

# **HILLSBORO 2045**

## **Comprehensive Plan**

A 20 YEAR GUIDE FOR THE FUTURE

# **DRAFT**

**\*\*NOT THE FINAL COVER,  
REPLACE COLOR BLOCKS  
WITH PHOTOS OF THE CITY\*\***

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**HILLSBORO**  
WISCONSIN



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*“The City of Hillsboro is dedicated to fostering a vibrant, connected community by preserving our rich heritage, promoting sustainable economic growth, and enhancing the quality of life for all residents through thoughtful planning, collaboration, and innovation.”*

*-2045 Vision Statement*

# 1. INTRODUCTION

## WELCOME TO THE CITY OF HILLSBORO'S COMPREHENSIVE PLAN!

The City of Hillsboro 2045 Comprehensive Plan (henceforth referred to as 'the Plan') is intended to guide decisions and actions affecting City budgets, ordinances, and growth. The Plan looks 20 years into the future, identifying strategies and paths to implementation to realize the community's long-term vision. As a broad-based plan, it sometimes relies on other more detailed plans or budget processes to determine when or how implementation will occur.

The Plan's recommendations are intended to:

- Create a collective and consistent vision for Hillsboro's future.
- Establish priorities for public investment, including the City's Capital and Operating Budgets.
- Provide or inform policies that guide City-wide decision-making.
- Align the work of City staff around the issues that matter most to residents and stakeholders.
- Create a framework for topic-specific plans and initiatives that will expand on the Comprehensive Plan's recommendations.
- Guide private development through the Future Land Use map and corresponding policies.
- Foster partnerships with other entities to address shared goals.

PHOTO

*Photo Caption*

### WHY PLAN

The purpose of this plan is to establish a shared vision for Hillsboro to guide future actions and decisions, improving the City's ability to work cohesively and consistently over time.

### PURPOSE & INTENT

The Comprehensive Plan is a resource for managing growth. It is designed to be a working document for City officials to direct community development decisions, assist with capital and operational budgeting, stimulate private housing, business and industrial investment.

A Comprehensive Plan functions as an umbrella document that encompasses issues most frequently affected by City governance, and it is to be used in coordination with other documents and ordinances. The Plan references other plans and studies that address specific topics in greater detail.

The Plan will be implemented via ordinances, especially zoning and subdivision ordinances. This Plan is intended to help the Plan Commission and City Council apply those ordinances; in fact, Wisconsin state statutes require that certain decisions must be consistent with this Plan.

# INTRODUCTION

## PLAN ADOPTION & THE CONSISTENCY REQUIREMENT

Under Wisconsin’s comprehensive planning statute, a comprehensive plan must receive a public hearing prior to adoption, be recommended for adoption by the Plan Commission, and be adopted via ordinance by the City Council.

Wisconsin’s comprehensive planning law requires that if a local government unit enacts or amends any of the following ordinances, the ordinance must be consistent with this Plan:

- Official map
- Local subdivision regulations
- Zoning ordinance
- Shoreland/wetland zoning ordinance

Though adopted by ordinance, the Plan itself is not an ordinance. This Plan is not intended to be a literal “road map” with a set path from the present to a point twenty years into the future; rather, it is intended to guide City decision-making toward a unified vision. Over the Plan’s lifespan, various factors could arise that will significantly influence local decisions. This Plan should continue to be consulted to ensure that such decisions align with the goals and desired outcomes established by for the community.

## PLAN MAINTENANCE

This Plan represents the City’s efforts to address current issues and anticipate future needs, but it can and should be amended as conditions warrant reconsideration of policies. The plan can and should be amended from time to time to adjust to changing conditions, and it should be fully updated with new data every ten years.

## PLAN ORGANIZATION

This Plan is organized around the nine required plan elements as outlined by state statute:

1. Introduction
2. Public Engagement
3. Agricultural, Natural & Cultural Resources
4. Housing
5. Economic Development
6. Transportation & Mobility
7. Utilities & Community Facilities
8. Intergovernmental Cooperation
9. Land Use
10. Implementation

Each section includes Issues and Opportunities (identified during the planning process), Voices from the Community (public input gathered), policy content organized into Goals and Strategies, Action items for the City to implement over the Plan’s lifespan, and a 2025 Data Snapshot of existing conditions in the community.

The Plan Appendix provides the following supplemental content for future reference:

- Appendix A:** Plan Adoption & Amendments
- Appendix B:** Action Plan
- Appendix C:** Community Engagement Summary
- Appendix D:** Maps

## COMMUNITY VISION

Hillsboro's vision statement distills the community's intentions and hopes for the future. It encapsulates the major themes woven throughout the Plan and an overarching goal to build upon and toward in the years to come. This statement was developed through the community visioning workshop and discussions with city staff.

