

**City of Hillsboro, Wisconsin
Comprehensive Plan**

March 17, 2003

**City of Hillsboro Commission
MSA Professional Services, Inc.**

Acknowledgements

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INTRODUCTION AND PURPOSE OF THE PLAN

In 2001, the City of Hillsboro was awarded a planning grant from the Office of Land Information Services. The purpose of the grant was to assist the City in the writing of a comprehensive "Smart Growth" plan with an emphasis on the community and its surrounding extraterritorial area. Subsequently, the City of Hillsboro engaged MSA Professional Services Incorporated for assistance in forming such a plan. This *City of Hillsboro Comprehensive Plan* is the result.

The City of Hillsboro found several reasons for engaging in such a planning effort. They are:

- A concern for and interest in the community's future;
- To prevent or deal with conflicts in land use;
- To protect the public safety, health and general welfare;
- Resource protection;
- To protect property values and promote community economics; and
- To coordinate private land uses and public services.

Planning is a rational basis upon which land use decisions, laws and regulations are based. The resultant document, the Plan, is a written record of the planning process that can be cited by local officials in the modification of existing or the drafting of new regulations. In summary, planning is an educated basis for decision-making.

This plan's narrative commences with an **introduction**. Next, a description of each of the plan's nine functional elements begins with a **community profile** followed by **economic development, housing, transportation, public and community facilities, natural resources, land use and intergovernmental cooperation**. **Goals, objectives and action statements** are then derived from each of the elements. These statements are then translated into an overall **land use and development plan**. Finally, an **implementation plan** is suggested, a plan that incorporates the capabilities of the City of Hillsboro over an extended period of time.

COMMUNITY PROFILE

1.0 Purpose

The following Community Profile of the City of Hillsboro consists of background information on the City, including demographic trends and characteristics and population, household, and labor force forecasts. It serves as an introduction to the City and a starting point for developing the City's Comprehensive Plan. In addition, the Community Profile, along with the Comprehensive Plan's other eight element profiles (which are provided in the next eight sections of the plan), are meant to act as sources of reference information and to be used for deriving many of the key findings and recommendations of the plan. The Community Profile is written in a manner that facilitates quick and easy reference for use during and after the planning process.

1.2 Location

The City of Hillsboro is located in the southwestern portion of Wisconsin, within Vernon County (Map 1-1). The City is approximately 25 miles north of the City of Richland Center, 25 miles west of the City of Reedsburg, and 50 miles east of the City of La Crosse. Because of its strong Czechoslovakian heritage, Hillsboro is known as the "Czech Capital of Wisconsin".

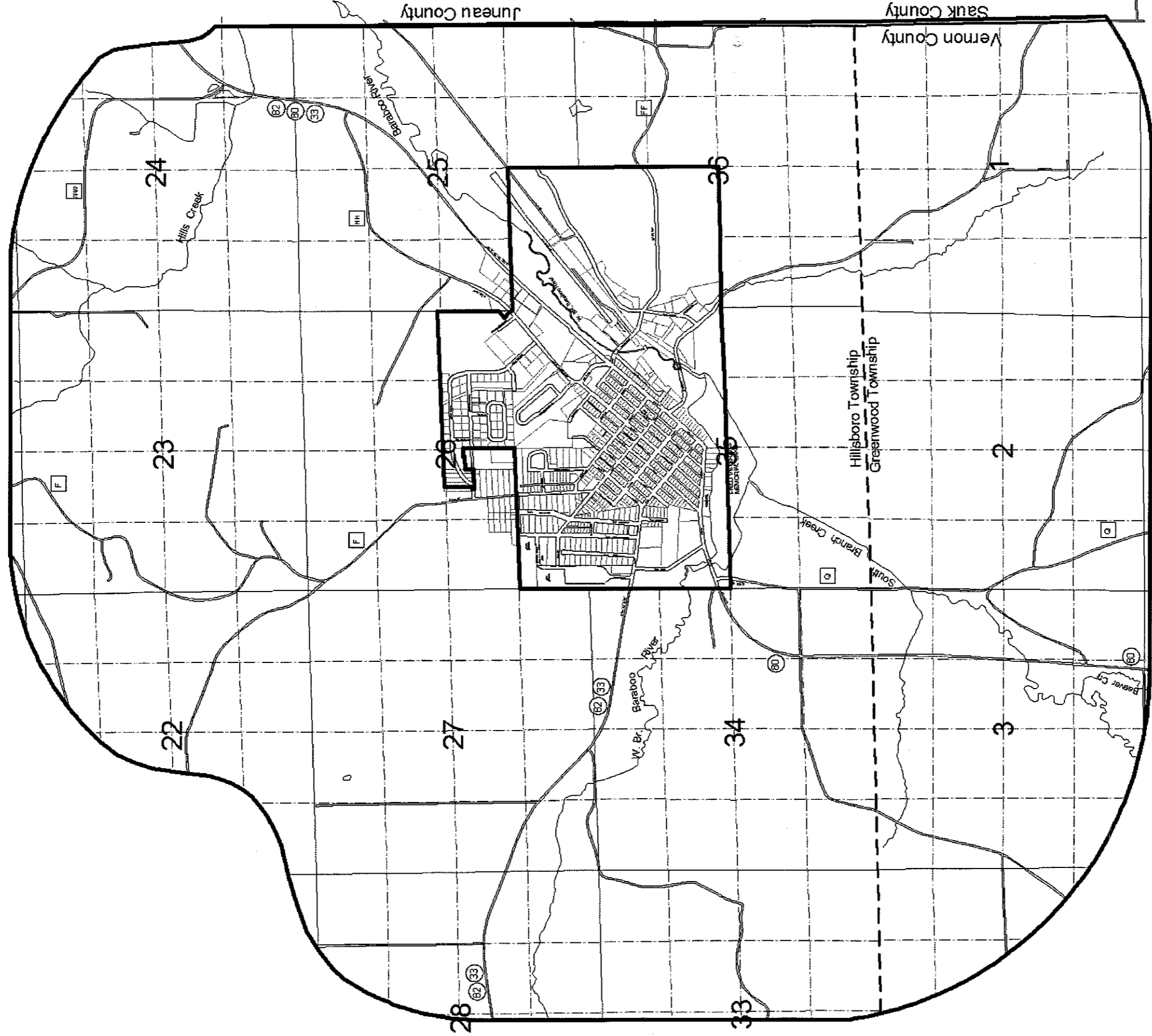
The City lies within the unglaciated driftless area of Wisconsin. The characteristics of this major geographic area of the State are narrow ridges and steep sloped hillsides and narrow valleys.

1.3 Demographic Trends and Characteristics

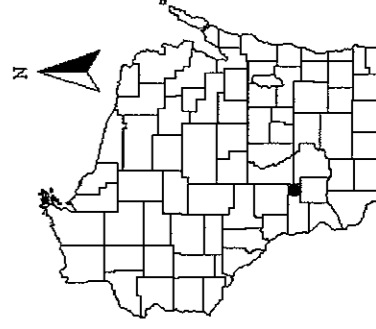
Population Trends

Table 1-1 and Figure 1-1 show historical population counts for the City of Hillsboro. These counts are compared with counts for the Town of Hillsboro, Vernon County, and Wisconsin. The population of the City from 1930 to 2000 grew by 330 persons, which was an increase of 34 percent. The largest growth within the City during this period occurred between 1930 and 1940 and between 1940 and 1950, with increases of 17.9 percent and 17.0 percent, respectively. The only decline in the City's population over the 70-year period occurred during the 1960s (-9.9 percent). The population for the Town of Hillsboro declined by 19.2 percent from 1930 to 2000. The Town's population declined in every decade, except for the 1970s (23.7 percent growth) and the 1990s (19.3 percent growth). Vernon County's population over the past 70 years increased by only 150, or less than one percent. The County experienced the largest growth during the 1930s and 1990s, with population increases of 7.3 percent and 9.5 percent, respectively. Between 1930 and 2000, Wisconsin's population increased by 2.5 million, or 86.2 percent. During this period, the largest growth within the State occurred during the 1960s and 1970s.

MAP 1-1 CITY OF HILLSBORO VERNON COUNTY, WISCONSIN PLANNING AREA BASE MAP



1000 0 1000 2000 Feet



Planning Area Key

Planning Area

Corporate Limits

Date: 04-19-01
 Drafted: LSR
 File: g projects maps wi city hillsb arcview
 Note: base data provided by Vernon Co.

Table 1-1
Historical Population Counts and Growth Rates
City of Hillsboro, Town of Hillsboro, Vernon County, and Wisconsin
1930-2000

Year	City of Hillsboro		Town of Hillsboro		Vernon County		Wisconsin	
	#	% Change	#	% Change	#	% Change	#	% Change
1930	972	--	948	--	27,906	--	2.9 M	---
1940	1,146	17.9	946	-0.2	29,940	7.3	3.1 M	6.8
1950	1,341	17.0	833	-12.0	28,537	-4.7	3.4 M	9.5
1960	1,366	1.9	667	-19.9	25,663	-10.1	3.9 M	15.1
1970	1,231	-9.9	617	-7.5	24,557	-4.3	4.4 M	11.8
1980	1,263	2.6	763	23.7	25,642	4.4	4.7 M	6.5
1990	1,288	2.0	642	-15.9	25,617	-0.1	4.9 M	3.5
2000	1,302	1.9	766	19.3	28,056	9.5	5.4 M	9.7
1930-2000 Change	330	34.0	-182	-19.2	150	0.5	2.5 M	86.2

Source: U.S. Census Bureau (1930-2000).

Age Group Distribution Comparison

Table 1-2 shows the age group distribution of the City of Hillsboro's population in comparison to the Town of Hillsboro, Vernon County, and Wisconsin for 1990. The age structure of the City in 1990 was older when compared to structures of the Town, County, and State. About 36 percent of the City's population was over 60 years of age, which was about 17 percentage points higher than the Town, 13 percentage points higher than Vernon County, and 19 percentage points higher than the State. In 1990, the proportions of the City's population in the middle-age (30-60 years) and younger age (under 30 years) groups were lower than the Town, County, and State. The percentage of middle-aged individuals within the City was about 11 percentage points less than the Town of Hillsboro, seven percentage points less than Vernon County, and eight percentage points less than the State. The proportion of the City's population in the younger aged group (34.6 percent) was 6.8 percentage points less than the figures for the Town of Hillsboro (41.4 percent), six percentage points less than Vernon County (40.6 percent), and over 10 percentage points less than Wisconsin (45 percent).

FIGURE 1-1
Population Trend, 1930-2000
City of Hillsboro

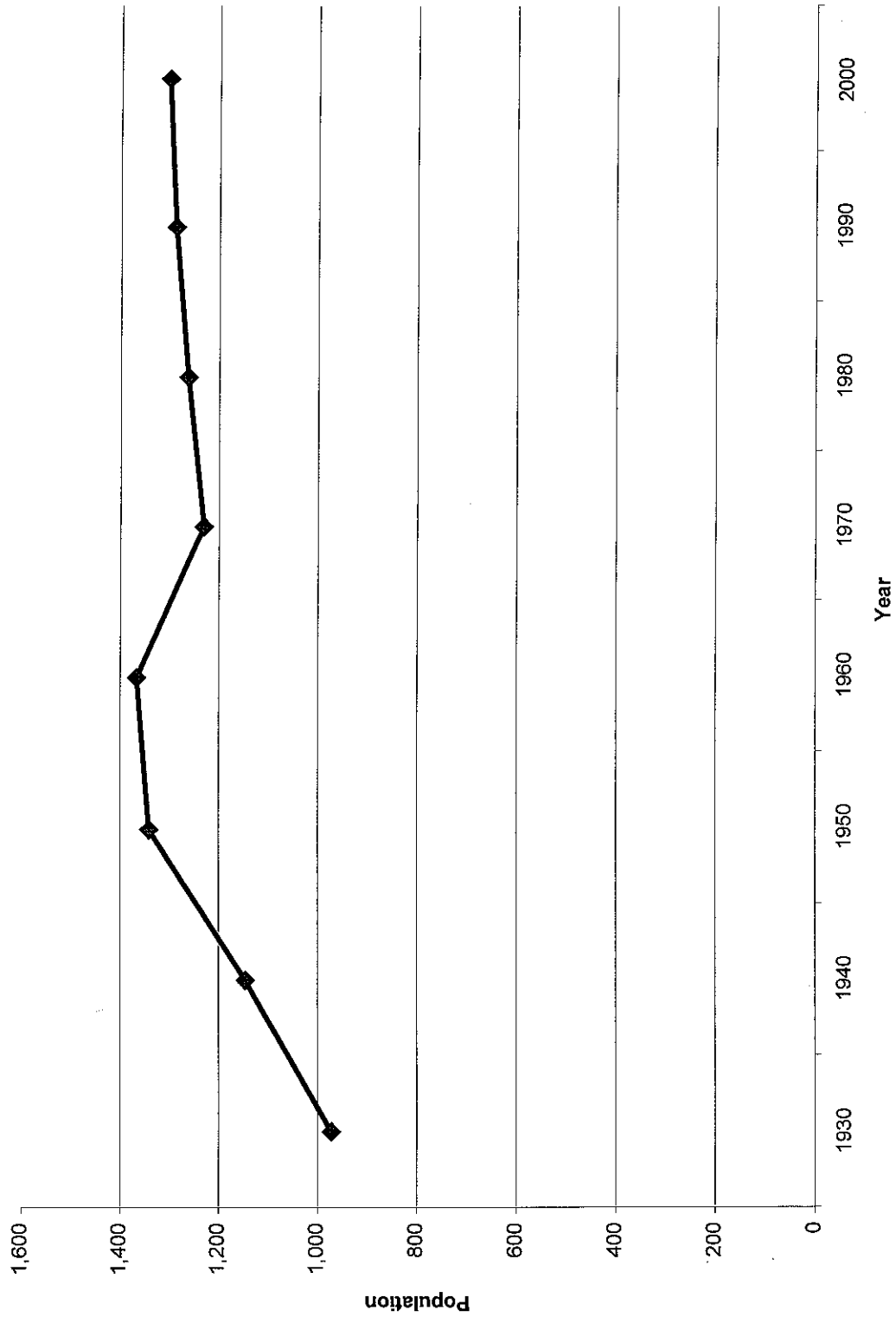


Table 1-2
Age Group Distribution of Population
City of Hillsboro, Town of Hillsboro, Vernon County, and Wisconsin
1990

Age Groups	City of Hillsboro		Town of Hillsboro		Vernon County		Wisconsin	
	#	%	#	%	#	%	#	%
0-9	159	12.3	82	12.8	3,972	15.5	0.73 M	15.0
10-19	142	11.0	92	14.3	3,603	14.1	0.70 M	14.4
20-29	146	11.3	92	14.3	2,804	11.0	0.76 M	15.6
30-39	175	13.6	97	15.1	3,883	15.2	0.81 M	16.6
40-49	115	8.9	88	13.7	2,965	11.6	0.60 M	12.3
50-59	85	6.6	70	10.9	2,368	9.2	0.42 M	8.6
60-69	173	13.4	56	8.7	2,593	10.1	0.40 M	8.2
70-79	160	12.4	52	8.1	2,159	8.4	0.29 M	6.0
80 & Over	133	10.3	13	2.0	1,270	5.0	0.16 M	3.3
Totals	1,288	100.0	642	100.0	25,617	100.0	4.87 M	100.0

Source: U.S. Bureau of Census, 1990, STF 1A.

Median Age

In 2000, the median age of residents in the City of Hillsboro was 43.2 years, which was older than the Town of Hillsboro (39.6 years), Vernon County (39.1 years), and Wisconsin (36 years). Between 1970 and 2000, the City's population became younger, with the median age decreasing by 0.1 year. This figure compares to an increase of 8.3 years within the Town of Hillsboro, an increase of 4.8 years within the County, and an increase of 8.8 years within the State.

Table 1-3
Median Age
City of Hillsboro, Town of Hillsboro, Vernon County, and Wisconsin
1970-2000

Area	1970	1980	1990	2000
City of Hillsboro	43.3	49.5	41.6	43.2
Town of Hillsboro	31.3	29.2	35.8	39.6
Vernon County	34.3	33.8	36.1	39.1
Wisconsin	27.2	29.4	32.9	36.0

Source: U.S. Bureau of Census, for year cited.

Racial Composition

The racial make-up of the City of Hillsboro is primarily persons who are European American (Table 1-4). In 2000, European Americans accounted for 99.2 percent of the total population. The other racial groups accounted for 10 residents, or less than one percent of the total population. The largest minority group within the City was Two or More Races. Over 98 percent of the populations in the Town of Hillsboro and Vernon County in 2000 were European American.

Table 1-4
Number of Persons by Race
City of Hillsboro, Town of Hillsboro, and Vernon County
2000

Race	City of Hillsboro		Town of Hillsboro		Vernon County	
	#	%	#	%	#	%
Total	1,302	100.00	766	100.00	28,056	100.00
European American	1,292	99.23	751	98.04	27,723	98.81
African American	0	0.00	7	0.91	18	0.06
Native American	3	0.23	0	0.00	42	0.15
Asian American	0	0.00	1	0.13	60	0.21
Pacific Islander	0	0.00	0	0.00	2	0.01
Two or More Races	5	0.38	5	0.65	136	0.48
Other Races	2	0.15	2	0.26	75	0.27

Source: U.S. Bureau of the Census, 2000, STF 1A.

Population Density

In 1990, with a population of 1,288 persons and a land area of 1.2 square miles, the City of Hillsboro's population density was 1,073.3 persons per square mile (ppsqm) (Table 1-5). This figure was 171.5 ppsqm greater than the nearby City of Sparta. The 1990 population density figures for the Town of Hillsboro, Vernon County, and Wisconsin were 18.0 ppsqm, 32.2 ppsqm, and 89.7 ppsqm, respectively.

Table 1-5
Population Density
City of Hillsboro, City of Elroy, Town of Hillsboro, Vernon County, and Wisconsin
1990

Area	Land Area (Square Miles)	Population	Persons/ Square Mile
City of Hillsboro	1.2	1,288	1,073.3
City of Elroy	1.7	1,533	901.8
Town of Hillsboro	35.6	642	18.0
Vernon County	795	25,617	32.2
Wisconsin	54,313.7	4,869,640	89.7

Source: U.S. Bureau of Census, for year cited.

Households

Table 1-6 and Figure 1-1 show U.S. Census household counts for the City of Hillsboro for 1970, 1980, 1990, and 2000. These counts are compared with counts for the Town of Hillsboro, Vernon County, and Wisconsin. The number of households within the City from 1970 to 2000 grew by 100, which was an increase of 21.5 percent. This figure compares to 53.2 percent for the Town of Hillsboro, 39.7 percent for the County, and 61.5 percent for the State. The largest growth in the number of households within all five areas occurred during the 1970s.

Table 1-6
Number of Households
City of Hillsboro, Town of Hillsboro, Vernon County, and Wisconsin
1970-2000

Year	City of Hillsboro		Town of Hillsboro		Vernon County		Wisconsin	
	#	%	#	%	#	%	#	%
1970	465	--	186	--	7,751	--	1.3 M	---
1980	518	11.4	253	36.0	9,280	19.7	1.7 M	24.3
1990	557	7.5	242	-4.4	9,725	4.8	1.8 M	10.3
2000	565	1.4	285	17.8	10,825	11.3	2.1 M	16.7
% Change 1970-2000	21.5		53.2		39.7		61.5	

Source: U.S. Bureau of Census, 1970, 1980, 1990, and 2000.

Average Household Size

In 2000, the average household size in the City of Hillsboro was 2.18, which compares with 2.19 in 1990, 2.29 in 1980, and 2.65 in 1970 (Table 1-7). The City's average household size in 2000 was smaller than the average household sizes in the Town of Hillsboro, Vernon County, and Wisconsin. In each of the decades from 1970 to 2000, the City's average household size was smaller than the Town of Hillsboro, Vernon County, and Wisconsin.

FIGURE 1-2
Household Trend, 1970-2000
City of Hillsboro

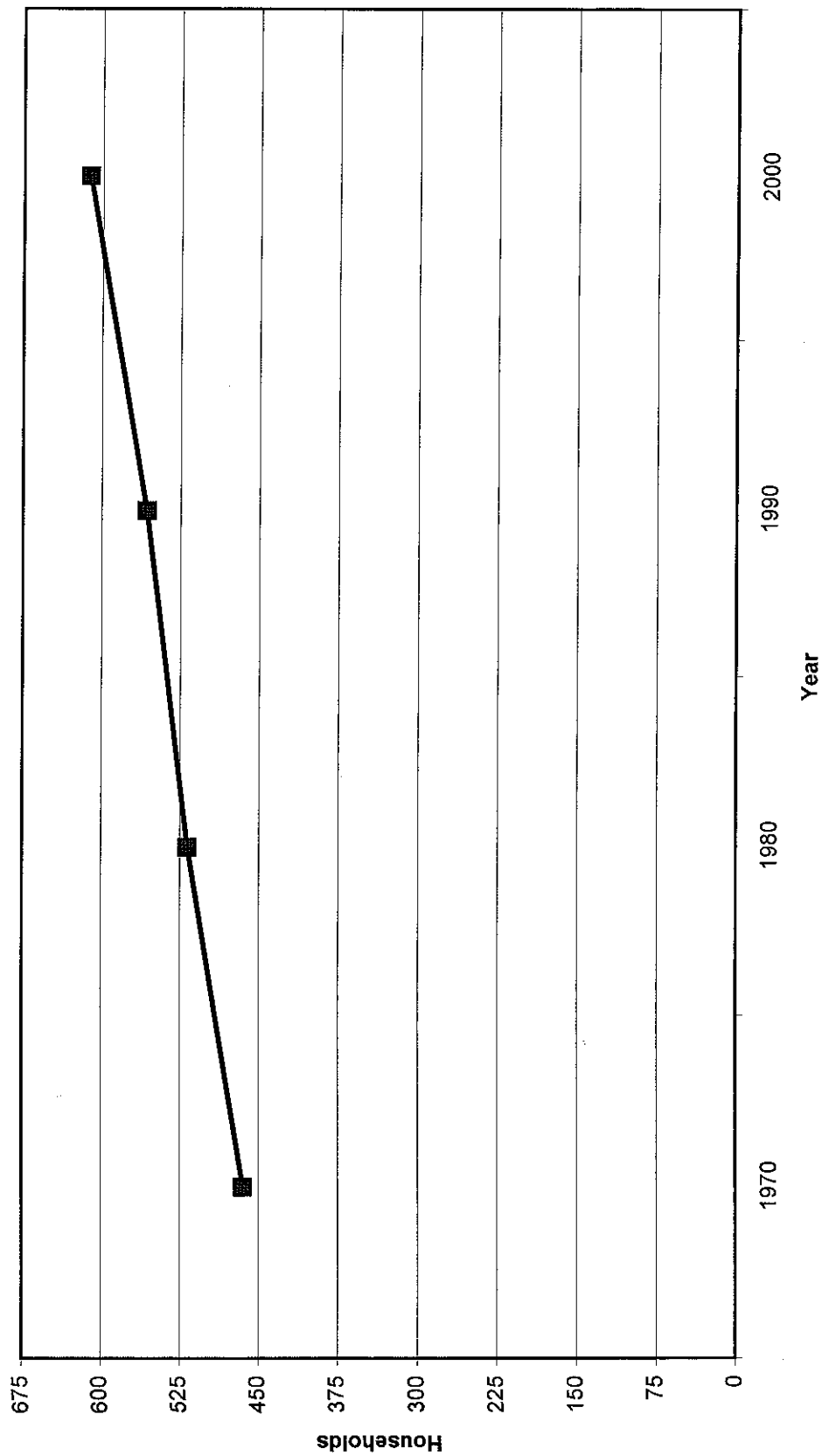


Table 1-7
Average Household Size
City of Hillsboro, Town of Hillsboro, Vernon County, and Wisconsin
1970-2000

Area	1970	1980	1990	2000
City of Hillsboro	2.65	2.29	2.19	2.18
Town of Hillsboro	3.32	3.02	2.65	2.69
Vernon County	3.11	2.72	2.59	2.55
Wisconsin	3.22	2.77	2.61	2.50

Source: U.S. Bureau of Census, 1970, 1980, 1990, and 2000.

Household Income Levels

In 1989 (based on 1990 Census data) the household income levels within the City of Hillsboro were below the income levels within the Town of Hillsboro, Vernon County, and Wisconsin. About 43 percent of the City's households had annual income levels under \$15,000, which compares to 32.1 percent for the Town of Hillsboro, 34.7 percent for Vernon County, and 23 percent for the State (Table 1-8). In 1989, about 12 percent of the City's households had annual income levels greater than \$50,000. This figure was comparable to the County and Town of Hillsboro, but approximately 10 percentage points lower than the State. The City's median household income level in 1989 was \$17,523, which compares to \$23,828 for the Town, \$21,548 for Vernon County, and \$29,442 for the State.

Table 1-8
Household Income Levels
City of Hillsboro, Town of Hillsboro, Vernon County, and Wisconsin
1989

Annual Income	City of Hillsboro		Town of Hillsboro		Vernon County		Wisconsin	
	#	%	#	%	#	%	#	%
Less than \$5,000	43	7.5	27	10.7	659	6.8	67,487	3.6
\$5,000-\$9,999	113	19.7	28	11.1	1,464	15.0	187,926	10.1
\$10,000-\$14,999	88	15.4	26	10.3	1,259	12.9	170,828	9.2
\$15,000-\$24,999	125	21.8	53	21.0	2,235	23.0	341,433	18.4
\$25,000-\$34,999	69	12.0	39	15.4	1,591	16.3	317,699	17.1
\$35,000-\$49,999	68	11.9	53	21.0	1,457	15.0	368,148	20.0
\$50,000-\$74,999	53	9.3	15	5.9	768	7.9	257,090	13.9
\$75,000-\$99,999	7	1.2	4	1.6	169	1.7	65,362	3.5
\$100,000 or More	7	1.2	8	3.2	135	1.4	77,721	4.2
Median	\$17,523		\$23,828		\$21,548		\$29,442	

Source: U.S. Bureau of Census, 1990, STF 3A and STF 3C.

Educational Attainment

In 1990, the number of residents over 25 years of age within the City of Hillsboro that had no high school diploma was 320, or 34.1 percent (Table 1-9). This figure was higher than the Town of Hillsboro, Vernon County, and Wisconsin. Overall, 66 percent of residents over 25 years of age within the City were high school graduates or higher, which was lower than the Town of Hillsboro (68.7), Vernon County (69.1 percent), and the State (78.6 percent). The proportion of City residents in 1990 with an associate degree or higher was 17.7 percent. This figure compares to 14.2 percent for the Town of Hillsboro, 18.9 percent for Vernon County, and 24.9 percent for the State.

Table 1-9
Educational Attainment of Persons Over 25 Years
City of Hillsboro, Town of Hillsboro, Vernon County, and Wisconsin
1990

Educational Level	City of Hillsboro		Town of Hillsboro		Vernon County		Wisconsin	
	#	%	#	%	#	%	#	%
Less than 9 th Grade	230	24.5	73	16.2	3,278	19.4	294,862	9.5
9 th to 12 th Grade, No Diploma	90	9.6	69	15.3	1,920	11.4	367,210	11.9
High School Graduate	333	35.5	206	45.6	6,303	37.3	1,147,697	37.1
Some College, No Degree	120	12.8	40	8.9	2,184	12.9	515,310	16.7
Associate Degree	43	4.6	29	6.4	1,307	7.7	220,177	7.1
Bachelor Degree	79	8.4	31	6.9	1,279	7.6	375,603	12.1
Graduate or Professional Degree	44	4.7	4	0.9	612	3.6	173,367	5.6
Total Population Over 25 Years	939	100.0	452	100.0	16,883	100.0	3,094,226	100.0
% High School Graduate or Higher	66.0		68.7		69.1		78.6	
% Associate Degree or Higher	17.7		14.2		18.9		24.9	

Source: U.S. Bureau of the Census, 1990, STF 3A and STF 3C.

Summary of the City's Demographic Trends and Characteristics

- Over the past 70 years, the City's population has grown annually by about one-half percent. The most significant growth occurred between the 1930 to 1950.
- In 1990, the age structure of the City's population was older when compared to the Town of Hillsboro, Vernon County, and Wisconsin.
- The minority population within the City in 2000 accounted for only 0.77 percent of the City's total population.
- In 1990, the population density of the City was higher than the nearby City of Elroy.
- Between 1970 and 2000, the number of households within the City grew by about 22 percent. During this same period, the City's average household size declined.
- The household income levels within the City in 1990 were lower than the income levels within the State.

- About 70 percent of the City's residents over 25 years of age in 1990 were a high school graduate or higher, which was lower than the State's rate.

1.4 Forecasts

Population and Housing

In order to determine future changes in a community, the first step is to approximate what the future population and housing levels will be. To accomplish this scenario for the City of Hillsboro, two methods were developed. The first technique involved using U.S. Census historical population trends (1930-2000) for the City to project future population figures. The population projection figures for the City and persons per household projections from DOA for the County and State were then used to determine future household numbers for the City (Tables 1-11a and 1-11b). The second method involved using the historical household trends from the Census (1970-1990) and 1991-2000 household estimates (based on past building permit numbers) for the City to calculate the number of future households within the City. These projected household numbers and the DOA's persons per household projections for the County and State were then used to generate population projections for the City (Tables 1-12a and 1-12b). Applying the two methods, the population and household levels for the City were projected out to the year 2025.

Table 1-11a
Population Projections
Method 1 – Based on Past Population Trends and Estimates
City of Hillsboro
2000-2025

Year	Number	Percentage Change
2000	1,302	---
2005	1,420	9.1
2010	1,538	8.3
2015	1,656	7.8
2020	1,773	7.1
2025	1,891	6.7
2000-2020 Change	471	36.2
2000-2025 Change	589	45.2

Source: MSA Professional Services, 2001.

FIGURE 1-3
POPULATION PROJECTIONS
 City of Hillsboro

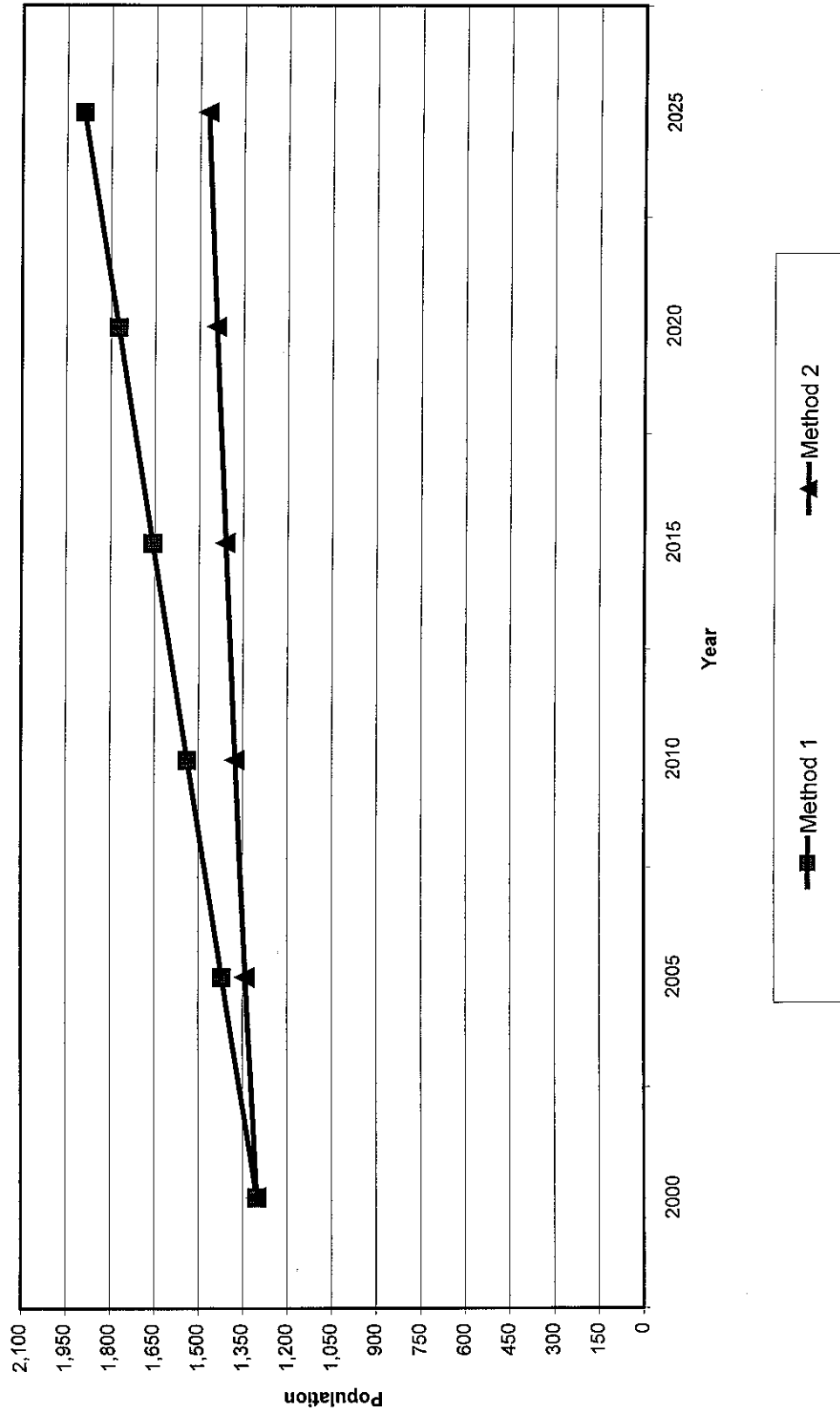


Table 1-11b
Household Projections
Method 1 – Based on Past Population Trends and Estimates
City of Hillsboro
2000-2025

Year	Number	Percentage Change
2000	612	---
2005	677	10.6
2010	744	9.9
2015	814	9.4
2020	886	8.8
2025	960	8.3
2000-2020 Change	274	44.8
2000-2025 Change	348	56.9

Source: MSA Professional Services, 2001.

Table 1-12a
Population Projections
Method 2 – Based on Historical Household and Building Permit Trends
City of Hillsboro
2000-2025

Year	Number	Percentage Change
2000	1,302	---
2005	1,341	3.0
2010	1,376	2.6
2015	1,409	2.4
2020	1,441	2.3
2025	1,471	2.1
2000-2020 Change	139	10.7
2000-2025 Change	169	13.0

Source: MSA Professional Services, 2001.

FIGURE 1-4
HOUSEHOLD PROJECTIONS
 City of Hillsboro

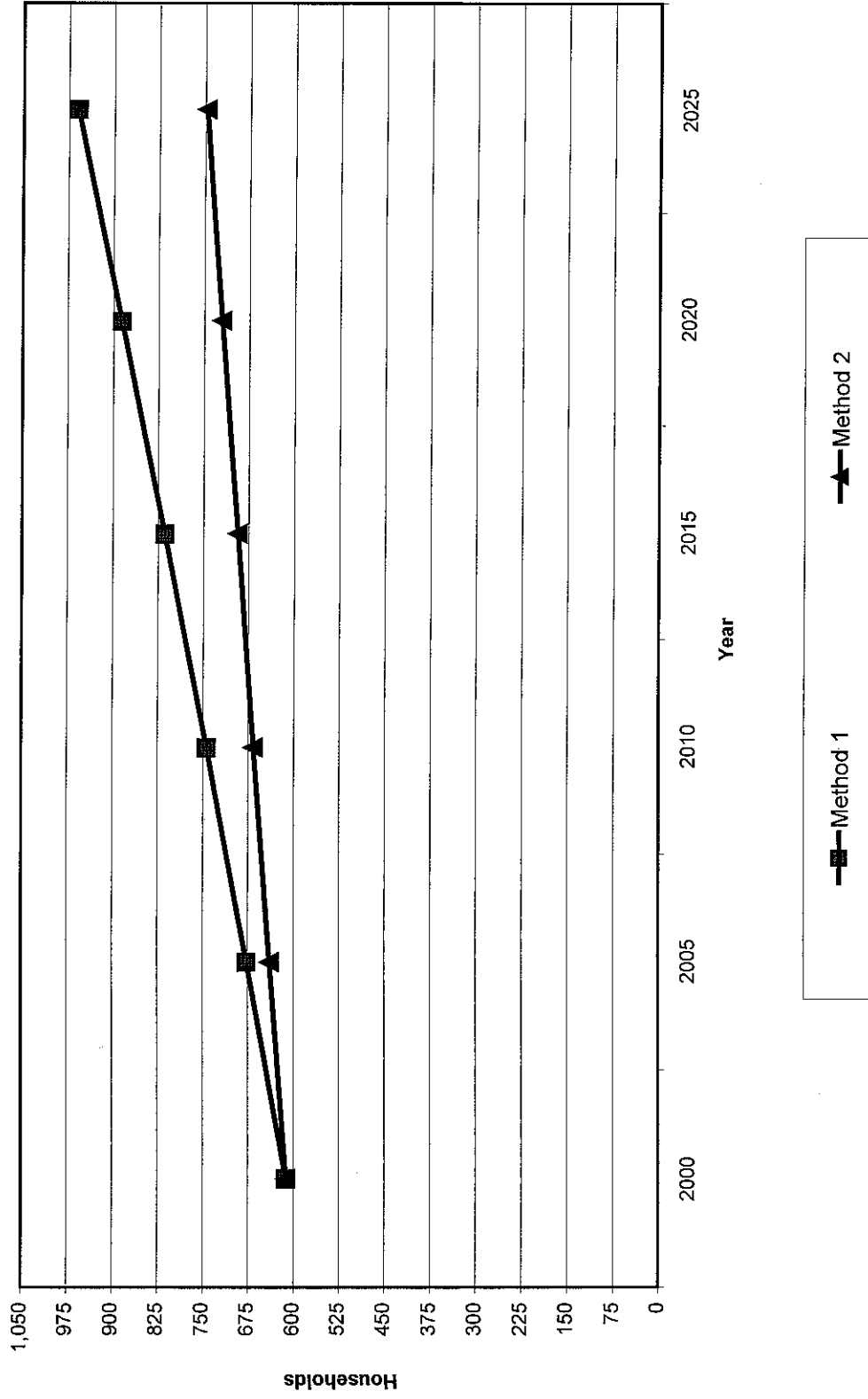


Table 1-12b
Household Projections
Method 2 – Based on Historical Household and Building Permit Trends
City of Hillsboro
2000-2025

Year	Number	Percentage Change
2000	612	---
2005	639	4.4
2010	666	4.2
2015	693	4.1
2020	720	3.9
2025	747	3.8
2000-2020 Change	108	17.6
2000-2025 Change	135	22.1

Source: MSA Professional Services, 2001.

Labor Force

In addition to forecasting future population and housing levels, it is important to determine the future labor force levels within a community. This scenario helps a community decide on the desired future levels of participation within the economy of an area. Based on the two above sets of population projections for the City of Hillsboro and DOA's projections for Monroe County for age groups between 15 and 64 years (working age), the following labor force projections to 2025 (tables 1-13a and 1-13b) were calculated for the City:

Table 1-13a
Labor Force Projections (Method 1)
City of Hillsboro
2000-2025

Year	Number	Percentage Change
2000	810	---
2005	911	12.5
2010	990	8.7
2015	1,040	5.1
2020	1,077	3.6
2025	1,189	10.4
2000-2020 Change	267	33.0
2000-2025 Change	379	46.8

Source: MSA Professional Services, 2001.

FIGURE 1-5
LABOR FORCE PROJECTIONS
City of Hillsboro

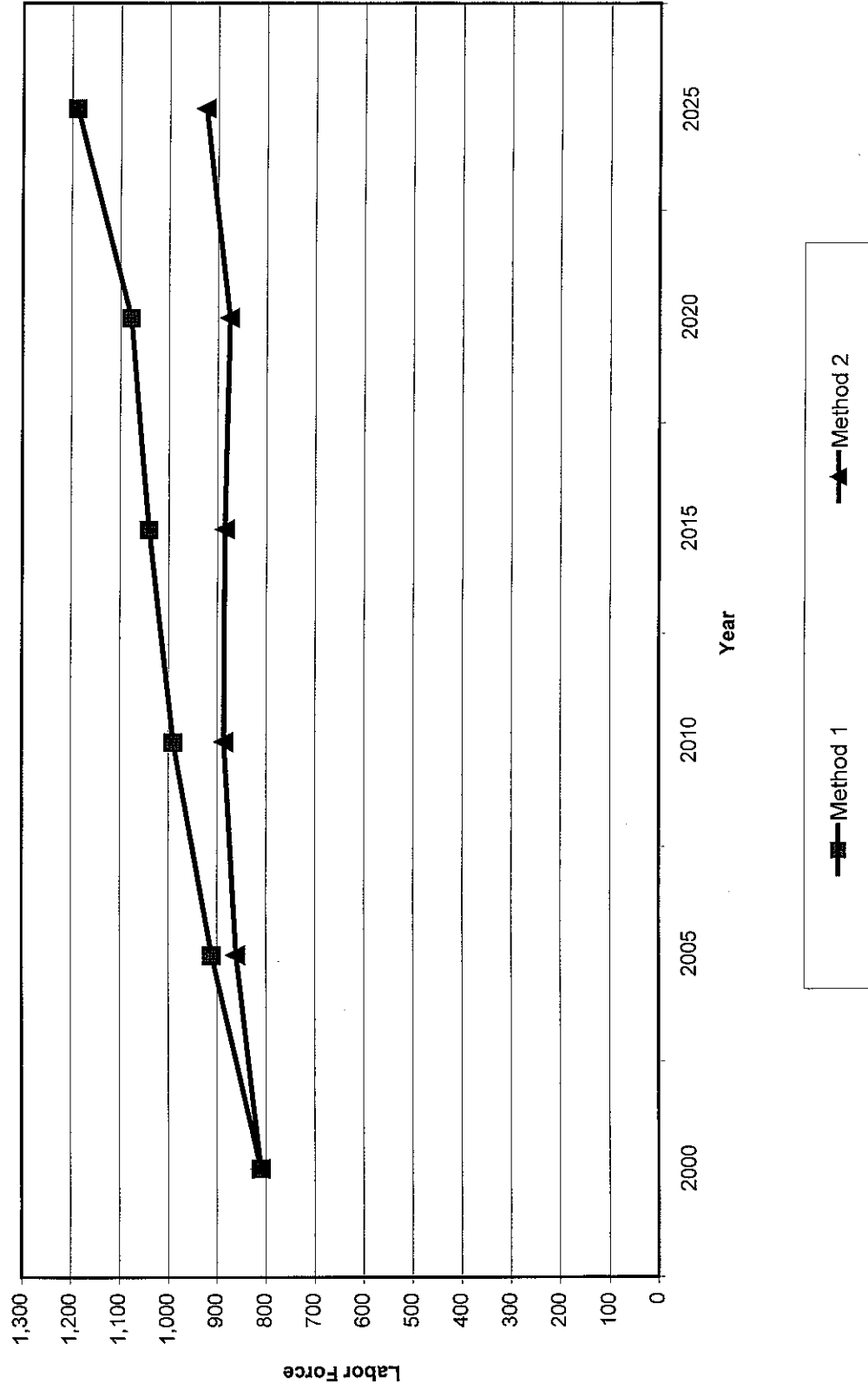


Table 1-13b
Labor Force Projections (Method 2)
City of Hillsboro
2000-2025

Year	Number	Percentage Change
2000	810	---
2005	861	6.3
2010	886	2.9
2015	885	-0.1
2020	875	-1.1
2025	925	5.7
2000-2020 Change	65	8.0
2000-2025 Change	115	14.2

Source: MSA Professional Services, 2001.

