS W/ BASEMENTS	ROADS & STREETS	RECREATION FACILITIES
Amery-Cromwell < 6% Slope 6%-12% Slope	Moderate Moderate	Slight Moderate	Moderate Moderate	Slight-Moderate Moderate-Severe
Burkhardt-Chetek-Sattre < 6% Slope 6%-12% Slope	Slight Moderate	Slight Moderate	Slight Moderate	Slight-Moderate Moderate-Severe
Sattre-Pillot-Antigo < 6% Slope 6%-12% Slope	Slight Moderate	Slight Moderate	Slight-Moderate Moderate	Slight-Moderate Moderate-Severe
Plainfield-Boone < 6% Slope 6%-12% Slope	Slight-Moderate Moderate	Slight-Moderate Moderate	Slight-Moderate Moderate	Moderate Moderate-Severe
Santiago-Ottorholt-Arland < 6% Slope 6%-12% Slope	Moderate Moderate	Slight-Moderate Moderate	Slight-Severe Moderate-Severe	Slight-Moderate Moderate-Severe

Source: Soil Survey of St. Croix County, 1978

EXISTING CONDITIONS—NATURAL RESOURCES

As the Town continues to grow and change, it is vital the Town consider its future in conjunction with its natural resources. It can be very challenging for rural communities to allow new development, at the same time protect the natural environment, and preserve the character of the area. At first, development may have only a limited impact on the natural landscape, but as it continues, the visual and environmental impacts become increasingly apparent. In order to protect natural resources for the future, it is crucial to be aware of existing natural resources, such as Water Resources, Geologic Resources, Forests and Woodlands, Wildlife Habitat, Parks and Open Space, Air and Light, and Wetlands.

Natural resources are materials occurring in nature and are essential or useful to humans, such as water, air, land, forests, fish and wildlife, topsoil, and minerals. They are combined into the recognized systems in which we exist. These systems, or combinations of natural materials, can be referred to as “natural environments,” “ecosystems,” “biomes,” or “natural habitats,” among others. Humans and their activities impact all natural resources. Conversely, whether obvious or not, human impacts to the natural environment often have significant adverse impacts on the human community.

Geological and Mineral Resources

Non-Metallic Mine Reclamation

In June of 2001, all Wisconsin counties were obliged to adopt an ordinance for nonmetallic mine reclamation. The purpose of the ordinance was to achieve an approved post-mining land use, which would be in compliance with uniform reclamation standards. Uniform reclamation standards address environmental protection measures including topsoil salvage and storage, surface and groundwater protection, and concurrent reclamation to minimize acreage exposed to wind and water erosion. Although this was a State requirement for counties only, towns, cities, and villages were eligible to adopt a similar type of ordinance.

Quarries

A quarry is a type of open-pit mine from which rock or minerals are extracted. Quarries are generally used for extracting building materials, such as dimension stone and are usually shallower than other types of open-pit mines. Types of rock extracted from quarries include cinders, coquina (a type of limestone), blue rock, granite, gritstone, limestone, marble, sandstone, and slate. In level areas, quarries in level areas often have special engineering problems for drainage. Groundwater that seeps into the quarry pit must be pumped out. Many quarries fill with water to become ponds or small lakes after abandonment. Others have become landfills.

Water Resources

Water resources, (both surface and groundwater) are one of the most commonly used natural resources, serving intrinsic and essential functions in the community. Plants, animals, and people all consume water on a daily basis. Over 70% of all Wisconsin communities (that is, every two out of three citizens) rely on groundwater not only for domestic use, but also for agriculture, industrial uses, recreational purposes, etc. All county residents have groundwater for domestic water use. Water is one of the most easily contaminated resources. Because of its mobile nature, contaminants can travel far from their source through the water cycle. Contaminants in the water cycle coming from a variety of sources are commonly known as non-point source pollution (NPSP). Non-point source pollution comes from many diffuse sources such as agriculture runoff, leaking septic systems, road salt and road building, parking lots, lawn, and golf course runoff, all of which directly impact water resources. Point source pollution comes from identifiable sources such as a single factory or overflow from a sewage treatment facility.

Residential development many times alters natural drainage routes, destroying the land's ability to store and retain water. Wetlands are then filled or drained and paved. Runoff and erosion problems develop. Subsequent flooding and sedimentation occurs in drainageways, necessitating costly repairs or control devices to retard overflow and pollution hazards.

Responsible water resource management by local government is necessary to protect the community's natural systems. Utilizing appropriate development in accordance with land capabilities is the first step in effectively ensuring future public health and safety.

An analysis of local rivers, lakes, drainage routes and wetlands serves as an introduction to understanding potential hazards, limitations and the interrelationships of the water resources of Hudson Township.

Topography and Drainage

The drainage pattern in the Town in general terms is from Southeast to Northwest. This drainage eventually flows to the Willow River basin.

The general relief of the Town can be described as gently rolling. This is especially true in the central and western areas. This type of terrain has a slope of 5 - 20%. These areas are susceptible to erosion, especially during construction.

Areas that contain 0–5% slope are potholes and their perimeters. Potholes are located throughout the Town.

Remaining areas in the Town have a slope of over 20%. One such area is along the Willow River. These slopes should not be developed as they are susceptible to severe erosion and high development costs.

With the large amount of level land in the Community, the slope of the terrain should not be considered as a factor limiting development.

Wetlands

Wetlands serve a variety of functions, including playing an important role in stormwater management and flood control, filtering pollutants, recharging groundwater, providing a habitat for many wildlife species and plants, and offering open space and passive recreational opportunities. Wetlands include all marshes, swamps, fens, bogs, and those areas excluded from cultivation or other uses because they are intermittently wet. For more information on Wisconsin wetlands, go to <http://www.dnr.state.wi.us/org/water/fhp/wetlands/facts.shtml>.)

There is also a broad variety of wetlands in the Township. Wetlands serve a multiplicity of environmental functions. They trap sediments and nutrients, protect against drought by serving as groundwater recharge areas, and provide habitat for wildlife and vegetation.

These fragile lands are continually exposed to polluted materials from runoff and sedimentation.

The local wetlands are concentrated in the north and west sections of the Town and should be left in their natural state as long as possible.

Water Quality

Water quality is directly affected by seepage, percolation and runoff. When these actions adversely alter water quality, they are termed either point source or non-point source pollution. Point source pollutants enter water and wetlands at specific locations via pipe or a permanent outfall structure; the most common examples being sewage treatment plant outfalls and industrial discharge pipes. Non-point source pollutants are far more dispersed, entering waterways via runoff, seepage and sedimentation. Common examples of non-point pollution include stormwater runoff, agricultural field drainage and septic systems.

Uncontrolled stormwater runoff is currently a pollutant of our water resources. Common pollutants in stormwater runoff include: sediments, nutrients, oxygen-demanding substances, heavy metals, chlorides, oil and grease, pesticides, hazardous chemicals and bacteria. These pollutants create a "shock" load on lakes and streams during precipitation events, being especially severe during low

flow conditions associated with warm weather. Sediments from stormwater runoff carries those pollutants to local wetlands causing water quality degradation and eutrophication.

Non-point pollution is also caused by the improper use of fertilizers and pesticides on both agricultural and residential land. Compact development in non-sewered areas can lead to overburdening of the area's soils, causing pollution of local groundwater. The result is the same as an inadequate septic system--a health hazard to local water supplies. Any development that has not provided necessary water retention facilities, erosion control devices, or stringent control of individual septic systems is creating a potential pollution hazard to local residents.

In areas where groundwater contamination problems from single source pollutants have been identified, the Town should continue to work with the Department of Natural Resources and various State offices on water testing. Correction procedures should be pursued and evaluated.

Groundwater

Groundwater is the water beneath the earth's surface that fills spaces between rocks and soil particles and flows between them. Groundwater fills wells and flows from springs. It is a critical resource, not only because it is used on a daily basis, but also because rivers, streams, and other surface water depends on it for recharge. Groundwater can be easily contaminated through non-point source pollution, particularly in regions with thin soils over fractured limestone, sandstone, and shale bedrock.

Groundwater Contamination

It is important to keep the groundwater resource in mind for many areas of comprehensive planning. Ultimately, what takes place above ground directly affects groundwater below. For instance, restricting access to abandoned mines or quarries helps prevent these areas from becoming source points for groundwater contamination. There are a variety of other activities that impact water resource quality that include but are not limited to:

- On-site septic systems
- Pesticide and Fertilizer Applications
- Sewage Treatment Plants
- Surface Waste Water Discharge
- Road Salt
- Household Cleaners & Detergents
- Sanitary Landfills
- Unsewered Subdivisions
- Underground Storage Tanks
- Gas Stations
- Feedlots

- Chemical Spills
- Junkyards
- Abandoned Wells
- Leaking Sewer Lines
- Old Mine Openings or Shafts

Pinpointing pollution sources can be made easier by identifying the location and extent of groundwater recharge areas, as well as the extent of the local watershed, so communities can plan where and how much development can be built, with the least amount of impact to water resources. A watershed is the land area from which all surface water and groundwater drains into a stream system. Groundwater aquifers can be contained within a single watershed or can be so large that several watersheds are within the aquifer.

Potential contaminants are nitrates, chloride, sodium, bacteria, viruses, and hazardous household chemicals. Identifying such pollutants is part of a wellhead protection plan. A wellhead protection plan aims at preventing contaminants from entering the area of land around your public water supply well(s). This area includes the surface or subsurface area surrounding a water well or well field supplying a public water system, through which contaminants are reasonably likely to move toward and reach such well or wellfield.

Groundwater Supply

Water supply is impacted as communities grow, bringing increased demand to supply water to new homes, businesses, and industries. High capacity wells and an increasing number of wells, both private and public, can reduce the amount of recharge to surface waters, causing streamflow reduction, loss of springs, and changes in wetland vegetative communities. The strains of meeting growing water demand from a sprawling population are starting to show. Statewide water use has increased 33% in the last 15 years and water tables are plummeting in many urban areas as the thirst for more water outstrips the land's ability to provide it ("A Growing Thirst for Groundwater," August 2004).

The Groundwater Bill (2003 Act 310) addresses groundwater quantity issues, requiring approval for siting, fees, and an environmental review. While this legislation is currently more relevant in areas of the state experiencing severe water quantity issues (such as Southeast Wisconsin), the principle of controlling groundwater withdrawal in all parts of the state is quite important and is a growing concern for the future. By 2006, a State level groundwater advisory committee will be organized to address groundwater management.

The Town of Hudson has been generously endowed with a variety of natural resources. These resources give the Town its unique character. They enhance the Town's identity, and are a principal component of the Town's lifestyle. Consequently, one of the greatest challenges facing the Town of

Section 5: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

Hudson is the protection and preservation of its environment. This challenge is made all the more difficult by the intense development which has, and is occurring within the Town's boundaries.

The potential for groundwater contamination is a very real problem for the Town of Hudson. The Town has been dealing with groundwater contamination of shallow aquifers in the north central portion of the Town since the mid-1980s. The source of the groundwater contamination has been linked to a landfill in a former sand and gravel quarry, and a local industry. Remediation and clean up efforts are underway and show signs of success.

In 1991, the Wisconsin Department of Natural Resources established a Special Well Construction Area (SWCA) to control private well construction in areas of groundwater contamination. This area is commonly referred to as the Well Advisory Area or District.

Town residents are concerned about the environment. The Town's environment is seen as communal property to be protected and respected by all residents. As history has shown, the violation of the environment by a single entity can easily affect all residents.

Town authorities are committed to the protection of the Town's environment and natural resources through wise land use decisions that will prevent potential problems. While land use activities are inevitable, development should be undertaken with environmental concerns addressed in all planning.