### HILLSBORO 2045 VISION STATEMENT

*"The City of Hillsboro is dedicated to fostering a vibrant, connected community by preserving our rich heritage, promoting sustainable economic growth, and enhancing the quality of life for all residents through thoughtful planning, collaboration, and innovation."*

*Now and in the future, the City will serve its residents through responsive leadership, responsible stewardship of resources, and unwavering commitment to community prosperity."*

*We strive to deliver practical solutions and foster a shared vision that strengthens Hillsboro today and for future generations."*

## GOALS, STRATEGIES, & ACTIONS

The community's vision will be implemented through policy (organized into goals and strategies) and actions.

**Goals:** Long-term, ideal outcomes/conditions related to the vision statement. Goals provide a "big idea" and direction for strategies and actions.

**Strategies:** Guidelines in support of a corresponding goal. Strategies recommend improvements but do not include details or answer "how" to be achieved.

**Actions:** Clear directives for implementing a strategy or goal. Actions answer the "how" and can have a measurable target for completion. See **Appendix B** for complete Action Plan tables.

## REGIONAL CONTEXT

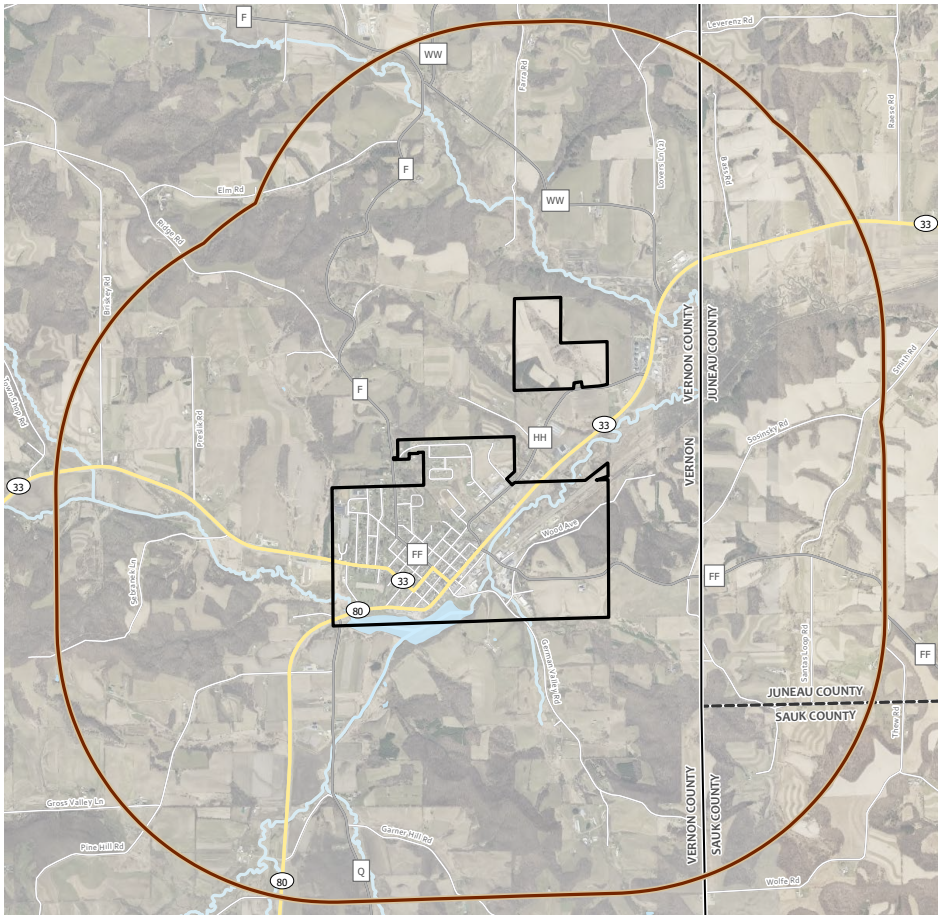
Hillsboro is a community of about 1,400 people located in the Driftless Area of western Wisconsin. One of the larger communities in Vernon County, it is close in proximity to Monroe, Juneau, Sauk, and Richland Counties. The city is encompassed within the Town of Hillsboro and closely neighbors the Town of Greenwood to the south.

According to the U.S. Census Bureau, the city has a total area of 1.44 square miles. The city is rural in character, consisting of a downtown with adjacent industrial uses, highway commercial areas, predominantly single-family housing, and surrounding agricultural lands.

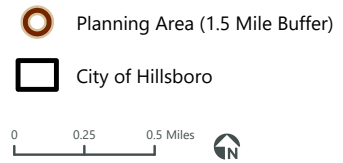




# INTRODUCTION



**MAP 1.1 - PLANNING AREA**



**Project Location**



The Hillsboro School District and Saint Joseph's Memorial Hospital provide services and opportunities for employment for residents and workers from the surrounding area who commute into the city.

The Hillsboro State Trail runs through the east portion of the City, providing connectivity and recreational opportunities to residents and trail travelers. Due to its strong Czech heritage, Hillsboro is known as the "Czech Capital of Wisconsin." Various community non-profits and residents are active in city events and festivals year-round and aid in preserving Hillsboro's small-town feel.