ECONOMIC DEVELOPMENT

2.0 Introduction

Numerous factors contribute to the economic development of a community, many of which extend far beyond the community's boundaries. Therefore, in addition to the specific data on the City of Hillsboro, this element profile will include information on the Town of Hillsboro, Vernon County, Western Wisconsin Region, and the State of Wisconsin.

2.1 Labor Force Employment Status

Labor force data is collected at the county, metropolitan statistical area, and large city levels by the Wisconsin Department of Workforce Development (DWD). DWD does not compile figures for communities with populations less than 25,000.

The information summarized in Table 2-1 shows that the size of the labor force in Vernon County has steadily increased over the last decade. Between 1990 and 2000, an additional 1,269 individuals in the County were part of the labor force, which was an increase of 10.6 percent. During the past ten years, the unemployment rates in the County were slightly higher than the state rates and the rates seen in the eight-county Western Wisconsin Region. In 2000, the average unemployment rate in the County was 4.2 percent, which was two tenths of a percentage point higher than the Region and seven tenth of a percentage point higher than the State. Unemployment in all three areas during the past decade was at the lowest level in 1999.

Table 2-1
Labor Force Employment Status
Vernon County, Western Wisconsin Region, and Wisconsin
1990-2000

Year	Vernon County Labor Force			Unemployment Rates		
	Employed	Unemployed	Total	Vernon County	Western Central Region	Wisconsin
1990	11,955	589	12,544	4.7%	5.0%	4.4%
1991	11,494	796	12,290	6.5%	6.0%	5.5%
1992	11,751	782	12,533	6.2%	6.0%	5.2%
1993	12,169	750	12,919	5.8%	5.5%	4.7%
1994	12,585	740	13,325	5.6%	5.4%	4.7%
1995	12,869	653	13,522	4.8%	4.5%	3.7%
1996	13,024	618	13,642	4.5%	4.0%	3.5%
1997	13,195	641	13,836	4.6%	4.3%	3.7%
1998	13,409	594	14,003	4.2%	3.8%	3.4%
1999	12,886	529	13,415	3.9%	3.6%	3.0%
2000	13,236	577	13,813	4.2%	4.0%	3.5%

Source: Wisconsin Department of Workforce Development.

2.2 Employment by Industry Group

The following employment analysis was attained from 1990 Census data, which was based on the Standard Industrial Classification Manual (SIC). This manual was designed to classify establishments by the type of industrial activity in which they were engaged. The data used by the census was collected from households instead of establishments, which may have resulted in less precise data in some categories.

According to Table 2-2, there were 544 persons employed within the City of Hillsboro in 1990. The service sector was the most important employment sector in the City with 33.3 percent of the total employment, which was a higher proportion than the Town of Hillsboro, Vernon County, and the State of Wisconsin. This sector also made up the largest share of employment in the Wisconsin. The manufacturing sector was second in importance with 21.9 percent of the City's employment, which was 1.9 percentage points less than the Town, 4.8 percentage point more than the County, and 2.6 percentage points less than the State. This sector also provided the second most employment opportunities in the Town, County, and State. The third largest employment sector in the City in 1990 was retail trade at 17.3 percent. This sector was also the third most prominent employment area in the State. The remaining seven employment sectors accounted for 27.5 percent of the City's labor force. Within the Town of Hillsboro and Vernon County, the most important employment sector was agriculture, forestry, and fishing, which accounted for over 21 percent of the total employment levels within these communities. The majority of these individuals likely worked in the agricultural sector.

Table 2-2
Employment by Broad Economic Division
City of Hillsboro, Town of Hillsboro, Vernon County, and Wisconsin
1990

Broad Economic Division	City of Hillsboro		Town of Hillsboro	Vernon County	Wisconsin
	#	%	%	%	%
Agricultural, Forestry, & Fishing	19	3.5	29.1	21.7	4.6
Mining	0	0.0	0.0	0.1	0.1
Construction	34	6.3	6.5	4.6	4.9
Manufacturing	119	21.9	23.8	17.1	24.5
Transportation and Public Utilities	31	5.7	7.1	5.5	5.6
Wholesale Trade	31	5.7	5.6	5.1	4.1
Retail Trade	94	17.3	9.9	13.9	17.1
Finance, Insurance, and Real Estate	30	5.5	2.8	3.2	5.9
Service	181	33.3	15.2	16.9	29.9
Public Administration	5	0.9	0.0	2.1	3.2
Total	544	100.0	100.0	100.0	100.0

Source: U.S. Bureau of Census, 1990, STF 3A and STF 3C.

2.3 Economy/Largest Employers

Table 2-3 lists the top five employers within the Hillsboro area. St. Joseph Hospital is the top employer in the area in terms of total employees. Currently, 165 individuals are working at the hospital, which is located in southwestern portion of the City of Hillsboro, along Water Avenue. The Hillsboro School System is the second largest employer within the area, with 85 employees. Hillsboro High School and Elementary School are located in the northwestern portion of the City, along Hillsborough Avenue. Foremost Farms, Hillsboro Co-op, and Whitehall are third, fourth, and fifth, respectively, within the Hillsboro area in terms of total employees.

Table 2-3
Top Five Employers
Hillsboro Area
2001

Employers	Employees	Type of Industry
St. Joseph Hospital	165	Health Care Services: Hospital
Hillsboro School System	85	Education
Foremost Farms	63	Cheese Factory
Hillsboro Co-op	60	Farmers Cooperative
Whitehall Specialties	55	Cheese Factory

Source: MSA Professional Services, May 2001.

2.4 Employment by Place of Work

Table 2-4 indicates that 390 of the 536 employed City residents, or 73 percent worked within Vernon County in 1990. An additional 144 employed City residents worked within the State of Wisconsin but not within the County. A large portion of these individuals likely worked in neighboring Richland, Monroe, Juneau, and Sauk counties. Only two City residents worked outside of the State.

Table 2-4
City Resident Workers 16 Years and Over by Place of Work
City of Hillsboro
1990

Characteristics	Number	Percent
Total City Residents Employed	536	--
Worked in Wisconsin	534	99.6
Worked Outside the State	2	0.4
Worked in Vernon County	390	73.0
Worked Outside the County	144	27.0

Source: U.S. Bureau of Census, 1990, STF 3A.

2.5 Commercial Business Areas

The City of Hillsboro's downtown commercial area comprises as a core area of approximately four blocks of stores and businesses fronting Water and Mill streets. This area is generally defined as Water Street, from Garden Street to Lake Street, and Mill Street, from Water Street to Prairie Street. The downtown contains a mixture of retail, service, specialty, and professional businesses, including a pharmacy, a co-op, a hardware store, a variety store, a floral shop, a gift shop, and several restaurants and bars. Hillsboro also has a highway commercial area located in the eastern portion of the City. This area runs northeast/southwest along STH 33/80/82, between State Street and the city limits.

2.6 Industrial Park

The Hillsboro Industrial Park is located in the northern portion of the City, northwest of North High Avenue. The City created the park in 1995. It is located on a 20-acre parcel, ten of which has been developed. The existing developments within the park are primarily located along North High Avenue, Enterprise Drive, and the southeastern part of Darcy Drive. City utilities are available within the park.

2.7 Tax Incremental Finance Districts

Tax Incremental Finance District (TID) #2: This industrial tax incremental district was created in 1993. The 20-acre Hillsboro Industrial Park and Tinkers Bluff Subdivision located in the northern portion of the City were included in the TID. Since the creation of the district, the industrial park and residential subdivision both have seen significant development. The tax incremental revenue generated from these developments is being used to pay back the cost of infrastructure improvements completed within the TID.

Tax Incremental Finance District #3: This blighted tax incremental district was created in 1993. A commercial use parcel located at the corner of Water Street and Mechanic was included in the TID. The district was created for financing the acquisition of the parcel by the City for redevelopment and to create a revolving loan fund for spurring investment in the area.

2.8 Economic Strengths

- Diverse employment base
- New housing opportunities
- Rural location offers opportunities such as commercial stabilization

2.9 Economic Weaknesses

- Aging population
- Isolated and rural
- Limits to new growth areas

2.10 Brownfields

Many urban or rural areas have former industrial or commercial sites where contamination is present, or perceived to be present. These "brownfield" sites are often abandoned or underutilized sites that could be remediated and redeveloped to accommodate growth.

Below is a listing from the Wisconsin Department of Natural Resources of both active and closed contamination sites within the City of Hillsboro.

Active Sites

Status	Type	Activity Name	Site Name	Address	Municipality	County
Active	Spills	8312 E. Mill St.	8312 E. Mill St.	83212 E. Mill St.	Hillsboro	Vernon
Active	LUST	Als Citgo	Als Citgo	902 Water Ave.	Hillsboro	Vernon
Active	Spills	Behind Cheese Factory	Behind Cheese Factory	Behind Cheese Factor	Hillsboro	Vernon
Active	Spills	Hillsboro Coop Bulk Plant	Hillsboro Coop Bulk Plant	Hillsboro Coop Bulk Plant	Hillsboro	Vernon
Active	ERP	Hillsboro Farmers Coop	Hillsboro Farmers Coop	140 Short St.	Hillsboro	Vernon
Active	LUST	Hillsboro Farmers Coop	Hillsboro Farmers Coop	140 Short St.	Hillsboro	Vernon
Active	Spills	Hillsboro Fertilizer Plant	Hillsboro Fertilizer Plant	Airport Road	Hillsboro	Vernon
Active	ERP	Johnson Recycling	K & B Recycling & Salvage	S3940 STH 80	Hillsboro	Vernon
Active	LUST	Kahler Farm	Kahler Farm	S2820 Kahler Lane	Hillsboro	Vernon
Active	LUST	Kwik Trip #841	Kwik Trip #841	229 Mill St.	Hillsboro	Vernon
Active	Spills	Vernon County Buildings	Vernon County Buildings	578 Water Avenue	Hillsboro	Vernon
Active	LUST	Vernon County Highway Dept.	Vernon County Highway Dept.	133 E. Madison	Hillsboro	Verona

Closed Sites

Status	Type	Activity Name	Site Name	Address	Municipality	County
Closed	LUST	Foremost Farms	Foremost Farms	186 Madison St.	Hillsboro	Vernon
Closed	Spills	Foremost Farms	Foremost Farms	186 Madison St.	Hillsboro	Vernon
Closed	ERP	Hillsboro Coop	Hillsboro Coop	STH 33	Hillsboro	Vernon
Closed	LUST	City of Hillsboro	City of Hillsboro	811 Prairie Ave.	Hillsboro	Vernon
Closed	LUST	Hillsboro Equip.	Hillsboro Equip.	Hwy. 82	Hillsboro	Vernon
Closed	Spills	Hwy 33/80/82 2 miles NE of Hillsboro	Hwy 33/80/82 2 miles NE of Hillsboro	Hwy 33/80/82	Hillsboro	Vernon
Closed	LUST	Kwik Trip #841	Kwik Trip #841	229 Mill St.	Hillsboro	Vernon
Closed	LUST	Kwik Trip Old Kickapoo Warehouse	Kwik Trip Old Kickapoo Warehouse	Madison St. – 200 Block	Hillsboro	Vernon
Closed	LUST	McLees Clair Residence	McLees Clair Residence	E 18668 Hwy. 33	Hillsboro	Vernon

Closed	LUST	Sebranek Auto Mart	Sebranek Auto Mart	749 S. High Street	Hillsboro	Vernon
Closed	LUST	St. Joseph Hospital	St. Joseph Hospital	400 Water Street	Hillsboro	Vernon
Closed	LUST	Trail Ridge Camp	Trail Ridge Camp	E2695 Cherith Way	Hillsboro	Verona

Source: Wisconsin Department of Natural Resources, 2001

Before finalizing final use arrangements for any area identified as having possible environmental contamination, an environmental assessment and any required clean-up should be performed. This is an important first step in the reuse of any "brownfield" site. Several state and federal grant programs, including the Wisconsin Department of Natural Resource Brownfield Site Assessment Grant Program (SAG) and Brownfields Environmental Assessment Program (BEAP), are available to assist with environmental assessments. After preparing an environmental assessment, the City and property owners should prepare site redevelopment strategies.

2.8 Economic Development Programs

Included in Appendix A of this plan is a list of several regional, state, and federal economic development related programs available to the City of Hillsboro, surrounding communities, local economic development organizations, and/or local businesses. These programs are organized according to the agency that makes each of them available. A description is provided for each program.

2.9 Issues, Opportunities, and Constraints

The City has a vibrant central business district (CBD) that needs to be preserved. Some businesses have been lost in the CBD over the last ten years. New commercial developments should be encouraged in the CBD.

Some types of businesses may need to be developed in areas outside of the City's CBD because of larger size needs. Large-scale strip commercial developments should be discouraged along the highways entering and leaving the community.

The City and surrounding areas are naturally beautiful, which need to be marketed as an attractant for drawing in people into the community.

Adequate land within the City needs to be made available for future industrial and commercial developments.

The City should focus on attracting clean industries and small and medium size businesses into the community in the future.

The City needs to maintain its own identity and not become a bedroom community for larger communities in the area, such as Reedsburg and Richland Center.

The City needs to promote the area's natural amenities, including surface water resources, parks, bluffs, etc., as attractants for tourists. The opportunities within the area for outdoor recreation activities, such as fishing and hunting, need to be promoted. Use the City's close proximity to I-90/I94 as a marketing attraction tool.

The wealth of natural resources within the Hillsboro area offers a wide array of outdoor recreational opportunities that support the local tourism industry. The potential for further expansion of this industry may exist. However, the expansion of tourism within the area should balance with preserving the area's remaining quality natural resources.

Images need to be created for the Hillsboro area. For instance, the connection of the Hillsboro-Union Center State Trail to other state trails, such as the "400", Omaha, and Elroy-Sparta trails, should be link to area tourism.

St. Joseph's Memorial Hospital as a major employer within the City is important the area's economy. The ability to recruit and maintain certain types of healthcare professionals and services into the Hillsboro area is a concern.

St. Joseph's Memorial Hospital is crucial for the continuation of the Hillsboro area's vitality. The hospital resource is critical to support.

The area's traditional agricultural base economy is declining.

Businesses that negatively impact existing businesses in the Hillsboro area should not be attracted. Business retention in the area is very important.

The availability of the Internet and other telecommunication services in the Hillsboro area will expand the opportunities for home occupations.

The City of Hillsboro cannot promote and realize economic development alone. Public/quasi-public and private groups and other communities in the Hillsboro area and Vernon County need to work together to raise money to promote and realize economic development.

The high quality education at the Hillsboro area's schools should be promoted as an area economic development attribute.

The City of Hillsboro's diverse economy should be further developed.

Additional funding options need to be available for small business development within the Hillsboro area. Right now the only funding option available to area small businesses is SBA loans.

The Hillsboro Sentry-Enterprise, as the only media source within the Hillsboro area, is very important to the area.

HOUSING

3.0 Introduction

The housing characteristics of a community are an important element of a comprehensive plan. The physical location of housing determines the need 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 element of the City's Comprehensive Plan will provide city officials with information about the current housing stock as well as identify significant changes that have occurred in the area of housing over the past years and an analysis of housing needs.

3.1 Housing Units, Occupancy and Tenure

Table 3-1 shows occupancy and tenure of the City of Hillsboro's housing in comparison to the Town of Hillsboro, Vernon County, and the State of Wisconsin in 2000. During that year, 93.7 percent of the City's housing units were occupied, while the remaining 6.3 percent were vacant. Of the occupied units, the City had a lower percentage of residents that resided in their own homes than the Town of Hillsboro and Vernon County but a higher percentage than Wisconsin. In terms of renter occupied units, the City had a higher percentage of residents that resided in these units than the Town and County but a slightly lower percentage than the State.

Table 3-1
Total Housing Units, Occupancy, and Tenure
City of Hillsboro, Town of Hillsboro, Vernon County, and Wisconsin
2000

Units	City of Hillsboro		Town of Hillsboro		Vernon County		Wisconsin	
	#	%	#	%	#	%	#	%
Total Units	603	100.0	326	100.0	12,416	100.0	2,321,144	100.0
<i>Occupied</i>	565	93.7	285	87.4	10,825	87.2	2,084,544	89.8
<i>Vacant</i>	38	6.3	41	12.6	1,591	12.8	236,600	10.2
Tenure - (Occupied)	565	100.0	285	100.0	10,825	100.0	2,084,544	100.0
<i>Owner</i>	393	69.6	224	78.6	8,559	79.1	1,426,361	68.4
<i>Renter</i>	172	30.4	61	21.4	2,266	20.9	658,183	31.6
Vacancy - (Vacant)	38	100.0	41	100.0	1,591	100.0	236,600	10.2
<i>For Rent</i>	19	50.0	4	9.8	171	10.7	38,714	16.4
<i>For Sale</i>	7	18.4	1	2.4	190	11.9	17,172	7.3
<i>Seasonal</i>	7	18.4	25	61.0	854	53.7	142,313	60.1
<i>Other</i>	5	13.1	11	26.8	376	23.6	38,401	16.3

Source: U.S. Bureau of Census, 2000.

3.2 Age of Housing

According to the 1990 U.S. Census and the City of Hillsboro, approximately 14.5 percent the City's housing stock was constructed during the 1940s, which over the 50-year period from 1940 to 1990 was the largest housing construction decade in the City (Table 3-2). In comparison, the largest housing construction periods for the Town of Hillsboro, Vernon County, and Wisconsin occurred between 1970 through 1990. Over 42 percent of the City's housing stock was built prior to 1940, which similar to the figures for the Town and County but significantly higher than the State's figure.

Table 3-2
Age of Housing
City of Hillsboro, Town of Hillsboro, Vernon County, and Wisconsin

Year Structure was built	City of Hillsboro		Town of Hillsboro		Vernon County		Wisconsin	
	#	%	#	%	#	%	#	%
1991 - 1999	59	9.1	N/A	--	N/A	--	N/A	--
1980 to 1990	39	6.0	42	15.5	1,365	12.6	46,868	20.1
1970 to 1979	84	12.9	42	15.5	2,197	20.3	55,942	23.9
1960 to 1969	36	5.5	27	10.0	1,000	9.2	31,374	13.4
1950 to 1959	61	9.4	13	4.8	882	8.1	22,959	9.8
1940 to 1949	94	14.5	18	6.6	759	7.0	17,913	7.7
1939 & before	277	42.6	129	47.6	4,627	42.7	58,600	25.1

Source: U.S. Bureau of Census, 1990, STF 3A and STF 3C, and 1991-1999 City of Hillsboro Building Permit Records.

3.3 Units in Structure

In 1990, about 76 percent of the 591 housing units within the City were classified as one-unit structures. This figure was lower than the Town of Hillsboro and Vernon County but higher than the State of Wisconsin (Table 3-3). Multiple family residences of two or more units only accounted for 19.7 percent of the City's housing stock. This figure was higher than the figures for the Town and County but lower than the figure for the State. Mobile home units made up just 1.7 percent of the City's housing units, which was 14.8 percentage points lower than the Town, 9.8 percentage point higher than the County, and 3.2 percentage points higher than the State.

Table 3-3
Units in Structure
City of Hillsboro, Town of Hillsboro, Vernon County, and Wisconsin
1990

Units	City of Hillsboro		Town of Hillsboro		Vernon County		Wisconsin	
	#	% Change	#	% Change	#	% Change	#	% Change
1 unit	451	76.3	217	81.6	8,343	77.0	1,392,610	67.7
2 units	55	9.3	0	0.0	420	3.9	197,659	9.6
3 or 4	11	1.9	1	0.4	175	1.6	79,562	3.9
5 to 9	8	1.4	0	0.0	98	0.9	81,331	4.0
10 to 19	42	7.1	0	0.0	273	2.5	67,222	3.3
20 to 49	0	0	0	0.0	26	0.2	65,203	3.2
50 or more	0	0	0	0.0	96	0.9	42,860	2.1
Mobile Home	10	1.7	44	16.5	1,247	11.5	101,149	4.9
Other	14	2.4	4	1.5	152	1.4	28,178	1.4
Total	591	100.0	266	100.0	10,830	100.0	2,055,774	100.0

Source: U.S. Bureau of Census, 1990, STF 1A and STF 1C.

3.4 Structural Characteristics

From a 2001 City of Hillsboro housing survey approximately 32% of respondents identified their housing structure as sub-standard. A house identified as sub-standard is in need of three or more major repairs including either roofing, exterior siding, plumbing system, foundation structure, furnace/heating, wiring/electrical, well/septic, and/or doors and windows.

3.5 Housing Values

The mean housing value within the City of Hillsboro in 2001 was \$51,304 (Table 3-4). This figure was calculated using the 2001 property assessment statements for the City.

Table 3-4
Estimated Mean Housing Values
City of Hillsboro
2001

Area	Mean Housing Value
City of Hillsboro	\$51,304

Source: 2001 Property Assessment and Taxation Valuation Statements for the City of Hillsboro, Vernon County.

3.6 Issues, Opportunities, and Constraints

Many individuals are moving into the Hillsboro area, but are building homes outside of the City.

The new Salsbury Meadow Retirement Community being developed in the north central portion of the City will benefit the Hillsboro area tremendously. It would provide needed senior citizen housing to an area-wide aging population. This retirement community will include 27 four unit residential units.

Some housing units within the City are in poor condition. The City should look options for improving the conditions of these units, including grant programs that provide loans to low-to-moderate income residents for housing rehab.

TRANSPORTATION

4.0 Introduction

Transportation is necessary for the effective movement of people and goods within and outside an area. It plays a vital role in the facilitation of an area's economy, land use, and development.

This element of the City of Hillsboro's Comprehensive Plan presents an inventory of the existing transportation facilities and services within the Hillsboro area and discusses future transportation needs and concerns. Included in the section is a detailed analysis of the various aspects of the road system, airport and railroad facilities and services, busing services, and non-motorized transportation facilities within the area and region.

4.1 Road System

The movement of people and goods from one destination to another in a safe, economical, and efficient manner is of great importance. The Federal Highway Administration (FHA) has established the National Functional Classification for categorizing transportation road systems. It classifies roads according to their function along a continuum that indicates the greatest mobility/greatest access to property. Roads that provide the greatest mobility are classified as principal arterials. Minor arterials and collectors follow in this continuum. Roads classified as local provide the greatest access to property.

Within the Hillsboro area, all of the segments of STH 33, STH 80, and STH 82 that run through the area are classified as minor arterials. Road segments classified as minor arterials distribute traffic between collector streets and principal arterials. STH 33 and STH 82 are important east-west routes running through the area. STH 33 links the Hillsboro area to the La Crosse and Reedsburg/Baraboo areas, while STH 82 links the area to the City of Mauston and I-90/94. STH 80 is an important north-south route that links the area to the Richland Center area and City of New Lisbon and I-90/94. Beginning at the northeastern limits of the City of Hillsboro, STH 33/80/82 runs northeast-southwest along Water Avenue through the eastern portion of the City. At the Mill Street and Water Avenue intersection, STH 33/82 and STH 80 split apart. STH 80 continues to run along Water Avenue through the southwestern portion of the City. STH 33/82 run northwest-southeast along Mill Street, northeast-southwest along Shear Avenue, and east-west along Lake Street through western portion of the City.

CTH F, CTH FF, and CTH Q are roadways within the Hillsboro area classified as major collectors. Road segments classified as collectors distribute traffic between arterials and local roads. All road segments within the Hillsboro area that are not classified as arterial or collector are classified as local. Maps 4-1 and 4-2 break down the area's road system by functional classification.

DRAFT MAP 4-1 CITY OF HILLSBORO VERNON COUNTY, WI. NATIONAL FUNCTIONAL CLASSIFICATION

Key

0

Corporate Limits

National Functional Classification

2

Minor Arterial

3

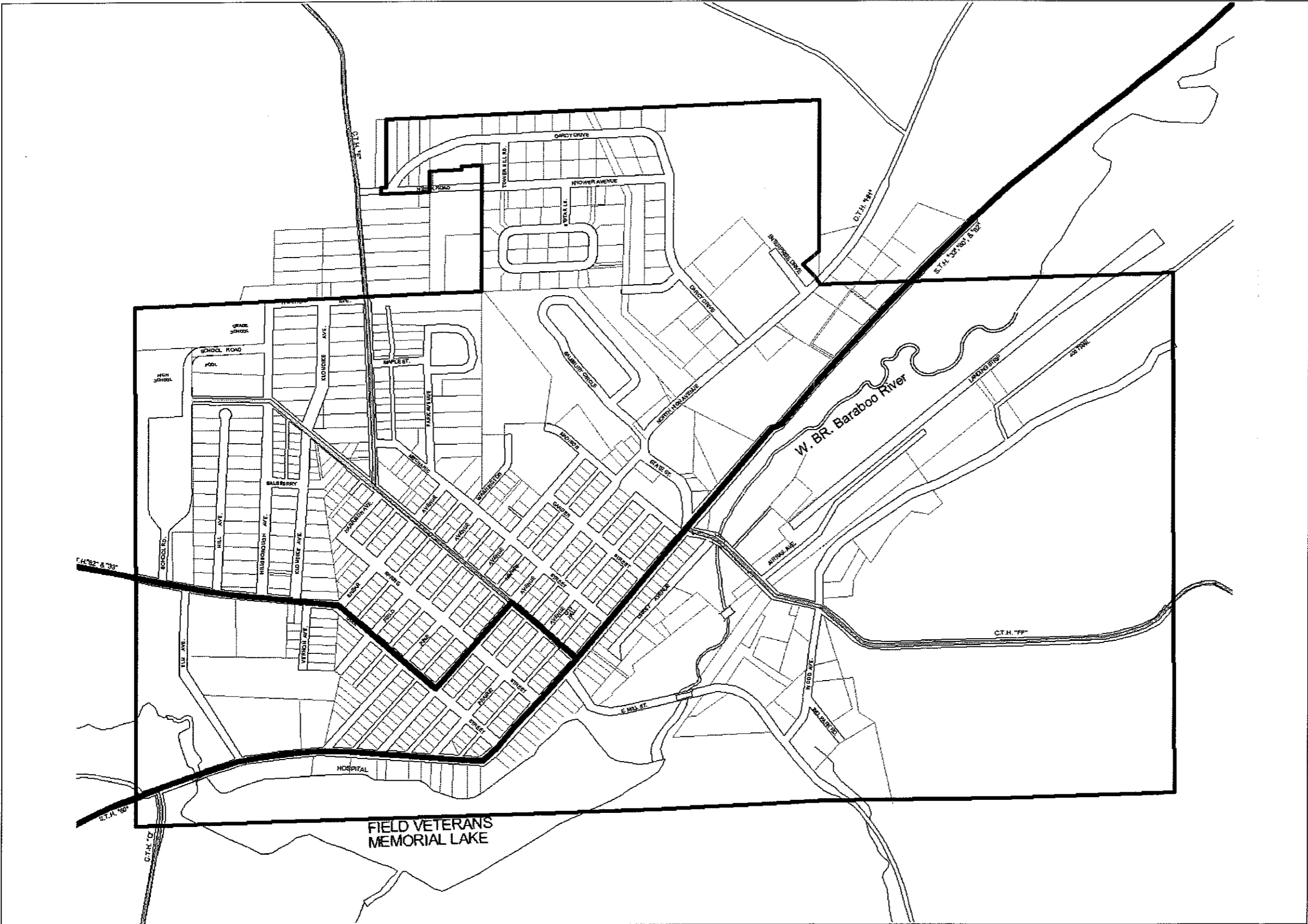
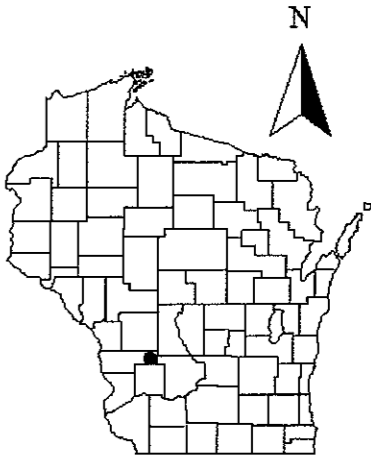
Major Collector

4

Minor Collector

5

Local Road



Date: 02-14-02
Drafted: LSR
File: g projects maps wi city hillsb arcview
Note: base data provided by Vernon Co.

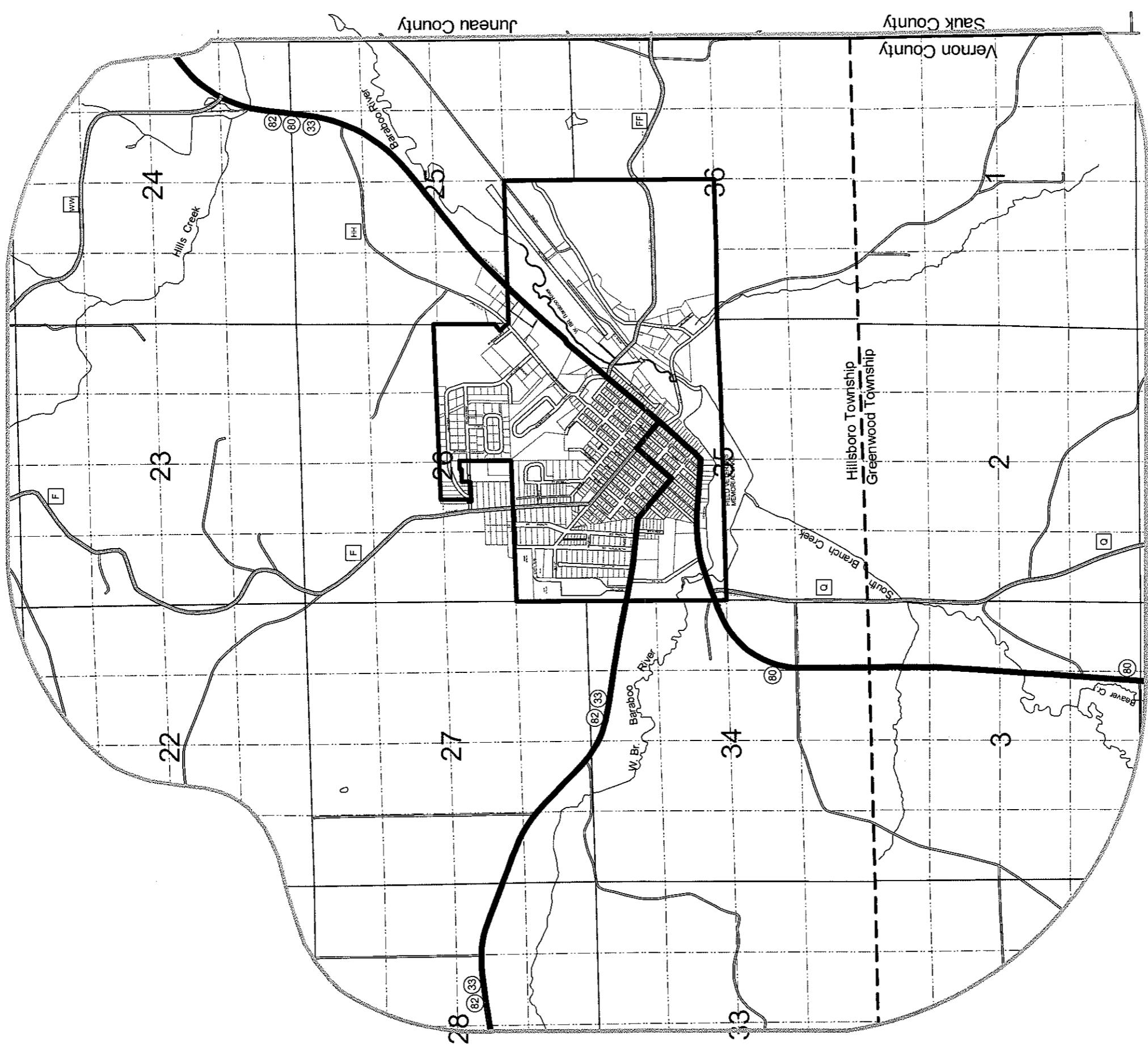


DRAFT MAP 4-2

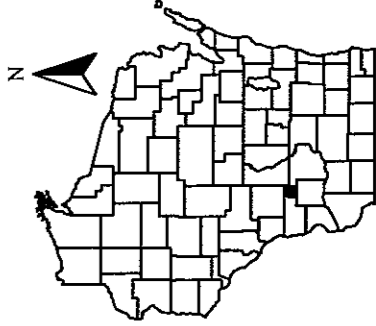
CITY OF HILLSBORO PLANNING AREA

VERNON COUNTY, WISCONSIN

NATIONAL FUNCTIONAL CLASSIFICATIONS



1000 0 1000 2000 Feet



Key

Planning Area

Corporate Limits

National Functional Classification

Minor Arterial

Major Collector

Local Road

Date: 02-14-02
 Drafted: LSR
 File: g projects maps wi city hillsb arcview
 Note: base data provided by Vernon Co.

4.2 Traffic Volumes of Road System

Table 4-1 and maps 4-3 and 4-4 give a synopsis of the average daily traffic (ADT) volumes on selected road segments within the Hillsboro area for 1992, 1995, and 1998. Eight of the thirteen count locations within the area saw increases in traffic volumes between 1992 and 1998. The largest growth in average daily traffic during this period occurred along CTH F, north of city limits, which experienced an increase in ADT of 150, or 44 percent. Other noteworthy increases in traffic levels within the Hillsboro area during the six-year period include STH 80, near South Branch Creek (20%) and STH 33/STH 80/STH 82, northeast of Madison Street (14%). Between 1995 and 1998, the largest growth in traffic levels during the three-year period occurred along STH 33/STH 80/STH 82, northeast of CTH WW, with an increase of 900 vehicles per day, or 27 percent.

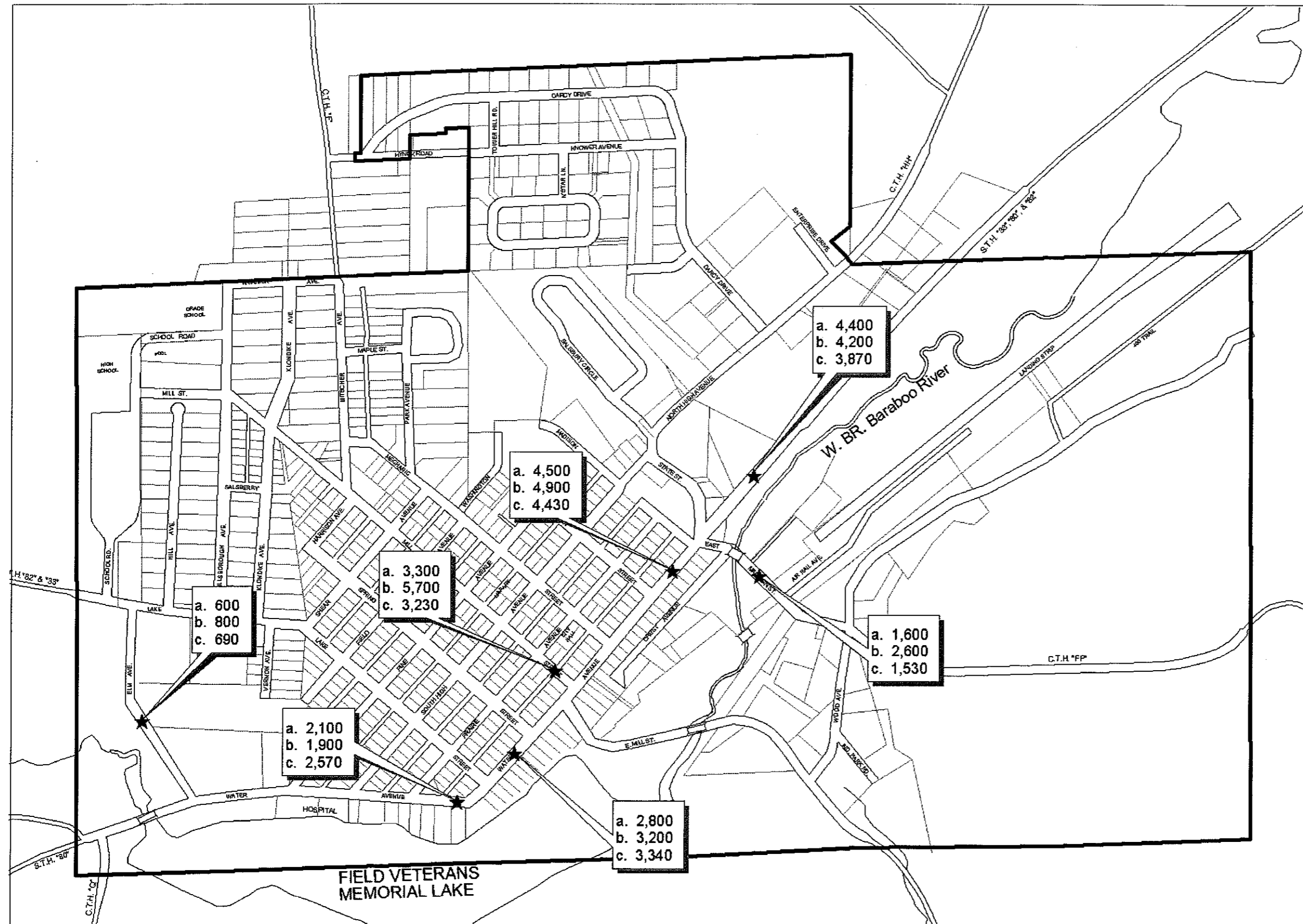
Between 1992 and 1998, five count locations within the Hillsboro area saw declines in traffic levels. The largest decline during this six-year period occurred along STH 80, west of Lake Street, which experienced a decrease in ADT of 540, or 16 percent. The following count locations also saw significant declines in traffic: STH 33/STH 80/STH 82, southwest of Mill Street (16%), Elm Avenue, north of Water Street (13%); and CTH FF, east of city limits (10%). From 1995 to 1998, the largest decline in traffic levels within the Hillsboro area occurred along Mill Street, northwest of Water Street, with a decrease in ADT of 2,400, or 42 percent.

Table 4-1
Historic Vehicular Traffic Flows for Selected Road Segments
Average Weekday Volume
Hillsboro Area - 1992, 1995, and 1998

Count Location	1992	1995	% Change	1998	% Change	% Change 1992-1998
STH 33/STH 80/STH 82, northeast of CTH WW	4,320	3,300	23.6	4,200	27.3	-2.8
STH 33/STH 80/STH 82, northeast of Madison Street	3,870	4,200	8.5	4,400	4.8	13.7
STH 33/STH 80/STH 82, southwest of Madison Street	4,430	4,900	10.6	4,500	-8.2	1.6
STH 33/STH 80/STH 82, southwest of Mill Street	3,340	3,200	-4.2	2,800	-12.5	-16.2
STH 80, west of Lake Street	2,570	1,900	-26.1	2,100	10.5	-18.3
STH 33/STH 80, west of city limits	1,900	2,200	15.8	2,000	-9.1	5.3
STH 80, South Branch Creek	1,420	1,000	-29.6	1,700	70.0	19.7
CTH FF, east of city limits	400	430	7.5	360	-16.3	-10.0
CTH F, north of city limits	340	430	26.5	490	14.0	44.1
CTH Q, south of city limits	430	500	16.3	460	-8.0	7.0
Madison Street, southeast of Water Street	1,530	2,600	69.9	1,600	-38.5	4.6
Mill Street, northwest of Water Street	3,230	5,700	76.5	3,300	-42.1	2.2
Elm Avenue, north of Water Street	690	800	15.9	600	-25.0	-13.0

Source: Wisconsin Department of Transportation, Wisconsin Highway Traffic Volume Data, 1992, 1995, and 1998.

