

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".

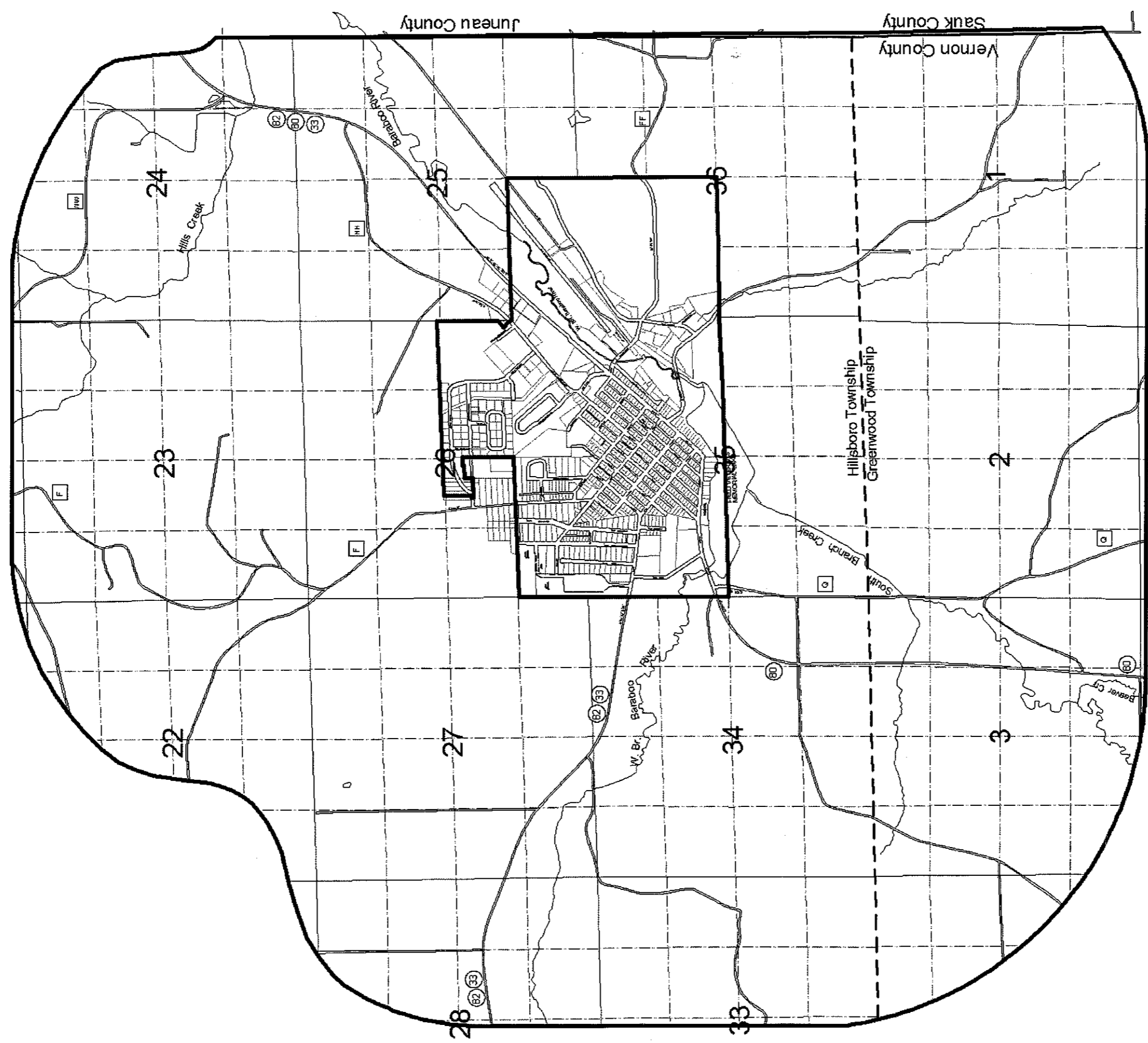
The City lies within the unglaciated driftless area of Wisconsin. The characteristics of this major geographic area of the State are narrow ridges and steep sloped hillsides and narrow valleys.

### 1.3 Demographic Trends and Characteristics

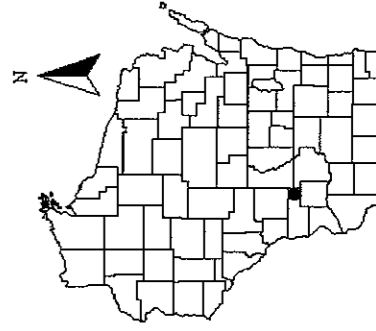
#### Population Trends

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**

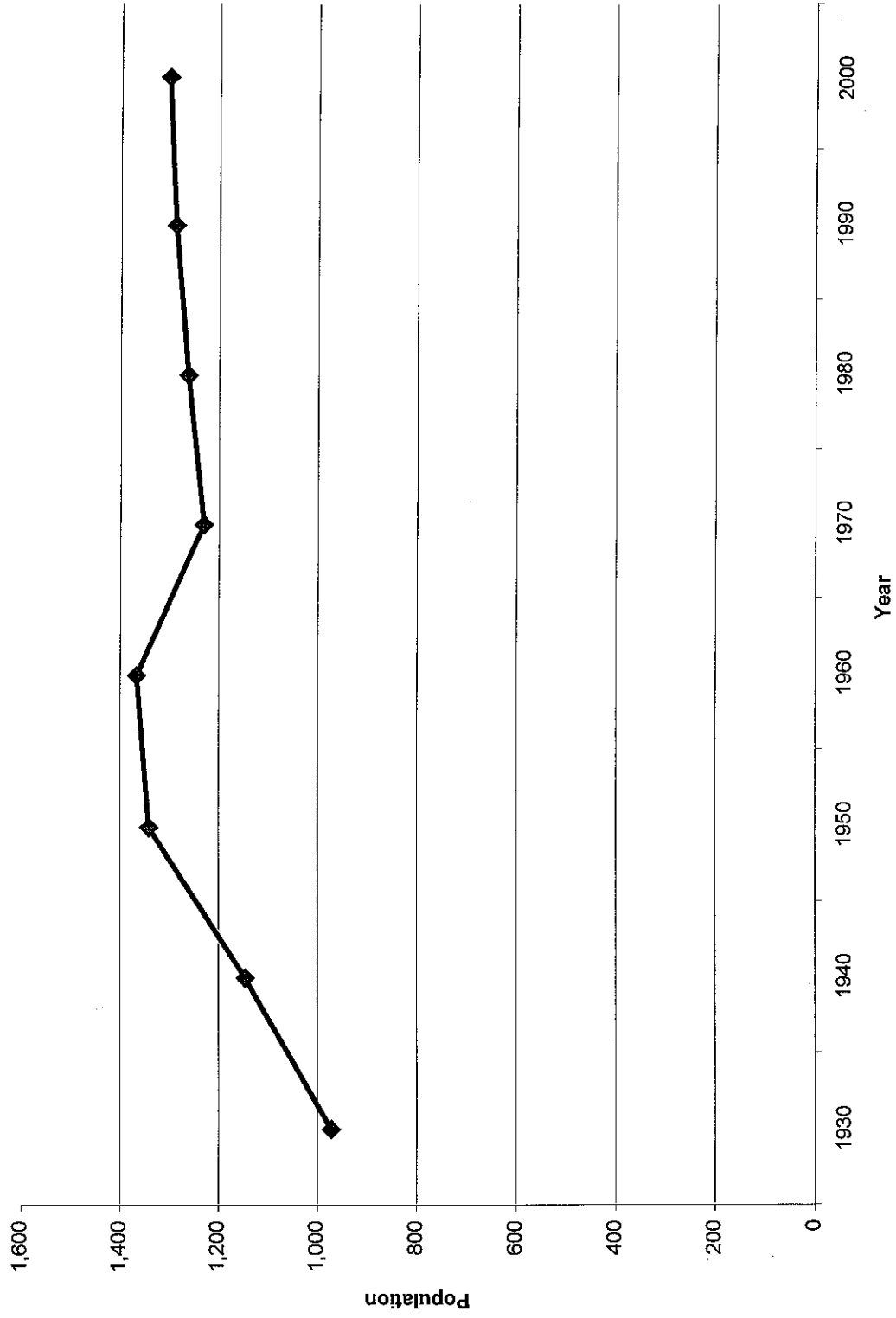
Year	City of Hillsboro		Town of Hillsboro		Vernon County		Wisconsin	
	#	% Change	#	% Change	#	% Change	#	% Change
1930	972	--	948	--	27,906	--	2.9 M	---
1940	1,146	17.9	946	-0.2	29,940	7.3	3.1 M	6.8
1950	1,341	17.0	833	-12.0	28,537	-4.7	3.4 M	9.5
1960	1,366	1.9	667	-19.9	25,663	-10.1	3.9 M	15.1
1970	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
<b>Totals</b>	<b>1,288</b>	<b>100.0</b>	<b>642</b>	<b>100.0</b>	<b>25,617</b>	<b>100.0</b>	<b>4.87 M</b>	<b>100.0</b>