## PLANNING JURISDICTION

The Plan's study area (Map 1.1) includes all lands in which the city has both a short-and long-term interest in planning and development activity. Wisconsin law divides cities into four classes relating to government administration and the exercise of local governmental power. Hillsboro is a fourth-class city, which corresponds to a 1.5-mile extraterritorial jurisdiction. Within this extraterritorial area in the Town of Hillsboro, the City of Hillsboro has authority for zoning and plat approval. Coordination with Juneau and Sauk Counties may be necessary to address planning decisions for the extraterritorial area which extends outside the limits of Vernon County.

## 2025 COMMUNITY SNAPSHOT

The Hillsboro 2045 Comprehensive Plan sources data from the U.S. Census Bureau's 2023 American Community Survey (ACS) 5-Year Estimates, the 2000 and 2010 Decennial Censuses, and the Wisconsin Department of Administration's (DOA) 2024 population and household projections. In most cases, information provided is specific to the City of Hillsboro; however, county, state, and comparable local communities are also highlighted for contextual comparison.

**2024 TOTAL  
POPULATION: 1,397**

### DEMOGRAPHICS

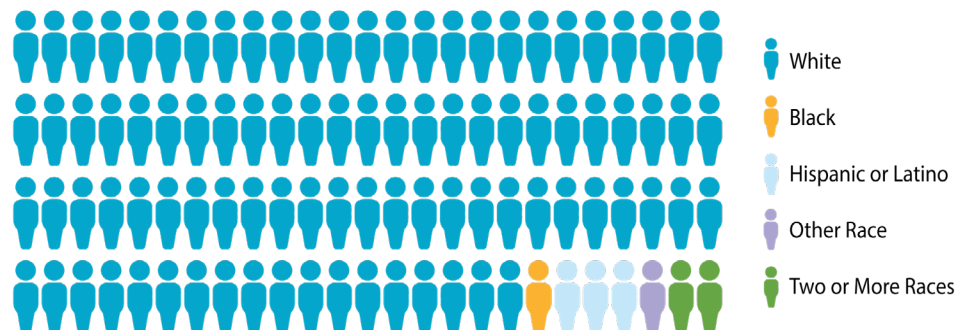
**Race & Ethnicity:** Most of the population is white, at 93%. Hispanic/Latino backgrounds comprise the next largest group with 3% of the total population. Black and Other Races/Ethnicities make up approximately 1% each.

**Median Age:** 43.0 in 2023, older than both Vernon County (41.5) and Wisconsin (40.4) in median age. Median Age in Hillsboro reached as high as 45.9 in 2022.

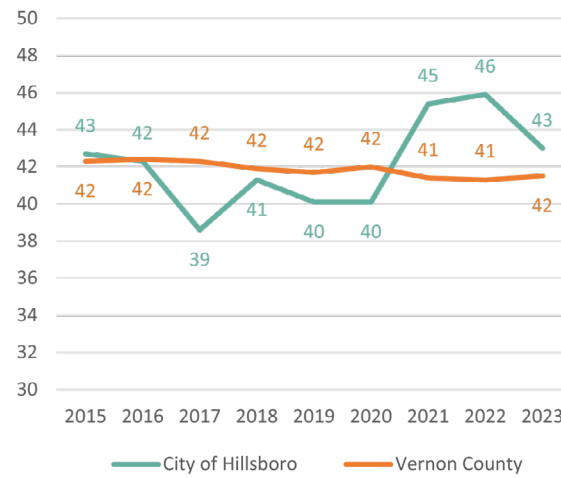
**Education:** 4.6 out of 10 residents (over age 25) have had some college education, including associate, bachelor's, or master's degrees; 90% have graduated high school.

**Income:** The median income in Hillsboro was \$63,750 in 2023. 29% of households earned over \$100,000, while about 43% earned less than \$50,000 annually.

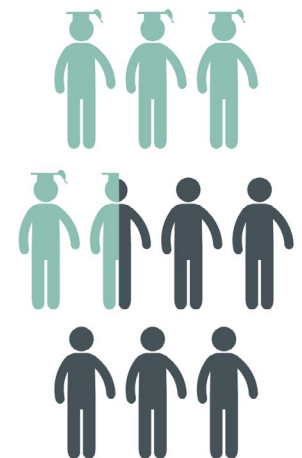
**Figure 1.1 - Race & Ethnicity Trends (2020 Dec. Census)**



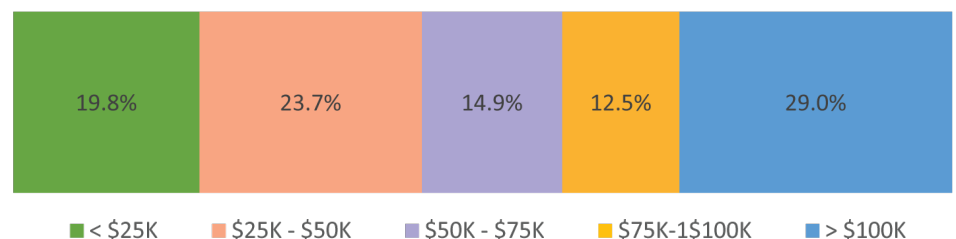
**Figure 1.2 - Median Age (2015-2023 ACS)**