Stormwater Management

Stormwater Management is intimately linked to environmental conservation. The most effective and efficient method of controlling stormwater runoff and its associated erosion and sedimentation, is the use of natural systems for storage and filtration. Using these principles:

1. No development should occur on floodplain areas;
2. No filling of wetlands or obstructions of natural drainways shall be permitted;
3. No drainage from development should be channeled directly into an existing lake or stream;
4. Development should conform to the natural contours of the land to the maximum extent feasible so as to control runoff; and
5. Site plan control shall be exercised by adjacent municipalities so as to:
 - a. Eliminate large scale cut and fill operations;
 - b. Curtail excessive runoff during construction; and
 - c. Keep the maximum amount of natural vegetation possible.

In addition, those areas identified as drainage corridors shall be designated as natural conservation corridors. The wetlands, swales, streams and lakes are not to be disrupted in their function of storing, filtering and eventually releasing stormwater. These spaces can then serve their hydrolic function while providing scenic areas, wildlife habitat and community open space.

Floodplains

A floodplain is a low area of land adjacent to a stream or other watercourse that is subject to flooding and holds the overflow of water during a flood. They are often delineated on the basis of the 100 year storm event—the area that would be covered by water during a flood so big it only happens (theoretically) every 100 years. However, flooding can occur in any year. For that reason, development should not occur in drainage ways and floodplains because they serve as stormwater runoff systems and flood mitigation landscape features.

Counties, cities, and villages are required to adopt reasonable and effective floodplain zoning ordinances in order to participate in the Federal Emergency Management Agency’s (FEMA) National Flood Insurance Program. FEMA has designated flood hazard areas along many surface water resources. The importance of respecting floodways and floodplains is critical in terms of planning and development. Ignoring these constraints can cause serious problems relating to property damage and the overall safety of residents.

Environmental Corridors

Environmental corridors refer to areas that contain groupings of natural resource features. Areas of concentrated natural resource activity (“rooms”), such as wetlands, woodlands, prairies, lakes, and other features, become even more functional when linked by environmental corridors (“hallways”). If corridor resource features are mapped, they can depict linear spaces.

Fish and wildlife populations, native plant distribution, and even clean water all depend on movement through environmental corridors. For example, wildlife populations isolated in one wooded location can overpopulate, die out, or cause problems for neighbors if there are not adequate corridors to allow the population to move about freely. Over 70% of all terrestrial wildlife species use riparian corridors, according to the USDA Natural Resources Conservation Service (NRCS).

Light, Air, and Noise

Lighting ordinances recognize the benefits of appropriate outdoor lighting and can provide clear guidelines for installation, helping to maintain and compliment a community’s character. Improper night lighting or light pollution, affects the night sky anywhere improperly shaded nighttime outdoor lights are used.

The most common air pollutants (dust, pollen, fuel fumes, ash, etc.) come from industrial, automotive, and agriculture sources and this includes odors. Burn barrels are local contributors to air pollution too.

A number of land uses can contribute to noise pollution, such as train whistles, vehicle noise from highways, or airport noise. Repetitive excessive noises like those from boom cars, loud stereos, powered lawn and garden equipment, and construction activities have been shown to have serious health consequences (e.g. tinnitus, balance problems), not to mention problems between neighbors.

Wildlife

The Importance of Biodiversity

Biodiversity is the full spectrum of life forms and the many ecological processes that support them. Protecting the biodiversity is essential to core values such as maintaining clean air and water, providing adequate habitat for the state's flora and fauna, maintaining a vibrant economy and providing recreational opportunities. Protecting biodiversity depends on the sustainability of diverse ecosystems, such as the mosaic of forests, agricultural lands, grasslands, bluffs, coastal zones and aquatic communities present in Wisconsin. It also depends upon the conservation of each ecosystem's basic components – the natural communities, plants and animals within them. Ecosystems contain a variety of species that are unique in some way and provide value to the diversity of the individual ecosystem and the state overall. It is important to view biodiversity at all levels to ensure the adequate conservation of Wisconsin's environment.

At the broadest scale, the State of Wisconsin is divided into distinct “ecological landscapes” based on unique combinations of physical and biological characteristics that make up the ecosystems, such as climate, geology, soils, water, or vegetation. They differ in levels of biological productivity, habitat suitability for wildlife, presence of rare species and natural communities, and in many other ways that affect land use and management.

Natural Communities

Ecological landscapes are comprised of natural communities – the assemblages of plants and animals at specific locations. Because of the biotic and abiotic differences between ecological landscapes, the natural communities within each are typically different as well.

Endangered Species

Plant and animal species are considered one of the fundamental building blocks of ecological landscapes and biodiversity. The presence of one or more rare species and natural communities in an area can be an indication of an area's health and ecological importance and should prompt attention to conservation, management and restoration needs. Protection of such species is a valuable and vital

Section 5: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

component of sustaining biodiversity.

While the conservation of plants, animals and their habitat should be considered for all species, this is particularly important for rare or declining species. An endangered species is one whose continued existence is in jeopardy and may become extinct. A threatened species is one that is likely, within the foreseeable future, to become endangered. A special concern species is one about which some problem of abundance or distribution is suspected but not yet proven. The main purpose of the special concern category is to focus attention on certain species before they become endangered or threatened. Remaining examples of Wisconsin's intact native communities are also tracked but not protected by the law. Natural communities capture much of our native biodiversity and provide benchmarks for future scientific studies.

Both the state and federal governments prepare their own separate lists of such plant and animal species but do so working in cooperation with one another, as well as with various other organizations and universities. The WI DNR's Endangered Resources Program monitors endangered, threatened, and special concern species and maintains the state's Natural Heritage Inventory (NHI) database. This program maintains data on the locations and status of rare species in Wisconsin and these data are exempt from the open records law due to their sensitive nature.

The Wisconsin Endangered Species Law was enacted to afford protection for certain wild animals and plants that the Legislature recognized as endangered or threatened and in need of protection as a matter of general state concern. It is illegal to

- 1) take, transport, possess, process or sell any wild animal that is included on the Wisconsin Endangered and Threatened Species List;
- 2) process or sell any wild plant that is a listed species;
- 3) cut, root up, sever, injure, destroy, remove, transport or carry away a listed plant on public lands or lands a person does not own, lease, or have the permission of the landowner. There are exemptions to the plant protection on public lands for forestry, agriculture and utility activities. In some cases, a person can conduct the above activities if permitted under a Department permit (i.e. "Scientific Take" Permit or an "Incidental Take" Permit).

The Federal Endangered Species Act (<http://endangered.fws.gov/esa.html>) also protects animals and plants that are considered endangered or threatened at a national level. The law prohibits the direct killing, taking, or other activities that may be detrimental to the species, including habitat modification or degradation, for all federally listed animals and designated critical habitat. Federally listed plants are also protected but only on federal lands. Implementation of the Endangered Species laws is usually accomplished during the state permit review process, but is ultimately the responsibility of a project proponent and property owner to ensure that they are not in violation of the laws.

Wildlife Habitat and Threatened and Endangered Species

The Wisconsin Natural Heritage Inventory program’s database was used to determine the status and distribution of endangered resources and to learn what species or natural communities are known to exist within the Town of Hudson. Table 5.1 lists species and communities identified as rare occurrences.

TABLE 5.1: **Rare Species Occurrences / Wildlife Habitat • Town of Hudson**

GROUP	SCIENTIFIC NAME	COMMON NAME
Bird	<i>ammodramus henslowii</i>	Henslow’s Sparrow
Bird	<i>lanius ludovicianus</i>	Loggerhead Shrike
Bird	<i>buteo lineatus</i>	Red-Shouldered Hawk
Invertebrate	<i>lycaeides melissa melissa</i>	Melissa Blue
Plant	<i>gentiana alba</i>	Yellow Gentian
Plant	<i>liatris punctata var. nebraskana</i>	Dotted Blazing Star
Plant	<i>prenanthes aspera</i>	Rough Rattlesnake Root
Community	Dry Cliff	Dry Cliff
Community	Dry Prairie	Dry Prairie
Community	Moist Cliff	Moist Cliff
Community	Northern Dry Mesic Forest	Northern Dry Mesic Forest
Community	Southern Dry Mesic Forest	Southern Dry Mesic Forest
Community	Alder Thicket	Alder Thicket
Community	Emergent Marsh	Emergent Marsh
Community	Northern Sedge Meadow	Northern Sedge Meadow
Community	Southern Hardwood Swamp	Southern Hardwood Swamp
Community	Spring Pond	Spring Pond
Community	Springs and Spring Runs; hard	Springs and Spring Runs; hard

Source: Wisconsin Natural Heritage Inventory

EXISTING CONDITIONS—CULTURAL RESOURCES

The purpose of this section is to inventory and support the management of cultural resources in the Town of Hudson. Many communities often ignore cultural and historic resources in order to deal with “real” issues facing their community. However, the proper appreciation of these assets is vital to the long-term success of a community. Respecting and utilizing these available resources increases the overall quality of life and provides opportunities for tourism.

Determining what defines cultural and historic resources has been left open to some interpretation. For the purpose of this report, historic resources include historic buildings and sites (as identified by the National Register of Historic Places), museums, churches, cemeteries, old country schools, and other buildings deemed appropriate by the community. The information presented here is to serve as a guide to cultural and historic resources but is not inclusive.

Threats to Cultural Resources

Unfortunately, there are many threats to the cultural resources of a community. Whether it is development pressure, rehabilitation and maintenance costs, or simply the effects of time, it is often difficult to preserve the cultural resources in a community.

Historical Preservation Ordinances and Commissions

The establishment of a historical preservation ordinance and commission is one of the most proactive methods a community can take to preserve cultural resources. A historical preservation ordinance typically contains criteria for the designation of historic structures, districts, or places, and procedures for the nomination process. The ordinance further regulates the construction, alteration, or demolition of the exterior of a designated historic site or structure. Contact the Wisconsin Historical Society’s Division of Historic Preservation for more information.

A community with a historic preservation ordinance may apply for Certified Local Government (CLG) status, with the Wisconsin State Historical Society. Once a community is certified, they become eligible for

- Matching sub-grants from the federal Historic Preservation Fund,
- Use of Wisconsin Historic Building Code,
- Reviewing National Register of Historic Places nominations allocated to the state.

Churches

Churches historically have had a significant impact on the culture of a community. They sometimes are also the only places where rural residents can gather to discuss important issues in their community.

Cemeteries

Cemeteries are identified as prominent historic and cultural resources. They can provide an historic perspective of an area, providing the names and ethnicities of previous residents. A listing of cemeteries is provided in the section on Utilities and Community Facilities.

Rural Schools

The old time, one-room schoolhouses once dotted the landscape, providing public education for mainly rural communities. Over time, these buildings were utilized less and less, as larger, more centrally located schools were built and students were bused in from rural areas. Nevertheless, the one room schoolhouse remains an icon of American rural culture.

Architecture and History Inventory (AHI)

The Architecture and History Inventory (AHI) is a collection of information on historic buildings, structures, sites, objects, and historic districts throughout Wisconsin. The Wisconsin Historical Society's Division of Historic Preservation maintains the inventory. The AHI is comprised of written text and photographs of each property, which document the property's architecture and history. Most properties became part of the inventory as a result of a systematic architectural and historical survey beginning in 1970s. Caution should be used as the list is not comprehensive and some of the information may be dated, because some properties may have been altered or no longer exist. Due to cutbacks in funding, the Historical Society has not been able to properly maintain the database. In addition, many of the properties in the inventory are privately owned and are not open to the public. Inclusion of a property conveys no special status, rights or benefits to the owners. Contact the Wisconsin Historical Society for more information about the inventory.

Cultural Resources Inventory—Historic Resources

The Wisconsin State Historical Society maintains an inventory of Architectural and Historical Sites. It has identified 15 historically and/or architecturally significant sites within the Town of Hudson. Included are historic residential, commercial, retail, and institutional sites. Table 5.2 lists these sites.