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	
	#	%	#	%	#	%
<b>Total</b>	1,302	100.00	766	100.00	28,056	100.00
<b>European American</b>	1,292	99.23	751	98.04	27,723	98.81
<b>African American</b>	0	0.00	7	0.91	18	0.06
<b>Native American</b>	3	0.23	0	0.00	42	0.15
<b>Asian American</b>	0	0.00	1	0.13	60	0.21
<b>Pacific Islander</b>	0	0.00	0	0.00	2	0.01
<b>Two or More Races</b>	5	0.38	5	0.65	136	0.48
<b>Other Races</b>	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
<b>City of Hillsboro</b>	1.2	1,288	1,073.3
<b>City of Elroy</b>	1.7	1,533	901.8
<b>Town of Hillsboro</b>	35.6	642	18.0
<b>Vernon County</b>	795	25,617	32.2
<b>Wisconsin</b>	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**

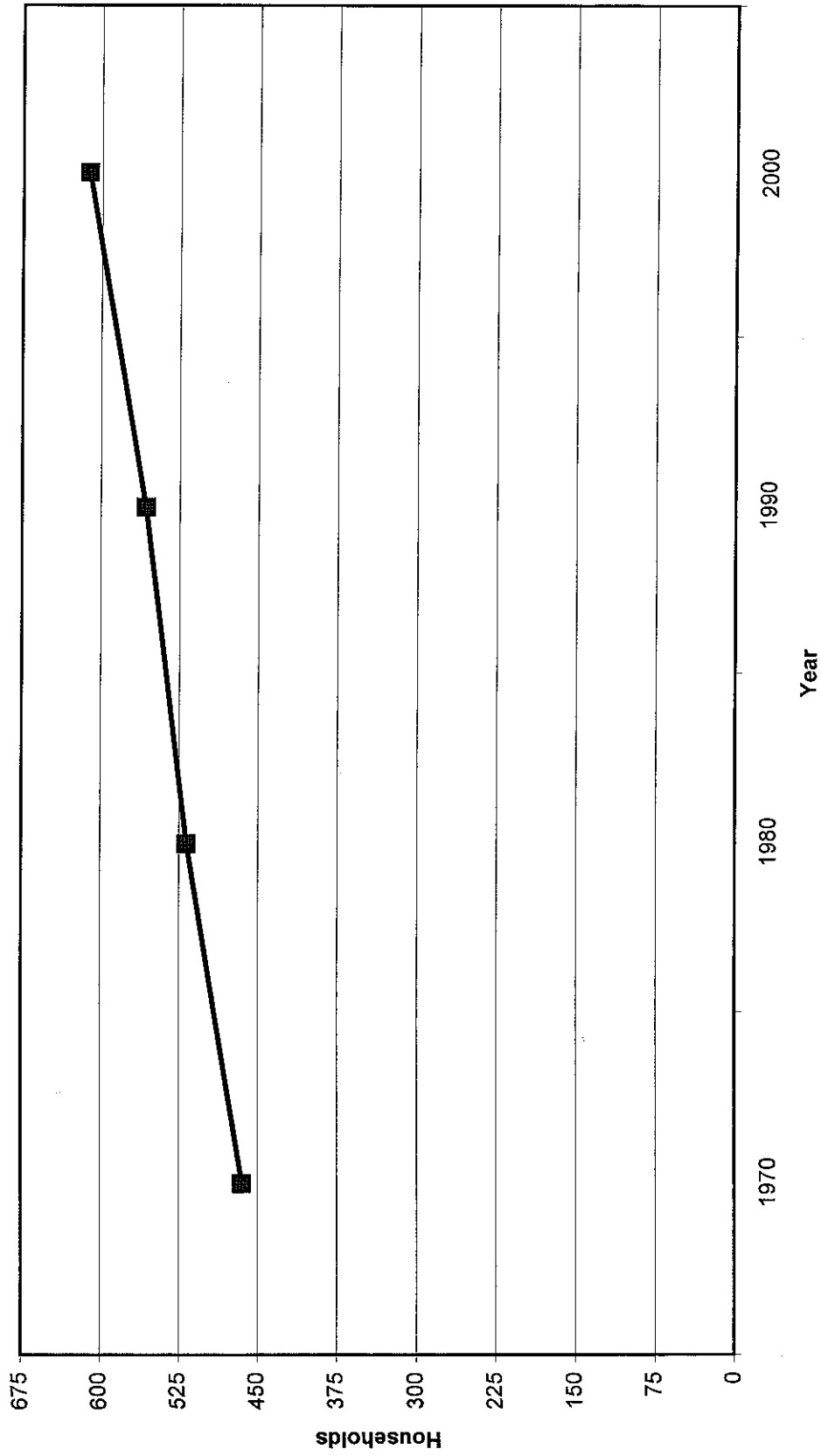
Year	City of Hillsboro		Town of Hillsboro		Vernon County		Wisconsin	
	#	%	#	%	#	%	#	%
1970	465	--	186	--	7,751	--	1.3 M	---
1980	518	11.4	253	36.0	9,280	19.7	1.7 M	24.3
1990	557	7.5	242	-4.4	9,725	4.8	1.8 M	10.3
2000	565	1.4	285	17.8	10,825	11.3	2.1 M	16.7
% Change 1970-2000	21.5		53.2		39.7		61.5	

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 <sup>th</sup> Grade	230	24.5	73	16.2	3,278	19.4	294,862	9.5
9 <sup>th</sup> to 12 <sup>th</sup> 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