**Figure 1.3 - Education Attainment (2023 ACS)**



**Figure 1.4 - Income Distribution by Households (2023 ACS)**

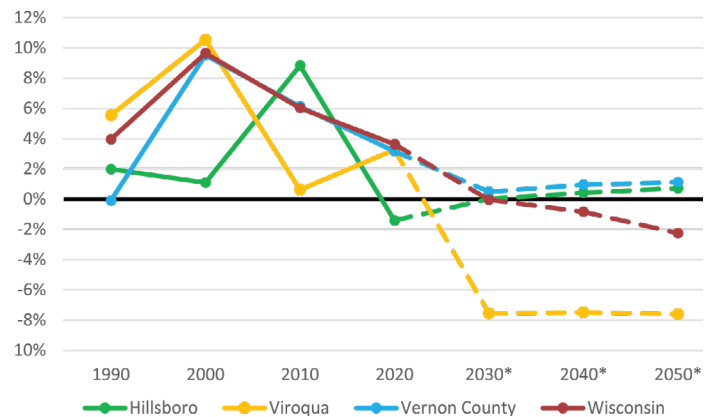


## INTRODUCTION

**Population Change by Decade:** The DOA projects that Hillsboro will maintain a consistent population size through 2050, with a growth rate of less than one percent (1%); this rate is similar to growth anticipated for Vernon County.

**Household Projections:** The projected number of households in Hillsboro for 2030-2050 was calculated with the use of Microsoft Excel's Forecast Sheet tool based on historical household U.S. Census data (1970 to 2020).

**Figure 1.5 - Population Growth by Decade (U.S. Census 1990-2020, WDOA 2024)**



**Table 1.1 - Population Growth & Projections (U.S. Census 1990-2020, WDOA 2024)**

	CITY OF HILLSBORO	CITY OF VIROQUA	VERNON COUNTY	WISCONSIN
1980	1,263	3,716	25,642	4,705,767
1990	1,288	3,922	25,617	4,891,769
2000	1,302	4,335	28,056	5,363,675
2010	1,417	4,362	29,773	5,691,047
2020	1,397	4,504	30,714	5,893,718
2030	1,397	4,164	30,865	5,890,915
2040	1,403	3,852	31,160	5,841,620
2050	1,413	3,559	31,510	5,710,120

**Table 1.2 - Household Growth & Projections (U.S. Census 1970-2020)**

	HILLSBORO		VIROQUA		VERNON COUNTY		WISCONSIN	
	NUMBER OF HH	PERSONS PER HH	NUMBER OF HH	PERSONS PER HH	NUMBER OF HH	PERSONS PER HH	NUMBER OF HH	PERSONS PER HH
1970	465	2.65	1,383	2.60	7,751	3.11	1,328,804	3.22
1980	518	2.29	1,612	2.22	9,280	2.72	1,652,261	2.77
1990	557	2.19	1,915	2.77	9,725	2.59	1,822,118	2.61
2000	565	2.18	1,990	2.10	10,820	2.55	2,084,544	2.50
2010	560	2.56	2,215	1.91	11,905	2.43	2,274,611	2.41
2020	585	2.30	2,105	2.00	12,146	2.50	2,377,935	2.38
2030	603	2.32	2,358	1.77	13,219	2.33	2,606,485	2.26
2040	621	2.26	2,505	1.54	14,070	2.21	2,810,016	2.08
2050	640	2.21	2,652	1.34	14,922	2.11	3,013,547	1.89



## 2. PUBLIC ENGAGEMENT

### INTRODUCTION

This chapter summarizes the efforts to engage community members throughout the comprehensive planning process, which aimed to gather diverse community input to shape the vision, goals, and strategies for the City's future development.

### PUBLIC INCLUSION PLAN

The public inclusion plan included the following activities and events:

1. **Project Meetings:** Plan Commission, Public Hearing, and other committee meetings to review and give feedback on plan development
2. **Public Input Meeting & Visioning Workshop:** In-person community meeting to obtain input and direction on a new/updated mission and vision statement for the city
3. **Online Engagement:** Community survey
4. **Focus Group:** Virtual discussion with community stakeholders
5. **Promotional Methods:** Use of city website, flyers/posters, newspaper, emails, and social media platforms to reach community members on updates during the planning process
6. **Public Hearing:** Steps for recommendation and adoption of the updated Plan

### ENGAGEMENT ACTIVITIES

The City of Hillsboro facilitated a variety of efforts to garner input for the Comprehensive Plan:

#### PROJECT MEETINGS

A project kick-off meeting was held on February 11, 2025. The discussion highlighted issues and opportunities in Hillsboro for the City to address in the Comprehensive Plan. Through the rest of the planning process, meetings were held with the Plan Commission to review draft elements of the plan as it was developed.