It is important to note that inclusion in the Architecture and History Inventory conveys no special status or advantage; this inventory is merely a record of the property. The inventory is the result of site reconnaissance conducted by the staff of the Wisconsin State Historical Society.

TABLE 5.2: **Architecture and History Inventory • Town of Hudson**

HISTORIC NAME	LOCATION	RESOURCE TYPE
Little Falls Dam	—	Dam
—	Trout Brook Rd., W side, .1 mi. S of river	House, two story cube
—	160 th Ave.	House, two story cube
—	Scott Rd., W side, .7 mi. N of McCutcheon	House, italianate
—	CTH A, E side, just S of Old Mill Rd.	Church, gothic revival
—	CTH A, E side, just S of Old Mill Rd.	House, dutch colonial revival
—	La Barge Rd. at C&NW RR tracks	Bridge, steel beam or plate girder
—	McCutcheon Rd., .5 mi. W of CTH U	House, greek revival
—	CTH A and Daily Rd., SW corner	House, one story cube
—	CTH A, E side, .2 mi. S of CTH A	House, colonial revival
—	Badlands Rd., N side, .8 mi. E of USH 12	House, two story cube
—	USH 12 at Kelly Rd.	School

Source: Wisconsin State Historical Society with updates done by Town of Hudson.

Archaeological Site Inventory (ASI)

The Archaeological Site Inventory (ASI) is a collection of archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites throughout Wisconsin. The Wisconsin Historical Society's Division of Historic Preservation maintains the inventory. Similar to the AHI, the ASI is not a comprehensive or complete list; it only includes sites that have been reported to the Historical Society. The Historical Society estimates that less than 1% of the archaeological sites in the state have been identified. Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. Contact the Wisconsin Historical Society for more information about the inventory.

PROGRAMS

Historic Home Owner's Tax Credits

The Wisconsin Historical Society's Division of Historic Preservation (DHP) administers a program of 25 percent state income tax credits for repair and rehabilitation of historic homes in Wisconsin.

To qualify, the residence must be one of the following:

- Listed in the state or national register;
- Contributing to a state or national register historic district; or
- Be determined through the tax credit application process to be eligible for individual listing in the state register.

And, the property owner must spend at least \$10,000 on the following types of eligible work within a 2-year period:

- Work on the exterior of the house, such as roof replacement and painting, but not including site work such as driveways and landscaping;
- Electrical wiring, not including electrical fixtures;
- Plumbing, not including plumbing fixtures;
- Mechanical systems, such as furnaces, air conditioning, and water heaters; and
- Structural work, such as jacking up floors.

If the \$10,000 minimum investment requirement within the 2 year period cannot be met, an applicant may request a 5-year expenditure period.

Historic Preservation Tax Credits for Income-Producing Historic Buildings

Owners of historic income-producing properties in Wisconsin may be eligible for two income tax credits that can help pay for their building's rehabilitation. The Wisconsin Historical Society's Division of Historic Preservation (DHP) administers both programs in conjunction with the National Park Service (NPS). The programs are:

a. *Federal Historic Preservation Credit*

This program returns 20 percent of the cost of rehabilitating historic buildings to owners as a direct reduction of their federal income taxes.

b. *Wisconsin Supplemental Historic Preservation Credit*

This program returns an additional 5 percent of the cost of rehabilitation to owners as a discount on their Wisconsin state income taxes. Owners that qualify for the Federal Historic Preservation Credit automatically qualify for the Wisconsin supplement if they get NPS approval before they begin any work.

Section 5: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

To qualify for the Federal Historic Preservation Credit, a property owner must:

- Own a historic building. A building is considered "historic" if it is listed on the National Register of Historic Places or if the NPS determines that it contributes to the character of a National Register historic district. A building can also receive a preliminary determination of eligibility for the Register from the NPS through the tax credit application process. The owner must later formally list the property on the National Register.
- Use the building for income-producing purposes. Income-producing buildings are those used in a trade or business or for the production of rental income.
- Formally apply to the Division of Historic Preservation. Application materials can be obtained through the DHP or through the NPS Web site. Completed applications are submitted to the DHP, which forwards them on to the NPS with their recommendations. The NPS charges a fee for their review. Owners should allow 60 days, from the date they submit their complete applications, for complete project review.
- Rehabilitate the building in accordance with program standards. Program standards are the Secretary of Interior's "Standards for Rehabilitation". The NPS, in conjunction with the Division of Historic Preservation, determines if a project meets the "Standards".
- Spend a minimum amount of money on the rehabilitation. An owner must spend at least an amount equal to the building's depreciated value or \$5,000-whichever is greater. This amount of money must be spent in a two year period. Phased projects are allowed a 5 year period.
- Claim the credit for only eligible expenses. The cost of all work on the historic buildings, inside and out, is eligible for the credit. The cost of site work, such as landscaping or paving, and the cost of work on non-historic additions are not eligible expenses.
- Maintain ownership of the building and maintain the building's historic character for five years. The tax credit must be repaid to the IRS and to the Wisconsin Department of Revenue (DOR) if the building is sold or altered in a way that diminishes its historic character. Repayment is pro-rated over the five-year period after the building is placed in service.

Conservation Programs

The following is a list of the active conservation programs available in St. Croix County. These programs are administered through the cooperative effort of various federal, state, and local agencies.

Wisconsin Nonpoint Source Priority Watershed Program (NPS)

Purpose: to improve and protect water quality.

Environmental Quality Incentives Program (EQIP)

Purpose: to provide technical and financial help to landowners for conservation practices to protect soil and water quality.

Wisconsin Farmland Preservation Program (FPP)

Purpose: to preserve farmland through local planning and zoning or agreements and to provide tax relief to participating farmers.

Wetland Reserve Program (WRP)

Purpose: to restore drained wetland and protect them with a 30-year or perpetual easement.

Conservation Reserve Program (CRP)

Purpose: to reduce erosion, increase wildlife habitat, improve water quality, and increase forestland.

Wildlife Habitat Incentives Program (WHIP)

Purpose: to develop or improve wildlife habitat on privately owned land.

Managed Forest Law (MFL)

Purpose: to reduce property tax and promote good forest management.

Nutrient Management Plan (NMP)

Purpose to obtain the maximum return from on-farm and off-farm fertilizer resources in a manner that protects the quality of nearby water resources.

AGRICULTURAL RESOURCES, AGENCIES AND PROGRAMS

There are a number of available county, state and federal programs to assist with agricultural planning and protection. Below are brief descriptions of the various agencies and programs.

USDA FARM SERVICE AGENCY

The U.S. Department of Agriculture's Farm Service Agency (FSA) has a direct financial impact on rural Wisconsin families through the programs and services they offer. They are dedicated to stabilizing farm income, helping farmers conserve land and water resources, providing credit to new or disadvantaged farmers and ranchers, and helping farm operations recover from the effects of disaster. Programs and services offered by the FSA are:

• **Farm Loan Program (FLP)**

FSA offers direct and guaranteed farm ownership and operating loans to farmers who are temporarily unable to obtain private, commercial credit. Often, FSA borrowers are beginning farmers who cannot qualify for conventional loans because they have insufficient financial resources. The Agency also helps established farmers who have suffered financial setbacks from natural disasters, or whose resources are too limited to maintain profitable farming operations.

• **Conservation Reserve Program (CRP)**

The CRP is a voluntary program that offers annual rental payments, incentive payments for certain activities, and cost-share assistance to establish approved cover on eligible cropland. The program encourages farmers to plant long-term resource-conserving covers to improve soil, water, and wildlife resources. The Commodity Credit Corporation (CCC) makes available assistance in an amount equal to not more than 50 percent of the participant's costs in establishing approved practices. Contract duration is between 10 and 15 years.

• **Direct and Counter-Cyclical Payments (DCP)**

The 2002 Farm Bill provides for payments to be made to eligible producers of covered commodities and peanuts for the 2002 through 2007 crop years. Direct and counter-cyclical payments are made to producers with established crop bases and payment yields. Payment rates for direct payments are established by the 2002 Farm Bill and are issued regardless of market prices. Producers also are eligible for counter-cyclical payments, but payments are issued only if effective prices are less than the target prices set in the 2002 Farm Bill. Commodities eligible for both direct and counter-cyclical payments include wheat, corn, sorghum, barley, oats, upland cotton, rice, soybeans, sunflower seeds, canola, flaxseed, mustard, safflower, rapeseed, and peanuts.

• **Milk Income Loss Contract Program (MILC)**

This program, authorized by the 2002 Farm Bill, financially compensates dairy producers when

domestic milk prices fall below a specified level. Eligible dairy producers are those who produced milk in any state and marketed the milk commercially beginning December 2001. To be approved for the program, producers must be in compliance with highly erodible and wetland conservation provisions and must enter into a contract with USDA's Commodity Credit Corporation to provide monthly marketing data.

NATURAL RESOURCES CONSERVATION SERVICE

The Natural Resources Conservation Service (NRCS) is the federal agency that works with landowners on private lands to conserve natural resources. NRCS is part of the U.S. Department of Agriculture. NRCS was formerly named the Soil Conservation Service or "SCS". Nearly three-fourths of the technical assistance provided by the agency goes to helping farmers and ranchers develop conservation systems uniquely suited to their land and individual ways of doing business. The agency also provides assistance to other private landowners and rural and urban communities to reduce erosion, conserve and protect water, and solve other resource problems.

NRCS provides:

- **Technical Assistance for Conservation**

Conservation technical assistance is the basis of NRCS's mission to conserve, sustain, and improve America's private lands. NRCS staff works one-on-one with private landowners to develop and implement conservation plans that protect the soil, water, air, plant and animal resources on the 1.5 billion acres of privately owned land in the United States.

- **Soil survey**

NRCS is responsible for surveying the soils of the United States, publishing and interpreting the soils information. Soils information is the basis for natural resource and land use planning. It is the key to assessing site potential for specific uses and identifying soil characteristics and properties.

- **National Resources Inventory**

Every five years, NRCS conducts the National Resources Inventory (NRI) on nonfederal rural land in the United States. This inventory shows natural resource trends, such as land cover and use, soil erosion, prime farmland, and wetlands. The 1992 NRI, for example, shows that farmers are dramatically reducing soil erosion on cropland. From 1982 to 1992, erosion on all cropland declined by about one-third, going from 3.1 billion to 2.1 billion tons a year.

- **Wetlands**

Wetlands conservation is an important and sensitive issue. During 1982-1992, wetland losses due to agriculture slowed to about 31,000 acres a year, a more than 90 percent reduction compared to

conversion rates between 1954 and 1974. NRCS is one of the four primary federal agencies involved with wetlands.

• Wetlands Reserve Program

In the Wetlands Reserve Program, conservation easements are purchased from landowners to restore or enhance, wetland areas. Ownership, control of access, and some compatible uses remain with the landowner.

• Wetland Identification

NRCS has technical leadership for identification and delineation of wetlands on agricultural lands, and on all lands for USDA program participants. NRCS maintains a list of hydric soils and a wetland inventory on agricultural lands.

• Soil Quality

Over the past decade, NRCS has been helping producers develop and implement 1.7 million conservation plans on 143 million acres of highly erodible cropland as part of the conservation compliance provision of the Food Security Act of 1985. As a result, erosion on our most highly erodible cropland has been cut by two-thirds.

• Water Quality

NRCS provides assistance to farmers to improve water quality. This includes improving nutrient and pesticide management and reducing soil erosion, thus decreasing sediment that would otherwise end up in lakes and streams. Technical assistance, including engineering, structure design and layout for manure management and water quality practices significantly contribute to Wisconsin water quality efforts. Through the Environmental Quality Incentive Program, NRCS provides technical and financial assistance for local water resource priorities.

WISCONSIN FARM CENTER

The Wisconsin Farm Center provides services to Wisconsin farmers and agribusinesses to promote the vitality of the state's agricultural economy and rural communities.