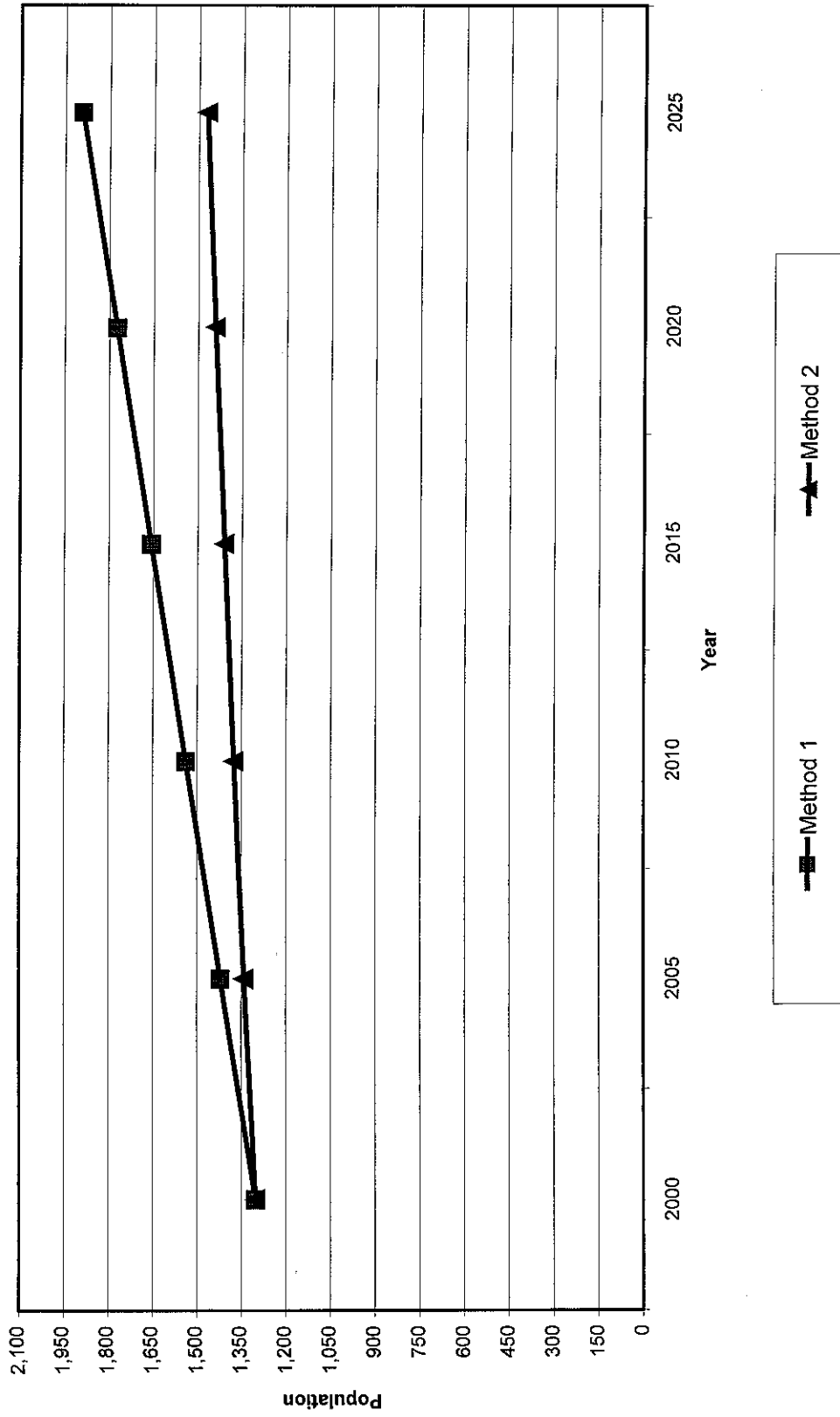
In order to determine future changes in a community, the first step is to approximate what the future population and housing levels will be. To accomplish this scenario for the City of Hillsboro, two methods were developed. The first technique involved using U.S. Census historical population trends (1930-2000) 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**

<b>Year</b>	<b>Number</b>	<b>Percentage Change</b>
<b>2000</b>	1,302	---
<b>2005</b>	1,420	9.1
<b>2010</b>	1,538	8.3
<b>2015</b>	1,656	7.8
<b>2020</b>	1,773	7.1
<b>2025</b>	1,891	6.7
<b>2000-2020 Change</b>	471	36.2
<b>2000-2025 Change</b>	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**

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

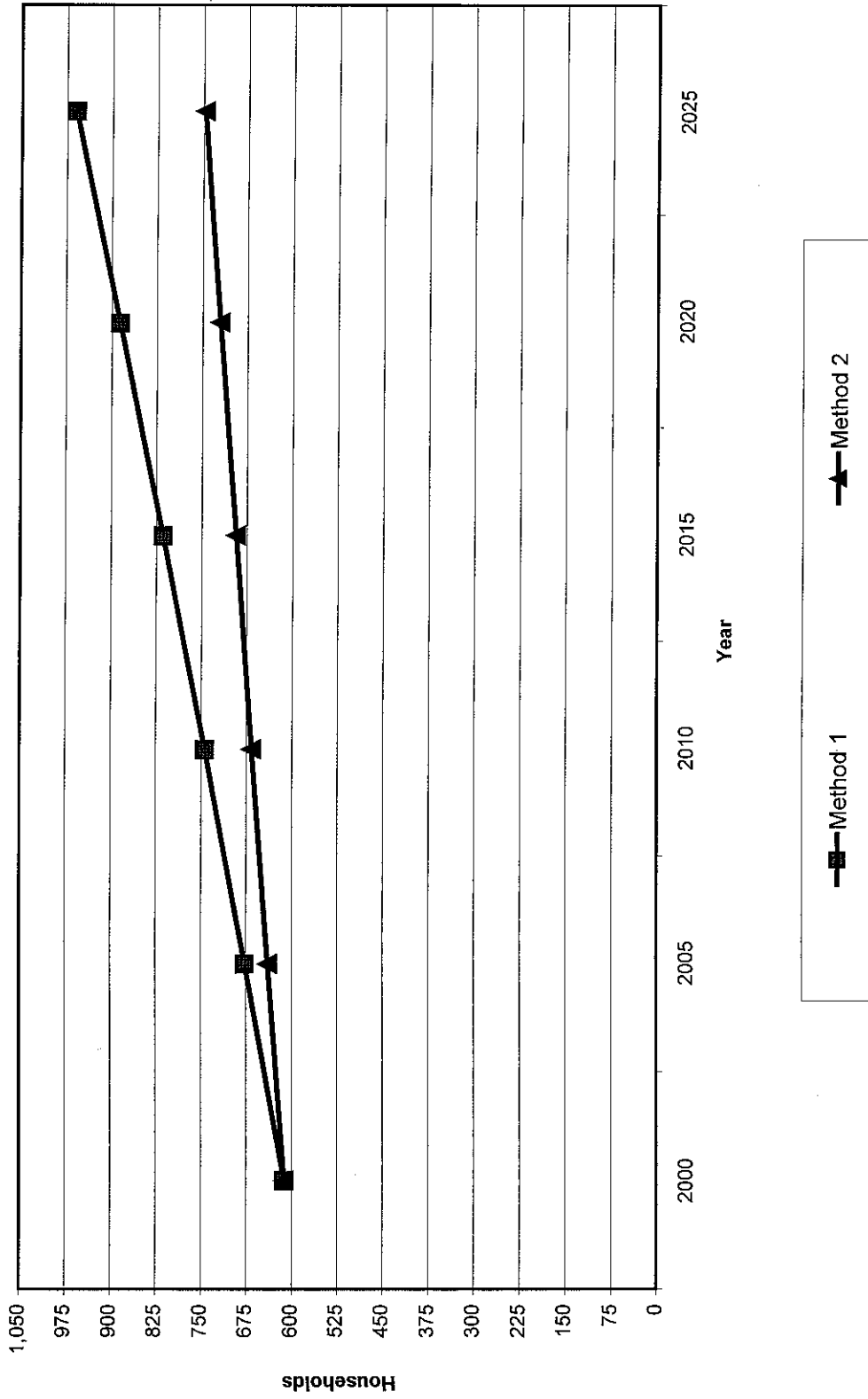
Source: MSA Professional Services, 2001.