At the kickoff meeting with the Plan Commission, key priorities for the Comprehensive Plan included:

- Encourage diverse, long-lasting businesses, especially in the downtown area, to promote economic viability and access to food/entertainment options.
- Upgrade aging infrastructure (e.g., water mains) while maintaining equitable property taxes.
- Expand employment opportunities and improve industrial and commercial access, especially given distance from the interstate.
- Establish a "civic core" to strengthen community cohesion and engagement.
- Support new housing developments to meet demand and attract workforce, especially for the City's major employers including the schools and St. Joseph's Memorial Hospital.
- Promote industrial and commercial development within the community to support growth.

## PUBLIC ENGAGEMENT

### Strengths, Challenges, & Opportunities

The following items were identified by members of the Plan Commission to guide planning efforts, foster economic prosperity, preserve the City's historical character, strengthen community ties, and position Hillsboro as an attractive and sustainable place to live, work, and visit.

Strengths to attract visitors and investment:

- Diverse recreational amenities, including a swimming pool, tennis courts, lakefront access, and seasonal activities like ice skating and hockey
- A regional hospital that provides essential healthcare services and employment opportunities
- Rich cultural and historical resources, including an active historical society, local museum, and log cabin replica
- A relatively higher population and strong community engagement compared to surrounding areas
- Access to childcare and senior services that support residents across all life stages
- Local lodging and dining options that serve both residents and tourists, with a strategic location near the Driftless Region and state bike trail

Issues/challenges to consider:

- Limited dining options and lack of a downtown café or casual gathering space, contributing to a perceived food desert and reduced downtown activity
- Inconsistent presence and longevity of downtown businesses, affecting vibrancy and economic stability
- Aging infrastructure—particularly water mains—requiring an estimated \$20 million in upgrades, with concerns about maintaining equitable property taxes
- Limited local employment opportunities, compounded by Hillsboro's distance from the interstate, which poses challenges for shipping and manufacturing
- Absence of a defined “civic core” to foster community identity, engagement, and public gathering

Opportunities for improvement and growth:

- Planned Habitat for Humanity project will add 10 single-family homes and 12–14 duplexes (24–28 units), addressing housing demand identified in a 2023 study of 30–40 interested renter and buyer groups
- Expanding housing supply is critical to attracting staff for local schools and major employers, as lack of housing is a known barrier
- Industrial lots offer potential for residential and commercial expansion, with Hillsboro recognized as a development-friendly community open to collaboration
- Blighted properties and vacant lots—particularly in commercial areas—present opportunities for revitalization and infill development



*Visioning workshop attendees discuss issues and opportunities.*

## COMMUNITY SURVEY

An online community survey was active from March 4, 2025 through April 4, 2025 and received 112 responses. The survey provided 29 questions with some open-ended responses to inform the Plan's policy direction. A link to the survey was provided on the City's website, posted on the City Facebook, and shared out to community members through the other engagement opportunities. Full survey results are provided in **Appendix A** of this Plan.

Fifty-seven percent (57%) of survey responses came from Hillsboro residents; in comparison to the greater community, most respondents were generally older (aged 25-54), more female, and mostly homeowners. Overall, the responses reflect a strong appreciation for Hillsboro's parks, neighborhoods, and sense of safety, along with a clear desire for expanded housing options and reinvestment in the downtown area—while preserving the city's small-town character.

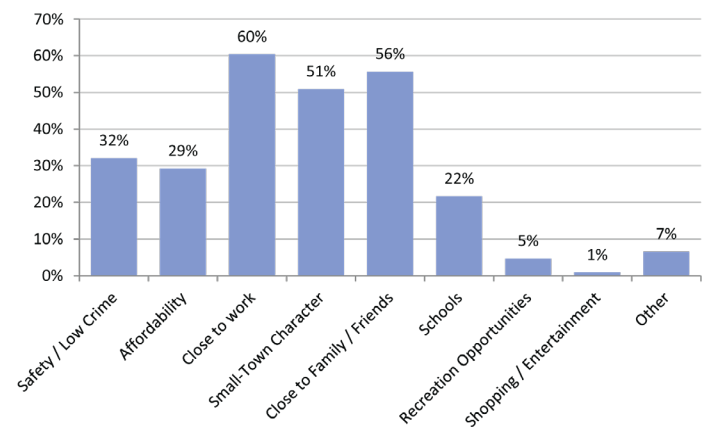
### Living in Hillsboro

Sixty-eight percent (68%) of respondents reported that they have lived in the Hillsboro area for over ten years; most frequently cited reasons for living in Hillsboro included proximity to work, proximity to family and friends, small-town community character, and the sense of safety provided. Respondents commonly expressed satisfaction with the city's street trees, property upkeep, and public utility services; city parks, safe walking routes, and personal safety were highly rated. Respondents were not satisfied with the overall appearance of the downtown area and parking convenience within downtown.