Services include:

• Growing Wisconsin Agriculture

Wisconsin is committed to the long-term profitability of your agriculture business. Legislation passed in 2004 strengthens agriculture and invites residents to invest, reinvest and expand. We are working to track the progress of these new laws and the opportunities they provide.

• Financial Counseling and Advising

The Farm Center's financial experts are trained in feasibility analysis, enterprise analysis, debt

analysis along with restructuring and cash flow projection. They can personally assist you and answer your specific questions, and provide useful resource materials.

• Farm Mediation

The Farm Center's farm mediation program provides dispute resolution services to farmers with problems involving creditor-debtor issues; U.S. Department of Agriculture program benefits; contracts with food processors, fertilizer, seed or feed dealers; conflicts within farm families; and landlord-tenant issues.

• Stray Voltage

Through Rural Electrical Power Services, the Farm Center provides information about stray voltage and power quality issues; answers to regulatory questions; onfarm and distribution system investigations by a technical team that can assist farmers in working with the utility or electrician to resolve a power quality conflict; a format for dispute resolution; and research on electrical issues.

• Legal

The Farm Center's agricultural attorney can answer general legal questions about farm business organization, landlord-tenant issues, debt restructuring, legal procedures, creditor-debtor law, and tax reorganization and estate planning.

• Vocational

The Farm Center can help farmers or their family members make a successful transition to off-farm employment. It can help them examine their skills and explore their career options, regardless of whether they're looking to add off-farm income to the farm operation, starting a new small business or seeking off-farm employment.

• Farm Transfers

Through its Farm Link program, the Farm Center can help farmers who want to start their own operation, retiring farmers who want someone to take over their operation, or farmers who want to relocate due to urban or environmental pressures.

• Animal Agriculture

Animals are a vital part of agriculture in Wisconsin. Whether you're a farmer, a veterinarian, a livestock dealer or trucker, or a consumer, DATCP provides information and regulates many aspects of animal agriculture.

• Crops

Statistics show Wisconsin ranks first in production of a number of agriculture crops. Farmers in our state continue to adopt traditional and specialty crops. Cultivating and protecting them is key to the Farm Center's mission.

• **Land and Water**

The Farm Center works primarily with county land conservation departments to protect the environment through conservation practices, incentive programs and regulation.

CULTURAL RESOURCE AGENCIES AND PROGRAMS

Wisconsin Historical Society

The Society serves as the archives of the State of Wisconsin. It collects books, periodicals, maps, manuscripts, relics, newspapers, and audio and graphic materials as they relate to Wisconsin. It maintains a museum, library, and research facility in Madison, as well as a statewide system of historic sites, school services and area research centers. It administers a broad program of historic preservation and publishes a wide variety of historical materials, both scholarly and popular. The historical society can also provide assistance for various state and federal programs.

National Park Service

The National Park Service administers the National Register of Historic Places. In addition to honorific recognition, listing in the National Register provides:

- Consideration in planning for Federal, federally licensed, and federally assisted projects,
- Eligibility for certain tax provisions,
- Qualification for Federal grants for historic preservation, when funds are available.

National Trust For Historic Preservation

The National Trust for Historic Preservation is a nonprofit organization with more than 200,000 members. The Trust provides leadership, education, and advocacy training to support efforts to save America's historic places.

Wisconsin Trust for Historic Preservation (WTHP)

The WTHP, established in 1986, is a private non-profit organization dedicated to the preservation of the historical, architectural, and archaeological heritage of Wisconsin. The Trust advocates for legislation and policies designed to encourage statewide historic preservation. Examples of some of the programs they initiate are:

• **Wisconsin Main Street Program**

A comprehensive program designed to revitalize designated downtowns and give new life to historic business districts

• **Heritage Tourism Initiative**

The Heritage Tourism Initiative has helped develop grassroots heritage tourism organizations by encouraging Wisconsin communities to use their unique features to tap into the mushrooming heritage tourism market -- and protect that heritage at the same time.

• **Agricultural Buildings Preservation Initiative**

Inspired by the National Trust's popular Barn Again! program, this initiative provides information and forums to help owners of historic agricultural buildings determine how to maintain and reuse their buildings.

NATURAL RESOURCE AGENCIES AND PROGRAMS

There are a number of available state and federal programs to assist with agricultural, natural, and cultural resource planning and protection. Below are brief descriptions of various agencies and programs. To find out more specific information or which program best fits needs, contact the agency directly.

Wisconsin Department Of Natural Resources (WI-DNR)

The Department of Natural Resources is dedicated to the preservation, protection, effective management, and maintenance of Wisconsin's natural resources. It is responsible for implementing the laws of the state and, where applicable, the laws of the federal government that protect and enhance the natural resources of our state. It is the one agency charged with full responsibility for coordinating the many disciplines and programs necessary to provide a clean environment and a full range of outdoor recreational opportunities for Wisconsin citizens and visitors. The Wisconsin DNR has a number of programs available ranging from threatened and endangered species to water quality to parks and open space to wetlands. The DNR is available to provide information on endangered and threatened species. See their website for the Endangered Resources (ER) Program at <http://www.dnr.state.wi.us/org/land/er/> or contact the Program at 608/266-7012.

The Bureau of Community Financial Assistance (CFA) administers grant and loan programs, under the WI-DNR. Financial program staff works closely with local governments and interested groups to develop and support projects that protect public health and the environment, and provide recreational opportunities.

Wisconsin Department Of Trade And Consumer Protection (DATCP)

The Wisconsin Department of Trade and Consumer Protection inspects and licenses more than 100,000 businesses and individuals, analyzes millions of laboratory samples, conducts hundreds of hearings and investigations, educates businesses and consumers about best practices, adopts rules that

Section 5: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

have the force of law, and promotes Wisconsin agriculture at home and abroad. Specifically DATCP has two divisions that relate directly to the agriculture and natural resource section of the comprehensive plan. The Environmental Division focuses on insects, land and water, as well as plants and animals. The Agricultural Division focuses on animals, crops, agricultural, land, and water resources.

Wisconsin Natural Resource Conservation Service (NRCS)

The Natural Resources Conservation Service is the federal agency that works with landowners on private lands to conserve natural resources. NRCS is part of the U.S. Department of Agriculture, formerly the Soil Conservation Service or "SCS." Nearly three-fourths of the technical assistance provided by the agency goes to helping farmers and ranchers develop conservation systems uniquely suited to their land and individual ways of doing business. The agency also assists other private landowners and rural and urban communities to reduce erosion, conserve and protect water, and solve other resource problems.

Environmental Protection Agency (EPA) Region 5

The Environmental Protection Agency is a federal agency of the United States government, responsible for regulating environmental pollution and environmental quality. The EPA has been one of the lead agencies within the United States Government on the climate change issue.

Section 6: ECONOMIC DEVELOPMENT

Information about a community outlines its sources of employment and the reason for the community's existence. This section will evaluate the labor force of the Town, as well as its employment base (occupation and industry) and income characteristics. All of this information will be used when evaluating the trends in the Town of Hudson's economy, and its impacts on future land use changes.

As summarized in "A Guide to Preparing the Economic Development Element of a Comprehensive Plan," Economic Development Comprehensive Planning leverages new growth and redevelopment to improve the community. Economic development is about working together to maintain a strong economy by creating and retaining desirable jobs, which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community can provide the level of services residents expect. A balanced, healthy economy is essential for community's long-term wellbeing. Over the past decade, the world has changed, with rapid technological advancements and a general movement from an industrial based economy to a knowledge based economy. Demand for skilled labor is expected to increase each year until 2020. Population projections indicate that by 2006, two workers will exit the work force for every one entering, and by 2008 there will be a shortage of 10 million workers. Business decisions are more frequently based on where they can find employees, and employees tend to choose places to live before finding a job. Now more than ever it is important for communities to create a quality of life attractive to workers. Successful economic development requires communities develop plans based on local strengths, goals and opportunities in the context of this changing world economy.

Wisconsin State Statute 66.1001(2)(f)

(f) Economic Development

A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit.

GOALS, OBJECTIVES, AND POLICIES

Goal:

1. Generally, the Town supports business development in areas best suited for commercial, retail, and service growth. Commercial development should be encouraged to locate in areas where urban services can be provided economically without creating land use conflicts. A system of quality commercial development that provides local residents with needed employment opportunities, goods and services should be encouraged. Commercial improvements should complement existing and future residential development.

Objective:

1. Concentrate commercial and industrial development in areas that are appropriate for such uses.

Policy:

1. Promote the Town of Hudson as a good place to do business through the efforts of and participation in the local, regional, and state development organizations.

EXISTING CONDITIONS

This section contains a compilation of background information required for the comprehensive plan. Also included are goals, objectives, policies and recommended programs to attract and retain businesses that are consistent with the overall land use and environmental objectives of the community. As required by Wisconsin Statutes §66.1001.(2)(f), this section includes: an assessment of new businesses and industries that are desired in the Town; an assessment of the Town's strengths and weaknesses with respect to attracting and retaining businesses and industries; and an inventory of environmentally contaminated sites.

TABLE 6.1: **Industry and Employers in St. Croix County**

TOP 10 EMPLOYERS IN ST. CROIX COUNTY

School District of Hudson
County of St. Croix
New Richmond Public School
Phillips Plastics Corp
Ericksons Diversif Corp
YMCA of Greater Saint Paul
Clopay Building Products Co Inc
Mc Millan Electric Co
Nor Lake Inc
Wal-Mart Associates Inc

Source: DWD, Bureau of Workforce Information, ES-202, July 2005

PROMINENT INDUSTRIES IN ST. CROIX COUNTY

Food services and drinking places
Educational services
Machinery manufacturing
Fabricated metal product manufacturing
Plastics & rubber products manufacturing
Executive, legislative, & gen government
Specialty trade contractors
Professional and technical services
Hospitals
Food and beverage stores

Source: DWD, Bureau of Workforce Information, ES-202, September 2005

TABLE 6.2: **Top Industries by Employment • St. Croix County**

RANK	INDUSTRY
1	Food Services and Drinking Places
2	Educational Services
3	Machinery Manufacturing
4	Fabricated Metal Product Manufacturing
5	Specialty Trade Contractors

Source: Wisconsin's WORKnet, 2005

TABLE 6.3: **Top Paying Hourly Occupations • St. Croix County (2003)**

RANK	OCCUPATION	HOURLY PAY
1	Personal Financial Advisors	\$71.21
2	Chief Executives	\$65.50
3	Engineering Managers	\$44.58
4	General and Operations Managers	\$43.78
5	Computer and Information Systems Managers	\$41.73

Source: Wisconsin's WORKnet, 2005

TABLE 6.4: **Commuting To Work**

	TOWN OF HUDSON	ST. CROIX COUNTY
Car, truck, or van (drove alone)	83.9%	80.7%
Car, truck, or van (carpooled)	11.0%	11.7%
Public transportation	0.3%	0.3%
Other means	0.7%	0.5%
Walked	0.4%	2.2%
Worked at home	3.8%	4.7%
Mean travel time to work (minutes)	25.0 minutes	26.1 minutes

Source: U.S. Census, 2000

TABLE 6.5: **Representative Hourly Age Rates • St. Croix County**

	MEDIAN RATE
Accountant/Auditor	\$21.79
Assemblers/Fabricators	\$13.08
Clerk, Shipping & Receiving	\$12.12
Construction Laborer	\$19.38
Electronics Assembler	\$12.60
General Machinist	\$17.59
General Manager	\$33.99
Maintenance Person	\$8.89
Registered Nurse	\$24.94
Secretary	\$13.80
Welder	\$17.51
Waiters/Waitresses	\$6.29

Source: St. Croix Economic Development Corporation, May 2002

TABLE 6.6: **Effective Buying Income* • Percent of Households, 2002**

ANNUAL INCOME RANGE	ST. CROIX COUNTY	STATE OF WISCONSIN
\$20,000 – \$34,999	20.5%	25.3%
\$35,000 – \$49,999	21.8%	21.5%
\$50,000 and over	42.6%	31.1%