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

<b>Year</b>	<b>Number</b>	<b>Percentage Change</b>
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
<b>2000-2020 Change</b>	139	10.7
<b>2000-2025 Change</b>	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**

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

Source: MSA Professional Services, 2001.

Labor Force

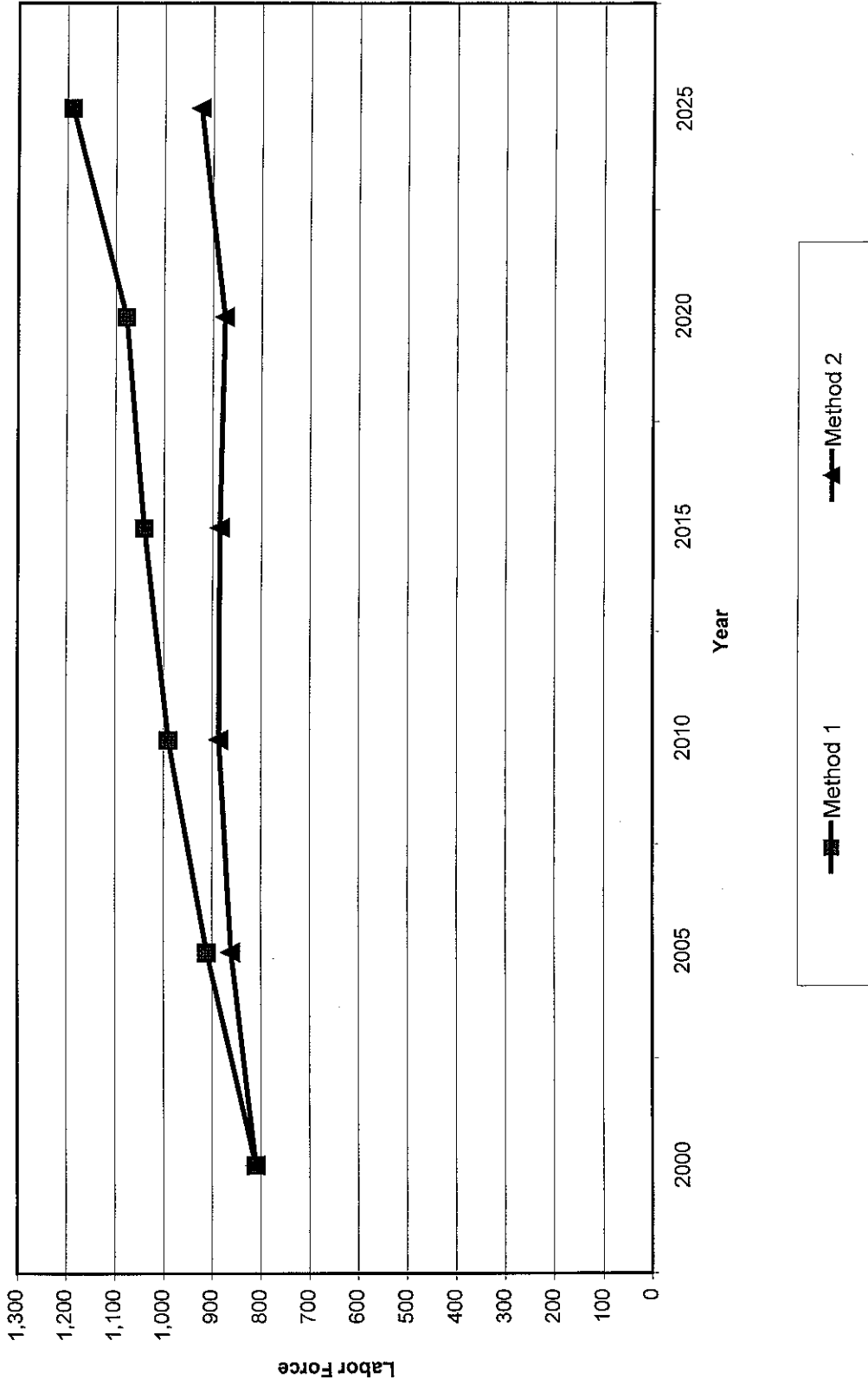
In addition to forecasting future population and housing levels, it is important to determine the future labor force levels within a community. This scenario helps a community decide on the desired future levels of participation within the economy of an area. Based on the two above sets of population 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**

<b>Year</b>	<b>Number</b>	<b>Percentage Change</b>
<b>2000</b>	810	---
<b>2005</b>	911	12.5
<b>2010</b>	990	8.7
<b>2015</b>	1,040	5.1
<b>2020</b>	1,077	3.6
<b>2025</b>	1,189	10.4
<b>2000-2020 Change</b>	267	33.0
<b>2000-2025 Change</b>	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**

<b>Year</b>	<b>Number</b>	<b>Percentage Change</b>
<b>2000</b>	810	---
<b>2005</b>	861	6.3
<b>2010</b>	886	2.9
<b>2015</b>	885	-0.1
<b>2020</b>	875	-1.1
<b>2025</b>	925	5.7
<b>2000-2020 Change</b>	65	8.0
<b>2000-2025 Change</b>	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
	#	%	%	%	%
<b>Agricultural, Forestry, &amp; Fishing</b>	19	3.5	29.1	21.7	4.6
<b>Mining</b>	0	0.0	0.0	0.1	0.1
<b>Construction</b>	34	6.3	6.5	4.6	4.9
<b>Manufacturing</b>	119	21.9	23.8	17.1	24.5
<b>Transportation and Public Utilities</b>	31	5.7	7.1	5.5	5.6
<b>Wholesale Trade</b>	31	5.7	5.6	5.1	4.1
<b>Retail Trade</b>	94	17.3	9.9	13.9	17.1
<b>Finance, Insurance, and Real Estate</b>	30	5.5	2.8	3.2	5.9
<b>Service</b>	181	33.3	15.2	16.9	29.9
<b>Public Administration</b>	5	0.9	0.0	2.1	3.2
<b>Total</b>	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**

<b>Employers</b>	<b>Employees</b>	<b>Type of Industry</b>
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**

<b>Characteristics</b>	<b>Number</b>	<b>Percent</b>
<b>Total City Residents Employed</b>	536	--
<b>Worked in Wisconsin</b>	534	99.6
<b>Worked Outside the State</b>	2	0.4
<b>Worked in Vernon County</b>	390	73.0
<b>Worked Outside the County</b>	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	
	#	%	#	%	#	%	#	%
<b>Total Units</b>	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
<b>Tenure - (Occupied)</b>	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
<b>Vacancy - (Vacant)</b>	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
<b>1 unit</b>	451	76.3	217	81.6	8,343	77.0	1,392,610	67.7
<b>2 units</b>	55	9.3	0	0.0	420	3.9	197,659	9.6
<b>3 or 4</b>	11	1.9	1	0.4	175	1.6	79,562	3.9
<b>5 to 9</b>	8	1.4	0	0.0	98	0.9	81,331	4.0
<b>10 to 19</b>	42	7.1	0	0.0	273	2.5	67,222	3.3
<b>20 to 49</b>	0	0	0	0.0	26	0.2	65,203	3.2
<b>50 or more</b>	0	0	0	0.0	96	0.9	42,860	2.1
<b>Mobile Home</b>	10	1.7	44	16.5	1,247	11.5	101,149	4.9
<b>Other</b>	14	2.4	4	1.5	152	1.4	28,178	1.4
<b>Total</b>	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
<b>City of Hillsboro</b>	\$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.