**DRAFT MAP 4-3
CITY OF HILLSBORO
VERNON COUNTY, WI.
TRAFFIC COUNTS (A.D.T.)
1992, 1995, AND 1998**



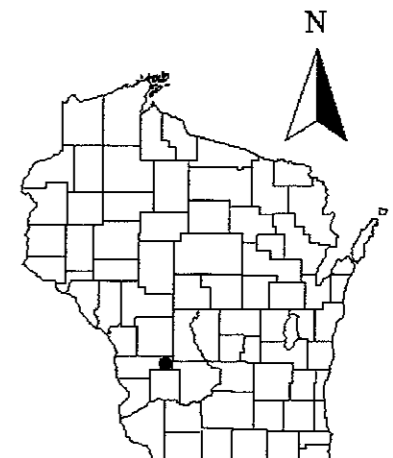
Key

- a. 1998
- b. 1995
- c. 1992

★ Location of traffic count

A.D.T. - Average Daily Traffic

300 0 300 600 900 Feet



Date: 02-14-02
Drafted: LSR
File: g projects maps wi city hillsb arcview
Note: base data provided by Vernon Co.

MSA
PROFESSIONAL SERVICES
TRANSPORTATION • MUNICIPAL • REMEDIATION
DEVELOPMENT • ENVIRONMENTAL

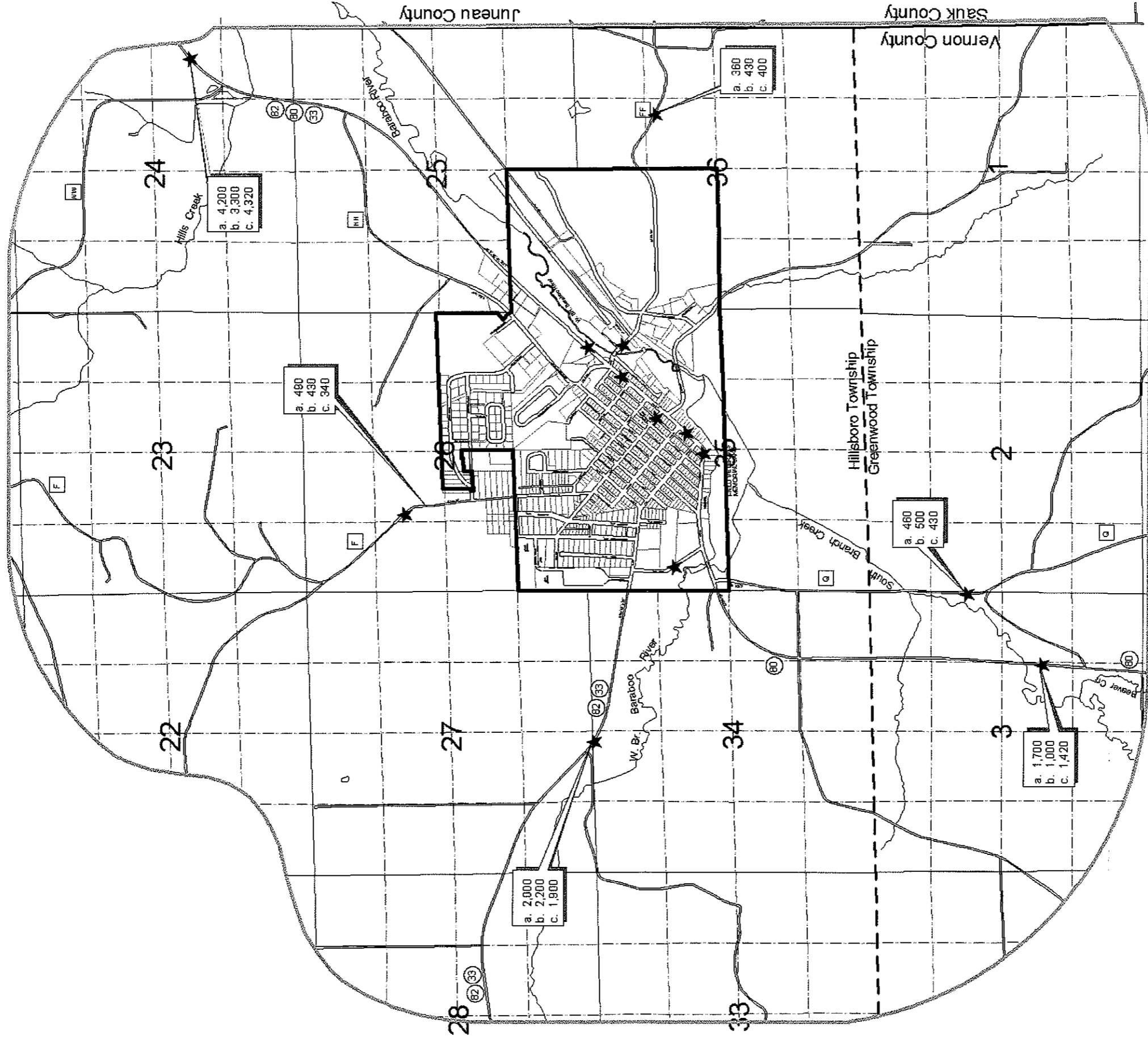
DRAFT MAP 4-4

CITY OF HILLSBORO PLANNING AREA

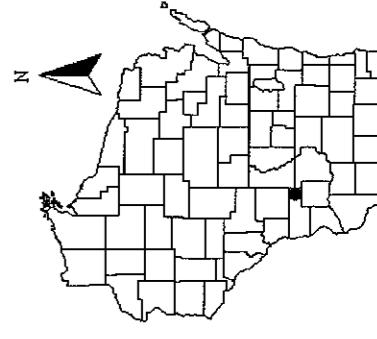
VERNON COUNTY, WISCONSIN

TRAFFIC COUNTS (A.D.T.)

1992, 1995, AND 1998



1000 0 1000 2000 Feet



Key

a. 1998

b. 1995

c. 1992

★

Location of traffic count

A.D.T. - Average Daily Traffic



Date: 02-14-02
 Drafted: LSR
 File: g projects maps wi city hillsb arcview
 Note: base data provided by Vernon Co.

4.3 Roadway Improvement Projects

According to the Six Year Proposed Highway Improvement Program (2001-2006) for the Wisconsin Department of Transportation District 5, the State is planning to make improvements to two bridges within the Hillsboro area (maps 4-5 and 4-6). Within the City of Hillsboro, the State is planning to rehabilitate the bridge along STH 80 that crosses the West Branch of the Baraboo River, just west of Elm Street. The State is also planning to rehabilitate the bridge along STH 80 in the City's planning area that crosses South Branch Creek, south of Pine Hill Road. These projects are scheduled for 2002.

In the next five years, the Vernon County Highway Department is looking at two major improvement projects for the country trunkline highway system within the Hillsboro area. It would like to resurface CTH FF from STH 33/80/82 to the Juneau County line and CTH F from Harrison Avenue to Hill Creek (maps 4-5 and 4-6). For both of these proposed projects, the highway department needs to secure adequate revenue to cover the costs.

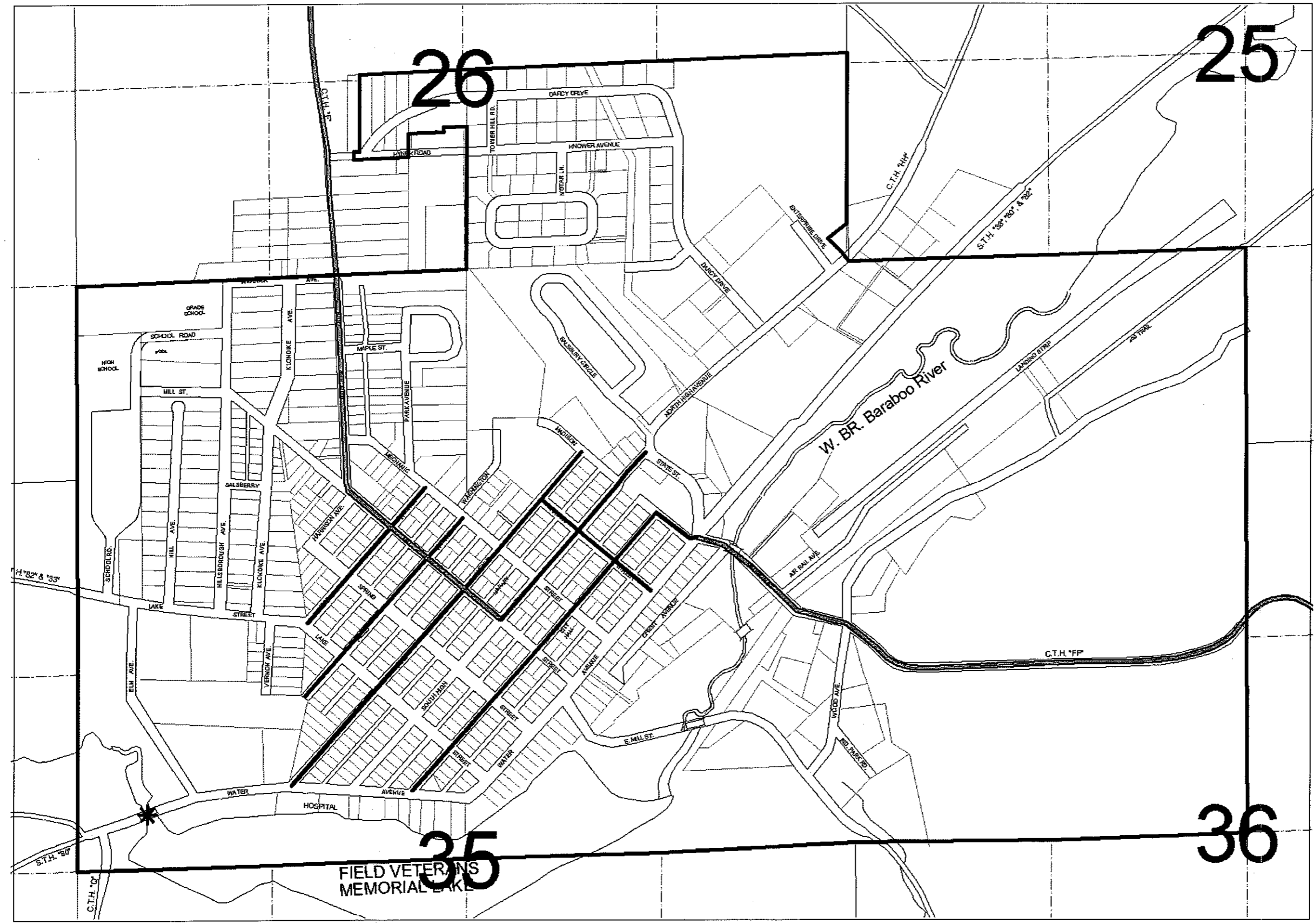
The City of Hillsboro has identified five street segments within the City in need of reconstruction, including rebuilding the sub-layers, repaving, and installation of new curb and gutters (Map 4-5). These street segments include Prairie Avenue, from Water Avenue to Mill Street; Pine Avenue, from Water Avenue to Madison Street; Field Avenue, from east of Lake Street to Mechanic Street; and Garden Street, from Pine Avenue to Water Avenue. The proposed reconstruction projects involve about 1.8 miles of local streets.

4.4 Road System Condition

By December 2001, the Wisconsin Department of Transportation is requiring all incorporated communities to prepare a pavement rating of their local streets, and submit it for review. This data will provide the foundation for the Wisconsin Information System for Local Roads (WISLR), which is a computer resource that will enable communities and the State to begin to assess Wisconsin's local roadway system. To comply with the State's mandate, the City of Hillsboro is looking at using the state recommended PASER (Pavement Surface Evaluation and Rating) system to rate the existing surface conditions of local streets within the City.

The PASER system, which was designed by the Transportation Information Center of the University of Wisconsin-Madison, rates road surfaces from a scale of 1 to 10. This scale is broken down as followings: "1" and "2", very poor condition; "3", poor condition; "4" and "5", fair condition; "6" and "7", good condition; "8", very good condition; and "9" and "10", excellent condition. In addition to its use in the new WISLR, the rating system gives communities a detailed assessment of the appropriate maintenance method for each street segment under their jurisdiction. The following details the proper road surface maintenance method based on the PASER system's rating scale: rating 9 and 10, no maintenance required; rating 7 and 8, routine maintenance, cracksealing, and minor patching; rating 5 and 6, preservation treatment (sealcoating); rating 3 and 4, structural improvement and leveling (overlay or recycling); and rating 1 and 2, reconstruction.

DRAFT MAP 4-5 CITY OF HILLSBORO VERNON COUNTY, WI. NEAR FUTURE ROAD IMPROVEMENT PROJECTS



Key

0

Corporate Limits

*

State Bridge Rehabilitation

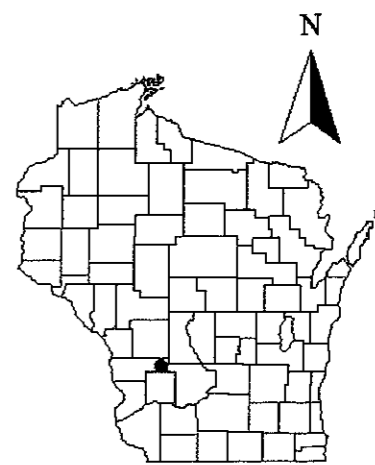
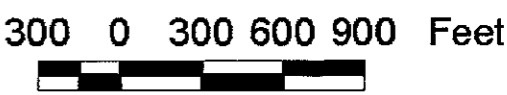
Other Road Improvement Project

2

City

2

County



Date: 02-14-02
 Drafted: LSR
 File: g projects maps wi city hillsb arcview
 Note: base data provided by Vernon Co.



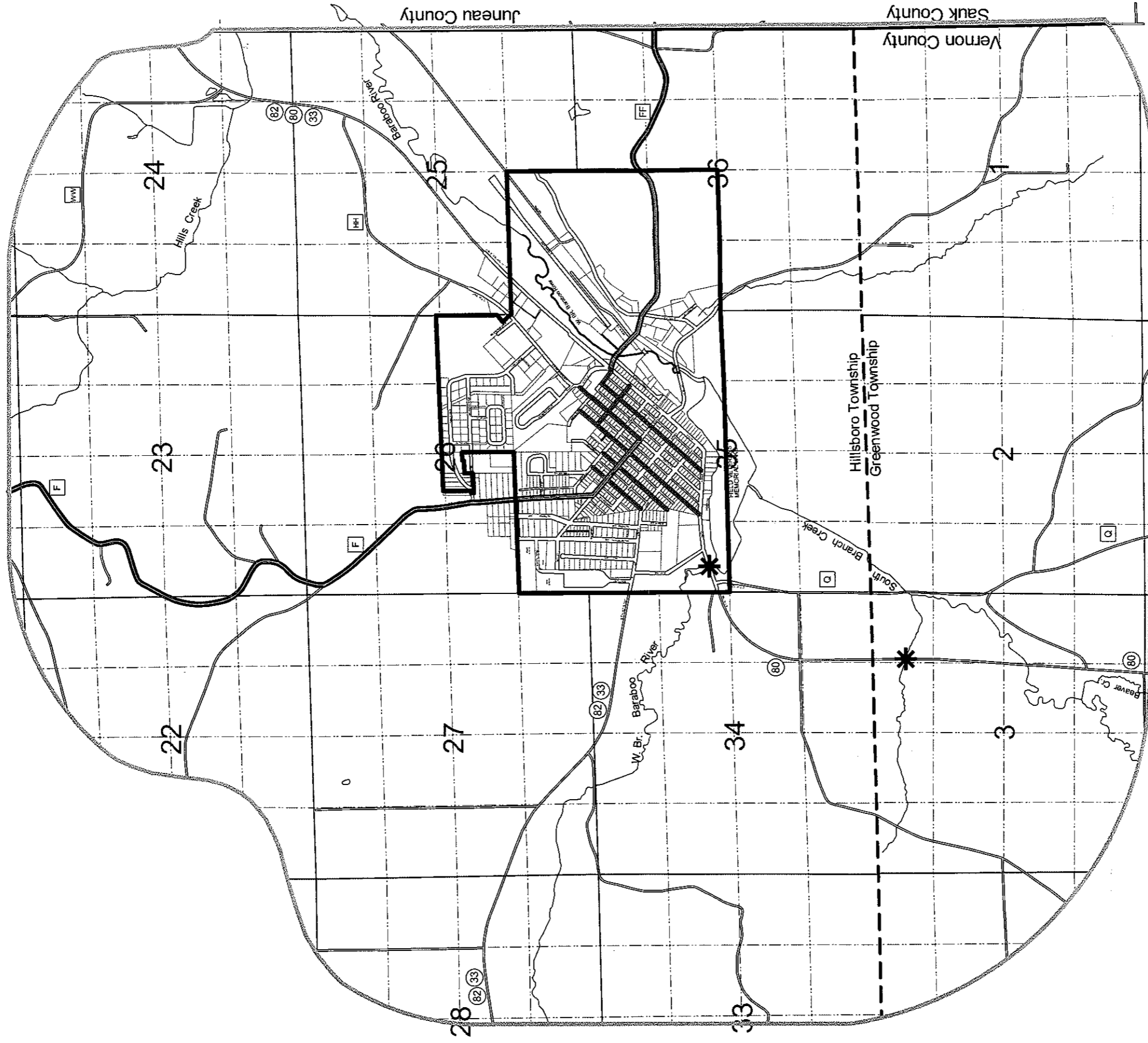
DRAFT MAP 4-6

CITY OF HILLSBORO PLANNING AREA

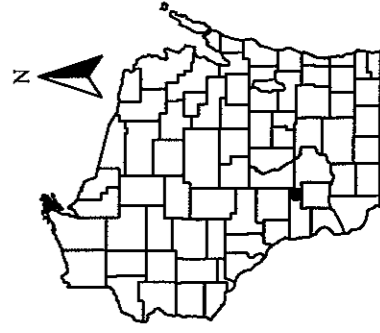
VERNON COUNTY, WISCONSIN

NEAR FUTURE ROAD

IMPROVEMENT PROJECTS



1000 0 1000 2000 Feet



Key

Planning Area

Corporate Limits

State Bridge Rehabilitation

Other Road Improvement Project

City

County

Date: 02-14-02

Drafted: LSR

File: g projects maps wi city hillsb arcview

Note: base data provided by Vernon Co.

4.5 Access Control

The Wisconsin Department of Transportation (WisDOT) revised Wisconsin's Administration Rule Trans 233 in February 1999. Trans 233 is the law that gives WisDOT the authority to review all land division requests for areas adjacent to state highways, including state trunkline highways, connecting highways, and service roads. It allows WisDOT to determine the affects of the land divisions on the transportation system. The rule is design to improve safety along state highways by limiting the number of highway access points, which allows traffic to flow smoother and safer. Under the law, land dividers prior to dividing land adjacent to a state highway must submit a sketch of the division to WisDOT for review and approval or denial. The law allows WisDOT to review the preliminary and final land division sketches to determine if proper setback requirements and limited access measures were incorporated in the division plans. Within the City of Hillsboro, Trans 233 applies to the following highways: STH 33, STH 80, and STH 82.

The City of Hillsboro currently has a driveway ordinance in place for controlling the number of driveways along local roads (city streets and county trunkline highways) within the City. The ordinance states that "the number of driveways to serve an individual property fronting on a street shall be one, except where deem necessary and feasible by the Common Council for reasonable and adequate service to the property, considering the safety, convenience and utility of the street." Under Wisconsin State Statutes, communities within the State have the authority to prepare and enact access control ordinances for controlling access points along local roadways. A community prior to enacting an access control ordinance usually prepares an access control study.

4.6 Air Service

Joshua Sanford Field, located in the southeastern portion of the City of Hillsboro, off of Madison Street, provides air service to the Hillsboro area. The airport is owned and maintained by the City. A volunteer airport manager handles day-to-day operations at the facility. The airport is classified as a "Basic Utility-A" airport facility. Such airports are design to accommodate aircraft of less than 6,000 pounds, with approach speeds below 91 knots and wingspans of less than 49 feet. These airports typically only handle single-engine piston aircraft. The City's airport has a 3,084-foot long (48-foot wide) paved runway. Annually, about 1,650 private owned airplanes fly in and out of the airport. The closest airport that provides commercial passenger and air cargo services is the La Crosse Municipal Airport, which is a regional airport facility located in the City of La Crosse, about 60 miles to the west of the City of Hillsboro.

4.7 Railroad Services

Freight and passenger railroad services are not provided within the Hillsboro area. The nearest freight railroad lines to the City of Hillsboro are the Canadian Pacific Railway line in the City of Mauston (22 miles) and the Wisconsin and Southern Railroad line in the City of Reedsburg (25 miles). The closest railroad line providing passenger service is Amtrak, which run along the Canadian Pacific Railway line. The Amtrak stops in the City of Tomah (35 miles) and City of Wisconsin Dells (44 miles) are the nearest to the City.

4.8 Inter-Community Bus Service

No inter-community bus service is provided within the Hillsboro area. The nearest communities to the City of Hillsboro served by inter-community bus service are Mauston and Tomah. Greyhound Lines provide bus service to these communities.

4.9 Non-Motorized Transportation Facilities

The Hillsboro-Union Center State Bicycle Trail runs southwest-northeast between the City of Hillsboro and Village of Union Center. This 4.5-mile trail provides a connection to the "400", Omaha, and Elroy-Sparta state bicycle trails. It runs into the City of Hillsboro, just south of the Joshua Sanford Field. The starting/ending point within the City is Air Rail Avenue.

4.10 Water Transportation

The Baraboo River flows west-east and southwest-northeast through the City of Hillsboro and the City's planning area. About 3-1/2 miles northeast of the City, near Union Center, the river flows into the main branch of the Baraboo River. Southeast of Union Center, the river flows through Reedsburg and Baraboo. It eventually flows into the Wisconsin River about four miles south of Portage. Some of the shoreline areas along the Baraboo River within the City are developed. In the City's planning area, most of the shoreline areas along the river are undeveloped. The three creeks located in the Hillsboro area (South Branch, Beaver, and Hills) are all tributaries of the West Branch of the Baraboo River. The Baraboo River is not considered a major transportation corridor but does have a considerable draw for tourism and recreational activities.

4.11 Issues, Opportunities, and Constraints

The local street system within the City should be maintained in good physical condition.

Additional opportunities need to be created for walking and bicycling in the Hillsboro area, including the construction of multi-use trails. Linkages are needed between the Hillsboro-Union Center State Bicycle Trail and the downtown, park/recreational sites, and other city attractions.

The PASER system should be used by the City on an annual basis for assessing the pavement conditions of the local street system and future improvement needs.

The elderly and disabled individuals within the Hillsboro area need additional transportation options. In the next 20 years, to fulfill the transportation needs of the area's aging population, alternative transportation options will need to be explored.

The development of non-motorized transportation facilities within the Hillsboro area, such as bicycle and pedestrian pathways, bicycle lanes, and wide roadway shoulders, will promote non-motorized forms of transportation as a vital part of the area's transportation system.

The airport's runway is deteriorating and in need of resurfacing. The City is looking for funding sources for making this improvement.

There is no pilot service center at the airport.

There is no landing pad at St Joseph's Memorial Hospital for helicopters.

Pedestrians currently have troubles crossing STH 80 to access St. Joseph's Memorial Hospital. This area does not have any lights for slowing or stopping traffic along STH 80 to allow pedestrian to safely cross the highway.

PUBLIC AND COMMUNITY FACILITIES AND SERVICES

5.0 Introduction

Public and community facilities and services provided by public or private entities to a community are vital elements in a community's progress and well-being. Public and community facilities include local governmental buildings, libraries, education institutes, and maintenance and storage facilities. Services include police and fire protection, medical, municipal water and wastewater, electrical, natural gas, telephone, and cable.

As a part of the comprehensive planning process, the public and community facilities and services provided either by the City of Hillsboro or by other public or private entities were reviewed and evaluated as to their present condition and adequacy to meet the current and future needs of the City.

Public and Community Facilities and Services

5.1 City Hall

The Hillsboro City Hall is located at 836 Prairie Avenue in the central portion of the City (Map 5-1). It currently consists of administrative offices (city administrator, mayor, and clerk/treasurer) and council chamber. The building was constructed in 1897 and remodeled in 1997.

5.2 Fire Department

Hillsboro Area Fire Department station is located in the northeastern portion of the City, along STH 33/80/82 (Map 5-1). The station was constructed in 1995. It houses an office, a meeting/training room, a storage area, and a garage area for vehicles and equipment. The vehicles available for service within the station include: two pumper trucks, a one-ton brush truck, a four wheel drive brush truck, two tanker trucks, and a rescue vehicle.

Currently there are 34 volunteer members on the fire department. The department serves the City of Hillsboro, Town of Hillsboro, Town of Greenwood, Town of Forest, and parts of the towns of Union and Wonewoc.


The Hillsboro Fire District currently has an ISO insurance rating of 7 for its fire protection service. ISO's fire protection insurance is rated on a scale of 1 to 10, with "1" representing the best protection and "10" representing an essentially unprotected community.


5.3 Police Department

The police department for the City of Hillsboro is currently located within the city hall building at 836 Prairie Avenue. One large office area is provided in the building for the department. Currently, the police department employs three full-time officers. It operates two marked patrol

DRAFT MAP 5-1
CITY OF HILLSBORO
VERNON COUNTY, WI.
COMMUNITY AND PUBLIC
FACILITIES

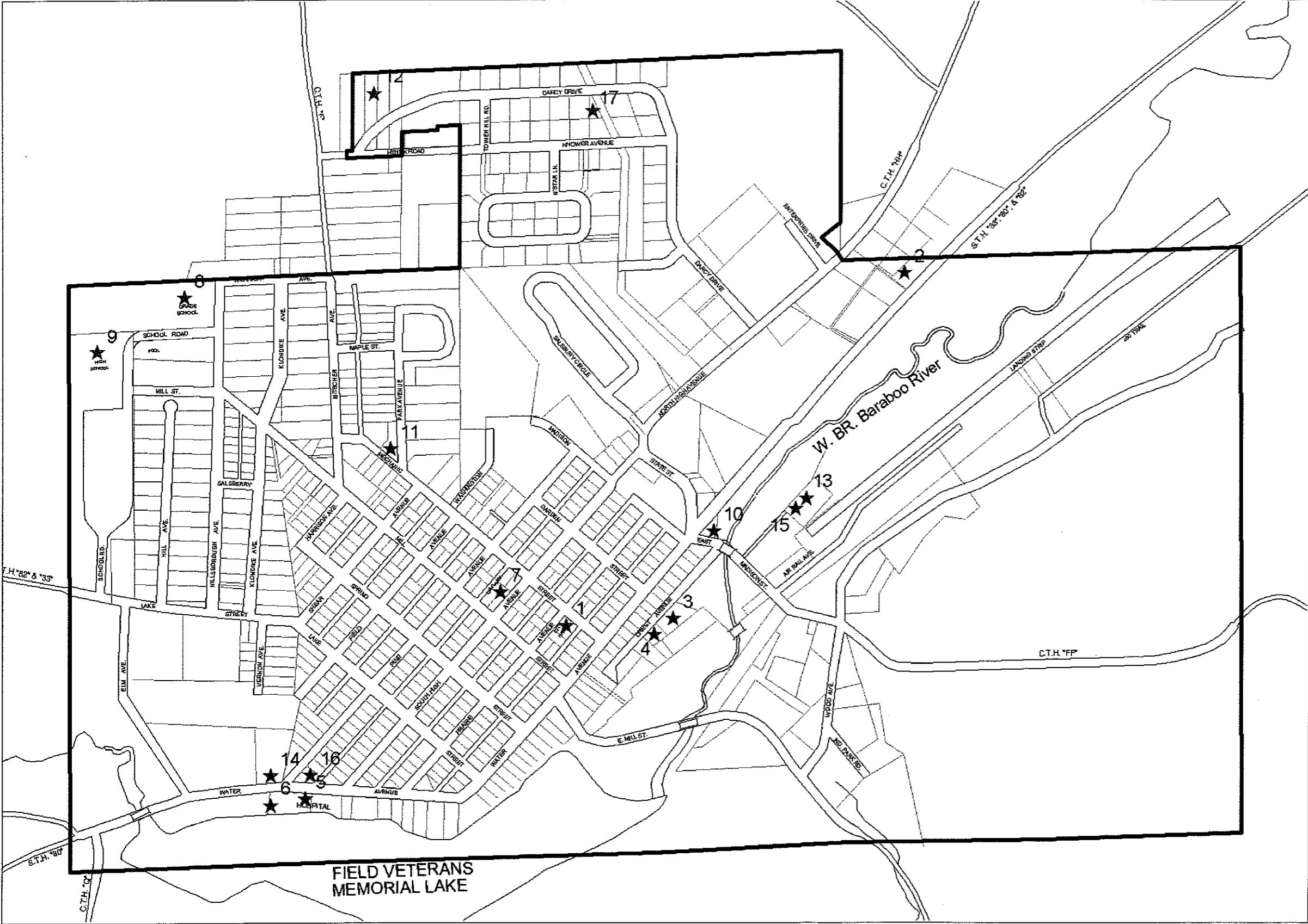
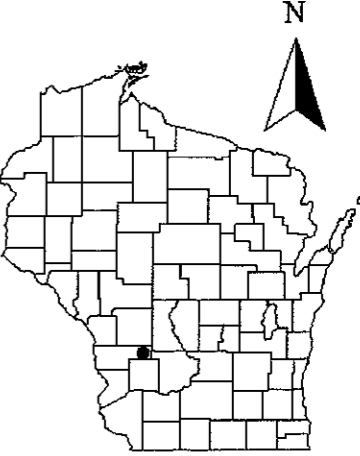
Key

Corporate Limits

Community and Public Facilities

Facility #	Facility
1	City Hall/Police Department
2	Hillsboro Fire Department
3	City Public Works and Water Departments
4	Vernon County Highway Shop
5	St. Joseph's Hospital
6	Quaderman Lutheran Clinic
7	City Library
8	Hillsboro Grade School
9	Hillsboro High School
10	Well #1
11	Well #2
12	Water Reservoir
13	City Wastewater Treatment Plant
14	Lift Station #1
15	Lift Station #2
16	Hillsboro Ambulance Service
17	Water Booster Station

300 0 300 600 900 Feet



Date: 02-14-02
Drafted: LSR
File: g projects maps wi city hillsb arcview
Note: base data provided by Vernon Co.

cars. The City, along within the rest of the Vernon County, is served by a 911 emergency response system, which is operated by the Vernon County Sheriff Department. The sheriff department is located in the City of Viroqua.

5.4 Public Works Department Shop

The Public Works Department shop is located in the central portion of the City, along Crest Avenue (Map 5-1). Presently, the following vehicles and equipment are housed at the shop: several dump trucks, a grader, and a variety of other equipment. An area of the shop is used by the City Water Department for storing tools and equipment and as a testing area for water meters.

5.5 Wastewater/Water Building

The Wastewater/Water Building is located adjacent to the Public Works Department Shop. This facility is used City Wastewater and Water Departments for storing a truck, tools, and equipment.

5.6 County Highway Department Regional Shop

The Vernon County Highway Department shop for the Hillsboro area is located in the City of Hillsboro, adjacent to the City's Public Works Department shop. This facility includes a garage area, a lunchroom, and two salt sheds. Vehicles and equipment housed at the facility include three single axle plow trucks, a double axle plow truck, and an Oshkosh Truck with plow.

5.7 Emergency Medical Service

The Hillsboro Area Ambulance Service provides emergency medical service to the City of Hillsboro and surrounding areas. The ambulance service facility is located along Water Avenue in the southwestern portion of the City across the street from St. Joseph's Memorial Hospital (Map 5-1). It includes a garage area, an office, and a lounge/sleeping area. The garage area houses two fully equipped ambulances. Eighteen paid volunteer Emergency Medical Technicians (EMTs) are members of the ambulance service. These EMTs are on-call or off-call based on a scheduled system. When on-call, they are paid on an hourly basis. The total service area includes the City of Hillsboro, Town of Hillsboro, Town of Greenwood, and a portion of the Town of Forest.

5.8 Medical Care

Hospital service is provided to residents living in the Hillsboro area by St. Joseph's Memorial Hospital, which is located at 400 Water Avenue (Map 5-1). The facility was constructed in 1951. Over the past 50 years, the hospital has underwent several expansions and/or renovations, including the addition the ground and first floor east wing in 1959, the addition of the second floor in 1969, the addition of the ambulance entrance in 1976, the renovation of the ER area in 1976, the renovation of the outpatient areas in 1993, and the renovation of the second floor west wing in 1997.

St. Joseph's Memorial Hospital provides a full range of services including outpatient diagnostic and ambulatory care, 24-hour emergency, acute care, skilled care, intermediate (long term) care, observation (overnight) care, physical therapy, occupational therapy, cardiac rehab, speech therapy, family physicians, nurse practitioners, visiting specialists, and emergent/urgent care physicians. The facility has 100 beds (25 beds in the hospital and 65 beds in the nursing home).

Additional medical care service is provided by the Gundersen Lutheran Hillsboro Clinic and St. Joseph's Clinic. Located along Water Avenue, these clinics provide primary and specialized care.

5.9 Library

Hillsboro Public Library, located at 819 High Avenue, is a library that is owned and maintained by the City of Hillsboro (Map 5-1). This library was constructed in 1987. It has about 19,000 volumes available, with an annual circulation of approximately 38,000 volumes. The library has a reading-readiness program for pre-schoolers and a summer reading program for toddlers to teens. It is a member of the Winding River Library system of La Crosse, which allows the library to obtain any volume from the 50 other member libraries in the system through a loan program.

5.10 Educational Facilities

The City of Hillsboro is served by the Hillsboro Joint School District. Besides the City, the district serves the Town of Greenwood, and portions of the towns of Hillsboro, Forest, Union, Whitestown, and Stark in Vernon County; portions of the towns of Wellington and Glendale in Monroe County, a portion of the Town of Woodland in Sauk County; a portion of the Town of Wonewoc in Juneau County; and the Village of Yuba and portions of the towns of Bloom and Henrietta in Richland County. The district has a high school (grades 7-12) and a grade school (grades K-6). Both of these schools are located in the northwestern portion of the City, along Hillsborough Avenue. The school district has a combined K-12 population of 669 (301 in the high school and 368 in the grade school).

Higher education is provided to City residents by Western Wisconsin Technical College campuses in the cities of Mauston (22 miles) and Tomah (35 miles). The main WWTC campus is located in the City of La Crosse, about 60 miles to the west of the City of Hillsboro. The closest two-year universities are the University of Wisconsin-Richland Center (26 miles) and the University of Wisconsin-Baraboo (40 miles). The closest four-year university is the University of Wisconsin-La Crosse (60 miles).

Public Utilities

5.11 Water Service

The City's water system consists of supply, storage, and distribution facilities. The water is supplied by two ground water wells. Well #1 is located in the central portion of the City, near the intersection of East Madison Street and Water Avenue (Map 5-1). This facility was constructed in 1937. The well is drilled at a depth of 275 feet. Well #2 is located in the central portion of the City, near the intersection of Mechanic Street and Park Avenue. The well was constructed in 1951. It is drilled at a depth of 327 feet.

The City's water storage facility is a 500,000-gallon above ground reservoir located along Darcy Drive in the northern portion of the City. This concrete facility was constructed in 1983. It has a peak elevation of 1,150 feet.

The distribution system is made-up of over 46,300 feet of pipe. The majority of the system consists of six-inch diameter cast iron mains. No mains in the water system are less than six-inch diameter. The recommended size of municipal water mains for adequate fire protection is six-inch diameter or larger. Most of the water mains being laid in newer subdivision areas within the City are ductile iron pipes of eight-inch or greater in diameter.

A water booster station is located along Darcy Drive within Tinker Bluff Subdivision.

5.12 Wastewater System

The City of Hillsboro Wastewater Treatment Plant is located central portion of the City, off of East Madison Street (Map 5-1). It was originally constructed over 60 years ago. A major upgrade to the facility was completed in 1983, which included the construction of an influent wet well, raw wastewater pumps, manually cleaned bar screens, a manually cleaned grit channel, aeration tanks, a final clarifier, disinfection facilities, and an aerobic sludge storage. The plant has an average design flow of 500,000 gallons per day (gpd) and a maximum capacity of 750,000 gpd. During a typical year, the plant has an average flow of about 200,000 gpd.

Currently, two lift stations are part of the City's wastewater system. Lift station #1 is located in the southwestern portion of the City, near the intersection of Water Avenue and Pine Avenue. This lift station was constructed in 1969. It serves four buildings. Lift station #2 serves the rest of the City. It is located in the central portion of the City at the headworks of the wastewater treatment plant. The lift station was rehabilitated in 1983 in conjunction with the treatment plant upgrade.

The entire City is currently served by a sanitary sewer collection system, except for the southeastern corner. Most of the collection system is made-up of vitrified clay tile pipes installed between 1917 and 1946. Eighty-two percent of the system consists of eight-inch diameter pipes. Newer subdivision areas within the City, such as Tinkers Bluff and the City's industrial park, have sanitary sewers made of PVC plastic. Table 5-1 breakdowns the City's sanitary sewer collection system by size and length of sewers.

Table 5-1
Wastewater Collection System
City of Hillsboro

Diameter (inches)	Length (feet)
6	1,727
8	40,251
10	4,000
12	2,108
15	967

Existing Plans

In 1999 a *Sanitary Sewer Systems Improvements Report* was prepared to evaluate the sanitary sewerage system facilities in the City and made recommendations regarding improvements required to those facilities. These improvements also listed recommendations identified in the *Wastewater Treatment Capacity Evaluation report* (1997). Recommendations from both reports remain valid and the identified needs and upgrades should be incorporated into the City's capital improvement program.

5.13 Electrical and Natural Gas Services

Alliant Energy provides electricity to residences and businesses within the City of Hillsboro and surrounding areas to the north, south, and east. Vernon Electric Co-op provides electricity to areas west of the City. Natural gas service is provided to residences and businesses within City by Alliant Energy. Areas outside the City of Hillsboro are not provided this service.

5.14 Telephone Service

Local telephone service in the Hillsboro area is provided by Hillsboro Telephone Company. The company provides local phone service to residences and businesses in eastern Vernon County, southern Monroe County, western Sauk County, western Juneau County, and northern Richland County. In addition to telephone service, it provides Internet service to these areas.

5.15 Cable Service

Cable television service is provided to the City of Hillsboro by Community Antenna Systems. This service is provided to about 600 customers in the City. Community Antenna also provides cable television service to the City of Elroy in Juneau County, Village of Kendall in Monroe County, and Village of Cazenovia in Richland County.

5.16 Issues, Opportunities, and Constraints

In recent years, the number of individuals using the Hillsboro Library has grown significantly. As a result, the Hillsboro Library Board is currently looking at potentially expanding the facility in the next five years to meet increase use. As the Hillsboro area grows, the demand for using the library will likely continue to grow.

St. Joseph's Memorial Hospital is an important part of the Hillsboro area. Keeping the hospital within the community is important. Some concerns with the hospital facility are its physical status and expansion limitations. It is land-locked and needs to add more space for an emergency entrance. STH 80 is too close to the facility to design and construct an emergency entrance that meets current standards.

The infrastructure within the City, including sanitary sewer, municipal water, and storm sewer systems, needs to be maintained in good physical condition.

On its way to be treated at the wastewater treatment plant, two-thirds of the City's sewerage eventually flows into the sewer line along Crest Avenue. Several problems have been identified along the line, including insufficient size, low slope, poor pipe condition, insufficient depth for easy flow, and the presence of debris in areas. In addition to the sewer line, Crest Avenue is in need of drain channels to improve storm water flow. Storm water inflow/infiltration is a problem within the area.

The wastewater treatment plant's equipment has not been upgraded for ten years. Major equipment needs in the plant include new cabinets, upgrade of sampling and testing equipment, and a mechanical grit removal system.

The City currently has an overall storm water management problem, which has been exacerbated with the development of the Tinkers Bluff and Salsbery Meadows subdivision areas. Most of the City's storm water drains into three channels. These channels are becoming overloaded during heaving rains, which has caused erosion in areas and damage to culverts.

The City has no staff member that is dedicated to exploring and pursuing state and federal grant funds on a regular basis.

The dam located at the eastern end of Field Veterans Memorial Lake is poor condition and may need to be repaired. Erosion is occurring at the base of the facility. Funding sources need to be explored to make the necessary repairs to the facility.

The Hillsboro area needs to continue to have strong schools for good quality of life.

The establishment of a Western Wisconsin Technical College center in the City of Hillsboro would provide higher education opportunities to area residents.

RECREATIONAL, HISTORICAL, AND CULTURAL RESOURCES

6.0 Introduction

The purpose of the recreational, historical, and cultural resources element of a comprehensive plan is to provide a community with an inventory of existing parks and recreational facilities, natural resource assets, and historically and culturally significant places and events found within the community. In addition, the element will provide an assessment of current and future needs and desires in regards to these resources.

6.1 Recreational Resources

The following recreational resources are found within the Hillsboro area:

Albert Field Memorial Park: This seven-acre park, which is located in the north central portions of the City, is the City's largest park property. It is a traditional old picnic park. At the site, there is an abundance of large shade trees with a winding hard surfaced road that serves two picnic shelters, each with its own small playground area. In addition to the shelters, there are numerous scattered picnic tables and fire grills in the park. A log cabin is located at the site, which was reconstructed by the Hillsboro Historical Society. This structure contains local historical artifacts. An adjacent pole building also contains historical artifacts. Both structures are open during the summers months on Sunday and other times of the year when volunteers area available. Other facilities at the park include a replica school house, a softball diamond, two horseshoe courts, a camping area (with both modern and primitive camp sites), and a restroom.

Field Veterans Memorial Park: This two-acre park is located on the north shore of Field Veterans Memorial Lake. It is configured on a relatively narrow strip of land between the lake and Water Avenue. Two open sided stone shelters with benches and a stone restroom facility are found at the site. At the front of the restroom facility is an informational panel. The Hillsboro Veterans Memorial is located with the park, which is a granite marker recognizing all area veterans. The park also has a gazebo recognizing the Bohemian heritage of the Hillsboro area, which was donated by the Cesky Den organization. Other facilities found at the site include two small picnic shelters with adjacent grills, a piped water drinking fountain, and a small area with playground apparatuses.