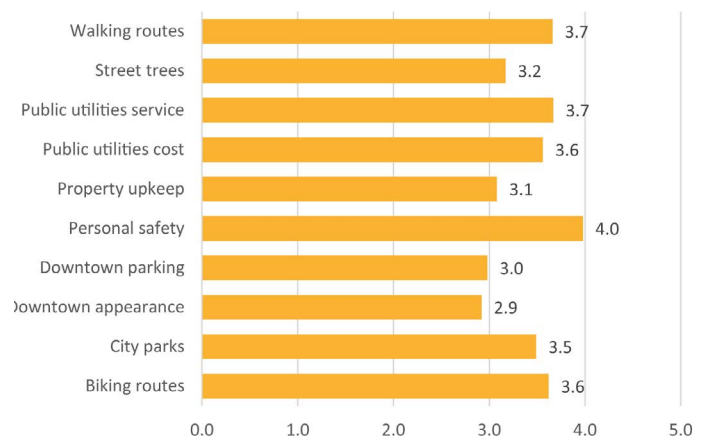


Flyer advertising the online survey

**Figure 2.1 - Top Reasons for Living in Hillsboro**



**Figure 2.2 - Avg. Rating City Services & Facilities**



## PUBLIC ENGAGEMENT

**Table 2.1 - Survey Responses on Housing Conditions**

OWNERSHIP	POOR	UNSATISFACTORY	SATISFACTORY	EXCELLENT	N/A
<b>HOUSING COSTS</b>	10%	26%	<b>52%</b>	2%	10%
<b>HOUSING SUPPLY</b>	18%	<b>38%</b>	33%	0%	11%
<b>HOUSING QUALITY</b>	9%	29%	<b>48%</b>	1%	14%
RENTALS	POOR	UNSATISFACTORY	SATISFACTORY	EXCELLENT	N/A
<b>HOUSING COSTS</b>	14%	21%	<b>38%</b>	3%	24%
<b>HOUSING SUPPLY</b>	<b>26%</b>	<b>32%</b>	21%	1%	20%
<b>HOUSING QUALITY</b>	13%	24%	<b>38%</b>	2%	24%

### Housing

Seventy-five percent (75%) of respondents are homeowners. Eighty-nine percent (89%) of respondents would seek to own a home within the next five years, with 90% of respondents preferring single-family detached housing over other unit types; respondents indicate desire for larger housing options with 2-3 bedrooms (70%) or 4+ bedrooms (24%).

Table 2.1 highlights survey responses to the question, “Rate the following housing conditions in Hillsboro.” Categories rated overall as “satisfactory” included ownership housing costs, ownership housing quality, rental housing costs, and rental housing quality. The results indicate room for improvement in housing supply for both owners and renters, with open comments highlighting cost and quality concerns for rental stock in addition to need for stronger building code enforcement.

For the development of new housing supply, responses showed support for single family homes on small lots (94%), duplexes (75%), and apartments (74%); many respondents are open to learning more about options for accessory dwelling units (38%).

### Employment

The employment share response indicates 88% of respondents work full-time; 80% of respondents work one day or less from home, while 14% work remotely for 4-5+ days per week; this aligns with the national trend shifting towards hybrid employment. Of those respondents who want to work remotely, most would benefit from more flexible work options and better internet service. Within non-working respondents, 4% identified as retirees.

PHOTO

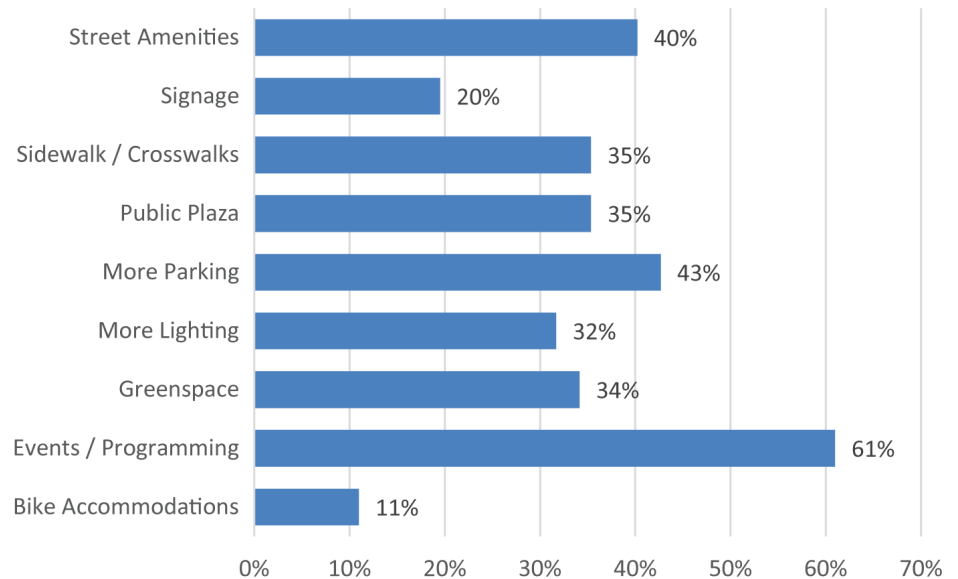
*Photo Caption*

### Additional Investment & Development Needs

Street repair and maintenance, sewer and water services, and sidewalks were identified as the highest priorities for future City investments. Respondents indicated dissatisfaction with retail shopping, entertainment, and drive-thru restaurants in the city; responses indicate overall satisfaction with the city's gas stations, pharmacies, medical/dental care, and broadband internet. Respondents would like to see the City prioritize reinvestment in downtown sites and existing homes.