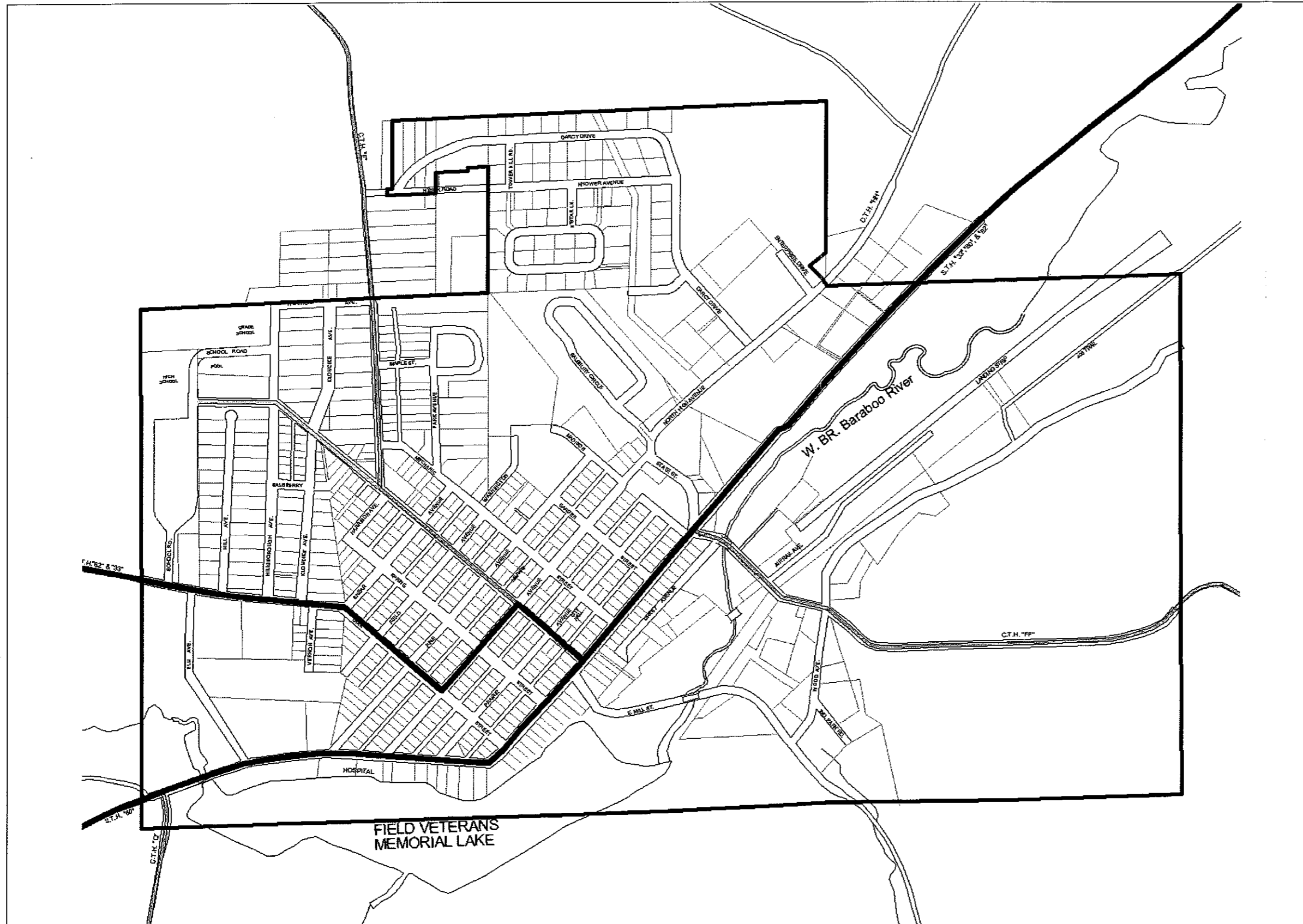
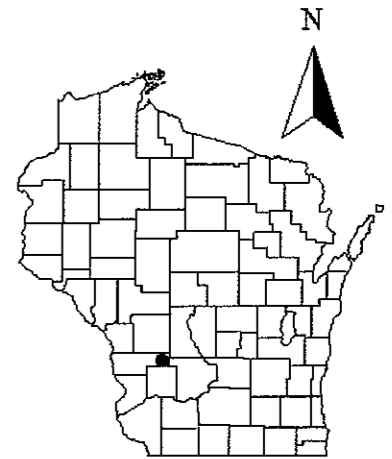
CTH F, CTH FF, and CTH Q are roadways within the Hillsboro area classified as major collectors. Road segments classified as collectors distribute traffic between arterials and local roads. All road segments within the Hillsboro area that are not classified as arterial or collector are classified as local. 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**

-  Corporate Limits
- National Functional Classification**
-  Minor Arterial
-  Major Collector
-  Minor Collector
-  Local Road

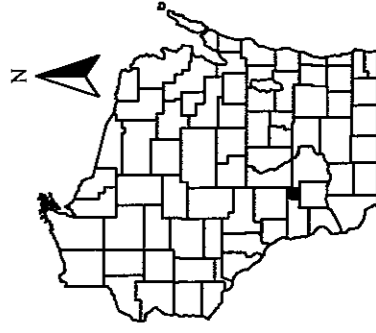
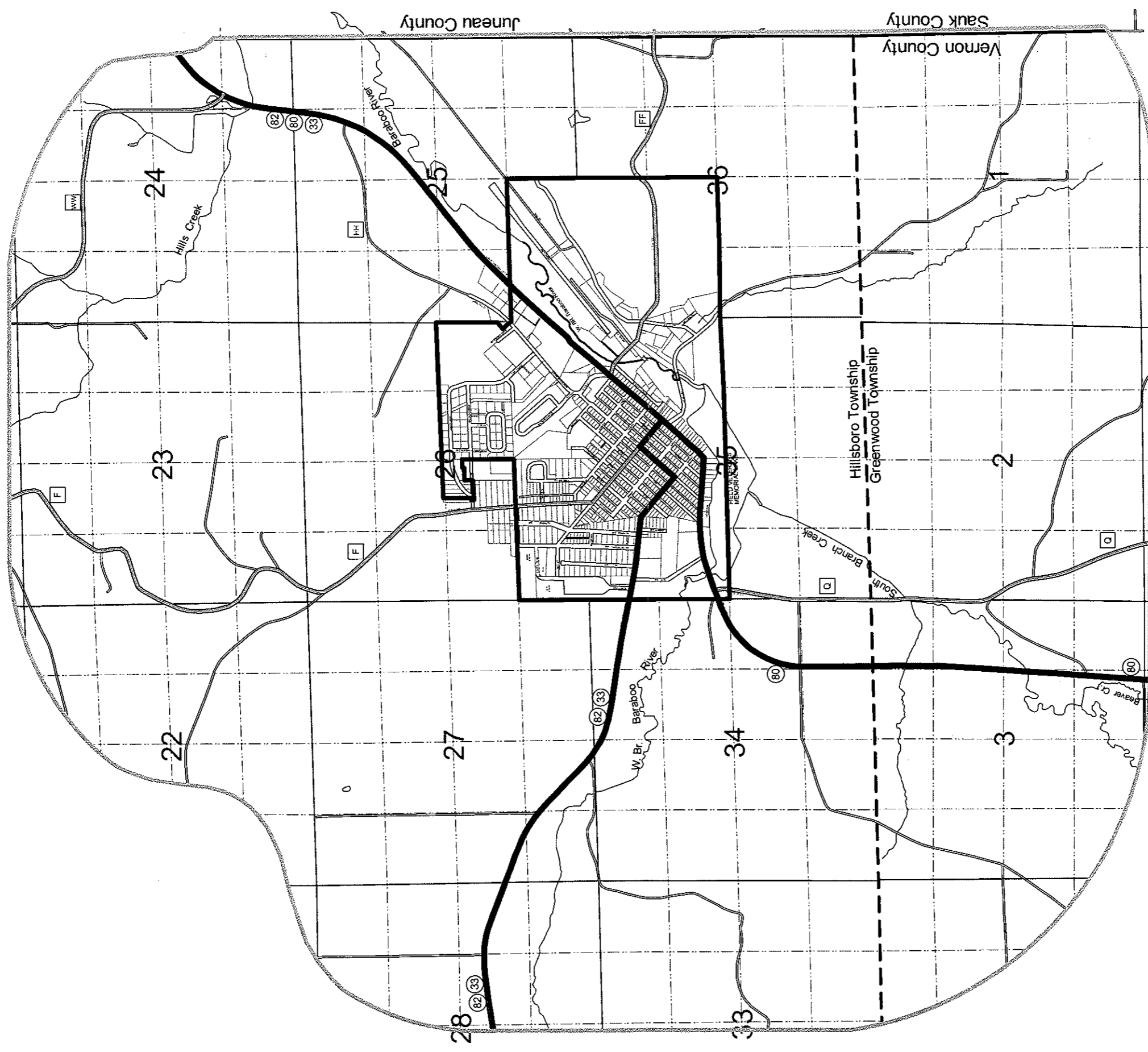
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 Note: base data provided by Vernon Co.