*Effective buying income is total money income minus personal and real estate taxes. Money income includes income from: wages, self-employment, disability, public assistance, alimony, child support and other periodic payments

Source: September 2002 Sales and Marketing Management

TABLE 6.7: **Finances • 2001 Mill Rate Comparison**

	CITY OF HUDSON	VILLAGE OF NORTH HUDSON	TOWN OF HUDSON	TOWN OF ST. JOSEPH	TOWN OF TROY
Assessed value % of market value	95.3%	78.3%	102.4%	89.2%	62.1%

TAX PER \$1,000 OF ASSESSED PROPERTY VALUE

Local Government	\$5.77	\$4.83	\$0.72	\$1.99	\$2.29
Hudson School District	\$10.89	\$13.23	\$10.12	\$11.62	\$16.65
St. Croix County	\$3.85	\$4.92	\$4.35	\$4.35	\$6.23
WITC (Wis. Indianhead Technical College)	\$1.36	\$1.66	\$1.27	\$1.46	\$2.09
State of Wisconsin	\$0.21	\$0.26	\$0.20	\$0.22	\$0.32
TOTAL	\$22.08	\$24.90	\$16.10	\$19.64	\$27.58
(State School Tax Credit)	(-1.22)	(-1.56)	(-1.16)	(-1.42)	(-1.96)
Net Tax Rate Per \$1.000	\$20.86	\$23.34	\$14.94	\$18.22	\$25.62

Note: The net tax shown here does not include a lottery credit of \$78.77

Attracting and Retaining Businesses

Location adjacent to Interstate 94 is the primary generator to attract business development to the Town. A well-educated workforce and the Town’s proximity to the Twin Cities metropolitan area are also draws. A lack of infrastructure (public sanitary sewer and water) will be an obstacle to certain commercial/industrial development that requires those services.

Environmentally Contaminated Sites

The Comprehensive Planning Law requires communities to evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The Wisconsin Department of Natural Resources (DNR) Environmental Remediation and Redevelopment Program (ERP) maintains a list of contaminated sites. The DNR identifies brownfields as “abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination.” Properties listed in the DNR database are self-reported and do not represent a comprehensive listing of possible brownfields in the community. Other state and federal databases may provide more comprehensive lists for the Town. The Town encourages the re-use of environmentally contaminated sites when feasible.

TABLE 5.3: **Brownfield Sites • Town of Hudson**

SITE NAME	ADDRESS	ACTIVITY TYPE
Junkers Land Fill	905 Alexander Road	ERP

Source: Wisconsin Department of Natural Resources, 2005

PROGRAMS

State of Wisconsin Economic Development Plans and Programs

Tax Incremental Financing (TIF)

This program helps towns, cities, and villages in Wisconsin attract industrial and commercial growth in underdeveloped and blighted areas. A city or village can designate a specific area within its boundaries as a TIF district and develop a plan to improve its property values. Taxes generated by the increased property values pay for land acquisition or needed public works.

The Early Planning Grant Program (EPG)

This program helps individual entrepreneurs and small businesses throughout Wisconsin obtain the professional services necessary to evaluate the feasibility of a proposed start up or expansion.

WHEDA-Linked Deposit Loan Subsidy (LIDL)

This program helps women and minority-owned businesses by offering low interest loans through local lenders. The LIDL Program can be used for expenses including land, buildings and equipment.

WHEDA-Small Business Guarantee Program

This program offers a pledge of support on a bank loan. Loan proceeds can be used to expand or acquire a small business. It can also be used to start a day care business.

Wisconsin Financing Alternatives

The State of Wisconsin is an active partner with new, existing, and start-up businesses concerning its ability to offer financing programs and incentive programs. The Department of Commerce has a broad range of financial assistance for its businesses. Most of the programs are low interest loans that are repaid to a local unit of government. On a limited basis, Commerce offers programs that are structured as grants or as forgivable loans.

Small Business Administration (SBA) Financing

Wisconsin Business Development Finance Corporation (WBD) is a private, non-profit corporation serving the long-term credit needs of small business. WBD is certified by the SBA as a “development company,” thereby enabling it to package certain SBA loan programs that are blended with bank loans and a down payment from the business owner.

Section 7: INTERGOVERNMENTAL COOPERATION

Many cities, towns, villages, and counties begin cooperative arrangements to lower costs and promote efficiency. Most arrangements involve only two governmental units, but there are also agreements among multiple units. Intergovernmental cooperation may range from formal joint power agreements to unwritten understandings. Two communities may have an unwritten agreement about sharing road repair equipment, or a cluster of cities and towns may have a written agreement concerning snow removal, economic development, fire, or EMT services. The opportunities for intergovernmental cooperation are endless.

Intergovernmental cooperation is an effective way for local governments to respond to changing and diverse needs by working together with their neighbors, while maintaining their own identity. If an agreement can be reached among two or more units of government, services can often be provided with substantial cost savings. Cooperation can also eliminate unnecessary duplication of services or purchasing of equipment.

Wisconsin State Statute 66.1001(2)(g)

(g) Intergovernmental cooperation element.

A compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units, and to the region, the state and other governmental units. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.

Successful implementation of the recommendations of a comprehensive plan involves a complex set of intergovernmental factors. The Town cannot achieve a common vision on its own. First, the vision extends beyond its existing boundaries into areas for which other units of government also have visions, and usually more authority. Second, even within its boundaries, other units of government have substantial influence (e.g., county, schools, state highways, etc.). Often coordination with other units of government is the only way, or the most effective way, to solve a problem or achieve an objective.

Section 7: INTERGOVERNMENTAL COOPERATION

This is a good point at which to mention one overall recommendation that is central to the successful implementation of the plan: to promote frequent communication between all governments covered by the plan. A great deal can be accomplished if the leaders can communicate openly and negotiate issues in good faith.

Genuine effective planning must enable local officials and citizens to estimate and measure the cumulative impacts of large and small developments and the effect of the community's development on its neighbors and region.

GOALS, OBJECTIVES, AND POLICIES

Goal:

1. Develop growth management approaches that coordinate with neighboring jurisdictions.

Objectives:

1. Continue to foster inter-community library, emergency medical, fire and police safety services.
2. Maintain and improve the community character, which is compatible with neighboring jurisdictions.

Policies:

1. Work with surrounding communities and school districts to encourage an orderly, efficient land use pattern that minimizes conflicts between urban and rural uses.
2. Provide a copy of this Comprehensive Plan to all units of government as required by state law.

The following are suggested Intergovernmental recommendations. They support the intent of the law and can guide intergovernmental cooperation decisions in the Town over the next 20 years.

- Work with local governments, state and federal agencies, the regional planning commission, and local school districts to identify and coordinate land use and community development policies and initiatives by exchanging information about items of mutual concern.
- Explore new opportunities to cooperate with other local units of government to utilize shared public services, staff, or equipment where appropriate.
- When appropriate, intergovernmental agreements with other local units of government should be created through written contracts / agreements.

Advantages and Disadvantages of Intergovernmental Cooperation

Intergovernmental cooperation has many advantages associated with it including the following:

Efficiency and reduction of costs: Cooperating on the provision of services can potentially mean lower costs per unit or person. Although these are by no means the only reasons, efficiency and reduced costs are the most common reasons governments seek to cooperate.

Limited government restructuring: Cooperating with neighboring governments often avoids the time-consuming, costly, and politically sensitive issues of government restructuring. For example, if a city and town can cooperate, the town may avoid annexation of its land and the city may avoid incorporation efforts on the part of the town, which may hinder the city's development. Cooperation also helps avoid the creation of special districts that take power and resources away from existing governments.

Coordination and planning: Through cooperation, governments can develop policies for the area and work on common problems. Such coordination helps communities minimize conflicts when levels of services and enforcement are different among neighboring communities. For example, shared water, sewage, and waste management policies can help avoid the situation in which one area's environment is contaminated by a neighboring jurisdiction with lax standards or limited services. Cooperation can also lead to joint planning for future services and the resources needed to provide them.

Expanded services: Cooperation may provide a local unit of government with services it would otherwise be without. Cooperation can make those services financially and logistically possible.

Intergovernmental cooperation also has drawbacks, which may include the following:

Reaching and maintaining an agreement: In general, reaching a consensus in cases in which politics and community sentiments differ can be difficult. For example, all parties may agree that police protection is necessary. However, they may disagree widely on how much protection is needed. An agreement may fall apart if one jurisdiction wants infrequent patrolling and the other wants an active and visible police force.

Unequal partners: If one party to an agreement is more powerful, it may influence the agreement's conditions. With service agreements, the more powerful party, or the party providing the service, may have little to lose if the agreement breaks down, it may already service itself at a reasonable rate. The weaker participants may not have other options and are open to possible exploitation.

Local self-preservation and control: Some jurisdictions may feel their identity and independence will be threatened by intergovernmental cooperation. The pride of residents and officials may be bruised if, after decades of providing their own police or fire protection, they must contract with a neighboring jurisdiction (and possible old rival) for the service. In addition, and possibly more importantly, a jurisdiction may lose some control over what takes place within their boundaries. Moreover, although government officials may lose control, they are still held responsible for the delivery of services to their electorates.

Efficiencies can often be gained between neighboring jurisdictions with the sharing of services, staff, facilities. Examples include: budding contracts, shared recreation facilities, shared specialized equipment, road maintenance, land use planning, siting of school facilities, etc.

Additional Intergovernmental Cooperation Ideas

The Intergovernmental Cooperation Element Guide published by the Wisconsin Department of Administration provides several ideas for cooperation including the following listed below. These are only ideas to consider. *(Note: the following ideas were taken directly from the Intergovernmental Cooperation Guide.)*

Voluntary Assistance: Your community, or another, could voluntarily agree to provide a service to your neighbors because doing so makes economic sense and improves service levels.

Trading Services: Your community and another could agree to exchange services. You could exchange the use of different pieces of equipment, equipment for labor, or labor for labor.

Renting Equipment: Your community could rent equipment to, or from, neighboring communities and other governmental units. Renting equipment can make sense for both communities – the community renting gets the use of equipment without having to buy it, and the community renting out

the equipment earns income from the equipment rather than having it sit idle.

Contracting: Your community could contract with another community or jurisdiction to provide a service. For example, you could contract with an adjacent town or village to provide police and fire protection, or you could contract with the county for a service in addition to that already routinely provided by the county sheriff's department.

Routine County Services: Some services are already paid for through taxes and fees. Examples are police protection services from the county sheriff's department, county zoning, county public health services, and county parks. Your Intergovernmental Cooperation Element could identify areas where improvements are needed and could recommend ways to cooperatively address them.

Sharing Municipal Staff: Your community could share staff with neighboring communities and other jurisdictions – both municipal employees and independently contracted professionals. You could share a building inspector, assessor, planner, engineer, zoning administrator, clerk, etc. communities or governmental units to provide a service together.

Joint Use of a Facility: Your community could use a public facility along with other jurisdictions. The facility could be jointly owned or one jurisdiction could rent space from another.

Special Purpose Districts: Special purpose districts are created to provide a particular service, unlike municipalities that provide many different types of services. Like municipalities, special purpose districts are separate and legally independent entities.

Joint Purchase and Ownership of Equipment: Your community could agree with other jurisdictions to jointly purchase and own equipment such as pothole patching machines, mowers, rollers, snowplows, street sweepers, etc.

Cooperative Purchasing: Cooperative purchasing, or procurement, is where jurisdictions purchase supplies and equipment together to gain more favorable prices.