Dam Open Space: Field Veterans Memorial Lake located in the southwestern portion of the City is a 43-acre manmade lake created by damming the West Branch of the Baraboo River. The dam is located on the east end of the lake, off of East Mill Road. The City owns the land that surrounds this facility, which is currently undeveloped and in a floodplain.

Boat Access: The City owns and maintains a small boat launch ramp along western shoreline of Field Veterans Memorial Lake, which is located in the southwestern corner of the City, near the intersection of STH 80 and CTH Q.

Settlers Park: This 2.5-acre park, which is located southwestern portion of the City, at the intersection of Elm Avenue and STH 80, was created by the City in 1998. The principal feature

at the park is a State Historical Society monument that commemorates the “African-American Settlers of Cheyenne Valley”. The park provides bank fishing access to the Baraboo River. An unimproved pedestrian access under the STH 80 bridge to Field Veteran Memorial Park is located on the south side of the highway.

Municipal Swimming Pool: This city owned and maintained swimming pool was constructed 20 years ago. It includes restrooms and shower/locker facilities. A children’s wading pool is also located at the site.

Tennis and Basketball Courts: This large asphalt area, next to the city public library, provides opportunity for sports requiring a hard playing surface. The City owns and maintains the facility.

Hillsboro-Union Center State Trail: This abandoned right-of-way of the Hillsboro and Northeastern Railroad is owned by the Wisconsin Department of Natural Resources. It is maintained and operated jointly by Juneau County, Vernon County, and the City of Hillsboro. The 4.5-mile trail is graded and surfaced with packed limestone. It connects to the “400” State Trail at Union Center. The “400” State Trail connects to the Elroy-Sparta and Omaha state trails in the City of Elroy.

School Open Space: The Hillsboro High and Elementary schools are located in two separated buildings on the same parcel of land. At the site, there is a regulation baseball diamond with lights, bleachers, and a drinking fountain. This facility is available only for school sanctioned activities during the school year, but is made available for use by organized leagues in the summer. Also located on the school property are a practice ball diamond, two playground areas, basketball hoops, and the Gordon Shold Memorial Field (football field).

Firemen’s Park: This park is located west of the City of Hillsboro, along STH 33/82. It is owned by a non-profit organization. The primary uses of the park are for organized league softball and group picnics. Facilities found at the site include a picnic shelter, a covered open-sided shelter for large gatherings, restrooms, and a softball field with bleachers.

6.2 Historical and Cultural Resources

Below is a list of resources within the Hillsboro area that are considered historically or culturally significant.

Cesky Den: This event, which celebrates the area’s Czechoslovakia heritage, is held annually at Firemen’s Park on the second weekend in June. The celebration attracts thousands of visitors each year that enjoy Czech crafts, games, music, dancing, and food.

Fireman’s Labor Day Fair: This annual four-day festival takes place in the City of Hillsboro on Labor Day weekend. It is the largest festival held in the Hillsboro area. The event features a parade, a carnival, a junior fair, entertainment, and food.

Round Barns: Vernon County has 15 round barns still standing, which were built during the late 1800s or early 1900. Three of these round barns are located in the Hillsboro area. The County has the highest concentration of round barns of any county in the nation. Most of these barns were constructed for use in dairy farming. Round barns were built in the area during the late 1800s and early 1900s because the structures utilized space more efficiently and better accommodated new dairy farming technologies of the era. Many of the round barns in Vernon County were designed and constructed by Algie Shivers, who was a free African American whose origin traced back to tri-racial communities in North Carolina and Indiana.

African American Settlers: Wisconsin's largest rural African American settlement in the 19th century was the Hillsboro area, or Cheyenne Valley. The State's early defiance of the 1850 Fugitive Slave Act and the later demise of the slavery system after the Civil War encourage freed slaves to settle in Wisconsin. Nearly 150 African Americans, with the assistance of the Quaker religious order, came to the Hillsboro area to settle, where they successfully farmed. The African American settlers socialized well with neighboring European Americans, including establishing the State's first integrated schools, churches, and sporting teams. During the early-to-mid 20th Century, with the advent of the automobile and other elements of change, the Hillsboro area saw a gradual decline of the rural African American population. A state historic marker is located at the intersection of Elm Avenue and STH 80 in the southwestern portion of the City of Hillsboro, which identifies the historical African American influence in the Hillsboro area.

Amish: More Amish families reside within Vernon County than any other place in the State of Wisconsin. Many of these families live on farms in areas surrounding the City of Hillsboro. Most of the Amish settled into the Hillsboro area during the last ten years.

Historical Resources

Wisconsin communities have a rich assortment of properties and structures with architectural, historical, archeological, and/or cultural significance. These may include Indian burial mounds, public or commercial buildings, private homes, or barns and bridges. The presence of these historic places in a community helps to promote a sense of place and creates an association with the past.

Many times, historic properties may carry some type of designation, such as a listing on a state or national historic register. Other properties may be eligible for inclusion into such historic registers. When addressing historic preservation, efforts should include all historic structures, regardless of special designation.

State Register of Historic Places - To be listed on the state register, a property/structure must be at least 50-years old, not significantly altered, and meet one of the following five criteria:

- Made, or was associated to, a significant contribution to history
- Associated with the lives of persons significant in the past
- Has architectural significance
- Represents a significant and distinct entity
- Yields important information to history/pre-history

According to records at the Wisconsin State Historical Society no sites or structures within the City of Hillsboro are located on the State Historical Register.

National Register of Historic Places – Established under the National Historic Preservation Act of 1966. The National Register includes properties of national, state, and local significance and must satisfy criteria similar to those of the State register.

According to records at the Wisconsin State Historical Society no sites or structures within the City of Hillsboro are located on the National Historical Register.

Wisconsin Architecture and History Inventory – This inventory contains data on buildings, structures, and objects that are unique to Wisconsin's history, and is a permanent record maintained by the Wisconsin Historical Society.

According to records at the Wisconsin State Historical Society thirty (30) sites, structures, or objects within the City of Hillsboro are listed in the Wisconsin Architecture and History Inventory. Based on this inventory, Hillsboro has many structures/sites of historical and architectural significance. If the City (or private individual/group) is interested in historical preservation, information is available from the State Historical Society. In addition, tax incentives and sources of funding are available from State and Federal sources. To help protect these resources, the City has adopted an historic preservation ordinance.

6.3 Issues, Opportunities, and Constraints

The recreational resources within the Hillsboro area offer local and out-of-town outdoor enthusiasts a wealth of opportunities. Many of these resources take advantage of the area's many beautiful natural features. However, the area lacks certain types of recreational facilities, such as nature based outdoor recreation facilities (campgrounds, trails/pathways, fishing/boating facilities, picnic facilities, etc.) and sport fields. There is a need to create new park and recreation facilities and preserve land within the City and the City's planning area for future facilities to be enjoyed by current and future generations.

The City currently owns a parcel of land located just south of Field Veteran Memorial Lake, which would be suitable for a future park and recreation facility.

The City needs to continue to support and preserve the many cultural and historical resources in the Hillsboro area, including the annual "Cesky Den" celebration and the area's round barns.

The establishment of trails and pathways that intra-connect existing and future park and recreation facilities within the City would improve access to these facilities and enhance the City's park system.

The 4.5-mile Hillsboro-Union Center State Trail should continue to be enhanced and promoted as a major recreational attraction in the Hillsboro area. The City should explore the reuse of an abandon sawmill located at the head of the trail for a public campground to be used by trail

users. Other potential improvement projects include aesthetic enhancements to the trailhead area, adding directional signage, and connecting the trailhead to city attractions (dam open space, parks, downtown, etc.). Funding options for making these improvements should be explored.

The Municipal Swimming Pool needs to be upgraded with modern amenities, including new slides. The City currently has no indoor swimming pool.

The City currently does not have a public beach area for residents or visitors.

The construction of a round barn replica at Settler Park could be used as an area visitor center and a museum focusing on all ethnic groups that settled in the Hillsboro area and the integration of these groups.

Improvements to the City's boat launch area, including grade reduction of the ramp, erosion control, and the construction of fishing facilities, would enhance surface water resource recreational activities in the area.

NATURAL RESOURCES

7.0 Introduction

Natural resources, including soils, topography, surface water resources, and other natural features, have a profound effect on a community's development. These physical features directly or indirectly constrain or encourage growth; for example, soil types often affect the ability of a community to provide high quality water and wastewater services. The natural resources that occur in certain areas are often a primary factor in the establishment and growth (or decline) of communities.

Natural resources are often interrelated, and disturbance in one area can potentially affect other areas. From a planning standpoint, it is important to understand these interrelationships, and the role that natural resources play in determining a community's future development. The following element profile describes the natural resource characteristics found within the Hillsboro area.

7.1 Topography

Topography, or the configuration of a land area's varying elevation, is an important planning consideration. Land use and required maintenance depend to a large degree upon slope. While steep slopes can provide attractive views and recreational opportunities, building development can be adversely impacted.

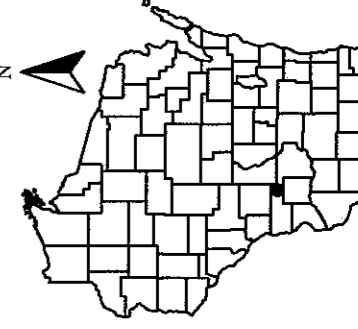
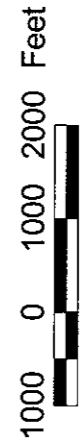
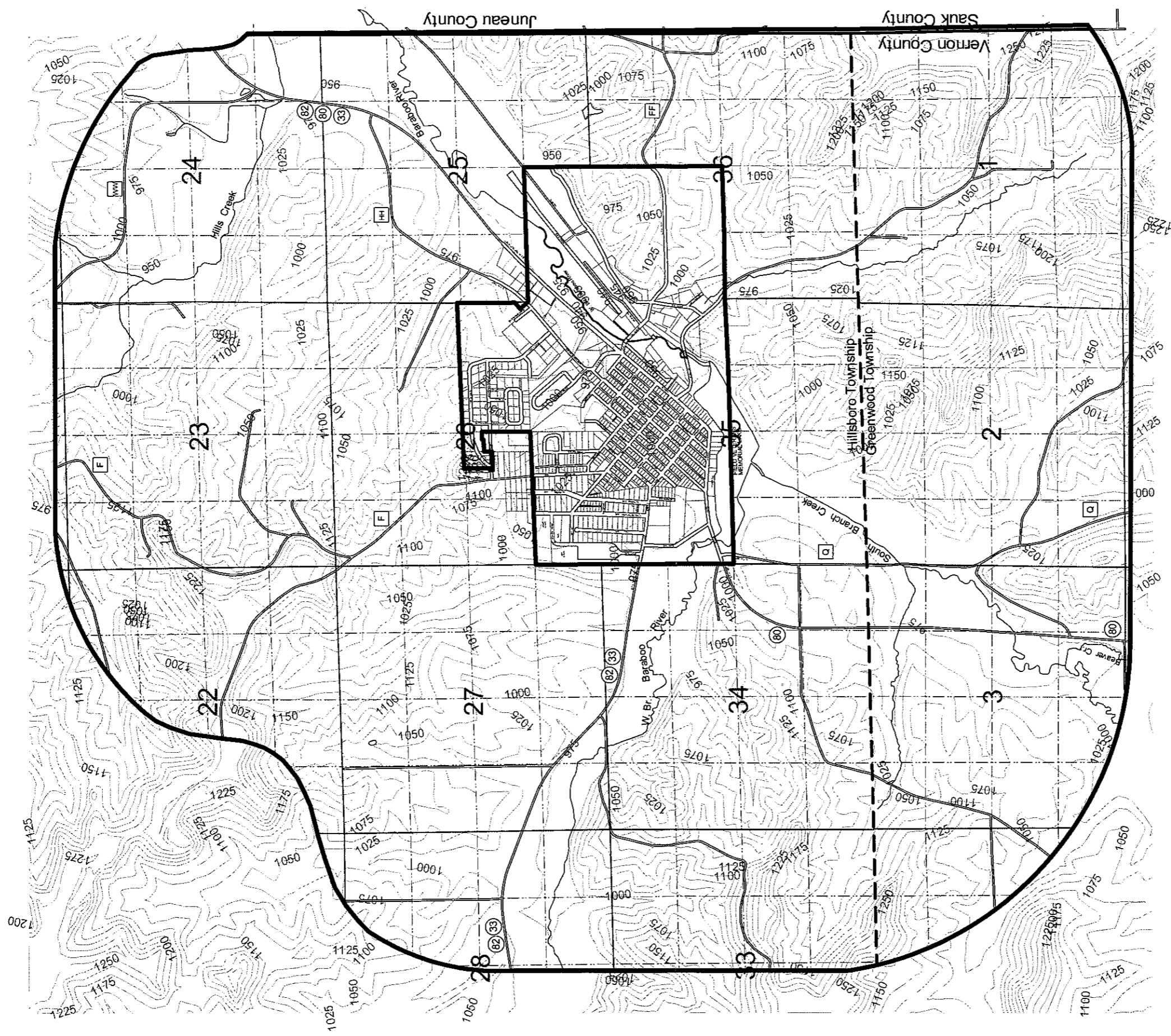
In the Hillsboro area, the topography is mostly hilly (Map 7-1). The topography of the City of Hillsboro is hilly in the southeastern and northwestern portions of the City and flat through the central portion, along the West Branch of the Baraboo River and Field Veterans Memorial Lake. Within the City's planning area, the flattest areas run along the Baraboo River, South Branch Creek, Beaver Creek, and Hills Creek. The elevation within the Hillsboro area ranges from about 1,280 feet above sea level in the northwestern and southeastern portions of the City's planning area, to about 950 feet above sea level in the City, near Field Veterans Memorial Lake.

7.2 Wetlands

Within the City's corporate limits, wetlands are primarily located along the West Branch of the Baraboo River (Map 7-2). Large areas of wetland are located along the river in the northeastern and southwestern portions of the City. These wetlands extend west and northeast along the river into the Town of Hillsboro. In addition to the Baraboo River, a large wetland area is found in the northeastern portion of the City planning area, along Hills Creek. Other scattered wetland areas are found in the western and southwestern portions of the planning area.

Wetlands are defined as those areas between terrestrial and aquatic systems where the water table is at, near, or above the land surface for a significant part of most years, and include marshes, mudflats, wooded swamps, and wet meadows. The presence of wetlands in an area can limit the type of development that can occur. Developments in wetland areas are regulated by the Wisconsin Department of Natural Resources and in some cases U.S. Army Corps of Engineer.

MAP 7-1 CITY OF HILLSBORO PLANNING AREA VERNON COUNTY, WISCONSIN DRAFT TOPOGRAPHY MAP



Key

- Planning Area
- Corporate Limits
- Contours (25 foot interval)



7.3 Flood Hazard Areas

The flood hazard areas (100-year and 500-year) within the City of Hillsboro and its planning area as mapped by the Federal Emergency Management Agency (FEMA) are principally located along the West Branch of the Baraboo River, Field Veterans Memorial Lake, South Branch Creek, Beaver Creek, and Hills Creek (Map 7-2). The Baraboo River flows west-east and southwest-northeast through the southern and eastern portions of the City and the western and eastern portions of the City's planning area. Field Veterans Memorial Lake, which is a manmade lake created from a dam along the Baraboo River, is located in the south central portion of the City. South Branch, Beaver, and Hills creeks are tributaries of the Baraboo River. South Branch and Beaver creeks flow south-north through the southern portion of the City's planning area. The South Branch Creek flows into Field Veterans Memorial Lake, just south of the city limits. Hills Creek flows northwest-southeast through the northeastern portion of the planning area.

A 100-year flood hazard area is defined as an area in which there is a one percent chance of a flood occurring in any given year, while a 500-year flood hazard area has a 0.2 percent chance of a flood occurring in any given year. Due to the potential for property damage and health and safety risks, there are restrictions on development within designated flood hazard areas.

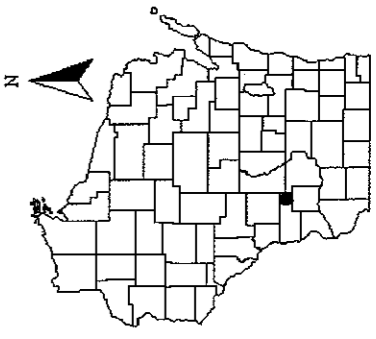
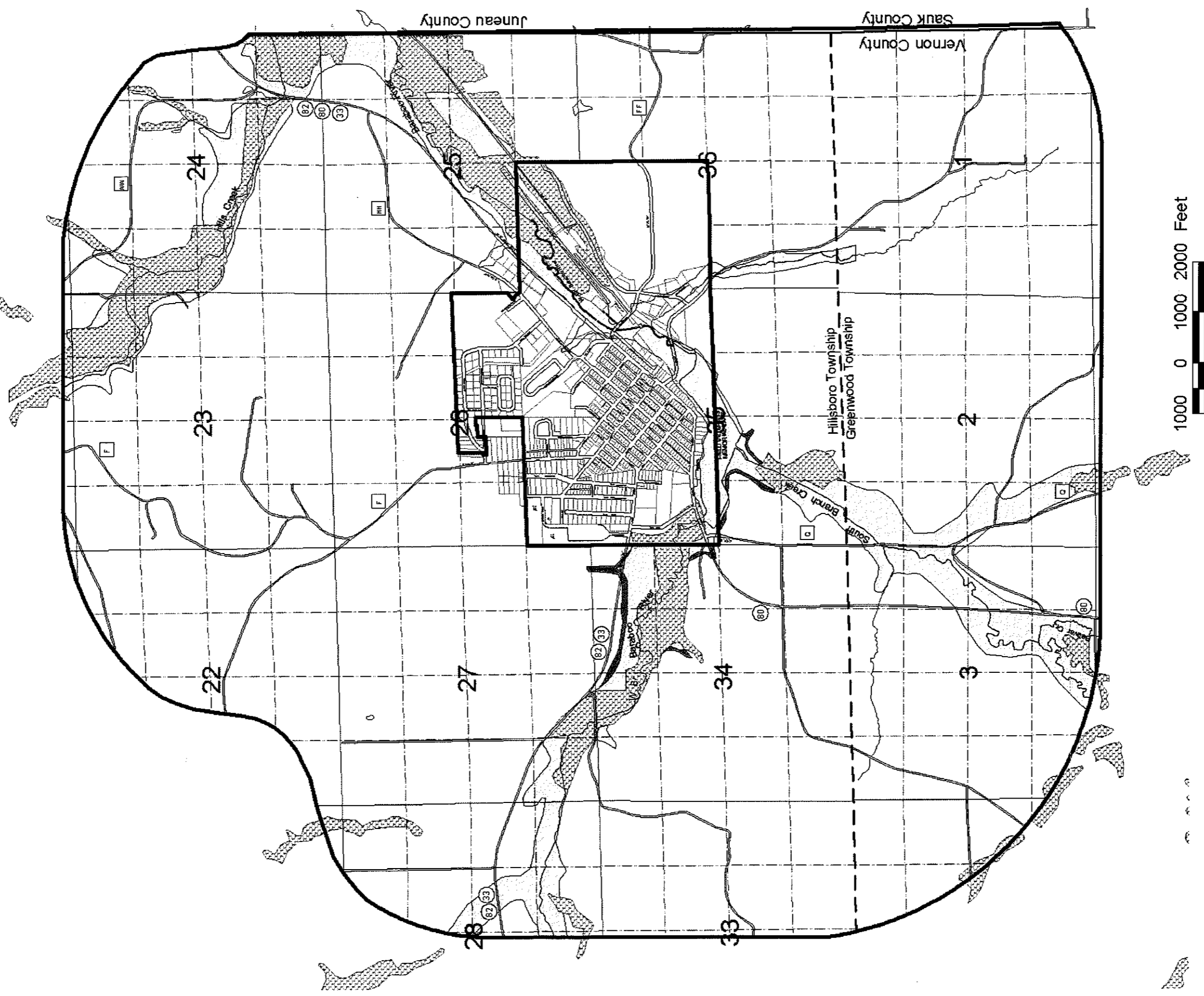
7.4 Surface Water Resources

Surface water resources serve a valuable function within the Hillsboro area. Many recreational activities within the area, such as fishing, boating, and swimming, depend on the surface water resources. The quantity and quality of water are very important. In terms of recreational opportunity, the larger the number of water resources, the more activities that can be promoted to draw tourists to an area.

The most significant water features in the Hillsboro area are Field Veterans Memorial Lake and the West Branch of the Baraboo River (Map 7-2). Field Veterans Memorial Lake, which is a manmade lake from the Baraboo River and South Branch Creek, is found in the south central portion of the City of Hillsboro. Most of the north central shoreline area of this lake is developed. The northwestern and northeastern shoreline areas are in park and recreation use. The majority of the land along the southern shoreline is either in agricultural production or vacant.

The Baraboo River flows west-east and southwest-northeast through the City of Hillsboro and the City's planning area. About 3-1/2 miles northeast of the City, near Union Center, the river flows into the main branch of the Baraboo River. Southeast of Union Center, the river flows through Reedsburg and Baraboo. It eventually flows into the Wisconsin River about four miles south of Portage. Some of the shoreline areas along the Baraboo River within the City are developed. In the City's planning area, most of the shoreline areas along the river are undeveloped. The three creeks located in the Hillsboro area (South Branch, Beaver, and Hills) are all tributaries of the West Branch of the Baraboo River.

MAP 7-2 CITY OF HILLSBORO PLANNING AREA VERNON COUNTY, WISCONSIN DRAFT WATER RESOURCES MAP

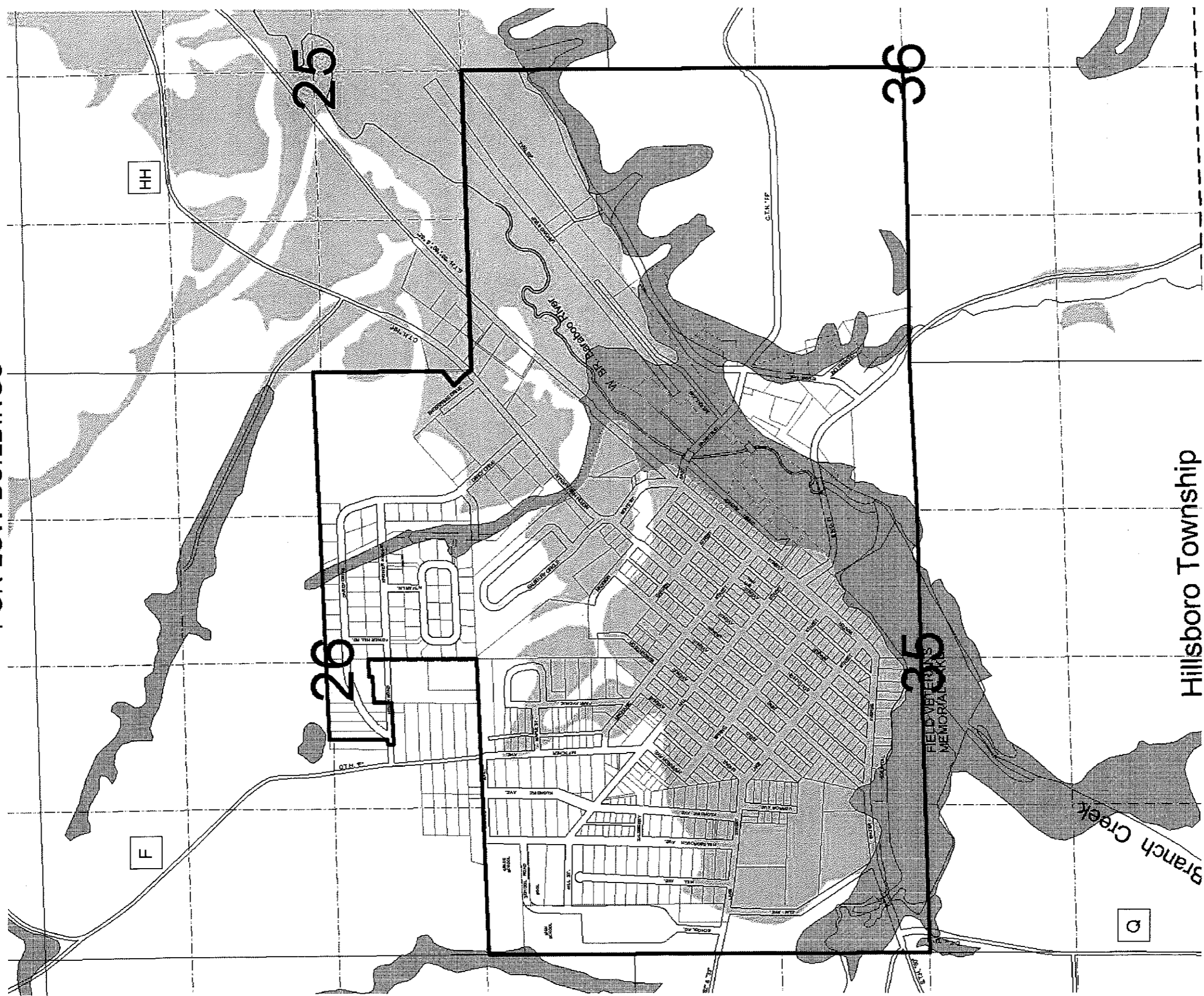


Water Resources Key

	Planning Area
	Corporate Limits
	Water Resources
	Wetlands
	Flood Plain
	100 year
	500 year

Date: 02-14-02
 Drafted: LSR
 File: g projects maps wi city hillsb arcview
 Note: land use observed from 1995 orthos provide by Vernon Co.

MAP 7-3 CITY OF HILLSBORO PLANNING AREA VERNON COUNTY, WISCONSIN SEVERE LIMITATIONS FOR FOUNDATIONS FOR LOW BUILDINGS



Key

Planning Area

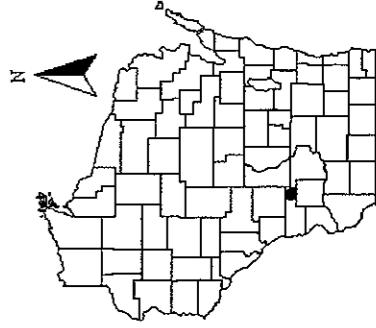
Corporate Limits

Severe Limitations

NA

00

Soils



7.5 Soils

One general soil association, Norden-Fayette, is found in the City of Hillsboro and the City's planning area. A general soil association is made-up of two or more geographically associated soils. Norden-Fayette soil association is characterized as nearly level to very steep, moderately deep to deep, well drained loamy soils on valley slopes and bedrock benches. The soils in the association are suited for dairy and general farming. Most of the cultivated crops occur along bottom lands, valley slopes, or bedrock benches. Erosion is a major problem for areas located within the Norden-Fayette soil association. Many areas receive runoff from higher soils. The building site development and sanitary facility limitations for each soil type found in the City of Hillsboro and the City's planning area are detailed in Table 7-1. Severe limitations for sewage disposal and foundations for low buildings are graphically depicted on maps 7-3 and 7-4.

Table 7-1
Building Site Development and Sanitary Facility Limitations in the Hillsboro Area by Soil Types

Soil Types	Highway Sub-grade	Foundations for Low Buildings	Sewage Disposal
Ad and Al, Alluvial	na	na	Na
Ar, Arenzville	Severe: Substratum has very low stability and very low bearing capacity when wet	Moderate to Severe: liquifies easily and flows as a viscous fluid; highly susceptible to frost heave and subsequent loss of strength; fair shear strength; low compressibility	Severe: occasional flooding; filter fields will not function when flooded
Bo, Boaz	Very severe in subsoil: elasticity; severe in substratum: generally unstable; moderate shrink-swell potential; flooding common	Moderate to severe: highly susceptible to frost heave and subsequent loss of strength; low cohesion when wet causes settlement; fair shear strength; liquifies easily	Severe: fluctuating water table; flooding common
CaB and CaC, Chaseburg	Severe in substratum: very low stability and very low bearing capacity when wet	Moderate to severe: liquifies easily and may flow if saturated; highly susceptible to frost heave and subsequent loss of bearing strength	Severe: occasional flooding; filter fields will not function when flooded

Soil Types	Highway Sub-grade	Foundations for Low Buildings	Sewage Disposal
DmB2, DmC2, and DmD2, Downs	Severe: low bearing capacity; high shrink-swell potential	Moderate to severe: highly susceptible to frost heave and subsequent loss of bearing strength; low cohesion when wet causes settlement; moderate compressibility; moderate shear strength	Slight: moderate permeability
DsC, DsD, DsC2, and DsD2, Dubuque	Severe in subsoil and upper substratum; highly plasticity; high shrink-swell potential; elasticity; slight in lower substratum: dolomite	Slight where footings are on bedrock; very severe where footings are in clay residuum; clay residuum has high shrink-swell potential; poor shear strength; very high compressibility	Severe: clayey subsoil; possible contamination of ground water through fractured bedrock
DvD, Dunbarton	Severe: high shrink-swell potential in subsoil; high plasticity	Slight: shallow to bedrock	Very severe: shallow to bedrock; probable contamination of ground water
Et, Ettrick	Severe in subsoil and substratum; high plasticity; moderate shrink-swell potential; elasticity	Severe: high compressibility; fair shear strength; high water table; moderate shrink-swell potential	Very severe: high water table
FaB, FaB2, and FaC2, Fayette, Silt Loam, Benches	Severe in subsoil: elasticity; moderate shrink-swell potential; severe in substratum; unstable	Moderate to severe: highly susceptible to frost heave and subsequent loss of strength; low cohesion when wet causes settlement; fair shear strength; liquifies easily	Slight: possible infiltration of silt into drain pipes and gravel beds

Soil Types	Highway Sub-grade	Foundations for Low Buildings	Sewage Disposal
FuB, FuB2, FuC, FuC2, FuD, FuD2, FuE2, FvC, FvC2, FvD, FvD2, and FvE2, Fayette, Silt Loam, Uplands, and Silt Loam	Severe in subsoil: high plasticity; high shrink-swell potential; severe in substratum: moderate shrink-swell potential; low bearing capacity	Moderate to severe: highly susceptible to frost heave and subsequent loss of strength; low cohesion when wet causes settlement; moderate compressibility; moderate shear strength	Moderate: moderate permeability
GaC2, GaD2, GaE, and GaE2, Gale	Moderate in subsoil: low bearing capacity; slight in substratum; lacks cohesiveness when dry	Slight: very low compressibility; may liquify and flow if excavated below water table	Moderate: bedrock near surface in places
HiC2, HiD2, and HiE2, Hixton, Loam	Moderate in subsoil: moderate shrink-swell potential; little pavement distortion; slight in substratum; high stability	Slight: very low compressibility; good shear strength; flows if saturated	Moderate: free drainage at depth of three feet
HsD2, HsE, HsE2, and HtF, Hixton, Sandy Loam and Complex	Moderate in subsoil: moderate shrink-swell potential; little pavement distortion; slight in substratum: high stability	Slight: very low compressibility; good shear strength; flows if saturated	Moderate: free drainage at depth of three feet
Hu, Houghton	Very severe: organic soil	Very severe: organic soil	Very severe: high water table
Hv, Huntsville	Severe in subsoil and substratum: unstable; low bearing capacity	Moderate to severe: highly susceptible to frost heave and subsequent loss of strength; liquifies when saturated; fair shear strength; moderate compressibility	Severe: occasional flooding; filter fields will not function when flooded
Ls, Lawson	Severe in subsoil and substratum: unstable at any moisture content; low bearing capacity	Moderate to severe: highly susceptible to frost heave and subsequent loss of strength; liquifies when saturated; fair shear strength; moderate compressibility	Very severe: frequent flooding; filter fields will not function when flooded

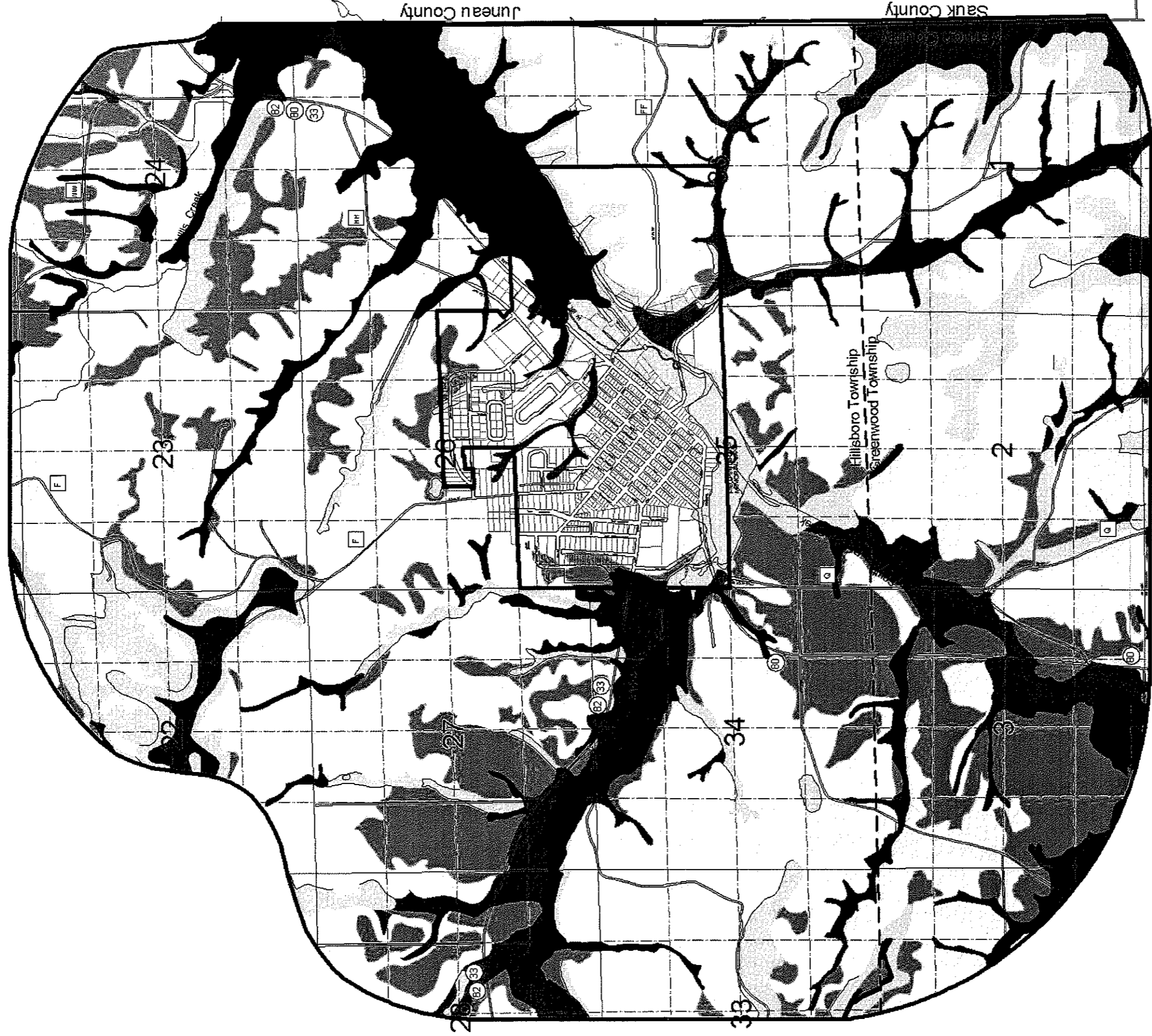
Soil Types	Highway Sub-grade	Foundations for Low Buildings	Sewage Disposal
LtC2, LtD2, and LtE2, Lindstrom	Severe in subsoil: loss in bearing capacity when wet; severe in substratum	Moderate to severe: highly susceptible to frost heave and subsequent loss of strength; saturation causes loss of cohesion and results in settlement; moderate compressibility; moderate shear strength	Slight: moderate permeability
Ma, Marsh	na	na	na
NfD2, NfE, NfF, NfE2, NIC2, NID, NID2, NIE, NIE2, NoB2, NoC2, NoD, NoD2, NoE, NoE2, and NoF, Norden	Very severe in subsoil: moderate shrink-swell potential; low bearing capacity; slight in substratum: sandstone bedrock	Slight if footings are in bedrock	Slight in most places; severe in substratum where soil is shallow over bedrock
Or and Ow, Orion	Severe in subsoil and substratum: low stability and low bearing capacity	Moderate to severe: liquifies easily and may flow if excavated while saturated: highly susceptible to frost heave and subsequent loss of bearing strength; moderate compressibility	Very severe: frequent flooding; filter fields will not function when flooded
PaC, Palsgrove	Severe in subsoil and upper substratum: high plasticity; moderate shrink-swell potential; elasticity; slight in lower substratum: dolomite	Slight if footings are in dolomite bedrock; very severe if footings are in clay residuum; clay residuum has high shrink-swell potential; poor shear strength; very high compressibility	Moderate where layer of clay is thick enough and permeable enough to absorb effluent
RbC2 and RbD2, Rockbridge	Severe in subsoil: moderate shrink-swell potential; low bearing capacity; slight in substratum; lacks cohesiveness when dry	Slight: good shear strength; very low compressibility	Moderate: free drainage at three to four feet

Soil Types	Highway Sub-grade	Foundations for Low Buildings	Sewage Disposal
RoA and RoB, Rozetta	Severe in subsoil: moderate shrink-swell potential; low bearing capacity; elasticity; severe in substratum; unstable	Moderate to severe: highly susceptible to frost heave and subsequent loss of strength; low cohesion when wet causes settlement; fair shear strength; liquifies easily	Moderate: possible infiltration of silt into drain pipes and gravel filter beds; severe where drainage is poor
SkF, Stony rock land	na	na	na
SuA and SuB, Stronghurst, Silt Loam, Benches	Severe in subsoil: moderate shrink-swell potential; elasticity; severe in substratum: unstable	Moderate to severe: highly susceptible to frost heave and subsequent loss of bearing strength; low cohesion when wet causes settlement; fair shear strength; liquifies easily	Severe: fluctuating water tables; liquifies easily; possible infiltration of silt into drain pipes and gravel filter beds
TaB and TaC2, Tama	Severe in subsoil: moderate shrink-swell potential; low bearing capacity; elasticity; severe in substratum: low bearing capacity	Severe: expansive when wet; fair shear strength; moderate compressibility	Slight: moderate permeability
TeC2 and TeD2, Tell	Severe in subsoil: moderate shrink-swell potential; low bearing capacity; slight in substratum: lacks cohesiveness when dry	Slight: good shear strength; very low compressibility; liquifies easily	Moderate: free drainage at two to three feet
Tr, Terrance Escarpments, Loamy	Variable in subsoil	Variable	Very severe: steep slope
WoA, WoB, and WoC, Worthen, Silt Loam	Severe in subsoil and substratum: very low stability; low bearing capacity	Moderate to severe: highly susceptible to frost heave and subsequent loss of bearing strength; liquifies when saturated; fair shear strength; moderate compressibility	Severe: occasional flooding; filter fields will not function when flooded

Note: Shrink-swell: The shrinking of soil when dry and the swelling when wet.

Source: United States Department of Agriculture, Soil Conservation Service, Soil Survey Vernon County, Wisconsin, 1969.

MAP 7-4 CITY OF HILLSBORO PLANNING AREA VERNON COUNTY, WISCONSIN SEVERE LIMITATIONS FOR SEWAGE DISPOSAL



Key

Planning Area

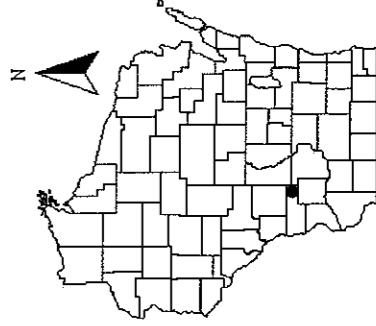
Corporate Limits

Soils

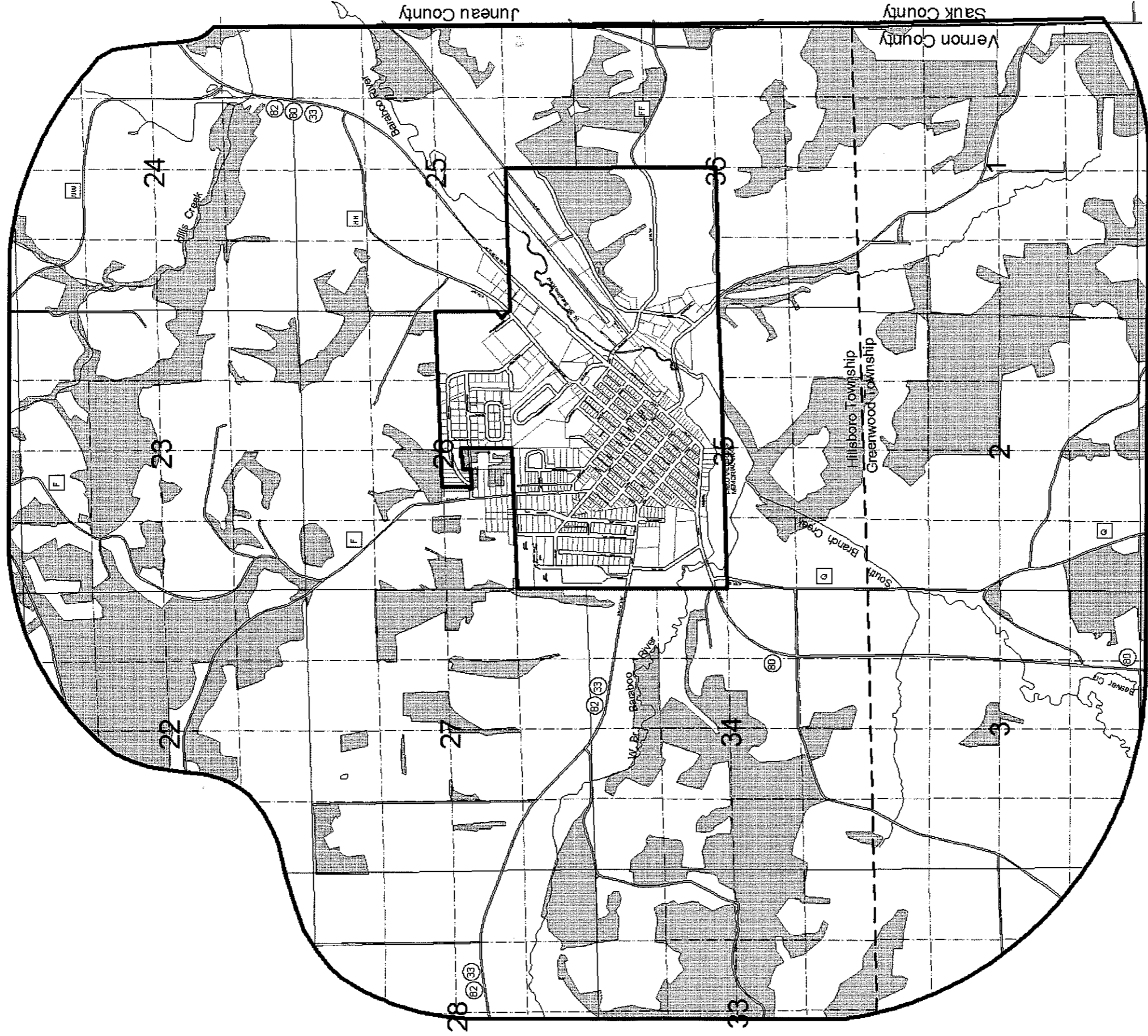
Severe Limitations

NA

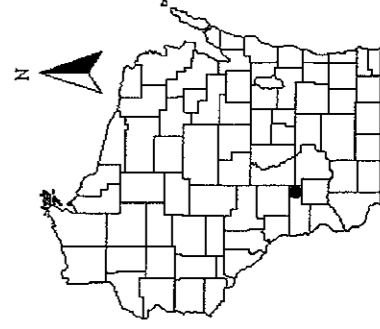
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MAP 7-5 CITY OF HILLSBORO PLANNING AREA VERNON COUNTY, WISCONSIN DRAFT WOODED LANDS MAP



1000 0 1000 2000 Feet



Wooded Lands Key

- Planning Area
- Corporate Limits
- Wooded Lands

Date: 02-14-02
 Drafted: LSR
 File: g projects maps wi city hillsb arcview
 Note: land use observed from 1995 orthos provide by Vernon Co.