# DRAFT MAP 4-2 CITY OF HILLSBORO PLANNING AREA VERNON COUNTY, WISCONSIN NATIONAL FUNCTIONAL CLASSIFICATIONS



Key	
	Planning Area
	Corporate Limits
	National Functional Classification
	Minor Arterial
	Major Collector
	Local Road

Date: 02-14-02  
 Drafted: LSR  
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 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.

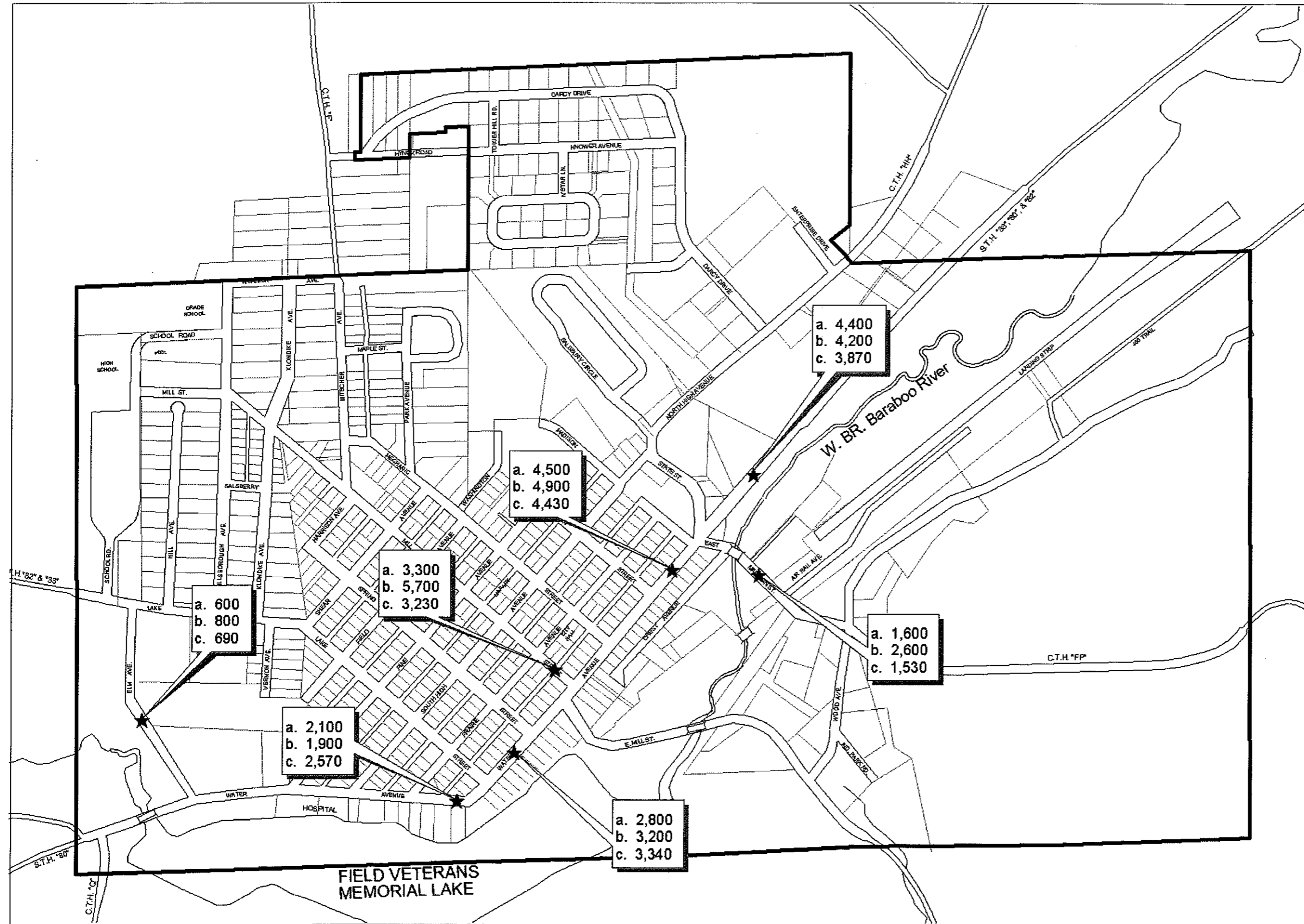
Between 1992 and 1998, five count locations within the Hillsboro area saw declines in traffic levels. The largest decline during this six-year period occurred along STH 80, west of Lake Street, which experienced a decrease in ADT of 540, or 16 percent. The following count locations also saw significant 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