Intergovernmental Agreements

Intergovernmental Agreements provide communities with a different type of approach because it is proactive rather than reactive. There are two types of intergovernmental agreements that can be formed including cooperative boundary agreements and stipulations and orders. More detailed information on intergovernmental agreements can be obtained from Wisconsin State Statute 66.0307 (Cooperative Boundary Agreements) and 66.0225 (Stipulations and Orders). As each Town progresses in the development of their individual comprehensive plans, a listing of intergovernmental agreements should be identified.

EXISTING CONDITIONS

This element contains an overview of Hudson’s intergovernmental relationships. It also identifies known existing or potential conflicts between the Town and this Comprehensive Plan and the plans of adjacent city, village, towns, and St. Croix County.

Town of Hudson’s Intergovernmental Relationships

The Town is located in western St. Croix County and is bordered by the City of Hudson, Village of North Hudson, Town of St. Joseph, Town of Warren, Town of Kinnickinnic, Town of Troy, and Town of Richmond.

St. Croix County

The Town is included in many county plans such as the St. Croix County Development Management Plan and the St. Croix County Outdoor Recreation Plan. The Town works cooperatively to implement both County and Town plans and development ordinances.

Regional Planning Jurisdictions

The Town is located in the West Central Wisconsin Regional Plan Commission jurisdiction that maintains databases on such issues as population, transportation, and land use.

Surrounding Municipalities

In 2005, the Town of Hudson (in joint application with the Village of North Hudson and the Town of St. Joseph) was awarded a comprehensive planning grant by the State of Wisconsin. The Town will work with the joint applicants and the County in the implementation of the comprehensive plans.

Hudson School District

The Town recognizes its residential growth will have a significant impact on the Hudson School District. The Town continues to cooperate with the school district in location of school facilities in the Town.

Existing and Potential Conflicts

The largest potential conflict between the Town and surrounding jurisdictions is over growth and annexation issues. These issues raise concerns about traffic, public water and sanitary systems, and commercial sprawl. The implementation of the Town’s comprehensive plan, in coordination and cooperation with surrounding jurisdictions’ plans, will be the primary tool for the Town to resolve conflicts.

Section 8: LAND USE

A key consideration in the preparation of the land use element for a community is the identification of the goals that reflect the collective values and attitudes held regarding future development. These goals and the more specific objectives and policies are intended to represent a collective statement expressing what is desirable in relation to future development.

The land use element was prepared pursuant to Section 66.1001 of the Wisconsin Statutes. Section 66.1001 requires this element to include a compilation of objectives, policies, goals, maps and programs to guide the future development of public and private property. Further, the element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land use conflicts. The element shall also contain projections, based on background information, for 20 years, including five-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands, and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities will be provided in the future and the general location of future land uses by net density or other classifications.

Land use is often one of the more controversial issues confronting communities. In many instances, communities were originally platted and land use decisions were made with little regard to natural limitations on development or the interests of the community as a whole. Today, with better knowledge of these limitations, communities are faced with making more intelligent choices as to where future development should occur. Instead of working with a clean slate, however, communities must contend with existing uses and how new development might affect or be affected by them. The land use decisions in this plan are meant to take into account the knowledge and policies of the other elements of this plan.

The purpose of this section is to analyze how the land in the Town of Hudson is currently being used, and what constraints to development exist in these areas. This section will also discuss the future land use needs in the Town.

GOALS, OBJECTIVES, AND POLICIES

Goals:

1. To provide an opportunity for the continuation of agriculture.
2. To set minimum standards for the protection of the health, safety, and welfare of the Town's residents.

Objectives:

1. Seek to enhance the Town's potential for quality growth and development without adversely affecting the existing services and facilities.
2. Develop a plan for land use along our major corridors.
3. Maintain future land use activities that are compatible with existing natural resources and co-exist with agricultural activities.
4. To encourage non-residential development to balance the economic base.

Policies:

1. Land uses should be primarily determined by natural characteristics of the land.
2. Development shall not impair the functioning of the natural systems (i.e., drainways, wetlands, vegetation, etc.)
3. Proposed property divisions must result in buildable lots that meet minimum standards and be approved by the Plan Commission.

EXISTING CONDITIONS

The Town of Hudson's comprehensive plan is a combined product of planning by and for the existing community of residents and a realistic compromise of past political and economic decisions with the physical environment. The results of the community participation have demonstrated a local desire to retain a town fundamentally rural in nature. Previous land use decisions have precluded a simple planning effort in rural/agricultural preservation. Recent subdivisions and "suburban" development have altered the Town's landscape. The result has been to consolidate farming, rural residential and town living into a cooperative, compatible living situation which enhances both the human environment and natural amenities of the area.

The current land use plan calls for 1 and 2-1/2 acre residential lots, which constitute a moderate residential density. This approach has resulted in two planning districts: a residential district and general rural use district. The residential lands occupy principally the western one-third of the Town. Already significant population concentrations exist in this region, most notably in the northwest.

Table 8.1 illustrates current land use tax classifications with residential representing over 61% of the acreage and 93% of value.

TABLE 8.1: **Land Classification • Town of Hudson (2005)**

	NUMBER OF ACRES	TOTAL VALUE OF LAND AND IMPROVEMENTS
TOTAL	12,467	\$568.3 million
Residential	7,642	\$529.1 million
Commercial	472	\$24.0 million
Manufacturing	181	\$7.1 million
Agriculture	2,606	\$.2 million
Swamp and Waste	1,184	\$2.1 million
Forest Lands	310	\$1.4 million
Other	72	\$4.4 million

Source: Wisconsin Department of Revenue

A sampling of real estate listings indicate a 3–4 bedroom, single family home averages over \$400,000 while 2–2.5 acre vacant lots average \$95,743 (Table 8.2).

TABLE 8.2: **Average Real Estate Sales Prices**

TOWN OF HUDSON	
Residential, single-family, 3–4 bedroom	\$415, 534
Vacant land, 2–2.5 acre lot	\$95,743

Source: MLS, 2005

Land Use Supply

The supply of land to support development is based on several factors including physical suitability, local and county regulations, and community goals. Intergovernmental agreements and annexations also become considerations when looking at the available land supply at the community level. The policies developed in this plan and subsequent community plans will help guide how growth is managed in these areas.

Land Use Demand

As development pressures increase, the demand for developable land also rises. An analysis of building trends in the 1990s indicates that a high percentage of the Town's farmland was converted out of an agricultural use between 1990 and 2000. Not surprisingly, this conversion factor was high since the Town is on the western side of the county and in close proximity to the Twin Cities metro area.

The demand for residential land in the Town and region continues to grow. An analysis of housing unit growth over the past few decades reveals an accelerated growth rate in the Town when compared to the eastern area of the county.

Net Residential Density

The Town of Hudson has a density of 75 dwelling units per square mile as reported by the 2000 U.S. Census (Table 8.4). The Census also provides another measure of density—population per square mile. Under this measure, the Town of Hudson has a population density of 239 people per square mile.

TABLE 8.4: **Residential Density**

TOWN OF HUDSON	
Population	6,213
Housing Units	1,962
Total Area in Square Miles	26
Density (Units per Square Mile):	
Population	239
Housing Units	75

Source: U.S. Census 2000

Nonresidential Intensity

The Town of Hudson’s Zoning Ordinance regulates intensity of nonresidential development in the community (Table 8.5)

TABLE 8.4: **Nonresidential Intensity**

CLASSIFICATION	ALLOWED INTENSITY STANDARD	ALLOWED USES
Commercial District	90% building coverage	Local commercial
Industrial District	30–60% building coverage	Industrial & wholesale uses
Commercial/Light Industrial District	90% building coverage	Mixed uses

Source: Town of Hudson Zoning Ordinance

Land Use Projections

The Wisconsin Department of Administration (DOA) prepares population projections every ten years. The most current projections released in 2004 show the Town's population growing to near 7,612 by 2025. Between 1990 and 2000, the U.S. Census reports the Town's population grew from 3,642 to 6,213. Considering current building trends and development pressure in the Town, it is reasonable to assume that the Town should continue to expect increased growth pressures.

Table 8.3 shows estimated land use projections, in 5-year increments, for the Town of Hudson.

TABLE 8.3: **20-Year Acreage Projections (5-year increments)**
Town of Hudson

	2005–2010	2011–2015	2016–2020	2021–2025
Residential	880	786	783	642
Commercial	44	39	39	32
Industrial	44	39	39	32
Agricultural	968	864	861	706

ASSUMPTIONS:

- Residential lots average 2 acres
- Average household size = 3.0
- Commercial and industrial acreage equals 5% of projected residential average growth
- Agricultural lands experience a reduction in acreage equivalent to increases in lands utilized for residential, commercial and industrial.

Development Limitations

Development should only take place in suitable areas, which is determined by several criteria, including: a community's vision statement, land use goals and policies, surrounding uses, special requirements of the proposed development, the ability to provide utility & community services to the area, transportation and economic development factors, cultural resource constraints, and various physical constraints. The following is a review of the physical development limitations discussed in the section regarding Agricultural, Natural, and Cultural Resources.

Slope Limitations

A review of the Map on Slopes (see Appendix), reveals areas where development limitations occur due to steep slopes. Slope is an important limitation to consider since it is a measure of how steep land is. Problems for development are usually associated with areas having little or no slope (due to potential drainage problems) and areas with extreme slope (because of erosion and other factors). In general, areas with slopes under 12 percent are best suited for development.

Septic Limitations

The engineering interpretations in the soil survey indicate the degree to which sub-grade materials are influenced by surface drainage, depth of frost penetrations, and other factors. The limitations apply to domestic sewage disposal systems, primarily filter fields and seepage beds. How well a sewage disposal system functions depends largely on the rate at which effluent from the tank moves into and through the soil. If permeability is moderately slow, sewage effluent is likely to flow along the surface of the soil. If permeability is moderately rapid or rapid, effluent is likely to flow into the aquifer. Detailed testing at specific site locations may reveal pockets with fewer restrictions than indicated.

Depth To Bedrock

The depth to bedrock is an important factor that influences other limitations such as those pertaining to septic tanks and building foundations. Bedrock that is too close to the surface not only hampers the absorption of surface water by the soil, but it poses an obstacle to construction.

Opportunities For Redevelopment

Refer to the Economic Development Section for a list of Environmentally Contaminated Sites. The WI DNR Bureau for Remediation and Redevelopment maintains the list. The database lists contaminated lands and sites and includes the following: spills, leaks, Superfund sites, and other contaminated sites that have been reported to the WI DNR or otherwise discovered.

Existing & Potential Land Use Conflicts

There are a variety of land uses that can potentially cause land use conflicts. There are two common acronyms used to describe land use conflicts – NIMBY's (Not In My Back Yard) and LULU's (Locally Unwanted Land Uses). One of the most common occurrences, especially in a rural setting, is the presence of agricultural operations near non-farm populations.

Agriculture can affect adjoining small rural lots, which are used essentially for residential purposes. Similarly, the presence of small rural lots creates an adverse influence on the continued operation of agriculture enterprise. The issue of rural-urban conflict can arise when there is no separation between incompatible uses. Land use conflicts may arise in such situations through noise, odor, farm chemicals, light, visual amenity, dogs, stock damage and weed infestation, lack of understanding, and lack of communication to name a few. However conflicts can arise from more than agriculture/residential situations:

- Landfills or Waste Facilities
- Jails or Prisons
- Halfway Houses or Group Homes
- Airports, Highways, Rail Lines
- Low Income Housing
- Strip Malls and Shopping Centers
- “Cell” Towers, Electrical Transmission Lines
- Wind Farms
- Large Livestock Operations
- Industrial or Manufacturing Operations

FUTURE LAND USE PLAN

The Comprehensive Plan's development goal states the desire to achieve a quality living environment through a well-planned mix of compatible land uses, while preserving the integrity of the natural environment. Objectives identified include seeking to enhance the Town's potential for quality growth and development without adversely affecting the existing support services and facilities; develop an appropriate mix of land uses to provide for the present and future needs of the Town of Hudson; and seek to develop future land use activities that are compatible with existing natural resources and preserve agricultural activities.