Within Downtown and the city's commercial areas around State Highway 80/82, respondents would like to see more events and programming, parking convenience, and street amenities (to include benches, outdoor seating, trees, planters, etc.). Open comments suggest development types including retail spaces for small businesses, youth and teen spaces, childcare services, parks, and public spaces. Eighty percent (80%) of respondents would support requiring a percentage of area in future developments be dedicated to greenspace, conservation, or recreational activity.

**Figure 2.3 - Needs for Commercial & Business Areas**



### Additional Feedback

When asked to agree or disagree with the following statements, respondents 'agreed' or 'strongly agreed' with the following:

Hillsboro is a SAFE place to live. (94%)  
 I feel CONNECTED TO OTHERS in Hillsboro. (87%)  
 Hillsboro has a desirable SMALL-TOWN CHARACTER. (80%)  
 Hillsboro has GOOD SCHOOLS. (76%)  
 There are adequate JOB OPPORTUNITIES in Hillsboro. (58%)

Sixty percent of respondent either 'disagreed' or 'strongly disagreed' that Hillsboro has adequate shopping and entertainment opportunities. While not a majority, some respondents also expressed dissatisfaction with recreational opportunities and job opportunities available in Hillsboro.



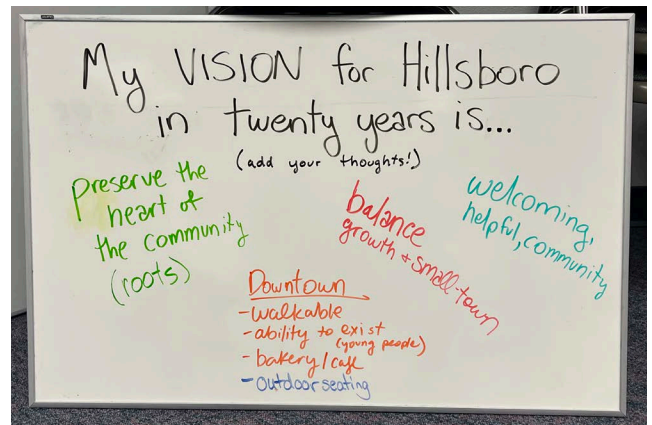
## PUBLIC ENGAGEMENT

### PUBLIC VISIONING WORKSHOP

Nine members of the public attended a community visioning workshop on March 4th, 2025, seven of whom identified as Hillsboro residents. The workshop featured a series of presentation boards and charette activities to introduce attendees to the comprehensive planning process and garner public input.

#### Crafting a Vision Statement

During the discussion portion of the workshop, attendees were asked what they would like to see in Hillsboro in twenty years. Responses included “preserve the heart/roots of the community,” “balance growth and small-town feel,” and “welcoming, helpful community.” Many identified their vision specifically for the downtown area, hoping that in twenty years, Downtown Hillsboro is walkable, welcoming to spend time (especially for young people), has restaurants including bakeries and cafes, and has amenities such as outdoor seating.



*Crafting a vision statement.*

#### Mapping Activity

Attendees were given the opportunity to identify community assets (areas to preserve), challenges, and opportunities for redevelopment on various maps of Hillsboro. General comments from this exercise addressed:

- Desire for small batch manufacturing, pop-up manufacturing, and small industry incubation
- Promotion of small businesses/manufacturing with less regulation (within reason)
- Preservation of downtown charm and smaller businesses
- Appreciation for the cleanliness and safety of the city's parks

Attendees identified the commercial/business district on State Highway 33 as an opportunity for growth, including expanding city limits on Wi 33 and development of attractive sites with visibility on main travel roads.



*Workshop attendees reviewing the mapping activity.*

## Feedback Wall

Attendees were asked to identify Hillsboro's Strengths, Issues, and Opportunities by adding comments to sticky notes on a wall. The responses are summarized below:

### Strengths

*(What you want to preserve in Hillsboro)*

- City's small-town feel
- Ability to age-in-place
- Location (at the junctions of three major roadways)
- Visibility for businesses on State Highway 33
- The hospital (for workforce and funding)
- Natural beauty (lake)
- Manufacturing businesses

### Issues

*(What you want to change in Hillsboro)*

- Not enough housing for first-time buyers or rentals, or for hospital/school staff
- Lack of housing turnover
- Poor walkability (need more sidewalks)
- Need for flexible job opportunities
- Need more volunteers
- Communications from City staff
- Need downtown-"friendly" businesses in downtown (that encourage evening/ weekend use)

### Opportunities

*(Your ideas to make Hillsboro better)*

- Support home businesses via zoning review, accessory dwelling (ADU's) & live-work
- Workforce funding- work with City Chamber
- Hospital grants/funding; work with hospital to provide more housing
- Support small manufacturing & programs for young entrepreneurs ages 18-24 (trades and/or retail)
- Recreation opportunities- cleaning the Baraboo River; partner with Friends of the Baraboo River

## FOCUS GROUP

A virtual focus group was held on March 18, 2025, in which key stakeholders in the community were invited to share their feedback representing local interests. Overall, focus group participants emphasized the need to align housing, infrastructure, and community facilities with the evolving needs of residents. Revitalizing the downtown area was identified as a priority for increasing food and entertainment options, providing space for diverse businesses, and creating a vibrant walkable environment for residents to enjoy. Other notable comments from the discussion included:

### Vision for Hillsboro (Next 10-20 Years)

- There is a need for funding and updates to existing buildings, as well as addressing the limited space for new developments.