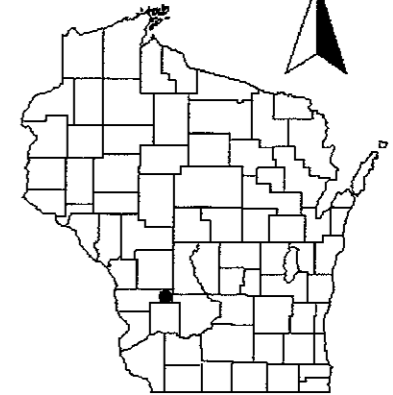
★ Location of traffic count

A.D.T. - Average Daily Traffic

300 0 300 600 900 Feet

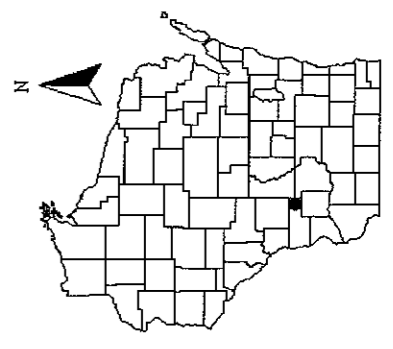
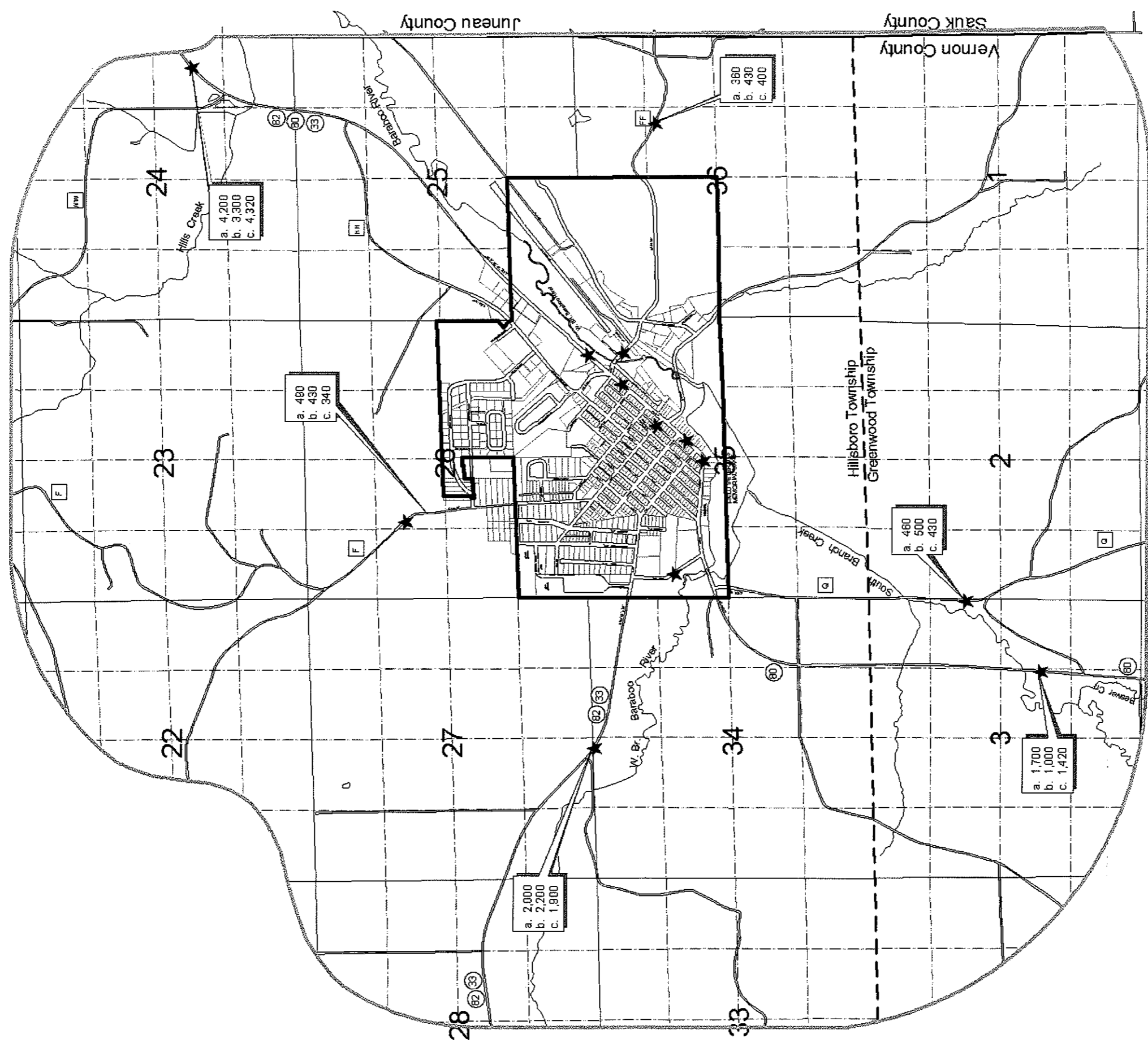


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**DRAFT MAP 4-4  
CITY OF HILLSBORO PLANNING AREA  
VERNON COUNTY, WISCONSIN  
TRAFFIC COUNTS (A.D.T.)  
1992, 1995, AND 1998**

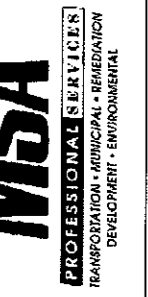


**Key**

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

★ Location of traffic count

A.D.T. - Average Daily Traffic



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### **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.

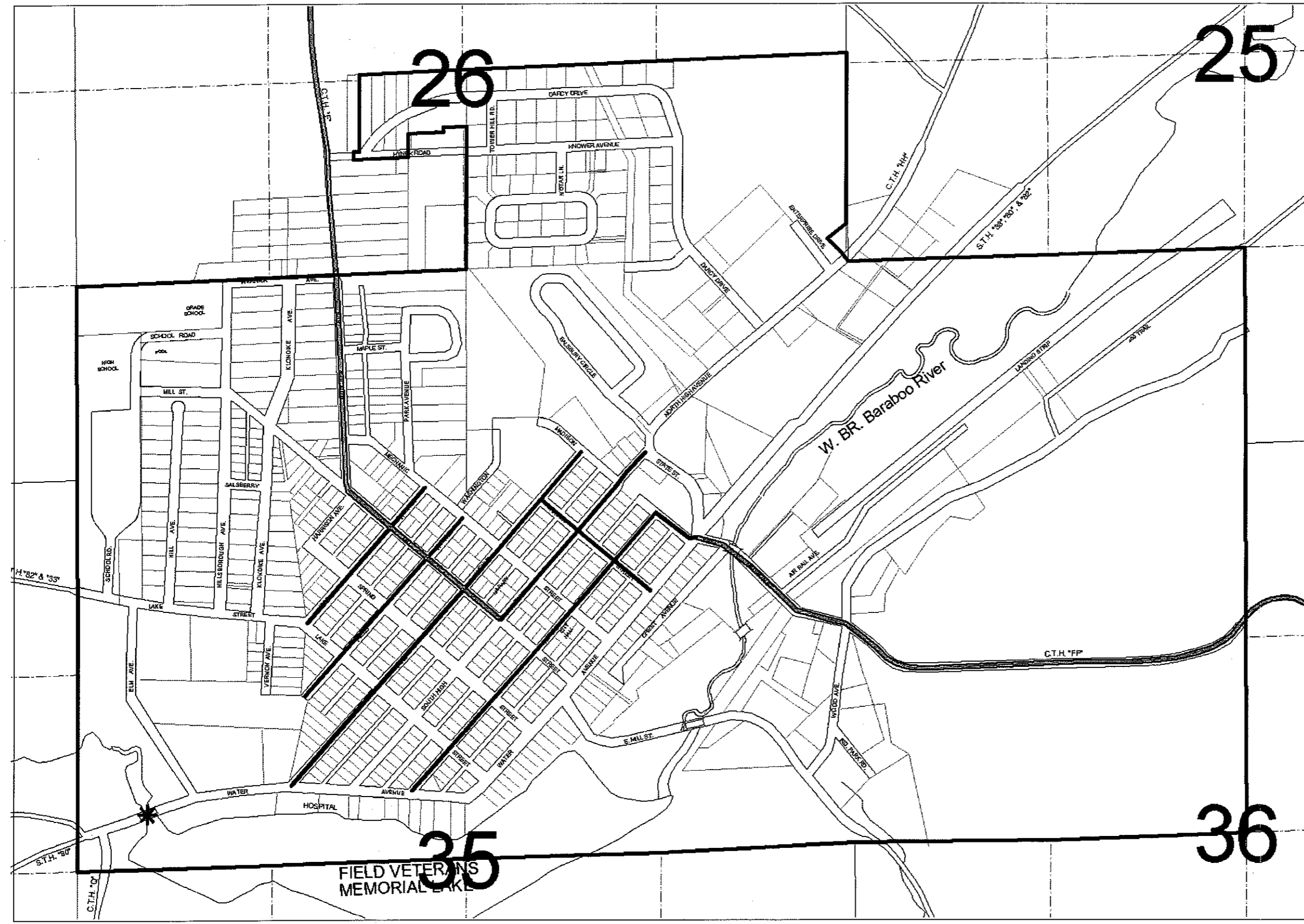
The City of Hillsboro has identified five street segments within the City in need of reconstruction, including rebuilding the sub-layers, repaving, and installation of new curb and gutters (Map 4-5). These street segments include Prairie Avenue, from Water Avenue to Mill Street; Pine Avenue, from Water 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.