7.6 Woodlands

The Hillsboro area contains scattered areas of woodlands (Map 7-5). Most of the area's woodlands are found in the towns of Hillsboro and Greenwood on privately owned parcels between 40 and 160 acres in size. The majority of these parcels have a mix of wooded and agricultural areas. Typically, the woodland portions of the parcels are located in areas not well suited for agricultural production, including bluff ridges. The largest woodland area found within the City of Hillsboro is located in the eastern portion of the City, between CTH F and the Hillsboro-Union Center State Trail.

7.7 Agricultural Lands

Land in agricultural production is found throughout the Hillsboro area (Map 7-6). The majority of this land is located outside of the City of Hillsboro, within the City's planning area. In the hilly bluff country that surrounds the City, scattered parcels of land are in agricultural use. Most of this land is being cultivated for dairy and beef farm operations. Because of surrounding topography prime farmland (see Map 7-3) in agricultural production is primarily limited to valleys. Within the City of Hillsboro, parcels of land in the southeastern corner of the City, north and south of CTH F, are in agricultural production.

7.8 Issues, Opportunities, and Constraints

The Hillsboro area has many beautiful natural resources, including wooded bluffs and surface water resources. The area's natural resources are a key factor in the local quality of life. The protection of these valuable resources is of upmost importance, so future generations may enjoy them.

Promoting the area's natural resources as havens for outdoor activities, such as hunting and fishing, will improve the economy and tourism within the area.

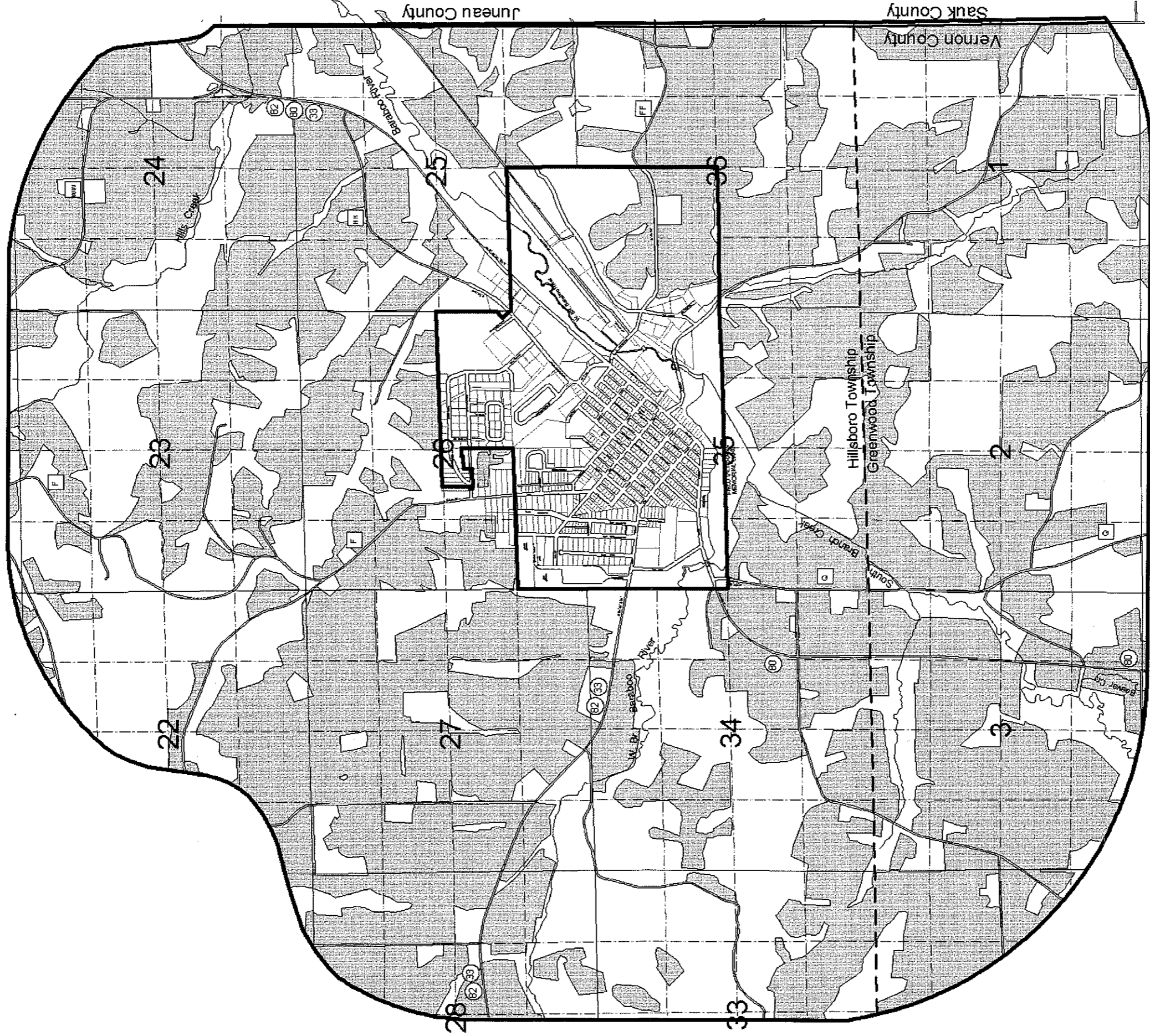
The Hillsboro area has a shortage of temporary housing for individuals and families visiting the area for outdoor activities, including campgrounds, RV parking, hotels, motels, etc.

The area's unique natural resources are attracting new residents into the area, who are purchasing land for recreational and seasonal uses. Much of the land that is being purchase in the area was once in agricultural use.

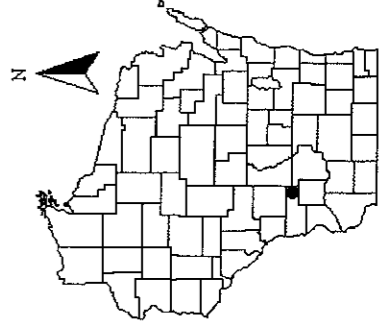
Many small-to-median size farms in the Hillsboro area are consolidating into larger farming operations, or are being purchase and taken over be larger operations. In general, these larger farming operations have more capital, better farming equipment, and better soil management.

Some traditional farms within the area are converting to specialty types of farms that are smaller but produce higher yields.

MAP 7-6 CITY OF HILLSBORO PLANNING AREA VERNON COUNTY, WISCONSIN DRAFT AGRICULTURAL LAND MAP



1000 0 1000 2000 Feet



Agriculture Lands Key

- Planning Area
- Corporate Limits
- Agriculture Lands

Date: 02-14-02
 Drafted: LSR
 File: g projects maps wi city hillsb arcview
 Note: land use observed from 1995 orthos provide by Vernon Co.

Protecting the area's surface water resources from agricultural run-off is a concern. Silt build-up in Field Veterans Memorial Lake is a problem.

LAND USE

8.0 Introduction

The analysis of land use serves as a fundamental element in comprehensive planning. A review and assessment of both the type and quantity of land uses in a community through time is an indication of the pace of community development. After mapping and analyzing growth trends, land use analysis may be used in conjunctions population and housing trends and projections to anticipate future physical growth potential. Growth potential may then be compared to the various community policies and values to assess desired types, amounts, and directions of growth.

8.1 Existing Land Use

The following examines the existing land use pattern for the City of Hillsboro and the City's planning area based on a windshield survey conducted within the City in May 2001 and the interpretation of air photos from 1995 for the planning area. Modifications were made to draft existing land use maps for the City and the planning area based on discussions with the city plan commission and staff.

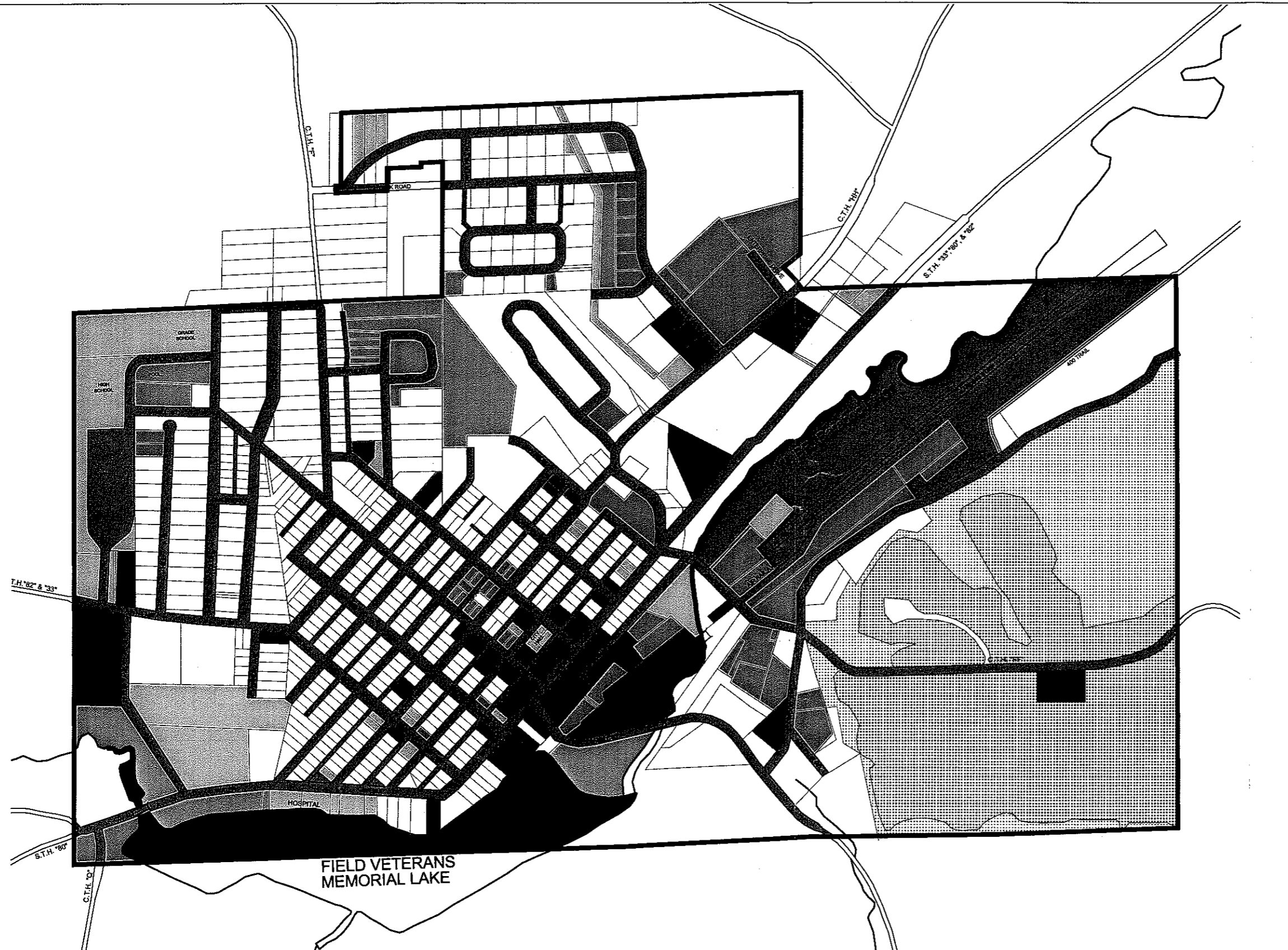
The inventory of existing land use patterns within the City and the City's planning area was divided into 14 categories. These categories are depicted on Maps 8-1 and 8-2 and broken down into acreage in Table 8-1. The City is composed of 804 acres, of which 443 acres, or 55 percent is considered developed to some extent.

Residential

About 18.2 percent of the City's total acreage is in single-family residential use. This use makes up about 33 percent of the developed acreage in the City. Single-family residential use areas are primarily concentrate in the central and western portions of the City, northwest and north of Water Avenue. Newer single-family homes have mainly occurred in the far north central portion of the City, within Tinkers Bluff Subdivision. Within the City's planning area, only about 1.6 percent of the land is in single-family residential use. The largest concentrations of single-family residential units are found in close proximity to the City and in the northern portion of the planning area. The estimated mean housing value in 2001 for the City of Hillsboro is \$51,304.

Multi-family residential use makes up approximately three percent of the total land within the City and 5.4 percent of the developed land. Most of the multi-family units are found in the central portion of the City. Manufactured home residential use only accounts for about 0.2 percent of the City's total land area and 0.4 percent of the developed land. The manufactured home units are found along Mechanic and Madison streets.

MAP 8-1 CITY OF HILLSBORO VERNON COUNTY, WI. EXISTING LAND USE



Land Use Key

Corporate Limits

Wetlands

Existing Land Use

Single Family Residential

Multi-Family Residential

Manufactured Home Residential

Farmstead

Commercial

Industrial

Parks and Recreation

Public

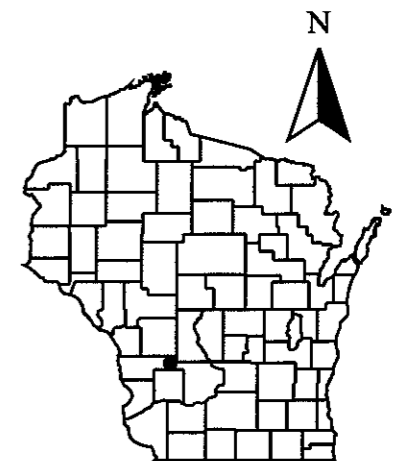
Open Space / Vacant

Transportation

Water

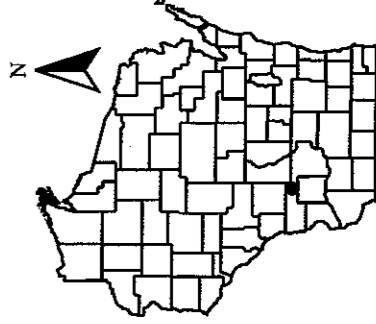
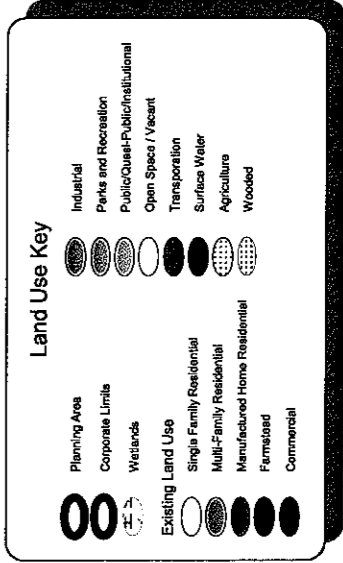
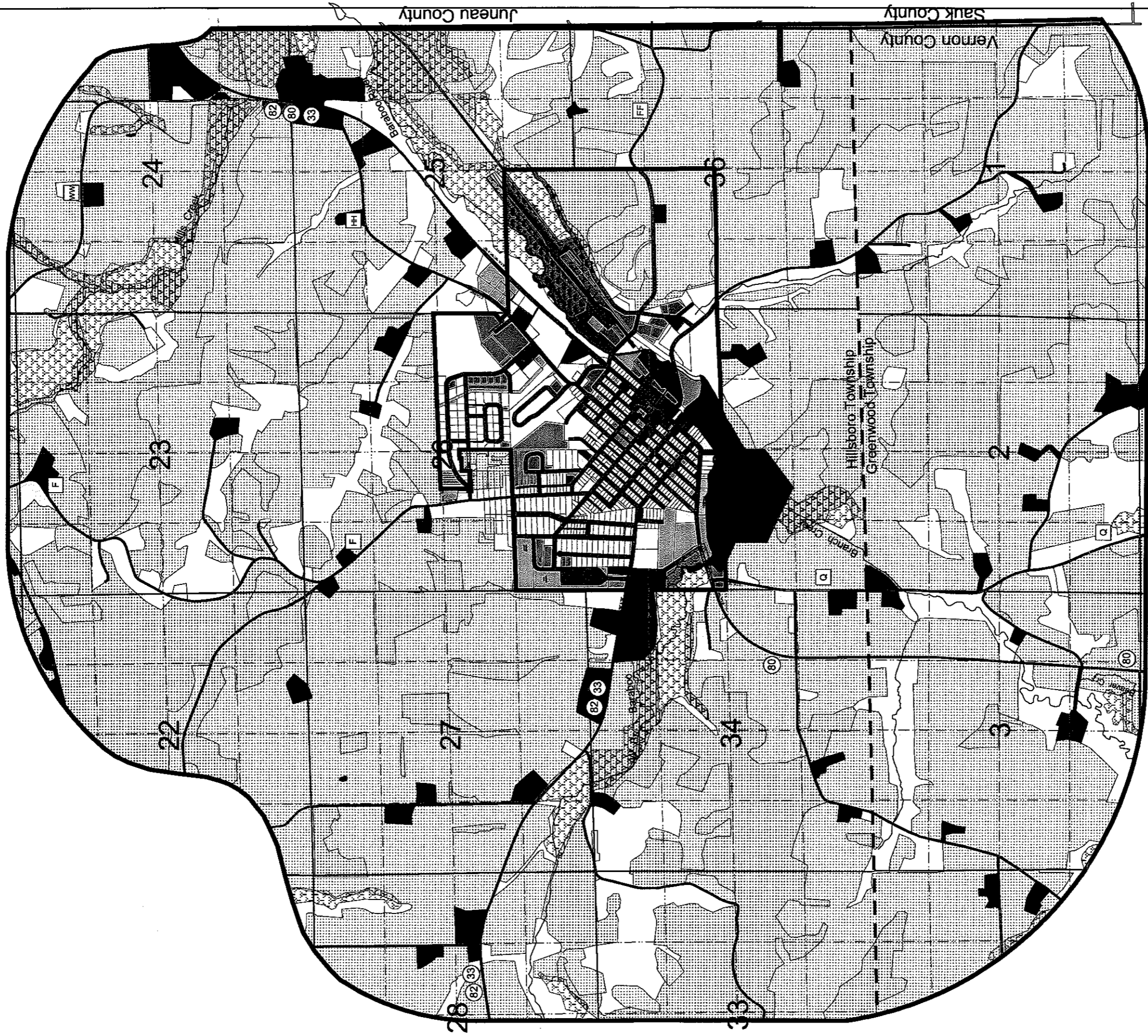
Agriculture

Wooded



Date: 02-14-02
 Drafted: LSR
 File: g projects maps wi city hillsb arcview
 Note: base data provided by Vernon Co.

MAP 8-2 CITY OF HILLSBORO PLANNING AREA VERNON COUNTY, WISCONSIN LAND USE MAP



Date: 02-14-02
 Drafted: LSR
 File: g projects maps wi city hillsb arcview
 Note: land use observed from 1995 orthos provide by Vernon Co.

Farmstead

One farmstead is currently located in the City of Hillsboro. This farmstead, which accounts for about 1.8 acres (excluding land in crop production), is located in the southeastern portion of the City, along CTH FF. Within the City's planning area, farmsteads (full-time, part-time, lease, and hobby) accounts for 172.4 acres (excluding land in crop production), or 2.3 percent of the total land within the area and 38 percent of the developed land. These farmsteads are scattered throughout the planning area.

Commercial

Almost 34 acres of the City is in commercial use. This figure accounts for 7.6 percent of the City's total developed land area and 4.2 percent of the total land area. The main clusters of land in commercial use are found in the south central portion of the City, within the City's central business district. Newer commercial developments have primarily occurred in the northeastern portion of the City, within the City's industrial park and along STH 33/80/82. Forty-seven acres, or 0.6 percent of the City's planning area is in commercial use. Commercial developments along STH 33/80/82, east of the City, account for all of this acreage.

Industrial

Thirty-two acres of land within the City is currently in industrial use, which accounts for about 7.3 percent of the City's total developed land area and four percent of the total land area. The City's two major industrial use areas are found in the south central portion of the City, between Crest and Wood avenues, and in the northern portion of the City, within the City's industrial park.

Public and Quasi-Public

About 5.2 percent of the City's total developed land area is in public/quasi-public use. This land use category includes facilities on land owned by the city, county, school district, churches, and nonprofit entities. The majority of the public and quasi-public use acreage within the City is made up of properties owned by the City and Hillsboro School District. A portion of the Hillsboro Area Fire Department station property along STH 33/80/82 is the only public/quasi-public use property located outside of the city corporate limits, within the City's planning area.

Park and Recreation

A total of 32 acres of the City is classified as park and recreation land. This figure makes up 3.9 percent of the total area of the City and 7.1 percent of the City's developed area. Land in this use includes Albert Field Memorial Park, Field Memorial Park, dam open space, Field Veteran Memorial Boat Launch area, Settlers Park, municipal swimming pool property, city tennis and basketball courts, and Hillsboro-Union Center State Trail right-of-way. Firemans Park, located along STH 33/82, just west of the Hillsboro's

western corporate limits, is the only park and recreation use area in the City's planning area. It makes up about 19.4 acres.

Transportation

Approximately 129 acres of land within the City is classified as in transportation use, which includes roads/highways (current use or reserve for future use), parking areas, and the airport property. This figure accounts for 29.2 percent of the City's developed land area and 16.1 percent of the total land of the City. Within the City's planning area, land in transportation use accounts for about 90 acres, or 1.2 percent of the total planning area.

Water/Wetlands

About 101 acres within the City is classified as surface water and/or wetland areas. This figure accounts for over 12 percent of the City's total area. Water areas in the City include Field Veterans Memorial Lake and the West Branch of the Baraboo River. Much of the land in the vicinity of the Baraboo River, particularly in the eastern (near the airport) and southwestern (near Setters Park) parts of the City, is classified as wetland areas. In general, these areas are off-limit to development. About 423 acres of the City's planning area is classified as water and wetland areas. The wetland areas within the planning area are primarily concentrated along the Baraboo River, Hills Creek, and South Branch Creek.

Agricultural/Woodland/Open Space/Vacant

About 260 acres of the City is open space, vacant, woodland, or in crop production. This figure accounts for about 32 percent of the City's total land area. Land classified in the agriculture, woodland, or open space/vacant categories is general physically suitable for development. The largest concentrations of this type of land within City of Hillsboro are found in the north central and southwestern portions of the City. Over 88 percent of the land within City's planning area is currently open space, vacant, woodland, or in crop production.

Table 8-1
Existing Land Use, 2001
City of Hillsboro and City's Planning Area

Land Use Type	City of Hillsboro			City's Planning Area		
	Acres	% of Dev. Land	% of Total Land	Acres	% of Dev. Land	% of Total Land
Single-Family Residential	146.1	33.00	18.18	114.8	25.30	1.55
Multi-Family Residential	24.1	5.44	3.00	0.0	0.00	0.00
Manufactured Home Residential	1.8	0.41	0.22	0.0	0.00	0.00
Farmsteads	1.8	0.41	0.22	172.4	38.00	2.33
Commercial	33.6	7.59	4.18	47.0	10.36	0.64
Industrial	32.4	7.32	4.03	0.0	0.00	0.00
Public and Quasi-Public	41.9	9.47	5.21	10.4	2.29	0.14
Park and Recreation	31.5	7.12	3.92	19.4	4.28	0.26
Transportation	129.4	29.24	16.10	89.7	19.77	1.21
Surface Water	29.5	---	3.67	20.7	---	0.28
Wetlands	22.3	---	2.77	396.0	---	5.36
*Wetland and Other Use	49.4	---	6.15	6.5	---	0.09
Agricultural	87.3	---	10.86	3,981.0	---	53.92
Woodlands	48.8	---	6.07	1,749.5	---	23.69
Open Space/Vacant	123.8	---	15.40	776.3	---	10.51
Total	803.7	---	100.0	7,383.7	---	100.00
Developed Land	442.6	100.00	55.07	453.7	100.00	6.14
Undevelopable Land	101.2	---	12.59	423.2	---	5.73
Developable Land	259.9	---	32.34	6,506.8	---	88.13

*Note: 49.4 acres and 6.5 acres of land within the City and City's planning area are classified as both wetlands and other land uses (excluding open space/vacant, agricultural, and woodlands), respectively.

Source: Land use windshield inventory, May 2001 and interpretation of 1995 air photos, May 2001.

8.2 Existing/Potential Land Use Conflicts

Due to area topography a limited amount of land is available for future commercial and industrial developments.

The Tinkers Bluff residential subdivision is located west of the City's industrial park. As both the industrial park and subdivision grow future nuisance conflicts may arise. Potential nuisance conflicts may also arise in the future in planned industrial areas located in the southern portion of the City.

Many parcels of land within the Hillsboro area are being converted from agricultural use to recreation/seasonal use. Potential conflicts may arise over allowable land use practices as development encroaches on prime farmland.

8.3 Issues, Opportunities, and Constraints

A limited amount of flat land is available within the City for future commercial and industrial developments.

Appropriate steps should be taken to open up the remaining vacant portions of the City's industrial park for development. High bedrock and topography are issues in these areas.

Tinker Bluff residential subdivision is located just west of the City's industrial park, which may create future nuisance conflicts.

Land within the City and the City's planning area is preserved for future parkland. The City currently owns a parcel of land located just south of Field Veteran Memorial Lake, which would be suitable for a future park and recreation facility.

New commercial developments should be encouraged in the CBD.

Some newer commercial developments are found along STH 33/80/82 in the eastern portion of the City and the City's planning area. This segment of highway is the main access for tourist visiting the Hillsboro area. Large-scale strip commercial developments should be discouraged along the highway segment and other segments entering and leaving the area.

Many parcels of land within the Hillsboro area are being converted from agricultural use to recreational/seasonal use.

INTERGOVERNMENTAL COOPERATION

9.0 Introduction

This element of the comprehensive plan analyzes the relationship of the City of Hillsboro in terms of planning and decision making to adjacent local governmental units and quasi-public, regional, and state governmental entities. It looks at these governmental entities' planning and land use control/growth management documents, agreements, and programs in which the City is a part of or is affected by. Finally, the element identifies issues, opportunities, and constraints associated with the City's relationship to the other governmental entities.

9.1 Relationship to Other Governmental Entities

Towns of Hillsboro and Greenwood and Other Nearby Towns

The Town of Hillsboro surrounds the City of Hillsboro in all four cardinal directions (east, west, south, and north). All the Hillsboro area's minor arterial (STH 33, STH 80, and STH 82) and major collector (CTH F, CTH FF, and CTH Q) roadways enter the City from the Town. The West Branch of the Baraboo River flows through the Town prior to entering the City of Hillsboro from the west and flows out of the City into the Town from the northeastern corporate limits. South Branch Creek flows through the Town into the City from the south. The southern shoreline of Field Veteran Memorial Lake is located in the Town of Hillsboro. The Hillsboro-Union Center State Trail enters the City from the east from the Town.

The Town of Greenwood is located just a ½ mile south of the City of Hillsboro's corporate limits. STH 80 and CTH Q enter the Town via the Town of Hillsboro from the north from the City of Hillsboro. South Branch Creek flows through the Town of Greenwood prior to entering the Town and City of Hillsboro from the south.

The Hillsboro Area District Fire Department provides fire protection service to the City of Hillsboro and the towns of Hillsboro and Greenwood. The nearby Town of Forest and parts of towns of Union and Wonewoc (Juneau County) are also part of the fire district.

The Hillsboro Area Ambulance Service provides emergency medical service to the City of Hillsboro and the towns of Hillsboro and Greenwood. It also provides service to the Town of Forest.

Hillsboro Joint School District

The Hillsboro Joint School District serves all of the City of Hillsboro and Town of Greenwood and most of the Town of Hillsboro. The school district also serves portions of the nearby towns of Forest, Union, Whitetown, Stark, Wellington, Glendale, Woodland, Wonewoc, Bloom, and Henrietta and the Village of Yuba. Both of the district's schools (high school and elementary school) and the district offices are located within the City of Hillsboro.

Vernon County

The City of Hillsboro is located in the eastern portion of Vernon County. A Vernon County Highway Department regional shop is located central portion of the City, along Crest Avenue. This facility houses a garage area for vehicles and equipment, a lunchroom, and two salt sheds. Vernon County maintains all eight of the state and county trunkline highways (STH 33, STH 80, STH 82, CTH F, CTH FF, CTH HH, CTH Q, and CTH WW) located within the City and the City's planning area.

Mississippi Regional Planning Commission

The City of Hillsboro is part of the Mississippi River Regional Planning Commission. This quasi-public regional governmental entity represents local units of government in a nine-county region located within the western portion of Wisconsin. The 30 members of the commission consist of elected and appointed individuals from the region, including existing and retired governmental officials, business persons, and farmers. The commission primarily functions as a governmental entity that tries to coordinate local, regional, state, and federal planning efforts within the region, including economic development, transportation, land use, environmental, and natural resource planning, and provides planning and technical assistance services to the region's local units of government, businesses, and citizens. In addition to these functions, the commission is the designated economic development district for western Wisconsin, which enables the commission to receive federal funds from the U.S. Economic Development Administration (EDA) for coordinating economic development efforts within the region. The Mississippi River Regional Planning Commission office is located in the City of La Crosse, about 60 miles west of the City of Hillsboro.

Wisconsin Department of Transportation

The Wisconsin Department of Transportation (WisDOT) is the state agency that plans for and oversees improvement projects to state trunkline highways within the City of Hillsboro and the City's planning area, including STH 33, STH 80, and STH 82. The City is in the department's district #5, which includes Vernon County and eight other counties in western Wisconsin. The WisDOT District #5 office is located in the City of La Crosse. District officials make most of the major decisions on state trunkline highway improvement projects within the district, including distribution of state and federal funds and prioritization of projects.

Wisconsin Department of Natural Resources

The Hillsboro-Union Center Trail, located in the eastern portion of the City of Hillsboro and the City's planning area, is owned by the State of Wisconsin. The Wisconsin Department of Natural Resources (DNR) is the state agency that oversees the trail property. The trail is maintained by the City of Hillsboro, Vernon County, and Juneau County.

Wisconsin Historical Society

The Wisconsin Historical Society owns a state historical marker in the City of Hillsboro. It is located at the corner of Elm Avenue and STH 80 in the western portion of the City, within the City's Settlers Park. The marker's title is "African American Settlers". It has an inscription that describes the significance of the large African American settlement within the Hillsboro area in the 19th century. The City maintains the marker area.

9.2 Intergovernmental Planning Related Documents

Towns of Hillsboro and Greenwood and Other Nearby Towns

Neither the Town of Hillsboro nor the Town of Greenwood have prepared comprehensive and/or land use plans in the past. The Town of Greenwood is currently talking about potentially preparing a comprehensive plan. It has created a special land use study committee to look at what is needed to prepare such a document. As of right now, the Town of Hillsboro is not looking at preparing a comprehensive plan. It is planning to wait a few years to see if any changes are made on the state's comprehensive planning statute.

The town of Greenwood is currently under Vernon County's shoreland, floodplain, and on-site sanitary sewer system ordinance regulations. The Town of Greenwood does have a zoning ordinance and/or a subdivision ordinance in place. The Town of Hillsboro has a zoning ordinance in place.

An agreement is currently in place between the City of Hillsboro and the towns of Hillsboro, Greenwood, Forest, Union, and Wonewoc for providing fire protection service in the Hillsboro area. A 12-member committee made-up of representatives from the City (four members) and towns (eight members) oversee the operations of the Hillsboro Area Fire Department. The City provides 50 percent of the annual funds needed for operating the department. The towns provide the other 50 percent of the department's operation funds.

The City of Hillsboro has an agreement in place with the towns of Hillsboro, Greenwood, and Forest for providing ambulance service in the Hillsboro area. A four-member committee, which represents the City and the three towns, oversees the day-to-day operations of the Hillsboro Area Ambulance Service. The four communities each provide 25 percent of the annual funds needed for operating the ambulance service.

Vernon County

Vernon County has never prepared a comprehensive and/or land use plan. However, the County is currently looking at what is needed to prepare a countywide development plan that meets the State's comprehensive planning statute. It has not established a time frame to start the preparation process for this plan. The County would like to work with the three cities, nine villages, and 21 towns located within the County in the preparation process.

Currently, Vernon County has a floodplain ordinance, a private sewage ordinance, and a shoreland zoning ordinance in place as land use control devices. The floodplain ordinance was adopted in 1968. It is used by the County for regulating development in areas located within flood hazard areas, which are identified on the Federal Emergency Management Agency's flood insurance maps for the County. The private sewage systems ordinance was adopted in 2000. This ordinance is in place to assure the proper placing, design, installation, inspection, and management of private on-site sewage systems within the County. The county shoreland zoning ordinance, with wetland provisions, was adopted in 1986. Its purpose is to regulate development (building sites, placement of structures, and land use) within shoreland areas of the County to help prevent and control water pollution; protect spawning grounds, fish, and aquatic life; and preserve shore cover and natural beauty. All towns within the County are regulated under these ordinances.

In 2000, Vernon County prepared and adopted a five-year comprehensive park and recreation plan. This plan provides a long-range plan for the development of park and recreation facilities, activities, and programs within the County. The plan includes goals and objectives and a list of recommended improvements for park and recreation facilities throughout the County (including facilities found within the County's 12 incorporated communities) and a five-year schedule for making the improvements. For the City of Hillsboro, the plan recommends improvements for the Hillsboro-Union Center Trail, Settlers Park, Field Veterans Memorial Lake Boat Launch, Albert Field Memorial Park, and the Cheyenne Valley African-American Settlement Heritage Trail. The City of Hillsboro's portion of the Vernon County Outdoor Recreation Facilities Plan for 2000-2004 was adopted by the City Council in August 2000.

Mississippi Regional Planning Commission

As part of the designation as an economic development district, the Mississippi Regional Planning Commission is required to prepare, on an annual basis, a comprehensive economic development strategy, which provides a general description of the district and the district's economy; examines the potentials and constraints for economic development within the district; establishes economic development policies and priority strategies and a two-year economic development plan for the district; identifies specific community economic development strategies, and lists priority economic development projects within the district. The document ranks the district's priority economic development projects. In addition to providing an economic development plan for the district, the document enables communities within the district, including the City of Hillsboro, to apply for financial assistance through programs offered by EDA.

Wisconsin Department of Transportation

In February 2001, the Wisconsin Department of Transportation (WisDOT) District #5 prepared a six-year highway improvement program for 2001 through 2006. On a biannual basis, the eight WisDOT district offices within the State are responsible for preparing this type of document for their respective districts. The documents list the state trunkline highway projects by year that the district offices have programmed to do within their district in a six-year period. Within the latest six-year highway improvement program prepared by WisDOT District #5, the district has

scheduled only two bridge rehabilitation projects for the Hillsboro area. Both these projects are for bridges along STH 80 and scheduled for 2002. One bridge is located in the southwestern portion of the City of Hillsboro, while the other is located about ½ mile south of the City in the Town of Greenwood.

Wisconsin Department of Natural Resources

The Wisconsin Department of Natural Resources has not prepared a master plan for the Hillsboro-Union Center State Trail. However, recommendations for improvements to the trail are identified in the City of Hillsboro's five-year action plan within the Vernon Outdoor Recreation Facilities Plan for 2000-2004.

9.3 Issues, Opportunities, and Constraints

The City shares common borders with the Town of Hillsboro and the Town of Greenwood and several other towns are in close proximity to the City. Many of the planning related issues in the City do not stop at the corporate limits. Thus, the City needs to continue to communicate with the towns of Hillsboro and Greenwood and the other nearby towns, especially in dealing with area-wide issues.

Continuous communication and support between the City of Hillsboro, towns of Hillsboro and Greenwood, and other nearby towns in the Hillsboro area are needed to keep the area's economy healthy.

The City of Hillsboro needs to work with Vernon County, the towns of Hillsboro and Greenwood, and other nearby towns in the Hillsboro area to promote economic development within the area and county. An economic development organization, such as county economic development corporation, should be established to oversee the promotion process.

The City needs to work with the towns of Hillsboro and Greenwood and other towns in the Hillsboro area to promote the area's wealth of natural resources as attractants for tourists.

The elderly and disabled individuals within the Hillsboro area need additional transportation options. Thus, the City of Hillsboro, Vernon County, the towns of Hillsboro and Greenwood, and other towns within the area need to work together to explore alternative transportation options for the area's aging population.

The development of non-motorized transportation facilities within the Hillsboro area, such as bicycle and pedestrian pathways, bicycle lanes, and wide roadway shoulders, will enhance the area's transportation system. The City of Hillsboro, along with Vernon County, the towns of Hillsboro and Greenwood, and other towns within the area, should work together to develop an area-wide inter-connecting non-motorized transportation system.

The Hillsboro Library is an important facility within the Hillsboro area, which is used by not only city residents but residents living in nearby towns. Thus, the towns of Hillsboro and

Greenwood and the other towns in the area should work with the City to ensure that the library continues to be a facility that provides area-wide service.

St. Joseph's Memorial Hospital is an important part of the Hillsboro area and the area's largest employer. Some concerns with the existing hospital facility are its physical status and expansion limitation. The City of Hillsboro needs to work with the towns of Hillsboro and Greenwald and other towns in the area to ensure that the hospital remains within the area.

The recreational and natural resources within the Hillsboro area offer local and out-of-town outdoor enthusiasts a wealth of opportunities. To promote and support these assets, local communities, businesses, and organizations in the area need to work together.

The City needs to work with the towns of Hillsboro and Greenwood and other towns in the Hillsboro area to preserve land within the area for future park and recreation sites.

The Hillsboro area has many cultural and historical resources, including round barns and the area's historical ethnic diversity. The City, along with Vernon County, the towns of Hillsboro and Greenwood and other towns in the area, need to work together to support and preserve these important area-wide resources.

The protection of the Hillsboro area's surface water resources from agricultural run-off is an area-wide problem. The City of Hillsboro and the other communities within the area need to work together to solve this problem.

The City of Hillsboro and Vernon County should continue to work together to ensure proper shoreland area protection in the Hillsboro area.

Development patterns in the City of Hillsboro, especially near border areas, may be affected by or may affect the patterns occurring in nearby communities. Thus, the City needs to work with the towns of Hillsboro and Greenwood and other towns in the Hillsboro area to ensure harmonious and rational development patterns between the communities (i.e. – implementation of Cooperative Boundary Agreements).

The City should work with the towns of Hillsboro and Greenwood and other towns in the Hillsboro area to discourage large-scale strip commercial developments along the highway segments and other roadway segments entering and leaving the area.

Vernon County, the towns of Greenwood and Hillsboro, and other towns in the Hillsboro area currently do not have zoning in place. This scenario makes it more difficult for the City of Hillsboro, which has zoning in place, to encourage harmonious development between the City and its surrounding areas.

The City of Hillsboro should support the efforts of the Town of Greenwood and other nearby towns in the preparation of comprehensive plans.

GOALS, OBJECTIVES, AND ACTION PLAN

10.0 Introduction

Throughout the preceding nine elements of the City's Comprehensive Plan, detailed information has been presented defining the historical trends and current situation within the City of Hillsboro. This information, along with the issues, opportunities, and constraints identified in each element, has helped the City's Planning Commission to gain an understanding of the forces that have shaped the growth of the City to this point.

In order for a community to have a sound plan for growth and development, it is essential that goals be set. Such goals are broad statements that reflect desired future conditions, and are based on the background information and the issues, opportunities, and constraints presented in the previous elements. More specific objectives are then developed. An objective is a specific attainable end derived from a related goal to be accomplished within a particular time frame. Finally, a set of action statements is developed for each specific focus area as strategies that make the plan a reality.