Thus, the future land use plan is to be structured around these two basic premises, the existing conditions and development goals and objectives. The future land use plan map illustrates the proposed scheme for land use development. This plan map is discussed in the following sections for each land use category.

Residential

Residential development in the Town has been significant in recent years and is perhaps exerting the greatest pressure on the Town's rural agricultural character. Because of the Town's location with relatively convenient access to the Twin Cities metropolitan region, as well as the availability of relatively large acreage for future development, Hudson will continue to experience residential growth. The aim of the land use plan is to guide the growth to appropriate portions of the Town and influence the type and design of such development.

Recent residential development has been a mixture of "suburban" residential subdivisions and larger lot rural residential development. In order to achieve the desired mix of residential development, the Town should continue to plan areas for each type of development.

Regarding rural residential development, there is a greater degree of uncertainty of future locations since this type of development is not dependent on public sewer and water facilities. In order to meet the Town's goals and objectives and ensure high quality orderly growth, several policies are put forth in this plan. The recommended locations for various types of residential development and the corresponding policies for each are discussed in this section.

The portions of the Town that are recommended for future residential development are divided into two areas, each with its own set of guidelines for development. These are described as follows:

Residential District

The future land use map designates approximately one quarter of the Town's land for moderate density residential use (one unit per acre). This planning parameter is an acknowledgement of the existing development patterns prevalent in the Town. The properties adjacent to the Willow River basin and in close proximity to the City of Hudson are rapidly becoming suburban in character. Specifying this land as primarily residential produces a development strategy that delivers the greatest long-term benefits to the Town of Hudson. It provides growth space for the Town but directs it to the most compatible and efficient areas. This in turn produces efficiencies in planning, maintenance, and provision for services, as well as a variety of local alternatives in land use.

Residential development in the Town is intended to create a community in which local citizens have a reasonable range of alternatives in choosing their building type, design, and style.

Agricultural/Residential Transitional (AR)

In order to balance the need to efficiently serve these areas in the future with the competing pressure for rural residential development, the recommendations of this category are geared toward promoting a transition from agricultural uses to non-sewered, rural residential development.

The first recommendation is that all major development should consider using conservation by design subdivisions. This development technique allows the development to be shifted to one or a few parts of the overall property with the rest left as open space. By grouping the actual home sites, it will be easier to retrofit the development with public utilities, if needed in the future, since frontages and individual lot sizes will generally be smaller. In addition, the conservation by design method might facilitate the use of cluster systems that in turn facilitate future changeover to public sewer service.

The second recommended condition for allowing development in these areas is that a lower residential density and a minimum amount of undeveloped open space should be established to allow for additional development if sewer service is provided in the future. The general idea of this recommendation is to limit the overall amount of non-sewered development that occurs prior to public sewer service and to allow for greater density to be achieved when services is actually provided. The open space that is required under conservation by design subdivisions should be divided into two categories. One category would be permanent open space that should be integrated with the non-sewered development. The second category would be additional open space that is set aside for future development if public sewer is provided. In this way there will always be open space associated with the initial non-sewered development, yet additional growth is permitted that can allow these regions to be more efficiently and economically serviced with public sewer in the future.

This would allow for some development potential to be realized prior to the actual provision of sewer service, while allowing the created lots to be more efficiently retrofitted with public sewer service at a later date. The balance of the development would be open space. However, once sewer service becomes available, then a portion of the open space would be allowed to develop at the density for

property served by public sewer. The details of this approach need to be spelled out within the Town's zoning and/or subdivision ordinance.

A third recommended condition for non-sewered development within the agricultural/residential category is that the developments be engineered with future sewer service in mind. Proper street grades, utility easements, the location of holding tanks and drain fields, and other factors should all be examined at the time of development, so that it is easier to accomplish hook-up to public sewer in the future.

Commercial

The commercial areas are generally planned in the vicinity of Interstate 94, extending northward along CTH U and STH 12, and to the south of I-94 to CTH N. This will allow existing and future businesses to take advantage of visibility along I-94. The location of commercial regions should take advantage of natural features and pockets of residential development to break up the commercial development. This avoids a continuous strip pattern.

Design standards should be established for all development along the highway. Such standards should include both site design criteria such as landscaping and building design criteria such as construction materials. The design standards are intended to ensure high-quality development that is aesthetically pleasing and that reinforces the desired character of Hudson.

The Town should use zoning and other measures to ensure only development that maximizes tax base and economical/social values to the community.

As the population of Hudson rises, there will be a need for more neighborhood-type commercial activities. This type of use would be geared more toward the retail and service needs of the nearby residents as opposed to highway commercial uses serving the needs of the highway user and entire region. Examples include retail activity such as a grocery store or hardware store and services such as dental office or banking facilities.

Commercial/Light Industrial/Industrial

The purpose of this category is to allow the Town to diversify its otherwise agricultural and residential economy. The Town's location adjacent to the interstate system (I-94) and lands zoned for industrial along state and county highways (STH 12, CTH U) provide potential to expand the Town's tax base.

Principles that should govern the location of industry are sites that are:

- Easily accessible to main arterials to provide for convenient movement of commercial vehicles and to reduce traffic on local roads.
- As flat as available local terrain permits.
- On sites that are well-drained with good foundation conditions.
- Segregated/buffered as far as possible from residential areas.

Conservancy

The future land use plan map delineates areas of sensitive environmental features that are either fully protected from disruption by statute or rule, or that require proper control and/or mitigation if disrupted. These features are to be recognized as elements in an integrated natural environment and are to be protected to ensure their natural function into the future. The plan emphasizes the continuous system of open space that includes environmentally sensitive lands that may be needed for open space and recreation use. These corridors of open space can protect and preserve sensitive natural areas, such as wetlands, flood plains, woodlands, steep slopes, and other areas.

Extraterritorial Region

The Extraterritorial Region is the area that has been designated for special consideration by both the City of Hudson and Town of Hudson. It is planned that properties within this district will experience significant development.

The Township Plan calls for an area bounded by the City of Hudson and the Village of North Hudson on the west, the township line on the north, Carmichael Road and a line extended north and south along the section line on the east, and the township line on the south, to be a one (1) acre minimum with overlays for future city size lots, including utilities, such that homes and septic systems in that area be placed to facilitate subdivision and connection to utilities when available, per the overlay. All other areas in extraterritorial and the rest of the Township will be two (2) acre minimum—2-1/2 acre average lot size.

The Township plan of allowing residential development without public sanitary sewer is intended to provide a transition zone between rural and urban use with lot sizes that will not require premature installation of urban services.

LAND USE AGENCIES AND PROGRAMS

Zoning and Sign Regulations

Careful application of modern zoning controls can go far in assisting the community in accomplishing the goals of this comprehensive plan. The zoning ordinance establishes definitions, standards and procedures for administrative and legislative bodies to review and approve specific land developments. The existing zoning ordinance will be updated to reflect the plan recommendations for properties in the Town.

Land Division/Subdivision Regulations

Instituting development standards for land subdivision is another regulating measure of importance in community development. It is essential that the opening of new residential and other areas, by the platting for sale of lots, be at a level that will not be a liability to the public at a future date. Subdivision regulations serve an important function by ensuring the orderly growth and development of unplatted and undeveloped land. These regulations would be particularly beneficial to determining whether larger lots in the Town could or should be further subdivided and, if so, what standards would need to be met in order for the Town to approve the land division.

Official Mapping

The official map is another tool for land use control that can be used to preserve the integrity of the comprehensive plan and to regulate future growth. Chapters 60 and 62 of the Wisconsin Statutes provide for the establishment of an official map to indicate all existing and planned streets, parks and other public uses. The official map enables the Town to prevent private development from occurring in areas designated for other uses.

Historic Preservation

Historic preservation is one of the most important land use issues for maintaining character and charm as residential structures are demolished and replaced.

Center for Land Use Education (CLUE)

The Center for Land Use Education is a joint venture of Cooperative Extension and the College of Natural Resources at the University of Wisconsin-Stevens Point. The Center for Land Use Education uses a team-based approach to accomplish its dual missions in campus-based undergraduate and graduate education and Extension outreach teaching related to:

- land use planning,
- plan and ordinance administration,
- project impact and regional trends analysis and
- public involvement in local land use policy development.

Wisconsin Land Council – WI Department of Administration

The Wisconsin Land Council was created to gather and analyze land use and planning related information, coordinate high priority state initiatives including the development of a Wisconsin land information system and provide recommendations to the Governor for improvements to the existing statewide planning framework. The Council is dedicated to identifying ways to enhance and facilitate planning efforts of Wisconsin's local governments and to improve the coordination and cooperation of state agencies in their land use activities.

University of Wisconsin

The UW-Madison has a department of Urban Planning that can provide research and outreach services to area communities. The University also has a Land Information & Computer Graphics Facility (LICGF). The overall mission of the Land Information and Computer Graphics Facility is to provide research, training, and outreach in the use of land and geographic information systems (LIS/GIS). Their mission focuses on land records modernization, land and natural resource management applications, and the use of information for land-use decision making.

Section 9: IMPLEMENTATION

The comprehensive plan has been prepared to present a vision of the Town of Hudson and what that will mean in terms of population growth, land development, and infrastructure development. This vision simply identifies an intention—a statement of what the Town would like to achieve. But this statement says very little about how it can be achieved. This element is intended to provide a link between the vision and the reality. That link is in the various implementation strategies that can be used to translate the plan into action.

The Role of Implementation in the Comprehensive Planning Process

It has been said that a plan is only as good as its implementation. The people of Hudson have worked hard to develop this plan as a vision of their future. Whether or not that vision is realized depends upon the degree to which the elements of the plan are put into place by the local government. Local governmental bodies (elected and appointed) make decisions that determine whether or not the plan can be realized. All of this affects how the plan relates to the future development of the Town. Over the twenty-year life of the plan, hundreds of decisions will be made which will impact its success. Therefore, it is important that each of these decision-making bodies accepts the basic recommendations of the plan and makes decisions and recommendations based upon it.

This element looks at those tools already in place to help decision-making bodies in their work. It should be stated at the outset that the plan can be implemented using existing tools and regulations. No new laws or regulations are required in order for the plan to be realized. What is required is the commitment of all of the decision-making units to the ideals of the plan.

The Management of Growth and Change

In lay terms, “growth” relates to the size of a community, measured by many different dimensions. “Change” relates to the character of a community, also measured by many different dimensions. Growth can influence change. Change can occur without growth, even with negative growth (e.g. loss of population).

The management of growth and change has been defined in a publication of the Urban Land Institute as: *“The utilization by government of a variety of traditional and evolving techniques, tools, plans, and activities to purposefully guide local patterns of land use, including the manner, location, rate, and nature of development.”*

To purposefully guide the management of growth and change requires a clear vision of what the community desires to be in the future. This vision is elaborated in this comprehensive plan.

Achieving the vision, or implementing the plan, almost always requires a community to take a “proactive” position rather than a “reactive” position. However, both proactive and reactive positions must be carried out within the parameters of federal and state constitutional law, and pursuant to local municipal ordinances or duly established procedures.

Implementation Strategies

The first and most important recommended implementation strategy is for the Town of Hudson government, at all levels, to embrace the concept of a proactive, coordinated effort to manage growth and change guided by the adopted comprehensive plan, utilizing when appropriate the many specific recommendations described in this element.

1. Organization

Coordination of all Town services and related local agencies consistent with the comprehensive plan is essential. To accomplish this, all key personnel should be well versed in the plan and should establish effective communications with their peers regarding actions that influence implementation of the plan.

Pursuant to the 1999 Wisconsin Act 9: Comprehensive Planning, the Town Board, Plan Commission or a special body appointed by the Town Board, should be responsible for updating the Comprehensive Plan at regular intervals (every 10 years) and for meeting all of the mandatory objectives and criteria of that Act no later than December 31, 2009 so as not to jeopardize the Town’s legal authority related to land use decisions and certain revenue sources, such as impact fees.