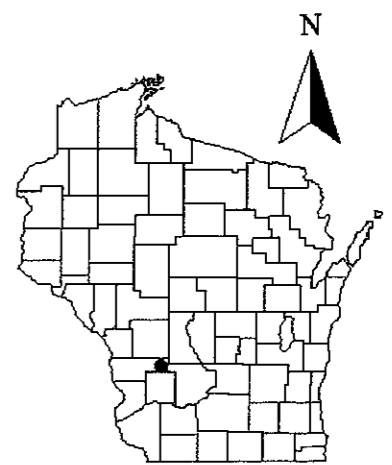
DRAFT MAP 4-5  
 CITY OF HILLSBORO  
 VERNON COUNTY, WI.  
 NEAR FUTURE ROAD  
 IMPROVEMENT PROJECTS



**Key**

- Corporate Limits
- State Bridge Rehabilitation
- Other Road Improvement Project
- City
- County

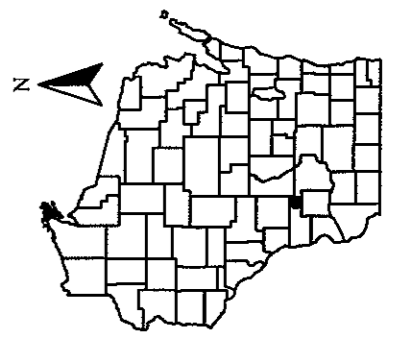
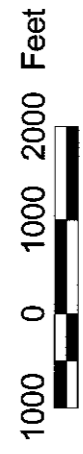
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# DRAFT MAP 4-6 CITY OF HILLSBORO PLANNING AREA VERNON COUNTY, WISCONSIN NEAR FUTURE ROAD IMPROVEMENT PROJECTS



**Key**

- Planning Area
- Corporate Limits
- State Bridge Rehabilitation
- Other Road Improvement Project
- City  
County

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#### **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

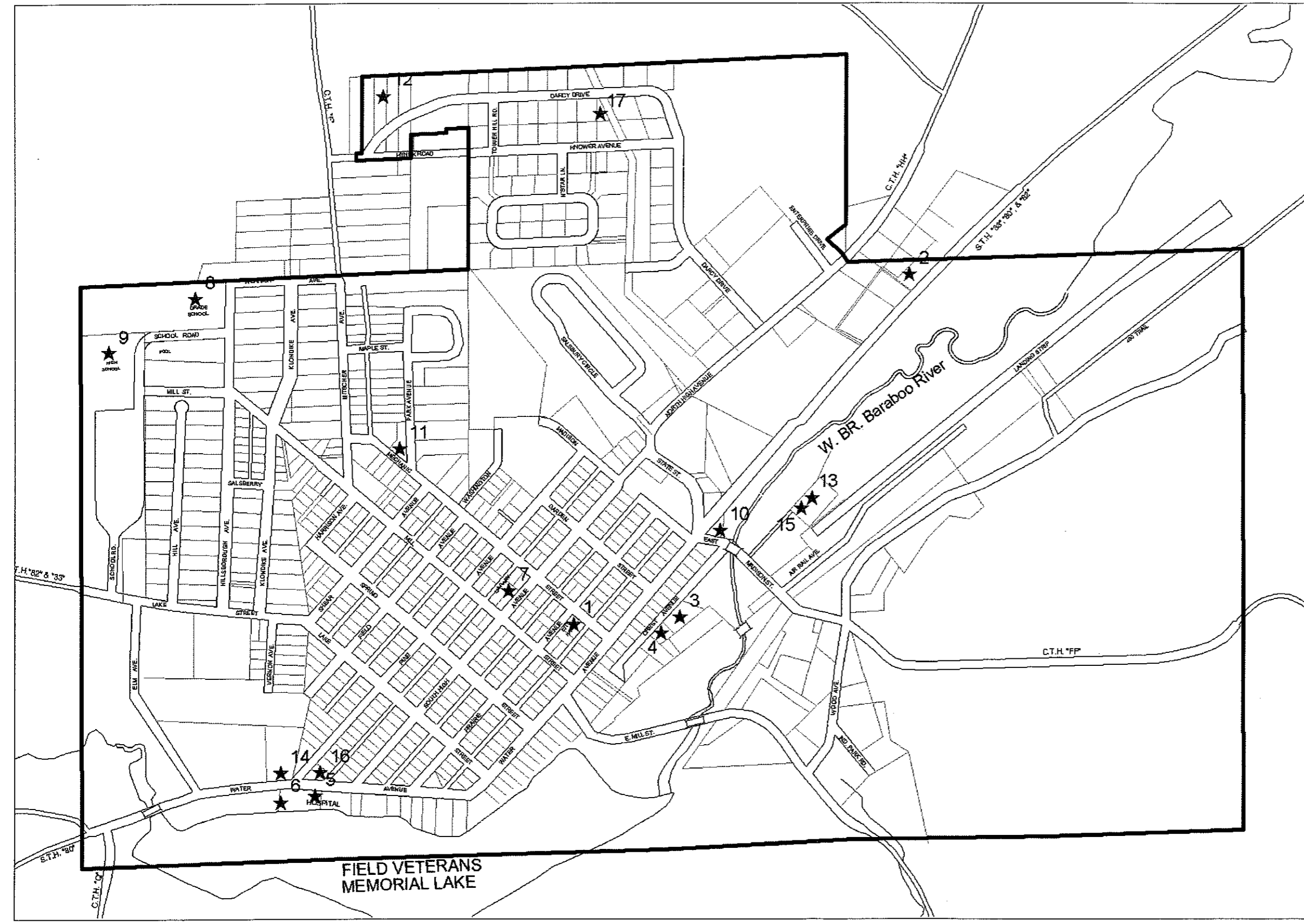
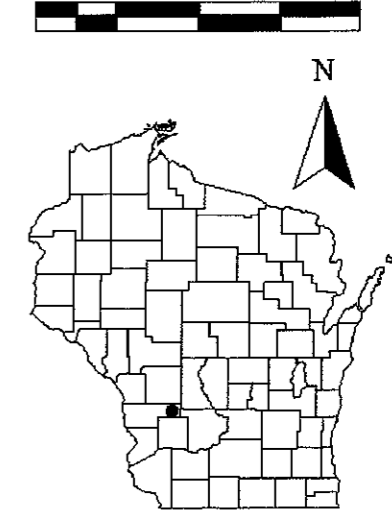
# DRAFT MAP 5-1 CITY OF HILLSBORO VERNON COUNTY, WI. COMMUNITY AND PUBLIC FACILITIES

**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	Quadrant 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



FIELD VETERANS  
MEMORIAL LAKE

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cars. The City, along with 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 by the 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 undergone several expansions and/or renovations, including the addition of 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**

<b>Diameter (inches)</b>	<b>Length (feet)</b>
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.