The last stage of the planning process, which is implementation of the plan, begins once the goals, objectives, and action statements have been identified. The first step in plan implementation is the adoption of this plan by the City Council by ordinance (based on the recommendations of the City's Planning Commission) following a 30-day public review and comment period and formal public hearing. Effective efforts to implement the plan come from City officials and staff, local residents and groups, and surrounding community officials and staff working in collaboration with each other. The importance of coalition building in advancing this implementation strategy cannot be underestimated.

Plan implementation continues through adherence to the goals, objectives, and action statements set forth in this plan. However, it should be emphasized that these goals, objectives, and action statements are not "cast in concrete." While the City's Planning Commission has developed these goals, objectives, and action statements based on the best information available, and the needs of the City at a point in time, changing needs and desires within the City, or changes in local population or economy may mean that these goals, objectives, and action statements will need to be re-evaluated. This plan must remain flexible enough to respond to changing needs and conditions, while still providing a strong guiding mechanism for future development. The City's Planning Commission, Common Council, committees, staff, and residents, together with other communities, groups, organizations, and individuals, can use this as a dynamic decision making tool, and should assure that the plan is referred to frequently and updated at least every ten years. A list, with definitions of implementation tools that may be mentioned in this section or other sections of the plan, are provided in Appendix B.

10.1 Economic Development

Goal: The City will continue to build on its current economic strengths, including the community's diverse economy, with its vibrant central business district (CBD), strong healthcare facilities, retail trade, service elements, and manufacturing.

The City has a vibrant central business district (CBD) and will encourage a variety of commercial developments within this district. The natural beauty surrounding the City will be utilized to build on its diverse economy, including strong healthcare, retail trade, service elements, and manufacturing.

Objectives: With the increase in availability of the Internet and other telecommunication services in the Hillsboro area, promote the expansion of home occupations as a business option in the area.

- Work with surrounding towns, Vernon County, area economic development groups, and local telephone, cable, and electrical companies to encourage the expansion of local internet and other telecommunication services.
- Utilize the League of Wisconsin Municipalities internet resource site for additional information.

Take advantage of the wealth of natural resources and amenities within the Hillsboro region to promote the expansion of tourism-based industries, yet preserving the area's remaining quality natural resources.

- Work with the local businesses, Chamber of Commerce, surrounding towns, and Vernon County to publicize and promote the Hillsboro area's natural resources and other tourism attractions using tools such as informational brochures, websites, and signage. Utilize the proximity to I90/94 in the regional marketing effort.

Establish marketing strategies to attract new manufacturing, retail trade, and service firms to the Hillsboro area.

Create an image and identity for the Hillsboro area to help promote economic development incentives.

- Work with local businesses, Chamber of Commerce, surrounding towns, Vernon County, and other local organizations to develop a shared economic development vision for the Hillsboro area. Complete a strategic planning process aimed at determining this shared vision.

Discourage unplanned, large-scale commercial developments along the highways entering and leaving the community.

- Implement the Comprehensive Plan to help direct future growth. Actively update this document on a continual basis.

Encourage new commercial development to locate within the central business district (CBD), yet realize some types of business may need to be developed outside of the CBD because of larger size needs.

- Provide incentives for commercial development and reuse in areas where they are desirable but otherwise may not occur. Specific techniques may include Tax Incremental Financing (TIF), National Main Street Program, and the Department of Commerce CDBG-Public Facilities and Economic Development funds.

Take steps to improve the performance and appearance of businesses in the downtown commercial area, and direct new commercial development to the downtown area.

- Designate/create a Business Improvement District (BID), and prepare an operation plan for improving the district. The BID and operation plan would be established and prepared according to Wisconsin Statutes. The operation plan would identify specific improvements that may be necessary to improve the downtown area. Examples of improvements may include upgrades for public utilities, façade improvements, establishment of downtown development criteria, and the suggestion of amenities such as benches, lighting etc. Improvements within the District are financed primarily through special assessments to businesses within the District.
- Require or encourage architectural design features in new or renovated commercial areas. Such design features may include:
 - High quality landscaping along street frontages, building foundations, and parking lots.
 - High quality building materials.
 - Solid earthtone and neutral building colors.
 - Canopies, awnings, windows, and bays to add visual character to building facades.
 - Architectural details on building facades
 - Variations in roof lines and building heights; staggered building facades.
- For additional enhancements to streetscapes and pedestrian/road improvements, explore federal grant options through the TEA 21 Enhancement program.

Encourage and actively participate in the retention, expansion, and relocation of businesses and industries located in the Hillsboro area.

- Create an area wide business recruitment program designed to identify target industries, establish a mechanism for responding to business inquiries, and develop a promotional campaign aimed at marketing the Hillsboro area to new business.
- Work with surrounding towns, Vernon County, and local economic development groups to create an area wide business retention program that will offer technical and resource assistance to meet current and future development needs.

Plan for an adequate amount of developable land to be made available for future and commercial developments, which considers physical limitations, access to the existing transportation system, and availability of needed infrastructure.

- Update the City's zoning ordinance and map, so they are consistent with the City's Comprehensive Land Use Plan Map.
- Adopt the Land Use Plan Map identifying where future land use activities will occur.
- As industrial and commercial development expand beyond Hillsboro's corporate limits look at possibly establishing cooperative boundary agreements with the surrounding towns.

Promote the assessment, clean-up, and reuse of existing "brownfield" (environmentally contaminated) sites within the City. These sites include the former sawmill site located along the old railroad grade (near Air Rail Avenue) and additional smaller potential brownfield sites located throughout the City.

- Before finalizing final use arrangements for any area identified as having possible environmental contamination, an environmental assessment and any required clean-up should be performed. This is an important first step in the reuse of any "brownfield" site. Several state and federal grant programs, including the Wisconsin Department of Natural Resource Brownfield Site Assessment Grant Program (SAG) and Brownfields Environmental Assessment Program (BEAP), are available to assist with environmental assessments. After preparing an environmental assessment, the City and property owners should prepare site redevelopment strategies.

Actively pursue additional funding options for small business development.

- Pursue funding options for small business development, including but not limited to the CMV Growth Development Fund, or Wisconsin Department of Commerce CBED or CDBG funds.

Ensure an adequate supply and diverse types of medical and healthcare professionals are working within the Hillsboro area.

Actively participate and help support efforts to maintain the vitality of the St. Joseph's Memorial Hospital.

- Work with Vernon County and St. Joseph's Memorial Hospital to ensure an adequate supply and diverse types of medical and healthcare professionals are working within the Hillsboro area.

Keep lines of communication open with existing businesses that provide employment and income in the community, and assist where possible in linking these firms to available resources, such as grant funds, training, etc.

- Create and maintain an inventory of industrial and commercial lands and buildings that could be made available to potential developers and/or businesses seeking to start, expand, or relocate in the Hillsboro area.
- Provide incentives for commercial and industrial growth and development in areas planned for suitable expansion. Specific techniques or programs may include those sponsored by the Wisconsin Department of Commerce (i.e. -CDBG) or U.S. Economic Development Administration (i.e. – Public Works and Development Facility Grant Program).

Promote the development of the local labor force to meet current and future skill level needs by working with local businesses, the school district, and area colleges to establish training related programs.

- Encourage economic development groups to work with local businesses on a regular basis to determine the types of training programs needed at Hillsboro High School and area colleges to provide a skilled workforce to meet current and future needs.

10.2 Housing

Goal: To encourage a high quality living environment in all neighborhoods and to assure an adequate supply of decent, safe, affordable, and sanitary housing for all within the City of Hillsboro.

Objectives: Expand housing opportunities in the City to meet the needs of continued population growth, increased labor supply, and the trend toward fewer persons per household.

- Through the City of Hillsboro's zoning ordinance, map, and other land use regulation tools, ensure that sufficient sites are available in the City to develop new housing.

Encourage a range of choices in housing types, design, and cost, including single family, affordable single-family manufactured home (permanent foundation), and multi-family units that meet quality construction standards.

- Implement land use controls that encourage a range of choices in housing types.

Encourage and support programs that assist residents in the City with first-time ownership.

- Specific housing programs include WHEDA's Home Ownership Loans, to assist community residents with first-time home ownership.

Create new opportunities for affordable single-family manufactured home (permanent foundation) and multi-family construction.

- Implement land use control measures that encourage a range of choices in housing.

- Update the City's zoning ordinance and map, so they are consistent with the City's Comprehensive Land Use Plan Map, which designates selected areas in the City for these types of developments.

Provide decent, safe, and sanitary housing for low and moderate income residents of the City, including families, individuals, and seniors.

Where appropriate, encourage the rehabilitation of substandard homes in the City to provide decent and safe living conditions and prevent deterioration and blight.

- Specific programs include the Community Development Block Grant (CDBG) Housing Program for rehabilitating substandard homes.
- Participate in State and County programs, such as Community Development Block Grants and H O M E, to provide, maintain, and rehabilitate existing housing stock.

Actively encourage residential development in areas to be served conveniently and economically with municipal utilities, facilities, and services.

- Establish a Capital Improvement Program to maintain public utilities and services to all residential areas. Continue to seek funding for infrastructure improvement project (i.e. – water, sewer, etc.) that benefit low-to-moderate income levels within the City, such as the CDBG Housing Program.

Encourage neighborhood locations that protect residential areas from surrounding incompatible land uses.

- Establish and implement zoning district requirements that adequately buffer incompatible uses. Adopt the Land Use Plan Map identifying where future land use activities will occur.

Discourage the concentration of rental or multi-family housing in any one part of the community.

- Establish and implement zoning district requirements and ordinances that allow for various multi-family housing options. Adopt the Land Use Plan Map identifying future areas open to multi-family development.

Preserve and protect environmentally sensitive areas that add character and define the Hillsboro area.

- Incorporate design requirements into the land subdivision ordinance that result in the use and protection of open spaces, parks, and drainage/waterways to protect the City's natural resources.
- Implement land use control measures, which protect the City's environmental corridors (see Map 11-3) from future growth and development.

10.3 Transportation

Goal: Develop and maintain a well-integrated and cost-effective transportation system within the City of Hillsboro and its extraterritorial planning area that is capable of moving people and goods to, from, and within the community in a safe and efficient manner.

Objectives: Improve the efficiency of the City's street system by establishing an improvement program that ensures streets within the system are able to handle existing and expected traffic volumes.

- Provide for new development areas within the City and its extraterritorial area identified on the Land Use Plan map with this Plan by planning for the design, connection, and extension of streets. Promote varied/unique streets designs within new residential areas.

Actively participate in current road maintenance and assessments of future road needs and additional transportation services, including airport improvements and emergency medical needs.

- The PASER system should be used by the City on an annual basis for assessing the pavement conditions of the local street system and future improvement needs.
- Address the City's street system and other transportation needs by continuing to update the community's capital improvements plan on an annual basis. Build, extend, and improve streets according to the plan's schedule.
- Continue to work with the hospital to ensure adequate access to emergency services. Maintain and improve on the City's runway, as funds allow and needs arise.

Encourage the development of non-motorized transportation facilities throughout the City and promote non-motorized forms of transportation as a vital part of the City's transportation system.

- Adopt an official map ordinance reserving future street and non-motorized transportation facilities.
- Construct a multi-use trail system encompassing the entire City, which links with the existing Hillsboro-Union Center Bicycle Trail (see Map 11-5). Specific route linkages connecting the Hillsboro-Union Center Bicycle Trail to Hillsboro Lake, including the bridge crossing at Mill Street, will require additional engineering studies and site investigations.

Examine ways of reducing traffic speed and hazardous conditions along heavily traveled routes within the community, especially the pedestrian crossing for St. Joseph's Memorial Hospital at STH 80.

- Work with the Wisconsin Department of Transportation (WisDOT) to study ways to reduce traffic congestions and hazards along the community's principal arterial road segments, such as the additional traffic control devices and engineering along these roads.

Encourage the development of additional transportation services, including transit services, for elderly and disabled residents with the City and its extraterritorial planning area.

- Work with Vernon County to develop additional transportation services for the elderly, disabled, and other residents in the Hillsboro area including possible private transportation services or regional shuttle bus service. To meet future demands, look at creating a demand responsive bus service that provides service to Hillsboro residents with transportation needs on a daily basis.

10.4 Public/Community Facilities

Goals: The City will plan for and provide public utilities to promote efficient, economical, and orderly growth and development for the community. Where not available, City utilities should be phased in accordance to their system master plans.

Maintain and provide public and community facilities and services to make the City a safer and more attractive community in which to live, work, play, and raise a family.

Objectives: Provide a full range of governmental and social services to the residents of the community.

- Adopt a mechanism to allow for the creation of "community foundations" which would allow for donated funds and resources to be used on the creation and/or expansion of public projects such as libraries and parks.

Encourage the provision of a wide variety of social, cultural, and educational activities for the benefit and enjoyment of all residents.

- Work with the Chamber of Commerce, Vernon County, surround towns, area school district, and civic groups to ensure a wide variety of social, cultural, and educational activities are provided within the Hillsboro area for the benefit and enjoyment of all residents.

Support the development of health and medical care facilities to meet the needs of all residents.

- Work with St. Joseph's Memorial Hospital, Vernon County, and the State on expansion and upgrading of the existing hospital.

- Coordinate with the Department of Transportation on re-routing and/or expansion of STH 80/82/33 to allow for appropriate expansion of the hospital. The City will need to submit a formal request to the DOT stating the interest and need for a routing change. After receipt of the letter, the request will go into DOT's capital improvement process. Due to DOT's capital improvement cycles, no action (aside from preliminary studies) would occur for at least six years.
- Build community-wide support for re-routing/expansion options to allow for expansion opportunities of the hospital and preserve its current location.

Ensure that all utility systems have adequate capacity or are upgraded to accommodate projected growth.

- Implement recommendations identified in the *Sanitary Sewer Systems Improvements report (1999)*, and the *Wastewater Treatment Capacity Evaluation report (1997)*. Incorporate these improvement needs and upgrades into the capital improvement plan on an annual basis.
- As development extends to the south/southeast, the installation of an additional well and/or reservoir will most likely be needed to provide an adequate water supply (Maps 11-6A and 11-6B).
- As development extends beyond the City's corporate limits, booster and lift stations for water and sewer extensions will be necessary due to topography. The City may consider phasing future growth to ensure that all utility systems have adequate capacity (Maps 11-6A and 11-6B).

Ensure that future development does not burden existing service capacities.

- As the City's wastewater treatment facility reaches its maximum treatment capacity, the City will have to assess the impact of future industrial developments to determine the overall load it will place on the treatment facility. Expansion of the treatment facility may be necessary.
- Continue to maintain the water, sewer, and storm water systems at levels that meet or exceed state and federal codes and regulations, and when necessary, replace aging and worn-out components of each system. Incorporate future needs and upgrades into the capital improvement plan on an annual basis.

Provide adequate and equitable police and fire protection to all areas of the community.

- Address the City's municipal utility needs by continuing to update the community's capital improvements plan on an annual basis. Build or improve utilities according to the plan's schedule.

Enhance and improve storm water drainage in areas of the City that have experienced problems in the past.

- Identify problem storm water drainage areas within the City and determine future upgrades needed for improvement. Include improvements and upgrades into the capital improvement plan.

Require all new development within the City to be served by a full range of public utilities.

- Land developers should be held responsible for the cost of providing adequate municipal utilities in the newly developed areas.
- Whenever possible, use public/private agreements to pay for utility extension into new commercial/industrial developments and residential subdivisions.

Actively pursue grants and alternative funding sources for utility improvements and upgrades.

- Apply for state and federal public facility grant funding from the U.S. Economic Development Administration (EDA) and Wisconsin Department of Commerce (DOC) to upgrade existing and/or install new municipal utility facilities.

Coordinate public utilities and services with land use, natural resource, and transportation planning.

- To facilitate desirable land use patterns and aesthetic characteristics, the City should participate with the design, layout, and installation of municipal utilities in key locations (see maps 11-6A & 6B).
- Provide for new development areas within the City and its extraterritorial area identified on the Land Use Map within this Plan by planning for the design, connection, and extension of municipal utilities. Study the feasibility of extending utilities outside of the current corporate limits, including city-town cooperative boundary agreements or annexation.

Ensure the fair and equitable distribution of the costs of development to those who benefit from public utilities.

- Identify new means of providing utility system financing. The City should undertake a study to identify possible uses of impact fees or other measures for financing utility systems for development.

10.5 Cultural/Historical/Recreational

Goal: Provide adequate park, open space, and recreation facilities within the City of Hillsboro that offer a wide range of recreational opportunities to all groups and abilities and enhance the appearance of the community.

Objectives: Provide park and recreation facilities in existing or proposed residential areas where these facilities are not currently available or are lacking. Include capital improvement planning for the maintenance and preservation of existing facilities.

- Work with community residents and developers to determine suitable locations for new neighborhood parks within the City.
- Maintain open space and parkland through acquisition, developer dedication, zoning, and the adoption of an official map delineating present and planned future parkland sites.

Prepare a Comprehensive Park and Recreation Plan that has been approved by the Wisconsin Department of Natural Resources to be eligible to participate in financial aid programs.

- Work with Vernon County in the preparation of the five-year countywide Park and Recreation Plan that addresses desired park and recreation improvements within the City. To ensure eligibility for participating in state and federal financial aid programs (i.e. – Stewardship or LAWCON programs), make sure the plan is approved by the Wisconsin DNR.
- Form a park and recreation committee to develop a list of proposed park and recreation improvements and recommendations for the City. Work with the County to include the City's portion into the countywide Park and Recreation Plan.

Provide a full range of recreational facilities and programming to serve local residents and visitors on a year-round basis, including campgrounds, RV parking, and additional hotels/motels.

- On annual basis, incorporate park and recreation equipment, facility, and programs needs in the City into the City's Capital Improvement Program.
- Work with the Chamber of Commerce, Vernon County, area economic development groups, and local organizations to identify, attract, and site future temporary housing options for the City (i.e. – hotel/motel, campgrounds, RV parks).

Preserve and protect natural resources and open space corridors located within the City and its planning area.

- Implement land use control measures, which protect the City's environmental corridors and natural features (see Map 11-3) from future growth and development.

Improve public access to the City's surface water resources; including upgrades to the City's boat launch area and creation of a public beach.

- Work with the County on their Park and Recreation Plan to provide recommendations for upgrading and improvements to the City's boat launch, and creation of a public beach at Hillsboro Lake.

- Apply for funding opportunities through the Wisconsin DNR grant programs (including the Stewardship program and/or the Recreational Boating Program)

Provide safe and scenic routes and facilities for the recreation and transportation needs of bicyclists and pedestrians within the community, including enhancement to the Hillsboro-Union Center State Trail.

- Construct a multi-use trail system encompassing the entire City, which links with the existing Hillsboro-Union Center Bicycle Trail (see Map 11-5). Specific route linkages connecting the Hillsboro-Union Center Bicycle Trail to Hillsboro Lake, including the bridge crossing at Mill Street, will require additional engineering studies and site investigations.
- Identify and develop a network of safe and scenic routes for bicyclists and pedestrians within the City, and include these suggestions into the County's Park and Recreation Plan. Work with Vernon County, and surrounding towns to interconnect proposed and existing bicycle and pedestrian routes.

Encourage the adaptive reuse of underutilized buildings for recreational and tourism purposes.

- Work with the Chamber of Commerce and other local groups to identify all underutilized buildings.
- Work with the Chamber of Commerce and other local groups on creating a committee to help identify developers and other possible tenants. Seek potential funding and financial tools (i.e. - revolving loan fund) for structural improvements and business loans.

Promote the creation of an area visitors center, and museum focusing on the historic settlement in the Hillsboro area.

Preserve and protect historic and cultural resources that contribute to the City of Hillsboro.

Encourage the continued support and preservation of the many cultural and historical resources in the Hillsboro area, including the annual "Cesky Den" celebration.

- Work with the Chamber of Commerce, Vernon County, surrounding towns, and other local groups to help ensure accessibility to major historical and cultural events in the Hillsboro area.
- Work with the Chamber of Commerce, Vernon County, surrounding towns, and other local groups to help promote and protect the historical and cultural resources found within the Hillsboro area.

10.6 Natural Resources

Goal: Preserve and enhance the natural resources that make the City of Hillsboro a desirable place to live, visit, and do business, while encouraging development in suitable areas.

Objectives: Ensure that the environmental and natural resource aesthetic qualities of the area are considered when planning for future development.

- Conduct an inventory of unique places, open spaces, scenic areas, natural resources, and areas of environmental and ecological significance within the City to determine which areas are key amenities and need to be preserved.
- Utilize zoning and other land use control measures to protect environmentally sensitive areas.

Preserve and protect environmental corridors, water resources, wetlands, ground water recharge areas, woodlands, and other environmentally sensitive areas.

- Revise and implement existing zoning restrictions and standards that prohibit significant natural resources within the City from being negatively impacted. Such restrictions include wetland and shoreline setbacks, drainage and waterway setbacks, minimum lot sizes, minimum buildable areas, etc.

Encourage land use development where physical factors, such as steep slopes, will not be a detriment to the development.

- As part of the review process for new development incorporate the maps found in the Natural Resources Element of this plan that identify soil types, floodplains, water and wetlands, steep slopes, and forested areas. Utilize the maps to help direct development to those areas that are suitable for development and away from the City's natural resources.

Encourage the preservation and protection of land most suitable for agricultural production.

- Work with local farmers, UW-Extension, and Vernon County to initiate efforts to preserve and protect some the remaining prime agricultural land within the City and surrounding planning area.
- Work with the Vernon County Land and Water Conservation Department on implementation of the Vernon County Farmland Preservation Plan.

Control the entry of agricultural run-off and non-point source pollution into the community's surface water resources.

- Work with Vernon County to help create stricter drainage/surface water management standards within the County's subdivision and shoreland zoning ordinances for

developments near surface water resources, which will help protect the water quality of the City's resources.

- Establish land use regulatory programs and controls (i.e. – wellhead protection and extraterritorial zoning) that are designed to protect surface water and ground water supply.
- Restrain the entry of non-point source pollution into area water resources by encouraging nearby industrial, commercial, and residential developments to implement water runoff control measures, such as vegetation filter strips and detention settling basins. Encourage the planting of vegetation strips along waterway areas that could act as a natural filter device.

Create and protect green spaces throughout the community.

- Apply for funding through the State's Stewardship Program to preserve, enhance, and/or create natural resource areas within the City, including green space areas.

10.7 Land Use and Development

Goal: Encourage a more coherent, consistent land use pattern within the City of Hillsboro and its extraterritorial planning area, with community growth and development occurring in an organized, economically efficient and environmentally sound manner.

Objectives: Promote coordinated and consistent land uses throughout the City, making sure proposed adjacent uses are compatible with existing or anticipated future developments.

- Enact and enforce land use controls through zoning ordinance and subdivision regulations that promote harmonious land use patterns throughout the City and extraterritorial planning area, making sure proposed adjacent uses are compatible with existing or anticipated future development.

Maintain an active planning process to assure orderly and rational growth and development patterns in the City and its extraterritorial planning area.

- Develop detailed plans for areas within the City and extraterritorial planning area that the City anticipates being developed in the next five to ten years.

Provide suitable sites within the City in sufficient quantity for each type of proposed land use. Ensure that new developments are constructed in areas of the City suitable for development.

- Through the City of Hillsboro's zoning ordinance, official map, and other land use regulation tools, ensure that sufficient sites are available for the defined land use (i.e. – residential, commercial, industrial).

Actively encourage new developments of all types in areas of the City to be served conveniently and economically with municipal utilities, facilities, and services.

Encourage the expansion of municipal utilities, facilities, and services into areas of high potential growth within the City and its extraterritorial planning area.

- Provide for new development areas within the City and its extraterritorial area identified on the Land Use Plan and Future Utility Service Areas maps in this plan. Provide services according to phasing of development identified on these maps.
- Study the feasibility of extending municipal utilities outside the current corporate limits, including City-Town cooperative boundary agreements and/or annexation.

Ensure that new housing developments in the City and its extraterritorial planning area are compatible with adjacent land uses. Conflicting land uses should not be located in residential areas.

- Using zoning to restrict inappropriate uses from developing adjacent to residential areas within the City and its planning area.

Consider residential developments in areas of the City suitable for such developments and that such proposals present and reflect detailed, quality residential environments.

- Incorporate design and construction requirements into the City's subdivision regulations that result in quality construction standards for new developments.

Use growth management tools and land use control devices for controlling how and where the community develops. Update these regulations as necessary to control the location, mix, and impact of development.

- Adopt the Land Use Plan Map identifying where future land use activities will occur.
- Update the City's zoning ordinance and map, so they are consistent with the City's Comprehensive Land Use Plan Map.

Encourage compact development within the City that promotes the efficient use of space and reduces development costs, as an alternative to scatter or linear development.

- Review and modify the City zoning ordinance and subdivision regulations to control urban sprawl characteristics, such as scatter, leap frog, and linear development.

To control potential environmental degradation to community surface water and natural resources, establish strict development standards within these environmentally sensitive areas.

- Incorporate design requirement into the land subdivision ordinance that result in the use and protection of open spaces, parks, and drainage/waterways to protect the City's natural resources.
- Incorporate design requirements in the City's subdivision regulations that result in the use of open spaces, parks, drainage and waterways, and the natural topography to define and connect neighborhoods.
- Implement land use control measures, which protect the City's environmental corridors (see Map 11-3) from future growth and development.

Provide for a wide range of housing options, including single-family manufactured home (permanent foundation) and multi-family housing, to serve persons of different income levels, age, and needs.

- Implement land use controls that encourage a range of choices in housing types. Adopt an Official Map identifying where future land use activities will occur.

Discourage unplanned, large-scale commercial developments along the highways entering and leaving the community.

- Implement the Comprehensive Plan to help direct future commercial growth. Actively update this document on a continual basis.

Encourage new commercial development in the central business district (CBD), yet realize some types of business may need to be developed outside of the CBD because of large size needs.

- Provide incentives for commercial development and reuse in areas where they are desirable but otherwise may not occur. Specific techniques may include Tax Incremental Financing (TIF), National Main Street Program, and the Department of Commerce CDBG-Public Facilities and Economic Development funds.

Plan for an adequate amount of developable land to be made available for future industrial and commercial developments, which considers physical limitations, access to the existing transportation system, and availability of needed infrastructure.

- Ensure that areas designated for industrial and commercial development within the City and extraterritorial planning area are zoned for said use. Avoid development intrusion from other uses that would interfere with efficient industrial and commercial development.

Evaluate the size, location, and proposed use for all commercial and industrial developments to ensure compatibility with surrounding areas and natural resources.

Consider residential developments in areas of the City suitable for such development and are conveniently located near community facilities, such as parks, schools, and retail services.

Provide park and recreation facilities in existing or proposed residential areas of the City and its extraterritorial planning area where these facilities are not currently available.

Assure that the pace of development does not exceed the capacity of community facilities and utilities.

- Implement recommendations identified in the *Sanitary Sewer Systems Improvements report (1999)*, and the *Wastewater Treatment Capacity Evaluation report (1997)*. Incorporate these improvement needs and upgrades into the capital improvement plan on an annual basis.
- Continue to maintain the water, sewer, and storm water systems at levels that meet or exceed state and federal codes and regulations, and when necessary, replace aging and worn-out components of each system. Incorporate future needs and upgrades into the capital improvement plan on an annual basis.

Pro-actively coordinate the City, towns of Hillsboro and Greenwood, and Vernon County planning activities.

- Address development patterns of areas outside the City within one and a half miles of the City corporate limits (the City's extraterritorial planning area), by creating extraterritorial zoning and/or land subdivision ordinances.
- Work with the Towns of Hillsboro and Greenwood, and Vernon County to establish uniform land, zoning, and design standards for site planning.

10.8 Intergovernmental Cooperation

Goal: The City will encourage the cooperation with adjacent local governmental units and those agencies with overlapping jurisdiction to assure a more coordinated planning and decision-making effort.

Objectives: Encourage the coordination with adjacent communities and Vernon County to address growth issues and other mutual planning related issues, specifically residential and large-scale commercial developments.

- Plan a future land use pattern that is compatible with existing land uses in adjacent communities. Since the surrounding Towns of Hillsboro and Greenwood do not have comprehensive plans in place, encourage these communities to consider the City's plans in their future planning efforts.
- Consider the impacts on adjacent communities when reviewing development proposals.

- As industrial and commercial development expands beyond Hillsboro's corporate limits look at possibly establishing cooperative boundary agreements with the surrounding towns.
- Where feasible, adopt intergovernmental agreements regarding the placement and design of future land use, as well as future utility extensions.

Encourage cooperation and coordination of shared service agreements with surrounding local units of government that are in the best interest of public safety, welfare, and health.

- Continue shared service agreements with the surrounding towns for both ambulance and fire protection services.

Work with Vernon County, the towns of Hillsboro and Greenwood, and other nearby towns to promote economic development and tourism.

- Develop a shared economic development vision for the Hillsboro area. Complete a strategic planning process aimed at determining this shared vision.

Work with Vernon County, the towns of Hillsboro and Greenwood, and other towns to explore alternative transportation options for the elderly and disabled.

- Work with Vernon County to develop additional transportation services for the elderly, disable, and other residents in the Hillsboro area including possible private transportation services or regional shuttle bus service. To meet future demands, look at creating a demand responsive bus service that provides service to Hillsboro residents with transportation needs on a daily basis.

Work with the surrounding communities and WisDOT on planning, access controls, and other elements of both motorized and non-motorized transportation systems.

- Adopt an Official Map ordinance reserving future street and non-motorized transportation facilities.
- Coordinate recreational planning efforts with the Vernon County Outdoor Recreation Facilities Plan.
- Construct a multi-use trail system encompassing the entire City, which links with the existing Hillsboro-Union Center Bicycle Trail (see Map 11-5).

Encourage mutual efforts to promote the preservation of Hillsboro's existing and future natural and recreational resources.

- Work with Vernon County and surrounding towns to help revise and implement existing zoning restrictions and standards that prohibit significant natural resources within the City from being negatively impacted. Such restrictions include wetland

and shoreline setbacks, drainage and waterway setbacks, minimum lots sizes, minimum buildable areas, etc.

Encourage mutual efforts to protect the area's surface water resources from non-point source pollution, and proper shoreland area protection.

- Work with Vernon County and surrounding towns to help create stricter drainage/surface water management standards within the County's subdivision and shoreland zoning ordinances for developments near surface water resources.
- Work with Vernon County and surrounding towns to help establish land use regulatory programs and controls (i.e. – wellhead protection and extraterritorial zoning) that are designed to protect the surface and groundwater supply.

Work with Vernon County, the towns of Hillsboro and Greenwood, and other surrounding communities to support and preserve area-wide cultural, historical, and other community-wide resources.

Promote a collective effort to improve traffic flow patterns and road improvements and maintenance within the Hillsboro area.

- Implement the PASER (Pavement Surface Evaluation and Rating) system to rate the existing surface conditions of local roads within the Town.
- Address the City's street system and other transportation needs by continuing to update the community's capital improvement plan on an annual basis. Build, extend, and improve streets according to the plan's schedule.
- For new development identified on the Land Use Plan map, plan for the appropriate design, connection, and extension of future streets. Promote varied/ unique street designs within new residential areas.

Encourage coordination with the school district on the shared service, use, and planning of future schools and/or expansions.

- Work with the Hillsboro Joint School District on coordination of their planning activities with recommendations of this comprehensive plan. Encourage the school district to identify and acquire schools sites in planned growth areas.
- Work with the Hillsboro Joint School District on a shared service area for the proposed multi-use trail system (see Map 11-5).

Encourage cooperation with surrounding communities to ensure the St. Joseph's Memorial Hospital remains within the area.

- Work with the hospital administration, Vernon County, and the State on the expansion and upgrading of the existing hospital. Coordinate with the Wisconsin Department of Transportation on the relocation/rerouting of STH 80 to allow for appropriate expansion of the hospital.

LAND USE PLAN, 2020

11.0 Introduction

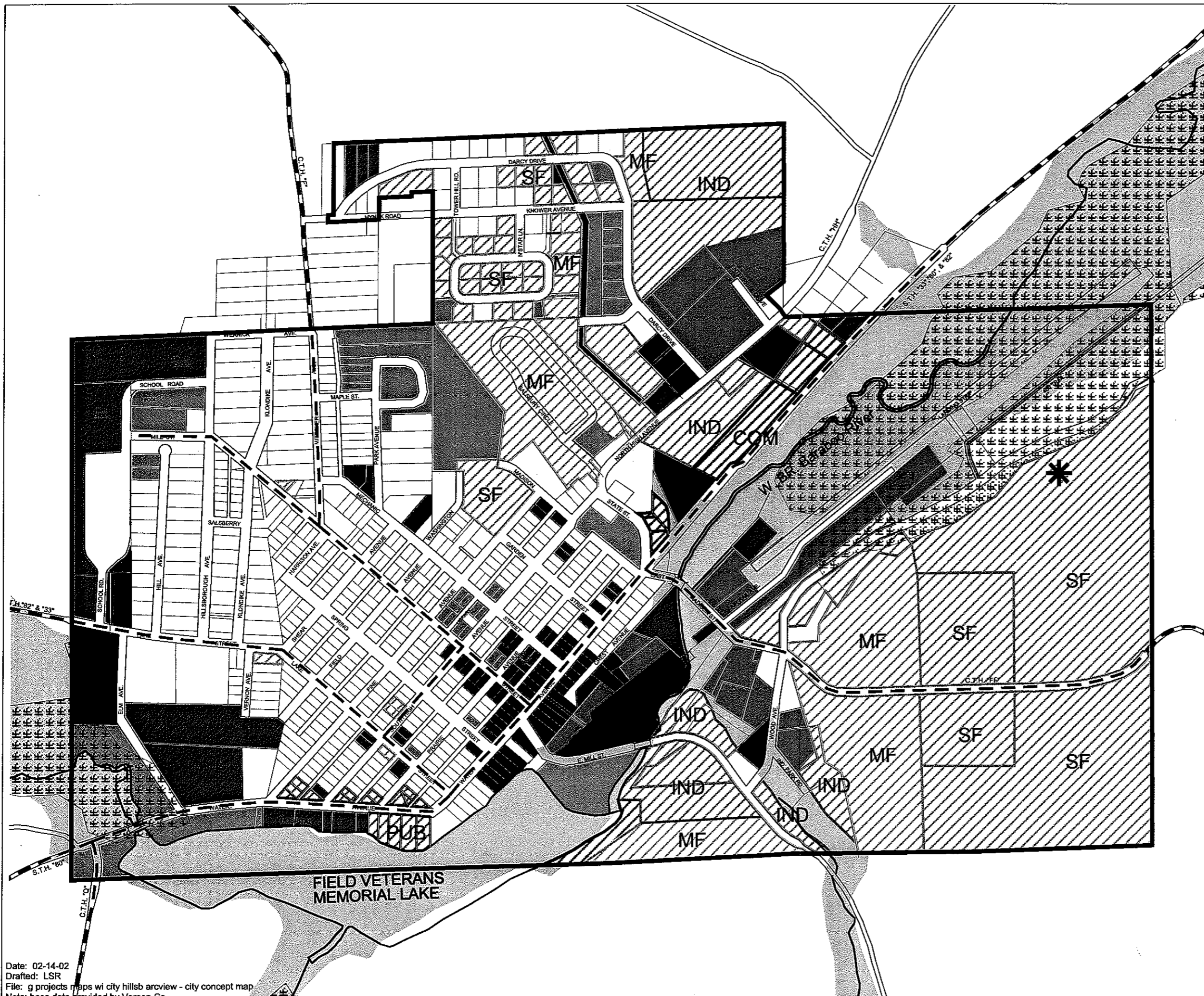
The City of Hillsboro's Planning Commission used a three-step process to determine the preferred future land use patterns for the City and the City's extraterritorial planning area for the next 20 years. First, the Planning Commission members reviewed the population, housing and economic forecasts, background information, and issues, opportunities, and constraints that were established in the previous stages of the planning process. They then looked at Plan Concept Maps for the City and extraterritorial planning area, which were prepared after talking with local experts to gain their views on likely continued development trends within the City and extraterritorial planning area. After reviewing and discussing the information gained in the first two steps and the input received from the public, the Planning Commission used this knowledge to develop the following visions on how they would like Hillsboro to look if new responses to identified trends were put into action. Maps 11-1 through 11-6-a and b visually depict the desired future land use patterns for the City and its extraterritorial planning area. The following provides a synopsis of these desired future land use patterns.

11.1 Single Family Residential

The City has identified several areas for single-family development in the next 20 years. Ideally, the City would like to see single-family development occur within its corporate limits. This would occur as infill development in the Tinkers Bluff subdivision, with additional development identified on the far-east side of the City, located to both the north and south of CHT FF. City utilities, such as water and sewer, are currently established within the Tinkers Bluff subdivision. However, to serve all of the desired single-family residential land to the far-east side utilities would have to be extended approximately one-half mile. Additional areas within the City identified for single-family residential include a 4.5 acre-parcel area near the center of the City, located along Pine, Madison, and Washington Avenues. Smaller parcels are located throughout the City (South High Avenue, Lake Street, Mill Street –Map 11-1 and 11-1b).

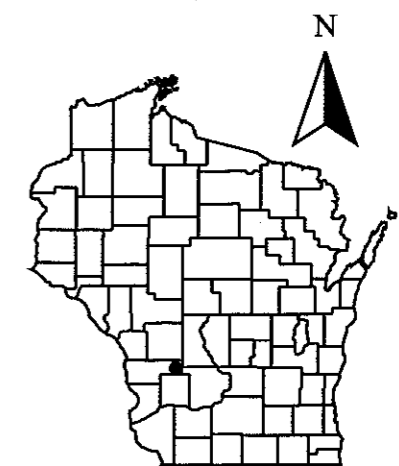
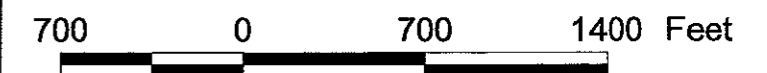
The City has also identified future single-family residential use within its extraterritorial planning area, adjacent to its corporate limits. This includes land to the west, north of STH 82/33; north of Tinkers Bluff subdivision; east along CTH FF; southwest of Hillsboro Lake along STH 80 and CTH Q; and to the south near Hillsboro Lake (Map 11-2). For all single-family residential use areas identified within the extraterritorial planning area, substantial extension projects would need to be completed to provide City utilities. For extension of water and sewer, residential development to the west would be the least limiting. A new lift station would be needed along STH 82/33, along with a possible booster facility for water service. Because of current water service capacity within the City, either booster facility in the short-term and/or possibly a new reservoir will be needed dependent on the amount and extent of future development. For the designated residential area to the north of Tinkers Bluff, both municipal and sanitary sewer lines would have to be extended. Topography in this area will create a challenge for water service, most likely requiring a booster facility. For the designated residential area to the east, both municipal water and sanitary sewer will need to be extended, with a booster facility (short-term) or future reservoir needed. Designated residential areas to the

MAP 11-1 CITY OF HILLSBORO VERNON COUNTY, WI. LAND USE PLAN



Key

- Corporate Limits
- Wetlands
- Flood Plain
- Proposed Parks
- Proposed Land Use
- Single Family Residential
- Multi-Family Residential
- Manufactured Home Residential
- Commercial
- Industrial
- Park and Recreation
- Public and Quasi-Public
- Existing Land Use
- Single Family Residential
- Multi-Family Residential
- Manufactured Home Residential
- Farmstead
- Commercial
- Industrial
- Park and Recreation
- Public and Quasi-Public
- Open Space / Vacant
- Water
- Agriculture
- Wooded
- Regional Airport

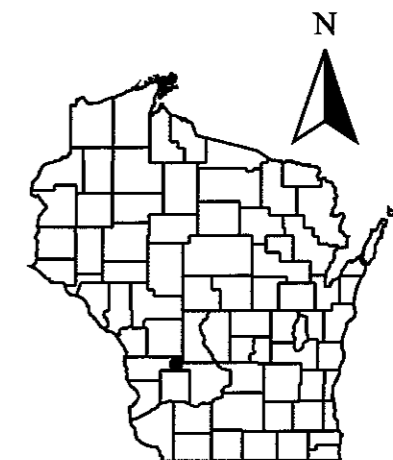
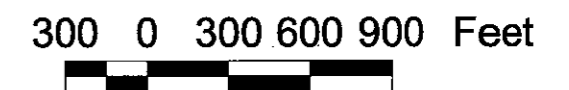


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Note: base data provided by Vernon Co.

MSA
PROFESSIONAL SERVICES
TRANSPORTATION • MUNICIPAL • REMEDIATION
DEVELOPMENT • ENVIRONMENTAL

Key

	Corporate Limits		Public Parking (potential locations)
	Major Routes	Existing Land Use	
	Regional Airport		Single Family Residential
	Wetlands		Multi-Family Residential
Flood Plain			Manufactured Home Residential
	Flood Plain		Farmstead
Proposed Land Use			Commercial
	Single Family Residential		Industrial
	Multi-Family Residential		Parks and Recreation
	Manufactured Home Residential		Public and Quasi-Public
	Commercial		Open Space / Vacant
	Industrial		Water
	Park and Recreation		Agriculture
	Public and Quasi-Public		Wooded

**MSA**

PROFESSIONAL SERVICES
TRANSPORTATION • MUNICIPAL • REMEDIATION
DEVELOPMENT • ENVIRONMENTAL

Date: 02-14-02
Drafted: LSR
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Note: base data provided by Vernon Co.

south would also require municipal utility extensions. Lastly, designated residential areas to the southwest would require both booster facilities and a lift station. Development to the southwest will be a challenge due to physical constraints from the lake, as well as environmental constraints from the river and area wetlands. For future utility service area maps see maps 11-6A and 11-6B.