Because of the complexity of Wisconsin Act 9, development trends affecting the Town, and the myriad of techniques available for managing growth and change, all Town officials (elected, appointed, and employed) should be offered training opportunities to enhance their knowledge and effectiveness.

2. Fiscal Policies

The fiscal integrity of the municipality and other local governmental units (e.g. school district) is directly related to the management of growth and change. For this reason, predictability is an essential feature.

To the extent reasonable, new development should occur at a rate consistent with the community’s ability to accommodate it physically (with infrastructure) and financially. Demand for services should be balanced with the supply of high quality services, and public costs should be balanced with public revenues.

It is recommended that the Town prepare and update annually a report of the existing fiscal condition, of fiscal trends anticipated in the coming decade, and a mid-range (3-6 years) budget for all foreseeable Town expenditures and revenues. This would be similar to, but broader than, the typical capital improvements program. Such a mid-range budget will consider future personnel requirements, programmatic “soft” costs, and maintenance costs-as well as major project costs.

3. Acquisition of Property

From time to time it will be appropriate for the Town to acquire more property or limited rights to certain properties.

For example:

- Town facility sites
- additional park and conservation land
- rights-of-way for new streets, bikeways and pedestrian paths, not otherwise available through dedication
- conservation, scenic or historic easements (limited rights)

To the extent possible, these expenditures should be consistent with the comprehensive plan or a companion official map.

4. Infrastructure and Services

Central to implementation of the comprehensive plan is the construction and upgrading of public infrastructure and the provision of community services.

The tendency in many communities is to plan, design, and implement a project or a service to function on its own. Preferred approaches consider the following:

- Always tailor the project or the service to the overall community vision.
- Schedule the project or service in the context of the mid-range budget.
- Whenever possible, utilize the technique of “joint development” to share costs and to maximize benefits.
- Coordinate public investments with private development.
- Pay careful attention to quality design and service. Good design is good business and not a luxury.

5. Information, Education, and Dialogue

Effective community development is largely dependent on a well-informed and well-educated (in a planning sense) general public, with which there is a constant dialogue. It is recommended that the Town of Hudson expand its program of public information and enlist the participation of citizens in the community planning process. Possible options include:

- Annual “state of the Town” report.
- Community development newsletter or insert in a Town newsletter.
- Periodic reports in the local news media.
- Public forums on various topics of general interest, focusing on what similar communities are doing.
- A Web site offering some or all of the above information, and inviting citizen comments and suggestions.

6. Subdivision and Platting Regulations

Under Section 236 of the State Statutes, the county government has approval authority over new subdivisions in unincorporated areas, while cities and villages have review over subdivisions within their jurisdictions and in their extraterritorial areas. Towns that have adopted subdivision ordinances also have the authority to review subdivisions within their jurisdictions. However, the current state statutes only require a review of the land division and platting function. The timing and location of development can also be controlled by a subdivision ordinance in conjunction with a plan and appropriate zoning. The timing of the subdivision development can be made dependent upon the development of neighborhood plans, the provision of urban services, and other specific development agreements.

7. Official Mapping

In Section 236.46 of the Statutes, counties are responsible for preparing the official county map that, among other things, identifies the County Trunk Highway System. Cities, villages, and towns can also officially map identified future roadway corridors. Official mapping notifies developers and property owners of the intent to build a road at a future date and can help to preserve the corridor needed for that facility. Official mapping is not property acquisition. The elements of the county’s or a municipality’s official map should be consistent with the recommendations of this plan.

The Town may also adopt an official map that shows roads, parks, and storm water and utility easements. If used, this tool could be a powerful statement that the municipality intends to implement the various elements of both the county and municipal comprehensive plans. By including plan elements in the official map, it serves notice that these areas are not available for development. No

additional authority is needed and the Town can decide to use this tool through a simple policy statement from the Town Board.

The official maps should be used to include future programmed transportation improvements including any dedicated transit corridors, highway and arterial widenings or extensions, parkways, and connecting streets. They should also be expanded to include parks and storm water and utility easements.

9. Design Guidelines

Design guidelines provide direction to developers about the image a community wants to protect or obtain over time. This technique is in common use and can help implement the urban design concept built into this plan including traditional neighborhood design principles and clustering in rural areas. A series of design guidelines could be developed to help focus development into more efficient forms. Working with zoning, these guidelines would promote the clustering of new rural development around existing subdivisions to facilitate the possible future provision of Town. These guidelines would be extended to the protection of key resources in order to retain major elements of the rural character. It may also be useful to incorporate design guidelines in ordinances to provide guidance to developers in siting and neighborhood design principles.

10. Codes

Building, electrical, plumbing, mechanical, historical preservation, and fire prevention codes provide sound standards for the safe construction, use, and occupancy of buildings. These codes should be considered implementation devices of plan for a variety of reasons. First, use of the codes insures that the high quality of development sought as an objective of the plan is, in fact, carried out via the permit and inspection requirements of the codes. Secondly, through the same permit requirements, government is providing a check-off point to insure that the land uses proposed are in accordance with the proposed uses embodied in the plan and permitted by the appropriate zoning district. Finally, use of the codes provides a mechanism that insures that, following the construction of the building to the required standards, it is maintained in an acceptable fashion over time.

Plan Administration

An effective planning program should be continually reviewed and updated to reflect the processes of actual development and the changing attitudes and priorities of the community. Resource information should be gathered and studied to determine trends and reevaluate projections, forecasts and plans. In five years, the comprehensive plan should be reviewed in depth to make any necessary policy and recommendation changes in relation to the direction and character of community development at that time.

The plan is based on variables that are dynamic and whose future direction cannot always be accurately predicted. Accordingly, such variables as population and urban development characteristics should be periodically compared against the plan's assumptions and recommendations (at least every 10 years). The updating process should include gathering of most recent demographic information, updated building permit and land use data, analysis and a public hearing before the Plan Commission.

This comprehensive plan presents many proposals for the community that are considered reasonable, feasible, and extremely important to the welfare of the entire community. However, the value of the comprehensive plan will be measured in terms of the degree of success that the community achieves in accomplishing these proposals. The effectiveness of the comprehensive plan will be directly related to the ongoing recognition of the plan proposals by the Town Board, and by the appointed boards and commissions. Their future decisions in taking administrative action, particularly those involving applications of provisions in the Zoning Ordinance and Subdivision Regulations, will determine the degree of success the community achieves in accomplishing the goals set forth in the plan.

The Plan Commission plays a very critical role in the planning process and must be ever alert to the opportunities and needs of the community; bringing such needs to the attention of the elected bodies or other agencies within the community having direct responsibility for public improvements. The appraisal of local needs and the continuing application of the planning principals set forth herein will assure maximum benefits from the plan and will result in orderly and economical achievement of the goals which have been established in preparation of this plan.

Implementation depends upon both private and public action. Public action includes administration of the zoning ordinance and subdivision regulations, long-range financial programming, and the review by the Plan Commission of proposals affecting the physical development of the community. The plan Commission has a continuing responsibility to see that the plan is kept alive, as well as adjusted to conform to changing conditions. It must be realized that a change in one phase of the plan will, in most probability, affect all parts of the plan; and therefore, thoughtful consideration should be given to all implications before making a decision.

Administrative personnel and appointive boards and commissions will have the plan to guide them in decision making. Close cooperation between the Town and neighboring jurisdictions is essential to proper administration and effectuation of the plan. Coordination with other governmental jurisdictions (i.e., county, school district) and agencies is equally important to realization of planning goals.

The greatest number of decisions affecting urban development are made by citizens through private actions. Thus, it is essential that the public understands and supports the plan. Through involvement of citizens in the development of the plan's goals and objectives, as well as additional input at various other stages of the planning process, it is the express intent of the plan to reflect the views of the community.

The effort expressed in the previous elements is the preparation of the comprehensive plan. The plan is the instrument that the Town will utilize to plan for and guide the growth and development of the Town over the next twenty years.

The comprehensive plan is considered to be a flexible guide to decision making rather than an inflexible blueprint for development. Amendments should be made only after a realistic evaluation of existing conditions and the potential impact of such a change is made. Amendments should not be made merely to accommodate the daily pressures of planning and/or government. It is important to recognize that planning is a process that should occur on a continuing basis if the community is to take advantage of new opportunities as conditions change.

Consistency Among Plan Elements

Section 66.1001(2)(i) of the Wisconsin Statutes requires that this element include a discussion of how the elements will be made consistent with the other elements of the Comprehensive Plan.

All elements of this comprehensive plan were prepared simultaneously by the Town Board and Plan Commission, residents, and consultants. All elements are designed to collectively achieve the Town's vision, which is to continue to maintain the Town's identity as a small, attractive, rural community. Over the next 20 years, the Town will enhance its character and sense of place, which is defined by its unique natural areas and corridors. There are no known inconsistencies between the different elements of chapters in this Plan.

Plan Adoption, Monitoring, Amendments and Update

Plan Adoption

The first official action toward plan implementation is adoption of the plan document by the Town Plan Commission. After the Plan Commission adopts the Plan by resolution, the Town Board must adopt the plan by ordinance. This action formalizes the plan document as the current basic frame of reference for general development decisions over the next 20 years. The plan, thereby, becomes a tool for communicating the community's land use policy and for coordinating various individual decisions into a consistent set of actions to harmoniously shape the area's continued growth in the desired manner.

Plan Use and Evaluation

The Town of Hudson will base all of its land use decisions against this Plan's goals, objectives, policies, and recommendations, including decisions on private development proposals, public investments, regulations, incentives, and other actions.

Although Hudson is a community with a moderately high growth rate expected over the life of this Plan, future conditions cannot always be accurately predicted. Accordingly, such variables as community character and transportation safety and mobility should be periodically compared against the Plan's assumptions and recommendations.

This Plan should be evaluated every two to three years to determine the Town's progress toward implementing the Plan and identifying areas that need to be updated. A joint meeting of the Town Board and Plan Commission should be conducted every two to three years to perform the evaluation. The evaluation should consist of reviewing actions taken to implement the plan, including their successes, failures, and costs. It should also include an updated timetable of actions not yet taken and their projected costs.

Plan Amendments

This Comprehensive Plan may be amended at any time by the Town Board following the procedures set forth in Wisconsin Statutes § 66.0295(4). Amendments are generally defined as minor changes to the plan maps or text. Amendments may be needed for a variety of reasons including:

- Changes in Town goals, objectives, policies and recommendations
- Unique opportunities presented by private development proposals
- Changes in Town programs and services
- Changes in state or federal laws

Any proposed amendments should be submitted to the Plan Commission for their review and recommendations prior to being considered by the Town Board for final action.

Plan Update

Wisconsin's Comprehensive Planning Law requires that the comprehensive plan be updated at least once every 10 years. An update is different than an amendment because the update is often a substantial rewrite of the plan document and maps. In addition, on January 1, 2010, "any program or action that affects land use" must be consistent with locally adopted comprehensive plans, including zoning and land division ordinances. The Town should continue to monitor any changes to the language or interpretations of the State Law over the next several years.

TABLE 9.1: **Town of Hudson Action Plan • 2006–2010**

WHAT	WHO	WHEN
Outdoor Parks & Recreation Plan	Parks Committee	2006–2010
Possible zoning amendments to accommodate cluster development	Plan Commission/Town Board	2006–2010
Investigate the use of purchase/transfer of development rights	Plan Commission	2006–2010
Assess public transit needs of seniors and “park & ride”	Plan Commission	2006–2010
Investigate, with City of Hudson, annexation plans and boundary agreement	Town Board	2006–2007
Establish a collaborative discover and planning session(s) with adjacent municipalities	Town Board	2006–2007