11.2 Multi-Family Residential

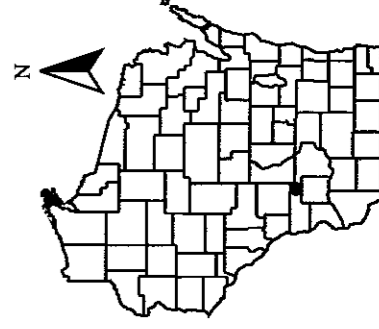
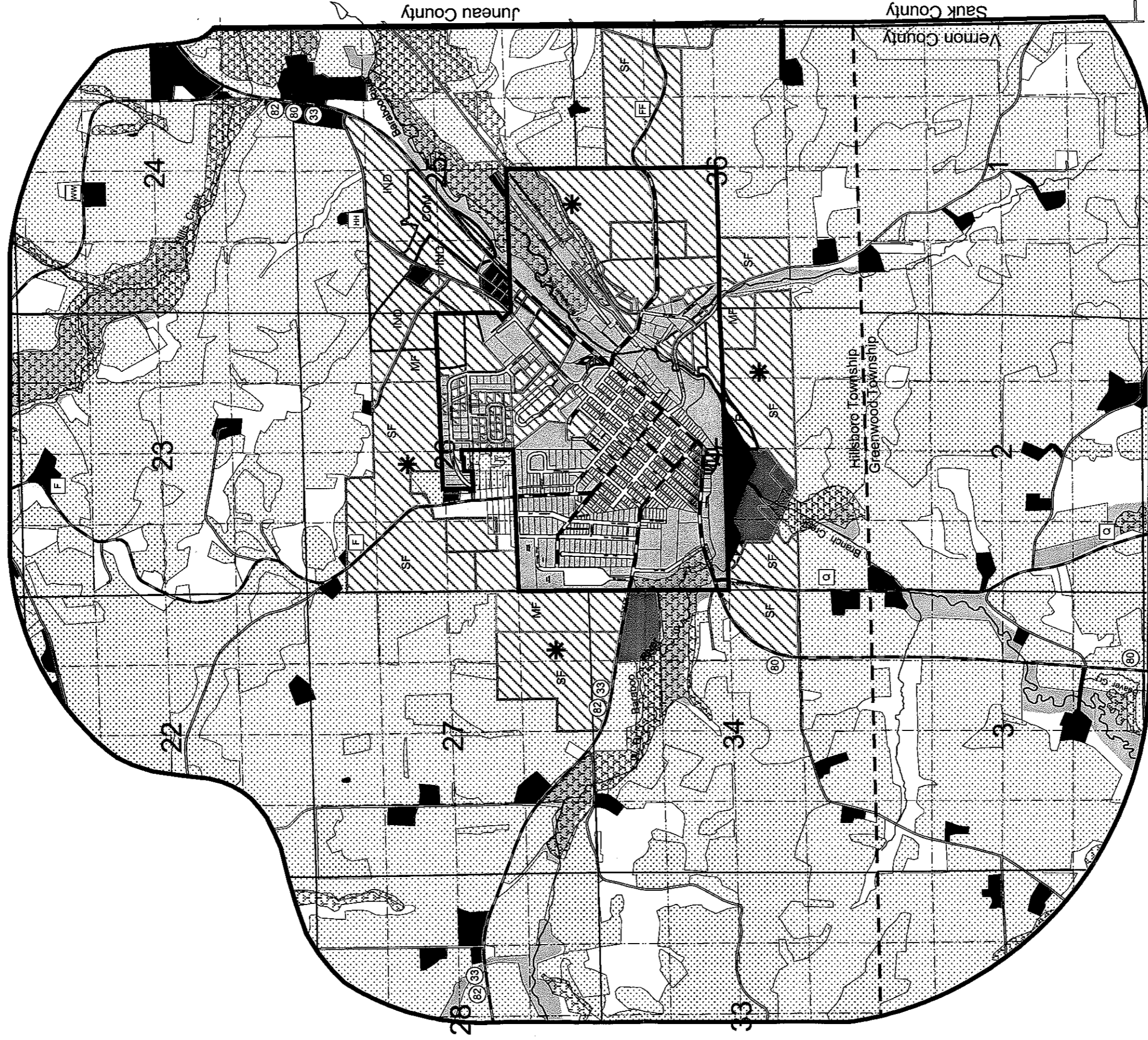
The City has identified several areas to be converted into multi-family residential use within the next 20-years (Maps 11-1 and 11-2). These areas would serve as transition areas between existing and future single-family, manufactured housing, industrial, and commercial areas. For areas within the City, multi-family areas have been identified east of the Baraboo River, located to both the north and south of CHT FF. As with single-family residential, extension of municipal utility services would be needed. Additional areas have been designated south of Tinkers Bluff, surrounding Salisbury Circle (located within existing Tax Incremental Finance District #2). To help buffer future growth of the City's existing industrial park, additional multi-family use has been identified to the east of Tinkers Bluff and is a continuation of multi-family use in this area. Lastly, future industrial land has been designated near Mill Street, south of the Baraboo River. Multi-family land has been identified to the south of the designated industrial land to act as a buffer/transition for future single-family residential.

Within the City's extraterritorial planning area, multi-family residential use has been identified to the west of the corporate limits as a transitional area between the existing school property and designated single-family residential and manufactured housing. To the north, multi-family has been designated as a buffer/transition between designated single-family residential and potential industrial development expansion. Lastly, multi-family use has been identified south of the City's corporate limits to serve as a buffer/transition area between designated industrial and single-family uses.

11.3 Manufactured Housing

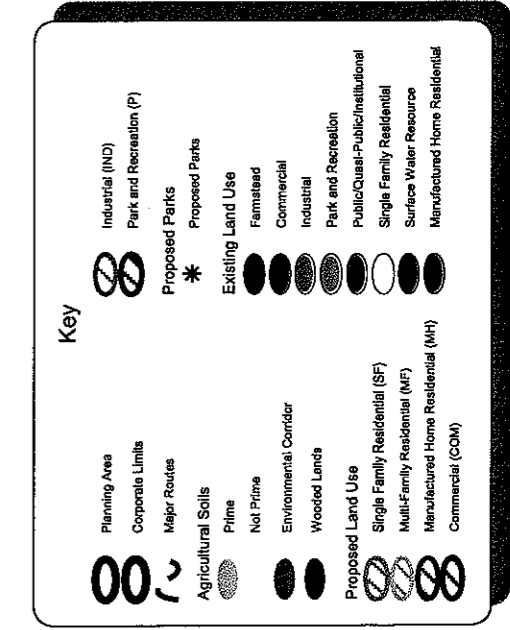
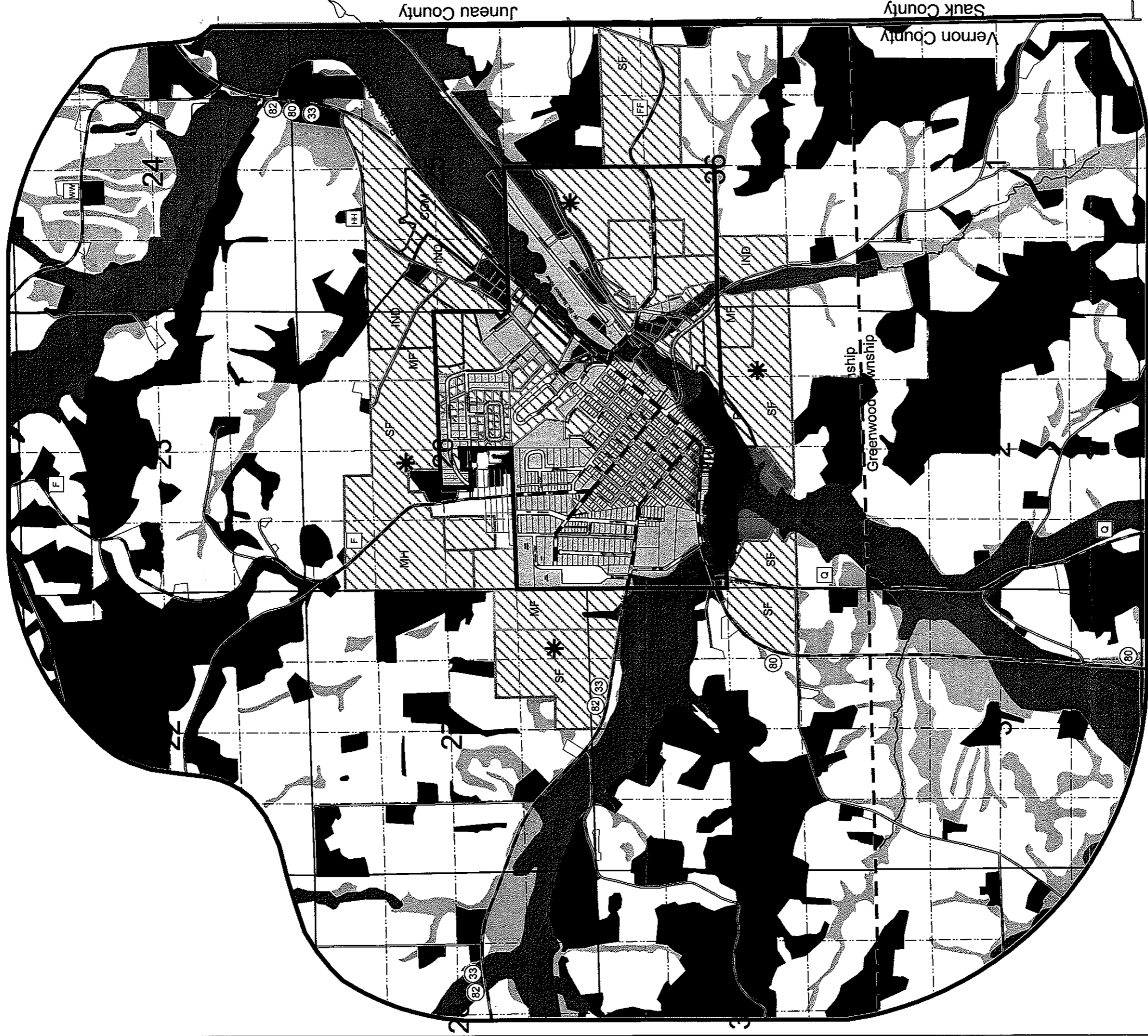
Through its zoning code, the City currently allows manufactured housing in its R-1 and R-2 districts. However, the City has identified two separate areas for manufactured housing development over the next 20-years in which the City may wish to establish a specific zoning designation for these areas. To provide adequate space for affordable housing the City has designated one manufactured housing area within its corporate limits, located along CTH FF on the far-east side of the community. The other location is designated northeast of the City, located south of CTH F within its extraterritorial planning area. Both locations will need extension of municipal services for water and sewer, and each may require booster facilities and/or lift stations depending on topography and other limitations.

MAP 11-2

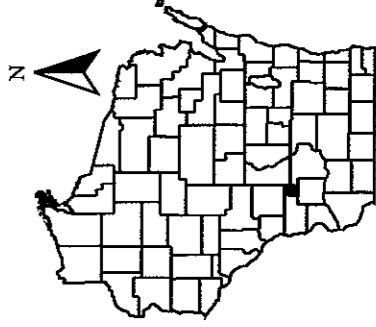


Date: 02-14-02
 Drafted: LSR
 File: g projects maps wi city hillsb arcview - plan concept map
 Note: land use observed from 1995 orthos provide by Vernon Co.

MAP 11-3 CITY OF HILLSBORO PLANNING AREA VERNON COUNTY, WISCONSIN ENVIRONMENTAL CORRIDORS



1000 0 1000 2000 Feet



11.4 Commercial

Over the next 20-years the City desires commercial use in the central and northcentral portions of the City and its extraterritorial planning area (Maps 11-1 and 11-2). The City would like to take advantage of the proximity to STH 80/82/33 and designated commercial use along this corridor. The City would like to encourage new development in the central business district (CBD) to help maintain economic viability in the downtown, but realizes that some types of business may need to be developed outside of the CBD because of larger size needs. To accommodate this need, designated commercial land has been identified along the STH 80/82/33 corridor, and is located within both the City and its extraterritorial planning area. To provide municipal sewer and water to these areas, utility service lines will need to be extended.

11.5 Industrial

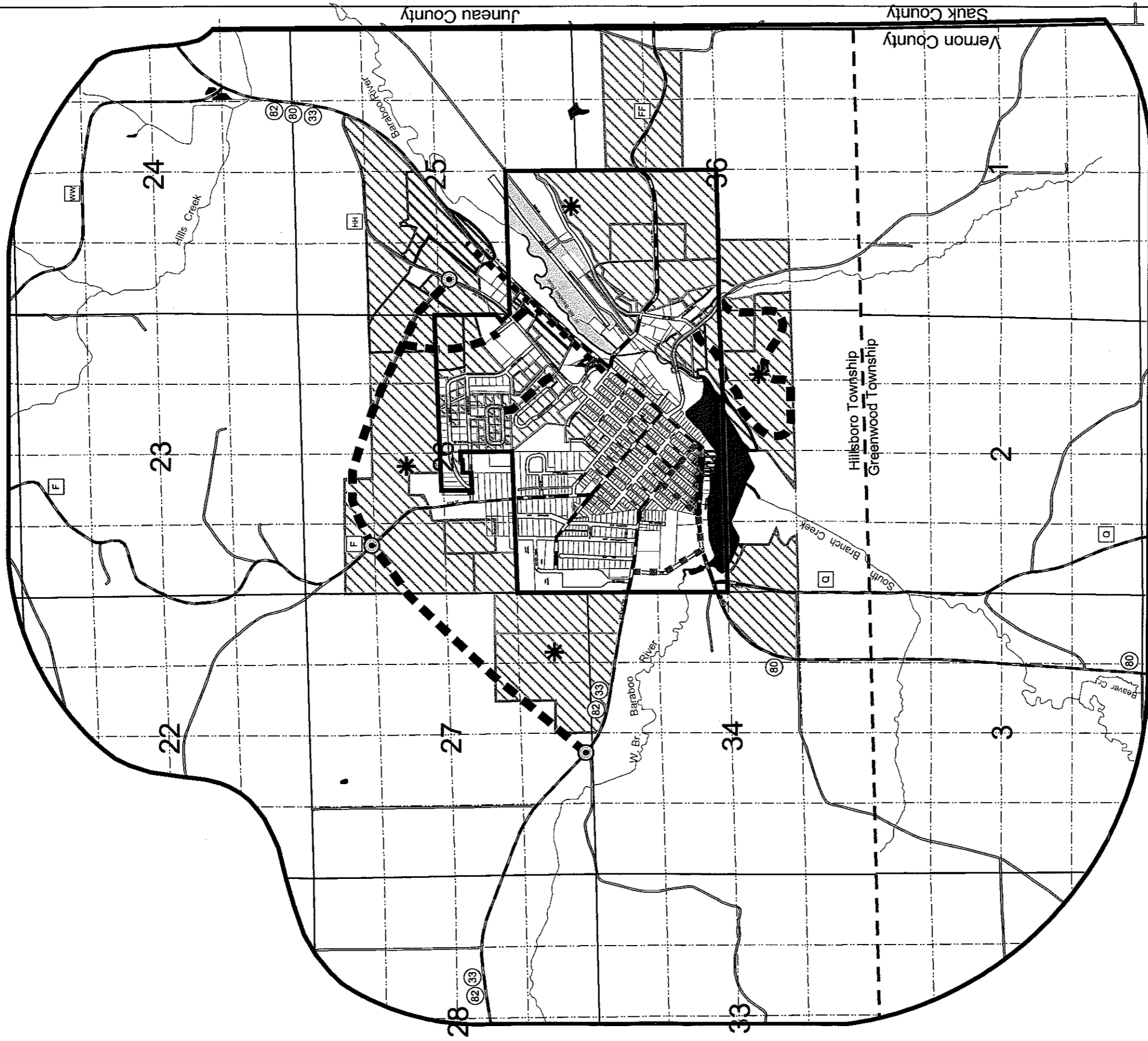
Over the next 20-years, the City desires industrial use in both the northern and southern portions of the City and its extraterritorial planning area (Maps 11-1 and 11-2). Limited by development constraints, the City would like to expand its industrial base by designating future industrial uses adjacent to existing industrial lands. For both areas, municipal water and sewer will need to be extended most likely requiring booster facilities and/or lift stations depending upon location and topography. As the City's wastewater treatment facility reaches its maximum treatment capacity, the City will have to assess the impact of future industrial developments to determine the overall load it will place on the treatment facility. Expansion of the treatment facility may be necessary, with possible relocation to the City's west side.

11.6 Parks and Recreation

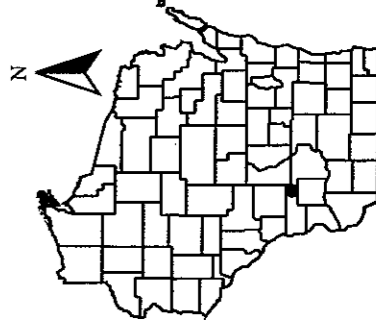
In the next 20-years, the City would like neighborhood parks established in all major residential developments within the City and its extraterritorial planning area (Maps 11-1 and 11-2). These small neighborhood parks would mostly serve residents living within the surrounding residential areas. Facilities that would be provided at these sites include: benches, limited picnic facilities, playground equipment, and small sports fields. The City currently owns park and recreation land south of Hillsboro Lake and has designated land for park and recreation use to the east and west of this, creating a loop around the lake, connecting Field Veteran's Memorial Park and the open space by the dam. The City has also designated additional park and recreation land south of the airport to provide a linkage to the Hillsboro-Union Center Bicycle Trail.

To connect with the bike trail the City has also identified a bike and pedestrian trail system encompassing the entire City (Map 11-5). The identified trail is located within both the City and its extraterritorial planning area, extending from the current Hillsboro-Union Center Trail, south around Hillsboro Lake, connecting with Field Veteran's Memorial Park and Settler's Park, north along the western boundary of the high school/grade school facilities, connecting to the east with Albert Field Memorial Park, through Tinkers Bluff, east over to STH 80/82/33, then back across the Baraboo River to the state bike trail. *Specific route linkages connecting the Hillsboro-Union Center Bicycle Trail to Hillsboro Lake, including the bridge crossing at Mill Street, will require additional engineering studies and site investigations.

MAP 11-4 CITY OF HILLSBORO PLANNING AREA VERNON COUNTY, WISCONSIN PLAN TRANSPORTATION



1000 0 1000 2000 Feet



Key

- | | | | | | |
|--|---------------------|--|------------------------------------|--|-------------------------|
| | Planning Area | | Road Expansion | | Commercial (COM) |
| | Corporate Limits | | Road Re-Route | | Industrial (IND) |
| | Regional Airport | | Future Intersection | | Park and Recreation (P) |
| | Major Routes | | Proposed Land Use | | Proposed Parks |
| | Future Improvements | | Single Family Residential (SF) | | |
| | Future Road | | Multi-Family Residential (MF) | | |
| | Pedestrian | | Manufactured Home Residential (MH) | | |

Date: 02-14-02
 Drafted: LSR
 File: g projects maps wi city hillsb arcview - plan transportation
 Note: land use observed from 1995 orthos provide by Vernon Co.

MSA

PROFESSIONAL SERVICES
 TRANSPORTATION • MUNICIPAL • REMEDIATION
 DEVELOPMENT • ENVIRONMENTAL

In 2000, Vernon County prepared and adopted a five-year comprehensive park and recreation plan. For the City of Hillsboro, the plan recommends improvements for the Hillsboro-Union Center Trail, Settler's Park, Field Veterans Memorial Lake Boat Launch, Albert Field Memorial Park, and the Cheyenne Valley African-American Settlement Heritage Trail. The City portion of the Vernon County Outdoor Recreation Facilities Plan for 2000-2004 was adopted by the City Council in August 2000.

11.7 Public and Quasi-Public

For public/quasi-public land use, the City has designated land adjacent to the hospital as public for future expansion and growth of the existing hospital. Currently, the hospital is limited in its expansion due to the lake to its south and STH 80 to its north. The public/quasi-public land has been designated to east of the hospital and north across STH 80. The City will work with the Wisconsin Department of Transportation to potentially re-route and/or expand STH 80 to allow for adequate and safe expansion of the hospital facility.

11.8 Transportation

To accommodate growth over the next 20-years the City has designated future road extensions for future development areas within the City's extraterritorial planning area (Map 11-4). Future intersections have also been identified where road extensions cross county and state highways.

For pedestrian circulation, the City has identified future pathways (i.e. – sidewalks) along the STH 80/82/33 corridor in connection with designated commercial development in this area. Additional pedestrian circulation has been identified through the proposed bike trail identified above.

To accommodate needed expansion of the St. Joseph's Memorial Hospital, the City has identified re-routing options of the minor arterial routes adjacent to the hospital. Coordination with the Wisconsin Department of Transportation (DOT) will be necessary. Re-routing options include routing traffic through Elm Street, then along Lake Street to Water Avenue, or routing traffic through Pine Avenue, then along Lake Street to Water Avenue. A second option would be the expansion of Water Avenue along a several block section in front of the hospital. Again, coordination with the Wisconsin DOT will be necessary.

To promote and accommodate economic growth within the central business district, the City has identified several parcels for future reuse as designated parking areas (Map 11-1b). These include three separate parcels between Crest Avenue and Water Avenue; one parcel along Water Avenue, west of E. Mill Street; one parcel near the intersection of Water Avenue and Mill Street; and one parcel on Prairie Street, west of Mill Street.

MAP 11-5 CITY OF HILLSBORO VERNON COUNTY, WI. BIKE AND PEDESTRIAN TRAILS



Key

Corporate Limits

Park and Recreation Land

Existing

Potential

Trails

400 Recreational Trail

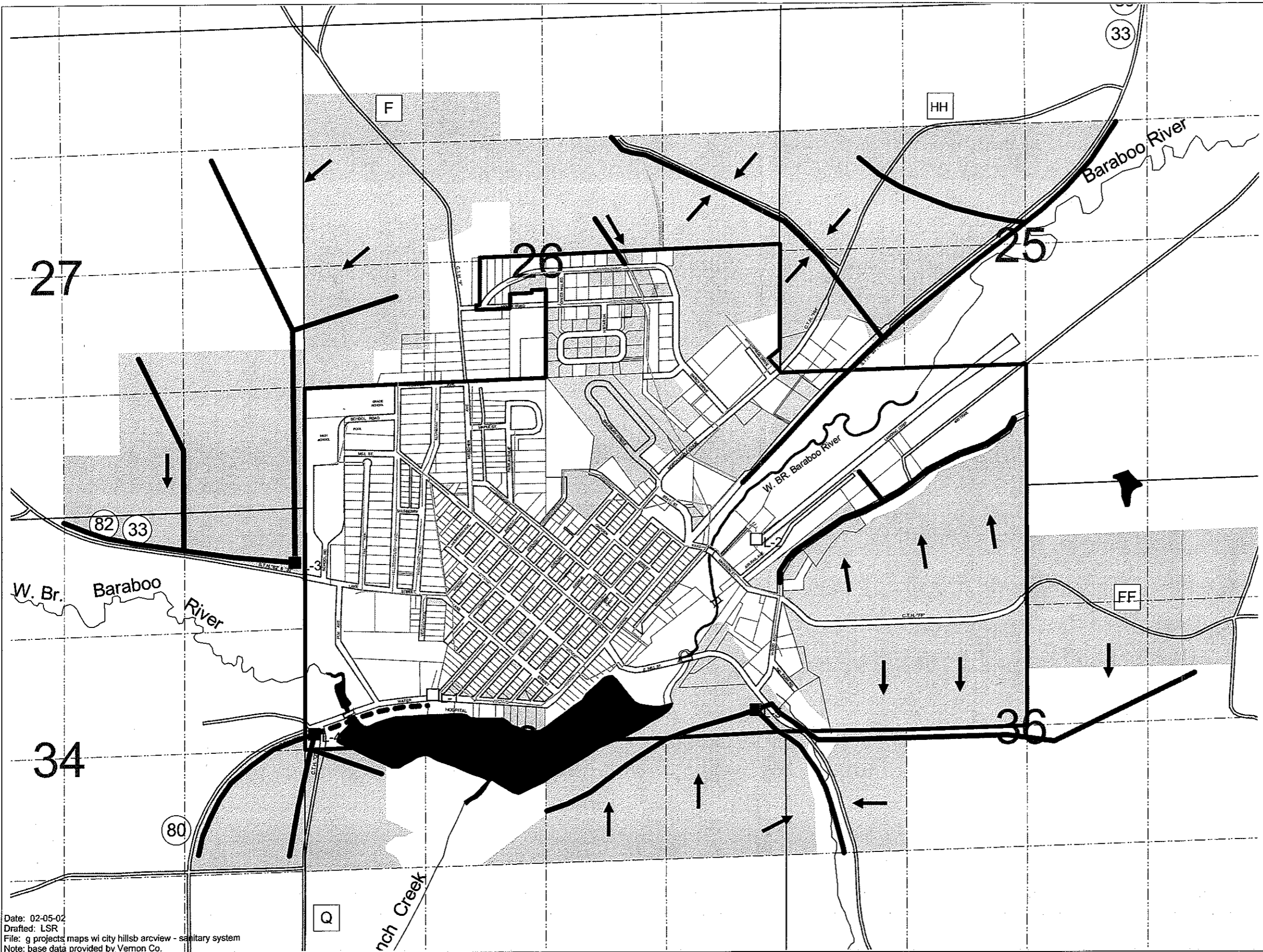
Proposed Bike and Pedestrian Trail

Alternative Trail

Trail Spur

Date: 01-29-02
 Drafted: LSR
 File: g projects maps wi city hillsb arcview - park and rec.
 Note: base data provided by Vernon Co.

MAP 11-6a CITY OF HILLSBORO VERNON COUNTY, WI. SANITARY SEWER MAP



Key

00

Planning Area

—

Corporate Limits

▨

Planned Growth Area

—

Existing Sewer Lines

—

Existing Sewer Lines

□

Lift Stations

□

Existing

■

Proposed

—

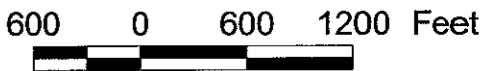
Proposed Sewer

—

Gravity Main

—

Force Main



Date: 02-05-02
 Drafted: LSR
 File: g projects maps wi city hillsb arcview - sanitary system
 Note: base data provided by Vernon Co.



MAP 11-6b CITY OF HILLSBORO VERNON COUNTY, WI. WATER SYSTEM MAP

Key

00

Planning Area

—

Corporate Limits

▨

Planned Growth Area

Existing Water System

—

Existing Water System

Water System Symbols

△

Existing Booster Station

▲

Proposed Booster Station

○

Existing Reservoir

●

Proposed Reservoir

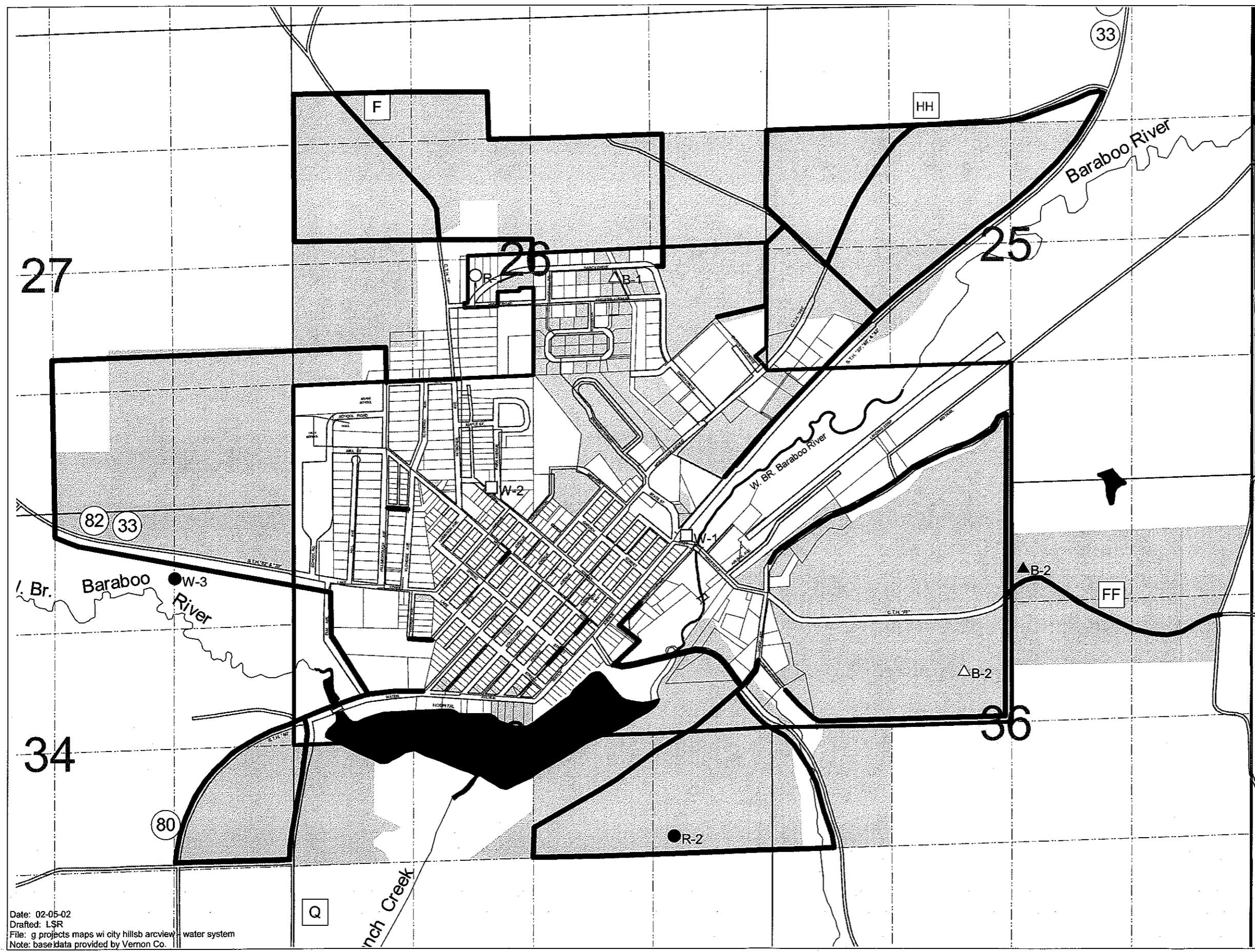
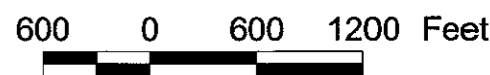
□

Existing Well

~

Proposed Looping Watermain

Note: R-1 overflow is 1150. All lots > + or - 1050 ground elevation likely require water booster.



Date: 02-05-02
 Drafted: LSR
 File: g projects maps wi city hillsb arcview - water system
 Note: base data provided by Vernon Co.



11.9 Land Use Projections

The tables below list the anticipated housing/residential development scenarios based on population projections, average household size, and household projections. The total acreage required assumes an average requirement of 0.29 acres per housing unit (consistent with average lot size currently found within the City).

A. Based on Past Population Trends and Estimates (Method 1)

Year	Population Projections*	Household Projections*	Total Residential Acreage Required**
2000	1,302	612	177
2005	1,420	677	196
2010	1,538	744	216
2015	1,656	814	236
2020	1,773	886	257
2025	1,891	960	278

B. Based on Historical Household and Building Permit Trends (Method2)

Year	Population Projections*	Household Projections*	Total Residential Acreage Required**
2000	1,302	612	177
2005	1,341	639	185
2010	1,376	666	193
2015	1,409	693	201
2020	1,441	720	209
2025	1,471	747	217

*see the Community Profile for information on projections

**average acreage requirement of 0.29 acre per housing unit

PLAN IMPLEMENTATION

The implementation of the City of Hillsboro comprehensive plan involves decision-making by both public officials and the citizens of the community. These decisions will be measured by the concern over the welfare of the community, the willingness to make substantial investments for improvement within the community, and the realization that certain procedures must be followed and adhered to for the continued high quality environment found within the City. Suggested implementation measures include:

- The implementation and enforcement of regulatory ordinances and non-regulatory activities based on the goals and objectives identified in the comprehensive plan.
- The establishment and support of a continued planning process providing for periodic review and updates to the plan and land use control measures.
- The support of committees and local organizations to carry-out specific community improvements as identified in the comprehensive plan.
- The official adoption and administration of a capital improvements program.

I. Regulatory Measures

Regulatory measures used to guide development are an important means of implementing the recommendations of a comprehensive plan. Various examples, including the zoning ordinance, land division or subdivision regulations, official mapping, and extraterritorial land use controls comprise the principal regulatory devices used to protect existing development as well help to guide future growth and development as identified in the comprehensive plan. These regulatory and land use control measures are officially adopted by the City Council as ordinances (or as revisions to the existing ordinances), then administered by the various City departments and officials. The objectives and recommendations of these regulations are discussed below. **Note: All current and future ordinance language should reference the City of Hillsboro Comprehensive Plan.*

A. Zoning Ordinance

Zoning is used to guide and control the use of land and structures on land. In addition, zoning establishes detailed regulations concerning the areas of lots that may be developed, including setbacks and separation for structures, the density of the development, and the height and bulk of building and other structures. The general purpose for using zoning is to avoid undesirable side effects of development by segregating incompatible uses and by maintaining adequate standards for individual uses.

The establishment of zoning districts is generally conducted after careful consideration of the development patterns indicated in the comprehensive plan. Amending zoning district boundaries has the overall effect of changing the plan (unless amendments correspond to changes within the plan), therefore, it is reasonable to assume that indiscriminate changes may result in weakening of the plan. The City Council makes the final decisions on the content of the zoning ordinance and the district map. These decisions are preceded by public hearings and recommendations of the plan commission.

Recommendations

- Change the official zoning map to reflect recommendations identified in the City's Land Use Plan and accompanying Map.
- Under the R-1 and R-2 residential districts within the zoning code, modify the requirements for manufactured homes as a permitted use to include:
 - o The structure is certified under the National Manufactured Housing Construction and Safety Standards of 1974 and complies as a Type 2 manufactured building. A manufactured building is a dwelling unit that complies with Subchapter III of Chapter 101, Wisconsin Statutes, and shall have been inspected and certified by the Department of Industry, Labor and Human Relations (DILHR) as complying with Subchapter III and shall display the compliance insignia issues by DILHR.
 - o The design of the structure shall be similar in character and appearance to other dwelling units in the area with regard to unit size, roof overhangs, roof materials, roof pitch, and exterior materials.
 - o A predominant shape and form that is compatible with the surrounding neighborhood.
 - o *Minimum roof pitch.* The pitch of the main roof shall not be less than 4.0 feet of rise for each 12 feet of horizontal run (4/12 pitch). The roof must be finished with a type of shingle commonly used in site-built residential construction.
 - o Any additional architectural, exterior appearance, installation, and/or other develop standards the City deems necessary.
- Recommend to dissolve the Rural Residential and Agricultural zoning districts currently identified within the City. Would challenge its need based on new Comprehensive Plan and 20-year land use maps.
- As identified in the Land Use Plan Map (Map 11-2) development is identified over a 20-year period. To accommodate this development over time, transition zones could be created allowing growth and development to occur only when adequate services and demands are in place.
- Determine phasing of future land use development patterns

B. Subdivision Ordinance

Subdivision regulations serve as an important function by ensuring the orderly growth and development of unplatted and undeveloped land. These regulations are intended to protect the community and occupants of the proposed subdivision by setting forth reasonable regulations for public utilities, storm water drainage, lot sizes, street design open space, other improvements necessary to ensure that new development will be an asset to the City.

Recommendations

- To comply with State statutes, current subdivision regulations should reference the City's Comprehensive Plan.

C. Official Map

An official map is a map adopted legislatively that reflects a community's fixed decision to locate streets, parks, and other facilities as indicated on the map. The community thereby reserves the property for later acquisition. The current owner retains title and possession. The community pays the owner no compensation until and unless it exercises its power of condemnation over the property. The City is not obligated to obtain the sites shown on the official map but has, in a sense, a "first option" on them at the time of their sale or subdivision. The purpose of an official mapping policy is to keep the land at its current state of development and thus encourage both effective planning and lower condemnation costs.

Recommendation

- The City of Hillsboro should adopt an official map ordinance and corresponding map to regulate growth based on the recommendations found within the comprehensive plan. The main purpose of the official mapping activities would be to preserve future street right-of-way and trail (recreation) corridors to allow for access to new development and the efficient growth of the City. The City Planning Commission would be responsible for creating the official map.

D. Extraterritorial Controls

To ensure orderly development and use of land in areas adjacent to a municipality, Wisconsin law grants communities under 10,000 population extra-territorial zoning and platting jurisdiction for areas within one and one-half miles of the corporate limits. Extraterritorial zoning power (granted under Chapter 62 Of the Wisconsin Statutes) allows any community which has a planning commission and has adopted a zoning ordinance to prepare and provide for the enforcement and administration of and extraterritorial zoning ordinance. In addition, extraterritorial platting power, allows municipalities to grant plat approval of any subdivision within its extraterritorial jurisdiction. Also, under Wisconsin Statutes, municipalities are allowed to cooperate in planning for the growth and development of the lands within the extraterritorial area. This includes the ability to establish municipal boundaries and determine in advance the provision of municipal services.

Recommendations

- The Planning Commission and City Council should coordinate with surrounding Town officials on the need for cooperative planning (including possible cooperative boundary agreements) in areas surrounding Hillsboro.

- An Intergovernmental Committee should be created to provide communication and coordinate land use, transportation, economic development, and other growth management issues facing Hillsboro and surrounding communities. In addition, to help resolve potential conflicts arising over land use and other intergovernmental issues, a process should be established for resolution of these conflicts (i.e. – Alternative Dispute Resolution).
- The City, along with the surrounding Towns and County, should coordinate on all rezoning and subdivision requests which could impact future development of Hillsboro and the surrounding areas.

II. Non-Regulatory Measures

A. Capital Improvement Programming

This is an ongoing financial planning program intended to help put planning proposals into effect. The program allows local communities to plan for capital expenditures and minimize unplanned expenses. Capital improvements or expenditures are those projects which require the expenditure of public funds for the acquisition or construction of a needed physical facility.

Capital improvement programming is a listing of proposed projects according to a schedule of priorities over the next few years. It identifies needed public improvements, estimates their costs, discusses means of financing them, and establishes priorities for them over a four-to-six year programming period. Improvements or acquisitions considered a capital improvement include:

- Public buildings (i.e. – fire and police stations)
- Park acquisition and development
- Roads and highways
- Utility construction and wastewater treatment plants
- Joint school and other community development projects
- Fire and police protection equipment

A capital improvement plan or program is simply a method of financial planning for these types of improvements and scheduling the expenditures over a period of several years in order to maximize the use of public funds. In addition, each year the capital improvement program should be extended one year to compensate for the previous year that was completed. This keeps the improvement program current and can be modified to the community's changing needs.

Preparation of a Capital Improvement Program

The preparation of a Capital Improvement Program is normally the joint responsibility between the community administrator or plan commission, village president, various

department heads, governing body, and citizen commissions. The preparation of a capital improvement program may vary from community to community depending on local preferences, the local form of government and available staff. In communities that have a community development plan or comprehensive plan, a planning agency review of the proposed capital improvement program is desirable.

Recommendations

- It is recommended that the community base its capital improvement programming decisions on the community's comprehensive plan. The plan will contain an analysis of present conditions, along with future growth and development recommendations. These recommendations, along with projects identified by other community departments, will provide the basis for a capital improvement program that will meet the current and projected needs of the community.

It is unlikely that the community will have the resources to undertake all of the capital improvements identified, therefore, a priority ranking system would generally be established where less important projects could be delayed or postponed.

- Preliminary Capital Improvement Recommendations to include:

Public Facility/Utility	Future Needs	Timetable	
		1 - 5 years	Ongoing
Sanitary Sewer	• Annual Maintenance	√	
	• Crest Avenue Sewer Line Replacement	√	
	• Sanitary Manhole Replacement	√	
	• Sewer Line Televising	√	
Water Supply/Service	• Upgrades/Annual Maintenance		√
Storm Water Mgmt.	• Ongoing		√
Wastewater Treatment Facility	• Upgrades	√	
Parks	• Pedestrian Trails (Salsbery Meadows)	√	
	• Lake Dredging	√	
	• Boat Dock Resurfacing	√	
	• Future park site and campground	√	
	• Community multi-use trail system		√
Police/Fire/Rescue	• Police Vehicles	√	
	• Additional Equipment		√
Transportation	• Industrial Park	√	
	• Street Improvements	√	

Libraries	• Expansion	√	
Schools	• Ongoing		√

*Additional information is available under the *Plan Implementation* section of this document.

B. Impact Fees

At the time a building permit is issued, fees are obtained from developers and applied exclusively to construct or expand public facilities that generally serve an area greater than that of the development. These “impact fees” are most commonly applied to major street and highway projects, water and sewerage systems, obtain open space, community parks, and storm water control facilities.

Recommendations

- Include language in the City’s ordinances for land dedication or money in lieu of dedication for the identified trail system.
- To comply with State statutes, current subdivision regulations should reference the City’s Comprehensive Plan.

III. Plan Implementation Recommendations/Schedule

The plan implementation table on the following pages provides a detailed list and work schedule of major actions that the City should complete as part of the implement of the Comprehensive Plan. It should be noted that many of the actions will require considerable cooperation with others, including the citizens of Hillsboro, City staff/departments, and local/state governments. The completion of recommended actions in the timeframe presented may be affected and or impacted due to competing interests, other priorities, and financial limitations facing the City.

Plan Implementation Recommendations and Schedule

<i>Element/Category</i>	<i>Recommendation</i>	<i>Schedule</i>
1. Economic Development	<ul style="list-style-type: none"> Work with Vernon County, surrounding towns, area economic development groups, and local telephone, cable, and electrical companies to encourage the expansion of local internet and other telecommunication services. 	Ongoing
	<ul style="list-style-type: none"> Work with the local businesses, Chamber of Commerce and other groups to publicize and promote the area's natural resources and other tourism attractions. 	Ongoing
	<ul style="list-style-type: none"> Work with local businesses, Chamber of Commerce, Vernon County, surrounding towns, and other organizations to develop a shared economic development vision for the Hillsboro area. Complete a strategic planning process aimed at determining this shared vision. 	Ongoing
	<ul style="list-style-type: none"> Provide incentives for commercial development and reuse in areas where they are desirable but otherwise may not occur. Specific techniques may include: Tax Incremental Financing (TIF), National Main Street Program, and the Department of Commerce CDBG-Public Facilities and Economic Development Funds. 	Ongoing
	<ul style="list-style-type: none"> Create an area wide business recruitment program that will offer technical and resource assistance to meet current and future development/business needs. 	2004
	<ul style="list-style-type: none"> As industrial and commercial development expand beyond Hillsboro's corporate limits look at possibly establishing cooperate boundary agreements with surrounding towns. 	2005
	<ul style="list-style-type: none"> Pursue funding options for small business development, including the CMV Growth Development Fund, or Wisconsin DOC CBED or CDBG funds. 	Ongoing
	<ul style="list-style-type: none"> Create and maintain an inventory of industrial and commercial lands and buildings that could be made available to potential developers or businesses. 	2002
	<ul style="list-style-type: none"> Provide incentives to commercial and industrial growth and development in areas planned for suitable expansion. 	Ongoing
	<ul style="list-style-type: none"> Work with the Chamber of Commerce and other local groups to identify all underutilized buildings. Seek potential funding and financial tools (i.e. - revolving loan fund) for structural improvements and business loans. 	2003
	<ul style="list-style-type: none"> Designate/create a Business Improvement District (BID), and prepare an operation plan for improving the district. 	2002-04
	<ul style="list-style-type: none"> Require or encourage architectural design features in new 	

	<p>or renovated commercial areas.</p> <ul style="list-style-type: none"> • For additional enhancements to streetscapes and pedestrian/road improvements, explore federal grant options through the TEA 21 Enhancement Program. • Promote the assessment, clean-up, and reuse of existing "brownfield" sites within the City. This particularly includes the former sawmill site located along the old railroad grade. 	<p>2002-04</p> <p>2002-04</p> <p>2004-08</p>
2. Housing	<ul style="list-style-type: none"> • Through the City's zoning ordinance, map and other land use regulation tools, ensure that sufficient sites area available in the City to develop new housing. • Implement and enforce land use controls that encourage a range of choices in housing types. • Encourage and support housing programs (such as WHEDA's Home Ownership Loans, to assist community residents with first-time home ownership. • Participate in State and County programs, such as Community Development Block Grants and H O M E, to provide, maintain, and rehabilitate existing housing stock. • Establish a Capital Improvement Programs to maintain public utilities and services to all residential areas. Continue to seek funding for infrastructure improvement projects that benefit low-to-moderate income levels within the City. • Establish and implement zoning district requirements that adequately buffer incompatible uses. • Establish and implement zoning requirements and ordinances that allow for various multi-family options. • Incorporate design requirements into the land subdivision ordinance that result in the use and protection of open spaces, parks, and drainage/waterways to protect the City's natural resources. • Implement and enforce land use control measures which protect the City's environmental corridors (Map 11-3) from future growth and development. 	<p>2002-03</p> <p>2002</p> <p>2002-05</p> <p>2002-2005</p> <p>2003</p> <p>Ongoing</p> <p>Ongoing</p> <p>2003</p> <p>2003</p>
3. Transportation	<ul style="list-style-type: none"> • Provide for new development areas within the City and its extraterritorial area identified on the Land Use Plan map with this Plan by planning for the design, connection, and extension of streets. Promote varied/unique street designs within residential areas. 	<p>2003</p>

	<ul style="list-style-type: none"> • The PASER system should be used by the City on an annual basis for assessing the pavement conditions of the local street system and future improvement needs. • Address the City's street system and other transportation needs by continuing to update the community's capital improvements plan on an annual basis. Build, extend, and improve streets according to the plan's schedule. • Adopt an Official Map ordinance reserving future street and non-motorize transportation facilities. • Work with the Wisconsin Department of Transportation (WISDOT) to study ways to reduce traffic congestion and hazards along the community's principal arterial road segments. • Coordinate with WISDOT on re-routing and/or expansion of STH 80/82/33 to allow for appropriate expansion of the hospital. • Work with Vernon County to develop additional transportation services for the elderly, disabled, and other residents in the Hillsboro area including possible private transportation services or regional shuttle bus service. 	<p>2002 – Ongoing</p> <p>Ongoing</p> <p>Ongoing</p> <p>Ongoing</p> <p>2005</p> <p>2004</p>
4. Public/Community Facilities	<ul style="list-style-type: none"> • Work with the Chamber of Commerce, Vernon County, surround towns, area school district, and civic groups to ensure a wide variety of social, cultural, and educational activities are provided within the Hillsboro area for the benefit and enjoyment of all residents. • Work with St. Joseph's Memorial Hospital, Vernon County, and the State on expansion and upgrading of the existing hospital. • Coordinate with the Department of Transportation on re-routing and/or expansion of STH 80/82/33 to allow for appropriate expansion of the hospital. • Build community-wide support for re-routing/expansion options to allow for expansion opportunities of the hospital and preserve its current location. • Implement recommendations identified in the <i>Sanitary Sewer Systems Improvements report (1999)</i>, and the <i>Wastewater Treatment Capacity Evaluation report (1997)</i>. Incorporate these improvement needs and upgrades into the capital improvement plan on an annual basis. • As development extends to the south/southeast, the installation of an additional well and/or reservoir will most likely be needed to provide an adequate water supply (see Maps 11-6A & 6B). 	<p>Ongoing</p> <p>2002-05</p> <p>2002-04</p> <p>2002-04</p> <p>Ongoing</p> <p>2006-10</p>

	<ul style="list-style-type: none"> As development extends beyond the City's corporate limits, booster and lift stations for water and sewer extensions will be necessary due to topography. The City may consider phasing future growth to ensure that all utility systems have adequate capacity (see Maps 11-6A & 6B). 	2006-10
	<ul style="list-style-type: none"> As the City's wastewater treatment facility reaches its maximum treatment capacity, the City will have to assess the impact of future industrial developments to determine the overall load it will place on the treatment facility. 	2010
	<ul style="list-style-type: none"> Continue to maintain the water, sewer, and storm water systems at levels that meet or exceed state and federal codes and regulations, and when necessary, replace aging and worn-out components of each system. Incorporate future needs and upgrades into the capital improvement plan on an annual basis. 	Ongoing
	<ul style="list-style-type: none"> Address the City's municipal utility needs by continuing to update the community's capital improvements plan on an annual basis. Build or improve utilities according to the plan's schedule. 	Ongoing
	<ul style="list-style-type: none"> Identify problem storm water drainage areas within the City and determine future upgrades needed for improvement. Include improvements and upgrades into the capital improvement plan. 	Ongoing
	<ul style="list-style-type: none"> Whenever possible, use public/private agreements to pay for utility extension into new commercial/industrial developments and residential subdivisions. 	Ongoing
	<ul style="list-style-type: none"> Apply for state and federal public facility grant funding from the U.S. Economic Development Administration (EDA) and Wisconsin Department of Commerce (DOC) to upgrade existing and/or install new municipal utility facilities. 	2006-10
	<ul style="list-style-type: none"> Identify new means of providing utility system financing. The City should undertake a study to identify possible uses of impact fees or other measures for financing utility systems for development. 	2002-05
	<ul style="list-style-type: none"> Adopt a mechanism to allow for the creation of "community foundations" which would allow for donated funds to be used on the creation or expansion of public projects (i.e. libraries). 	2002-04
5. Cultural/ Historical/ Recreational	<ul style="list-style-type: none"> Maintain open space and parkland through acquisition, developer dedication, zoning, and the adoption of an official map delineating present and planned future parkland sites. 	2002
	<ul style="list-style-type: none"> Work with Vernon County in the preparation of the five- 	2004-06

	<p>year countywide Park and Recreation Plan that addresses desired park and recreation improvements within the City. To ensure eligibility for participating in state and federal financial aid programs (i.e. – Stewardship or LAWCON programs), make sure the plan is approved by the Wisconsin DNR.</p> <ul style="list-style-type: none"> • Continue with the Park and Recreation Department developing a list of proposed park and recreation improvements and recommendations for the City. Work with the County to include the City's portion into the countywide Park and Recreation Plan. • Work with the Chamber of Commerce, Vernon County, area economic development groups, and local organizations to identify, attract, and site future temporary housing options for the City (i.e. – hotel/motel, campgrounds, RV parks). • Implement and enforce land use control measures, which protect the City's environmental corridors and natural features (see Map 11-3) from future growth and development. • Work with the County on their Park and Recreation Plan to provide recommendations for upgrading and improvements to the City's boat launch, and creation of a public beach at Hillsboro Lake. • Apply for funding opportunities through the Wisconsin DNR grant programs (including the Stewardship program and/or the Recreational Boating Program) • Construct a multi-use trail system encompassing the entire City, which links with the existing Hillsboro-Union Center Bicycle Trail (see Map 11-5). • Work with the Chamber of Commerce, Vernon County, surrounding towns, and other local groups to help promote and protect the historical and cultural resources found within the Hillsboro area. 	<p>2004-06</p> <p>2002-06</p> <p>2002-06</p> <p>2004-06</p> <p>2004-06</p> <p>2005-08</p> <p>Ongoing</p>
6. Natural Resources	<ul style="list-style-type: none"> • Conduct an inventory of unique places, open spaces, scenic areas, natural resources, and areas of environmental and ecological significance within the City to determine which areas are key amenities and need to be preserved. • Utilize zoning and other land use control measures to protect environmentally sensitive areas. • Revise and implement existing zoning restrictions and standards that prohibit significant natural resources within the City from being negatively impacted. 	<p>2002-04</p> <p>2002-04</p> <p>2002-04</p>

	<ul style="list-style-type: none"> As part of the review process for new development incorporate the maps found in the Natural Resources Element of this plan that identify soil types, floodplains, water and wetlands, steep slopes, and forested areas. Utilize the maps to help direct development to those areas that are suitable for development and away from the City's natural resources. 	2002-04
	<ul style="list-style-type: none"> Work with local farmers, UW-Extension, and Vernon County to initiate efforts to preserve and protect some the remaining prime agricultural land within the City and surrounding planning area. 	2002-06
	<ul style="list-style-type: none"> Work with the Vernon County Land and Water Conservation Department on implementation of the Vernon County Farmland Preservation Plan 	2002-06
	<ul style="list-style-type: none"> Work with Vernon County to help create stricter drainage/surface water management standards within the County's subdivision and shoreland zoning ordinances for developments near surface water resources, which will help protect the water quality of the City's resources. 	2002-06
	<ul style="list-style-type: none"> Restrain the entry of non-point source pollution into area water resources by encouraging nearby industrial, commercial, and residential developments to implement water runoff control measures, such as vegetation filter strips and detention settling basins. Encourage the planting of vegetation strips along waterway areas that could act as a natural filter device. 	Ongoing
	<ul style="list-style-type: none"> Apply for funding through the State's Stewardship Program to preserve, enhance, and/or create natural resource areas within the City, including green space areas. 	2004-06
7. Land Use and Development	<ul style="list-style-type: none"> Enact and enforce land use controls through zoning ordinance and subdivision regulations that promote harmonious land use patterns throughout the City and extraterritorial planning area, making sure proposed adjacent uses are compatible with existing or anticipated future development. 	Ongoing
	<ul style="list-style-type: none"> Develop detailed plans for areas within the City and extraterritorial planning area that the City anticipates being developed in the next five to ten years. 	2002-04
	<ul style="list-style-type: none"> Through the City of Hillsboro's zoning ordinance, official map, and other land use regulation tools, ensure that sufficient sites are available for the defined land use (i.e. – residential, commercial, industrial). 	2003-05
	<ul style="list-style-type: none"> Provide for new development areas within the City and its extraterritorial area identified on the Land Use Plan and 	2002-2010

	<p>Future Utility Service Areas maps in this plan. Provide services according to phasing of development identified on these maps.</p> <ul style="list-style-type: none"> • Study the feasibility of extending municipal utilities outside the current corporate limits, including City-Town cooperative boundary agreements and/or annexation. • Use zoning to restrict inappropriate uses from developing adjacent to residential areas within the City and its planning area. • Incorporate design and construction requirements into the City's subdivision regulations that result in quality construction standards for new developments. • Adopt the Land Use Plan Map identifying where future land use activities will occur. • Update the City's zoning ordinance and map, so they are consistent with the City's Comprehensive Land Use Plan Map. • Review and modify the City zoning ordinance and subdivision regulations to control urban sprawl characteristics, such as scatter, leap frog, and linear development. • Incorporate design requirement into the land subdivision ordinance that result in the use and protection of open spaces, parks, and drainage/waterways to protect the City's natural resources. • Incorporate design requirements in the City's subdivision regulations that result in the use of open spaces, parks, drainage and waterways, and the natural topography to define and connect neighborhoods. • Implement and enforce land use control measures, which protect the City's environmental corridors (see Map 11-3) from future growth and development. • Implement the Comprehensive Plan to help direct future commercial/industrial growth. Actively update this document on a continual basis. • Ensure that areas designated for industrial and commercial development within the City and extraterritorial planning area are zoned for said use. Avoid development intrusion from other uses that would interfere with efficient industrial and commercial development. 	<p>2004-2008</p> <p>Ongoing</p> <p>2003-05</p> <p>2002</p> <p>2002</p> <p>2002-06</p> <p>2002-04</p> <p>2004-08</p> <p>Ongoing</p> <p>2002-10</p> <p>2002-Ongoing</p>
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8. Intergovern. Cooperation	<ul style="list-style-type: none"> Plan a future land use pattern that is compatible with existing land uses in adjacent communities. Since the surrounding Towns of Hillsboro and Greenwood do not have comprehensive plans in place, encourage these communities to consider the City's plans in their future planning efforts. 	2002-03
	<ul style="list-style-type: none"> As industrial and commercial development expands beyond Hillsboro's corporate limits look at possibly establishing cooperative boundary agreements with the surrounding towns. 	2004-06
	<ul style="list-style-type: none"> Where feasible, adopt intergovernmental agreements regarding the placement and design of future land use, as well as future utility extensions. 	2004-06
	<ul style="list-style-type: none"> Continue shared service agreements with the surrounding towns for both ambulance and fire protection services. 	Ongoing
	<ul style="list-style-type: none"> Coordinate recreational planning efforts with the Vernon County Outdoor Recreation Facilities Plan. 	Ongoing
	<ul style="list-style-type: none"> Work with Vernon County and surrounding towns to help revise and implement existing zoning restrictions and standards that prohibit significant natural resources within the City from being negatively impacted. Such restrictions include wetland and shoreline setbacks, drainage and waterway setbacks, minimum lots sizes, minimum buildable areas, etc. 	2003-2005
	<ul style="list-style-type: none"> For new development identified on the Land Use Plan map, plan for the appropriate design, connection, and extension of future streets. Promote varied/ unique street designs within new residential areas. 	2003
	<ul style="list-style-type: none"> Work with the Hillsboro Joint School District on coordination of their planning activities with recommendations of this comprehensive plan. Encourage the school district to identify and acquire schools sites in planned growth areas. 	2003-05
	<ul style="list-style-type: none"> Work with the Hillsboro Joint School District on a shared service area for the proposed multi-use trail system (see Map 11-5). 	2003-05
	<ul style="list-style-type: none"> Work with the hospital administration, Vernon County, and the State on the expansion and upgrading of the existing hospital. Coordinate with the Wisconsin Department of Transportation on the relocation/rerouting of STH 80 to allow for appropriate expansion of the hospital. 	2002-05
	<ul style="list-style-type: none"> Provide for new development areas within the City and its extraterritorial area identified on the Land Use Map within this Plan by planning for the design, connection, and extension of municipal utilities. Study the feasibility of 	2002-06

	extension of municipal utilities. Study the feasibility of extending utilities outside of the current corporate limits, including City-Town cooperate boundary agreements or annexation.	
	<ul style="list-style-type: none"> • Address development patterns of areas outside the City within one and a half miles of the City corporate limits (the City's extraterritorial planning area), by creating extraterritorial zoning and/or land subdivision ordinances. 	2003-05
	<ul style="list-style-type: none"> • Work with the Towns of Hillsboro and Greenwood, and Vernon County to establish uniform land, zoning, and design standards for site planning. 	2003-05

IV. Plan Amendments and Updates

The City of Hillsboro should regularly review its progress towards achieving its goals, objectives, and recommendations of the Comprehensive Plan, and update and amend the plan as appropriate. Below is the suggested criteria, along with procedures, for monitoring, amending, and updating the Comprehensive Plan.

A. *Monitoring the Plan*

The City should continually review and evaluate its decisions on public investments, regulations, development proposals, and other actions against the recommendations found within the Comprehensive Plan. In addition, City [Staff Department], should prepare an annual report to assessing the City's progress in implementing the recommendations of the plan, and identify major decisions that were consistent (or inconsistent) with the plan. This report should be distributed to the City Council, Plan Commission, and other applicable City committees and staff.

B. *Plan Amendments*

Plan implementation continues through the adherence to the goals, objectives, and actions statements set forth in this plan. However, it should be emphasized that these goals, objectives, and action statements are not cast in concrete. Amendments may be appropriate in years following the adoption of the plan, particularly where the plan is becoming contradictory towards emerging issues, policy, or trends. These amendments are typically minor changes to the plan's maps or text. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the plan loses integrity and becomes meaningless. To follow State comprehensive planning law, the City should use the same process to amend the plan as it originally followed when it was initially adopted (regardless of how minor the amendment or change is).

C. *Plan Updates*

According to the State comprehensive planning law the Comprehensive Plan must be updated at least once every ten years. As opposed to an amendment, the plan update is a major re-write of the plan document and supporting maps. The State planning law is also requiring that by January 1, 2010 all programs and/or actions that affects land use will have to be consistent with the locally adopted comprehensive plan. To meet this deadline, the City should update its Comprehensive Plan and related ordinances on or before the year 2010.

V. Consistency Among Plan Elements

The State of Wisconsin planning legislation requires that the implementation element describe how each of the nine-elements will be integrated and made consistent with the other elements of the plan. Since the City of Hillsboro completed its planning process in its entirety, no inconsistencies exist between elements within their Comprehensive Plan.

This Comprehensive Plan references both previous planning efforts (i.e. – *Sanitary Sewer Systems Improvements Report, 1999*), as well as future detailed planning needs (i.e. – *City trail system*). To remain consistent with the Comprehensive Plan the City should implement existing plans as pieces to the Comprehensive Plan, and adopt all future plans as detailed elements of the Comprehensive Plan.

APPENDIX A

Economic Development Programs

Mississippi River Regional Planning Commission

CMV Growth Development Fund

Funds from this revolving loan fund (RLF) program is used to assist businesses in manufacturing, tourism, and related service businesses that create or retain jobs in Vernon, Crawford, and Monroe counties. Businesses participating in the program must create or retain one job for every \$10,000 of CMV funds borrowed. The CMV fund provides long-term, fixed-rate, low interest financing up to 33 percent of the business improvement project costs. The average loan size under the program is \$10,000 to \$70,000, with a \$100,000 maximum. It requires ten percent owner equity. Mississippi River Regional Planning Commission administers the program.

Wisconsin Department of Commerce (DOC)

Community-Base Economic Development Program (CBED)

CBED provides financing assistance to local government and community-based organizations that undertake planning or development projects or that provide technical assistance services that are in support of business and community development. Eligible activities under the program include: planning, development, and assistance projects; business incubator/technology-based incubator grants; venture capital fair; and regional economic development grants. Cities, villages, towns, counties, tribes, and community-based organizations may apply for planning funds. Funds are available on an annual basis through a competitive application process.

Wisconsin Community Development Block Grant for Public Facilities for Economic Development (CDBG-PFED)

This program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in a community. Eligible activities under the program are those improvements to public facilities, such as water systems, sewerage systems, and roads, that are owned by a general or special purpose unit of government, which will principally benefit one or more businesses and that as a result will induce the business(es) to create additional jobs and to invest in the community. A general purpose unit of government in the State with a population less than 50,000 is eligible to apply for funds under the program. Eligible projects must comply with the following criteria: businesses must create or retain, at a minimum, one full-time equivalent job for each \$10,000 of PFED funding; at least 51 percent of jobs must be made available to persons of low-to-moderate income; business investment must at least equal the PFED funding; business must demonstrate the feasibility of the startup or expansion project; government must demonstrate it financial need; and government must provide at least 25 percent of project funding. Application through the CDBG-PFED Program can be submitted at anytime.

Community Development Block Blight Elimination and Brownfield Redevelopment Program (CDBG-BEBR)

Application through the Community Development Block Grant Blight Elimination and Brownfield Redevelopment Program (CDBG-BEBR) can be submitted at anytime. This Program is designed to assist communities with the assessment and remediation of brownfield sites (industrial and commercial sites). It is available to towns, villages, and cities that are not entitlement communities (communities under 50,000 in population) and any counties other than Milwaukee and Waukesha. The maximum awards are \$100,000 for site assessments and \$500,000 for remediations. The programs require 25 percent funding from the communities.

Community Development Block Grant for Economic Development (CDBG-ED)

The CDBG-ED program is designed to assist businesses that plan to expand within or relocate to Wisconsin and invest private funds and create jobs. Each year, Wisconsin receives a certain amount of funds from the U.S. Department of Housing and Urban Development (HUD) to be used to provide Community Development Block Grants to local units of government, including counties, cities, villages, and towns, which use the funds to provide loans to local businesses. These businesses, in return for the use of the public funds, provide private investment towards the assisted activities and create job opportunities, principally for the benefit of low and moderate income individuals. Typically, the Wisconsin Department of Commerce awards between \$3,000 and \$10,000 of grant funds per full-time jobs created by the subject business. Eligible improvement projects include construction and expansion, working capital, and acquisition of existing businesses, land, buildings, and equipments. The program requires that at least 50 percent of the total eligible improvement project cost be funded through private resources, at least 51 percent of the jobs created or retained by the business be filled or made available to persons of low and moderate income, and the total amount of assistance does not exceed \$1 million. Application through the CDBG-ED Program can be submitted at anytime.

Local Revolving Loan Fund (RLF) for Economic Development

As mentioned above, the Wisconsin Department of Commerce's CDBG-ED program provides grant funds to local units of government, who in return loan the funds to local businesses to help them structure financial packages necessary to commence start-up operations or expand present operations. The loans provided to businesses are repaid directly to the communities. When a business makes repayments to a community on a loan, including principal and interest payments, a portion of these payments may be used by the community to capitalize a local Revolving Loan Fund (RLF). A community can then use the money retained in the RLF to make additional loans to businesses wishing to expand or locate in the community. The amount of money that can be retained by a community from CDBG-ED loan repayments to capitalize an RLF is dependent on the population of the community. In administering an RLF program, a community becomes a lender and accepts all of the responsibilities of a commercial lender when it makes an RLF loan to a business.

Industrial Revenue Bond (IRB) Program

Wisconsin's Industrial Revenue Bond (IRB) program offers cities, villages, and towns within the State the opportunity to support industrial development through the sale of federal tax-exempt bonds. The program is used by communities to build their economic base and add jobs and investment. An IRB is a long-term, usually fixed rate financing package offered primarily to manufacturing businesses for capital investment projects (construction, expansion, land, and/or equipment). Within the program, the businesses are responsible for paying the interest and principal on the loan. The local units of government are primarily participating in the program as sponsors through the application process and are not responsible for debt service, or liable in the case of default. Annually, the three application deadlines for IRB financing are January 15th, May 15th, and August 15th. The applications submitted to the Wisconsin Department of Commerce are first reviewed and scored by DOC staff and then forward to the Volume Cap Allocation Council (council that oversees the program) for review and approval or denial.

Customized Labor Training (CLT) Program

The CLT program provides training grants to new or existing businesses within the State that are implementing new technology or production processes. It will provide up to 50 percent of the cost for customized training.

Wisconsin Department of Transportation (WisDOT)

Transportation Facilities for Economic Assistance and Development (TEA) Program

The TEA program provides funds to governing bodies, private businesses, and consortiums for transportation facility improvement projects that are necessary to help attract employers to Wisconsin, or to encourage businesses to remain and expand in the State. Funding through the TEA program is determined on the number of jobs anticipated to be created and/or retained by a proposed business expansion or construction project. The program requires a 50 percent local match, which is setup on a reimbursement basis. Applications for funds under the program occur on a quarterly basis during the fiscal year, with deadline dates of June 1st, September 1st, December 1st, and March 1st.

Wisconsin Department of Revenue

Tax Incremental Financing

In 1975, the Wisconsin Legislature enacted the Tax Incremental Financing (TIF) program. The main reason the Legislature established the program was to give cities and villages within the State a financial mechanism to help fund public works and economic development projects, which without the program would probably not occur. TIF districts can be created at any time during the year. However, if a community would like to receive the full tax revenue benefits from a specific new development within a subject TIF district for a particular year (for example, starting on January 1, 2000), the community must create the district by a resolution that is approved by the governmental body (city council or village board) prior to September 30th of that year. If the TIF district creation approval occurs after the September 30th deadline, the district

will not commence until the following year (for example, starting instead on January 1, 2001). Under the first scenario, because of the public notice and hearing requirements under state statutes, to meet the approval deadline, the process must, at the latest, start by the end of July.

Wisconsin Housing and Economic Development Authority (WHEDA)

Small Business Guarantee

This program provides loan guarantees of up to 80 percent on new loans for upgrading or expanding an existing business. The maximum guarantee amount is \$200,000 on loans up to \$750,000 and \$80,000 on loans up to \$250,000 for working capital. The program is designed to assist in the acquisition or expansion of existing small businesses. Businesses interest in the program must meet the following requirements: must employ 50 or fewer full-time equivalent (FTE) positions at the time of application; must create or retain jobs; must be located in Wisconsin; and the owner(s) must have on-site management of the business. Projects eligible under the program include acquiring or expanding an existing business, expanding into a new line of business that complements the existing business or mixed use properties. Interested parties can apply for loans under the program at anytime.

U.S. Economic Development Administration (EDA)

Public Works and Development Facility Grant Program

Under this programs, grants are provided to help distressed communities attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs. Among the types of projects funded by the program are water and sewer facilities that primarily serve industry and commerce; access roads to industrial parks and sites; port improvements; and business incubator facilities. Priority consideration is given to projects that improve opportunities for the successful establishment or expansion of industrial or commercial facilities; assist in creating or retaining private sector jobs in the near term, as well as providing additional long-term employment opportunities; benefit the long-term unemployment and member of low-income families residing in the area served by the project; fulfill a pressing need of the area and can be started and completed in a timely manner; and demonstrate adequate local funding, with evidence that such support is committed. An area will be eligible for submitting an application for a grant if it meets one of the following criteria: average local unemployment for the most recent 24-month period is one percent greater than the national average; local per capita income level is 80 percent or less of the national average per capita income level; or a special need's case (substantial economic distress), as determined by EDA. To be eligible for a project grant, the application for assistance must include a Comprehensive Economic Development (CED) Strategy acceptable to EDA. Up to \$1,000,000 can be funded under the program. EDA will participate from 50 percent to 80 percent of project costs. Eligible applicants include towns, villages, cities, Indian tribes, and economic districts. Applications may be submitted year round.

Rural Development

Business and Industry Guaranteed Loan Program

This program provides loan guarantees of up to 80 percent for eligible projects. Maximum guarantee of \$10 million for each business. The program was established to improve, develop, or finance business, industry, and employment and to improve the economic and environmental climate in rural communities. An eligible applicant is any legal entity organized and operated on a profit or non-profit basis, including individuals, public and private organizations, and federally recognized Indian tribal groups. Borrowers must be proposing to engage in improving, developing or financing business, industry, and employment and improving the economic and environmental climate in rural areas. The community in which the project is located must have a population of less than 50,000. Eligible projects include business start-ups, expansions, and acquisitions. Applications may be submitted at any time.

Community Facility Loan Program

This program provides loan guarantees of up to 90 percent for eligible projects; however, unless extraordinary circumstances exist, typically the program will guarantee up to 80 percent. The program is designed to construct, enlarge, extend, or otherwise improve public and community facilities that provide essential services in rural areas and towns with populations of less than 50,000. Eligible applicants for the loan program include municipalities, counties, special purpose districts, Indian tribes, and non-profit corporations. The applicants must demonstrate that they are unable to obtain the loans from private or cooperative lenders without the guarantee at reasonable rates and terms. Rural Development guarantees the loans made by banks or other eligible lenders. The following are the types of public and community facilities covered under the loan program: municipal buildings, hospitals, clinics, nursing homes, rural retirement centers, centers for the developmental disabled, day care centers, fire and rescue, libraries, social or cultural facilities, water treatment and distribution, sewage collection and treatment, solid waste collection and disposal, storm drainage, streets, curbs and gutters, airports, bridges, municipally owned residential, industrial sites, and natural gas distribution and utilities to industrial sites. Applications may be submitted at any time.

U.S. Small Business Administration (SBA)

7(a) Loan Guarantee Program

This program offers loan guarantees of up to \$750,000 per business on a loan provided through a lender. The maximum allowable guaranty percentage on a loan will be determined by the loan amount. The purpose of this program is to provide loan guarantees to lenders which are unable to provide conventional financing to small businesses. Businesses interested in the program must be able to demonstrate an ability to repay loans and prove management ability. Debt refinancing is allowable, subject to guarantee rules given that the lender certifies in writing that the debt is and always has

been current, and debt refinancing clearly and significantly benefits the cash flow. Size standard vary by industry. Generally, any small business that is independently owned and operated and is not dominated in its field is eligible. The loans can be used for business start-ups, expansions, acquisitions, and operational expenses.

Federal Home Loan Bank of Chicago

Community Investment Program (CIP)

CIP funds are available through advance (loans) to member financial institutions in Illinois and Wisconsin that hold stock in the Federal Home Loan Bank of Chicago in accordance with the Bank's most recent Credit Policy guidelines. The members can, in turn, lend CIP funds to private profit making, non-profit, or public entities. This program was mandated by Congress to provide funding for member financial institutions for commercial and economic development activities which will directly benefit low to moderate income individuals or are located in a low to moderate income area. Funds may be used to finance commercial and economic development projects that benefit low and moderate income families or activities that are located in low or moderate income neighborhoods. Projects that provide housing for families earning less than 115 percent of area median are also eligible.

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Mississippi River Regional Planning Commission

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Wisconsin Department of Commerce (DOC)

Community-Base Economic Development Program (CBED)

CBED provides financing assistance to local government and community-based organizations that undertake planning or development projects or that provide technical assistance services that are in support of business and community development. Eligible activities under the program include: planning, development, and assistance projects; business incubator/technology-based incubator grants; venture capital fair; and regional economic development grants. Cities, villages, towns, counties, tribes, and community-based organizations may apply for planning funds. Funds are available on an annual basis through a competitive application process.

Wisconsin Community Development Block Grant for Public Facilities for Economic Development (CDBG-PFED)

This program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in a community. Eligible activities under the program are those improvements to public facilities, such as water systems, sewerage systems, and roads, that are owned by a general or special purpose unit of government, which will principally benefit one or more businesses and that as a result will induce the business(es) to create additional jobs and to invest in the community. A general purpose unit of government in the State with a population less than 50,000 is eligible to apply for funds under the program. Eligible projects must comply with the following criteria: businesses must create or retain, at a minimum, one full-time equivalent job for each \$10,000 of PFED funding; at least 51 percent of jobs must be made available to persons of low-to-moderate income; business investment must at least equal the PFED funding; business must demonstrate the feasibility of the startup or expansion project; government must demonstrate it financial need; and government must provide at least 25 percent of project funding. Application through the CDBG-PFED Program can be submitted at anytime.

Community Development Block Blight Elimination and Brownfield Redevelopment Program (CDBG-BEBR)

Application through the Community Development Block Grant Blight Elimination and Brownfield Redevelopment Program (CDBG-BEBR) can be submitted at anytime. This Program is designed to assist communities with the assessment and remediation of brownfield sites (industrial and commercial sites). It is available to towns, villages, and cities that are not entitlement communities (communities under 50,000 in population) and any counties other than Milwaukee and Waukesha. The maximum awards are \$100,000 for site assessments and \$500,000 for remediations. The programs require 25 percent funding from the communities.

Community Development Block Grant for Economic Development (CDBG-ED)

The CDBG-ED program is designed to assist businesses that plan to expand within or relocate to Wisconsin and invest private funds and create jobs. Each year, Wisconsin receives a certain amount of funds from the U.S. Department of Housing and Urban Development (HUD) to be used to provide Community Development Block Grants to local units of government, including counties, cities, villages, and towns, which use the funds to provide loans to local businesses. These businesses, in return for the use of the public funds, provide private investment towards the assisted activities and create job opportunities, principally for the benefit of low and moderate income individuals. Typically, the Wisconsin Department of Commerce awards between \$3,000 and \$10,000 of grant funds per full-time jobs created by the subject business. Eligible improvement projects include construction and expansion, working capital, and acquisition of existing businesses, land, buildings, and equipments. The program requires that at least 50 percent of the total eligible improvement project cost be funded through private resources, at least 51 percent of the jobs created or retained by the business be filled or made available to persons of low and moderate income, and the total amount of assistance does not exceed \$1 million. Application through the CDBG-ED Program can be submitted at anytime.

Local Revolving Loan Fund (RLF) for Economic Development

As mentioned above, the Wisconsin Department of Commerce's CDBG-ED program provides grant funds to local units of government, who in return loan the funds to local businesses to help them structure financial packages necessary to commence start-up operations or expand present operations. The loans provided to businesses are repaid directly to the communities. When a business makes repayments to a community on a loan, including principal and interest payments, a portion of these payments may be used by the community to capitalize a local Revolving Loan Fund (RLF). A community can then use the money retained in the RLF to make additional loans to businesses wishing to expand or locate in the community. The amount of money that can be retained by a community from CDBG-ED loan repayments to capitalize an RLF is dependent on the population of the community. In administering an RLF program, a community becomes a lender and accepts all of the responsibilities of a commercial lender when it makes an RLF loan to a business.

Industrial Revenue Bond (IRB) Program

Wisconsin's Industrial Revenue Bond (IRB) program offers cities, villages, and towns within the State the opportunity to support industrial development through the sale of federal tax-exempt bonds. The program is used by communities to build their economic base and add jobs and investment. An IRB is a long-term, usually fixed rate financing package offered primarily to manufacturing businesses for capital investment projects (construction, expansion, land, and/or equipment). Within the program, the businesses are responsible for paying the interest and principal on the loan. The local units of government are primarily participating in the program as sponsors through the application process and are not responsible for debt service, or liable in the case of default. Annually, the three application deadlines for IRB financing are January 15th, May 15th, and August 15th. The applications submitted to the Wisconsin Department of Commerce are first reviewed and scored by DOC staff and then forward to the Volume Cap Allocation Council (council that oversees the program) for review and approval or denial.

Customized Labor Training (CLT) Program

The CLT program provides training grants to new or existing businesses within the State that are implementing new technology or production processes. It will provide up to 50 percent of the cost for customized training.

Wisconsin Department of Transportation (WisDOT)

Transportation Facilities for Economic Assistance and Development (TEA) Program

The TEA program provides funds to governing bodies, private businesses, and consortiums for transportation facility improvement projects that are necessary to help attract employers to Wisconsin, or to encourage businesses to remain and expand in the State. Funding through the TEA program is determined on the number of jobs anticipated to be created and/or retained by a proposed business expansion or construction project. The program requires a 50 percent local match, which is setup on a reimbursement basis. Applications for funds under the program occur on a quarterly basis during the fiscal year, with deadline dates of June 1st, September 1st, December 1st, and March 1st.

Wisconsin Department of Revenue

Tax Incremental Financing

In 1975, the Wisconsin Legislature enacted the Tax Incremental Financing (TIF) program. The main reason the Legislature established the program was to give cities and villages within the State a financial mechanism to help fund public works and economic development projects, which without the program would probably not occur. TIF districts can be created at any time during the year. However, if a community would like to receive the full tax revenue benefits from a specific new development within a subject TIF district for a particular year (for example, starting on January 1, 2000), the community must create the district by a resolution that is approved by the governmental body (city council or village board) prior to September 30th of that year. If the TIF district creation approval occurs after the September 30th deadline, the district

will not commence until the following year (for example, starting instead on January 1, 2001). Under the first scenario, because of the public notice and hearing requirements under state statutes, to meet the approval deadline, the process must, at the latest, start by the end of July.

Wisconsin Housing and Economic Development Authority (WHEDA)

Small Business Guarantee

This program provides loan guarantees of up to 80 percent on new loans for upgrading or expanding an existing business. The maximum guarantee amount is \$200,000 on loans up to \$750,000 and \$80,000 on loans up to \$250,000 for working capital. The program is designed to assist in the acquisition or expansion of existing small businesses. Businesses interest in the program must meet the following requirements: must employ 50 or fewer full-time equivalent (FTE) positions at the time of application; must create or retain jobs; must be located in Wisconsin; and the owner(s) must have on-site management of the business. Projects eligible under the program include acquiring or expanding an existing business, expanding into a new line of business that complements the existing business or mixed us properties. Interested parties can apply for loans under the program at anytime.

U.S. Economic Development Administration (EDA)

Public Works and Development Facility Grant Program

Under this programs, grants are provided to help distressed communities attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs. Among the types of projects funded by the program are water and sewer facilities that primarily serve industry and commerce; access roads to industrial parks and sites; port improvements; and business incubator facilities. Priority consideration is given to projects that improve opportunities for the successful establishment or expansion of industrial or commercial facilities; assist in creating or retaining private sector jobs in the near term, as well as providing additional long-term employment opportunities; benefit the long-term unemployment and member of low-income families residing in the area served by the project; fulfill a pressing need of the area and can be started and completed in a timely manner; and demonstrate adequate local funding, with evidence that such support in committed. An area will be eligible for submitting an application for a grant if it meets one of the following criteria: average local unemployment for the most recent 24-month period is one percent greater than the national average; local per capita income level is 80 percent or less of the national average per capita income level; or a special need's case (substantial economic distress), as determine by EDA. To be eligible for a project grant, the application for assistance must include a Comprehensive Economic Development (CED) Strategy acceptable to EDA. Up to \$1,000,000 can be funded under the program. EDA will participate from 50 percent to 80 percent of project costs. Eligible applicants include towns, villages, cities, Indian tribes, and economic districts. Applications may be submitted year round.

Rural Development

Business and Industry Guaranteed Loan Program

This program provides loan guarantees of up to 80 percent for eligible projects. Maximum guarantee of \$10 million for each business. The program was established to improve, develop, or finance business, industry, and employment and to improve the economic and environmental climate in rural communities. An eligible applicant is any legal entity organized and operated on a profit or non-profit basis, including individuals, public and private organizations, and federally recognized Indian tribal groups. Borrowers must be proposing to engage in improving, developing or financing business, industry, and employment and improving the economic and environmental climate in rural areas. The community in which the project is located must have a population of less than 50,000. Eligible projects include business start-ups, expansions, and acquisitions. Applications may be submitted at any time.

Community Facility Loan Program

This program provides loan guarantees of up to 90 percent for eligible projects; however, unless extraordinary circumstances exist, typically the program will guarantee up to 80 percent. The program is designed to construct, enlarge, extend, or otherwise improve public and community facilities that provide essential services in rural areas and towns with populations of less than 50,000. Eligible applicants for the loan program include municipalities, counties, special purpose districts, Indian tribes, and non-profit corporations. The applicants must demonstrate that they are unable to obtain the loans from private or cooperative lenders without the guarantee at reasonable rates and terms. Rural Development guarantees the loans made by banks or other eligible lenders. The following are the types of public and community facilities covered under the loan program: municipal buildings, hospitals, clinics, nursing homes, rural retirement centers, centers for the developmental disabled, day care centers, fire and rescue, libraries, social or cultural facilities, water treatment and distribution, sewage collection and treatment, solid waste collection and disposal, storm drainage, streets, curbs and gutters, airports, bridges, municipally owned residential, industrial sites, and natural gas distribution and utilities to industrial sites. Applications may be submitted at any time.

U.S. Small Business Administration (SBA)

7(a) Loan Guarantee Program

This program offers loan guarantees of up to \$750,000 per business on a loan provided through a lender. The maximum allowable guaranty percentage on a loan will be determined by the loan amount. The purpose of this program is to provide loan guarantees to lenders which are unable to provide conventional financing to small businesses. Businesses interested in the program must be able to demonstrate an ability to repay loans and prove management ability. Debt refinancing is allowable, subject to guarantee rules given that the lender certifies in writing that the debt is and always has

been current, and debt refinancing clearly and significantly benefits the cash flow. Size standard vary by industry. Generally, any small business that is independently owned and operated and is not dominated in its field is eligible. The loans can be used for business start-ups, expansions, acquisitions, and operational expenses.

Federal Home Loan Bank of Chicago

Community Investment Program (CIP)

CIP funds are available through advance (loans) to member financial institutions in Illinois and Wisconsin that hold stock in the Federal Home Loan Bank of Chicago in accordance with the Bank's most recent Credit Policy guidelines. The members can, in turn, lend CIP funds to private profit making, non-profit, or public entities. This program was mandated by Congress to provide funding for member financial institutions for commercial and economic development activities which will directly benefit low to moderate income individuals or are located in a low to moderate income area. Funds may be used to finance commercial and economic development projects that benefit low and moderate income families or activities that are located in low or moderate income neighborhoods. Projects that provide housing for families earning less than 115 percent of area median are also eligible.