- Sustaining small businesses is difficult, and there is a need for more programming to attract both visitors and residents; more community events could bring life to the area, especially during summer months.

### Parks & Recreation / Community Facilities

- Successful examples of community programming include the Fireman's community center, the charity tractor pull, and the 5k walk/run.
- Areas for improvement include better utilization of bike trails, the lake walkway, and connections to future municipalities.
- While parks are generally accessible, there are seasonal restrictions that need to be addressed.

## PUBLIC ENGAGEMENT

### Economic Development

- The business environment faces challenges such as funding, ownership of buildings, and the need for updates within vacant buildings.
- Infrastructure improvements are needed to attract and retain the workforce, and potential partnerships could benefit economic development.
- Concerns were raised about the sustainability of multiple food service businesses in a small town.

### Housing

- There is a need for diverse housing options to meet demand.
- Community events and programming are important for attracting new residents.

## PUBLIC ENGAGEMENT KEY TAKEAWAYS

The community envisions Hillsboro as a welcoming, connected, and vibrant small town that honors its rural character while embracing thoughtful growth. Key goals identified by the public include expanding housing options to meet demand, revitalizing Downtown to support local businesses and create a walkable, lively environment, and investing in infrastructure improvements to enhance safety and accessibility.

Residents also emphasized the importance of preserving Hillsboro's natural beauty and small-town charm, supporting youth and family programming, and fostering economic development through partnerships and support for entrepreneurs.

## ISSUES & OPPORTUNITIES

- **Housing Availability:** There is a clear need for more diverse housing options, including single-family homes, duplexes, apartments, and accessory dwelling units (ADUs), to support first-time buyers, renters, and the local workforce.
- **Downtown/Commercial Revitalization:** The community sees potential in revitalizing the downtown and commercial areas with more cafés, restaurants, and retail businesses that encourage foot traffic and evening/weekend activity.
- **Infrastructure Improvements:** Aging infrastructure, particularly water mains, streets, and sidewalks, is a major concern. Residents support investments that improve safety, accessibility, and long-term sustainability.
- **Economic Development:** There is a desire to attract and retain businesses, especially in underutilized or vacant commercial spaces. Residents support small business growth, entrepreneurship, and light manufacturing.
- **Public Spaces and Events:** Residents support enhancing public spaces with amenities like benches, trees, and outdoor seating, and want more community events and seasonal programming to bring people together.
- **Workforce and Employment:** Limited job opportunities and the city's distance from the interstate pose challenges for workforce attraction. Partnerships with local institutions like the hospital and schools are seen as key to addressing this.
- **Zoning and Land Use:** There is interest in exploring more flexible zoning approaches to support mixed-use development, home-based businesses, and infill development on vacant or blighted lots.



## COMMON THEMES

- **Community Character:** Residents deeply value Hillsboro's small-town charm, safety, and sense of connection. There is a strong desire to preserve these qualities while allowing for thoughtful and sustainable growth.
- **Downtown Revitalization:** The community envisions a more vibrant and walkable downtown with diverse businesses, restaurants, cafés, and public gathering spaces that encourage activity throughout the day and into the evening.
- **Infrastructure and Accessibility:** Upgrading aging infrastructure, particularly water mains, streets, and sidewalks, is a top priority. Residents also want improved pedestrian and bicycle connectivity to better link neighborhoods, parks, schools, and commercial areas.
- **Public Spaces and Events:** Enhancing parks, trails, and public amenities, along with hosting more community events, will be essential to fostering social connection and improving quality of life.
- **Economic Development:** There is strong interest in supporting small businesses, attracting new commercial activity, and revitalizing underused or vacant properties. Residents also support flexible zoning and incentives to encourage entrepreneurship and mixed-use development.
- **Youth and Family Support:** The need for more youth-oriented spaces, family-friendly programming, and childcare services was a recurring theme. Residents want Hillsboro to be a place where families can thrive and young people feel engaged.
- **Partnerships and Collaboration:** Residents recognize the value of working with local institutions like the hospital, schools, and Chamber of Commerce to address housing, workforce, and economic development needs.



*Visioning workshop feedback wall.*

# 3. AG, NATURAL, & CULTURAL RESOURCES

## INTRODUCTION

The Agriculture, Natural & Cultural Resources Chapter focuses on preserving and enhancing the City's valuable resources. It addresses key aspects such as agriculture, natural resource conservation, and cultural heritage preservation. By prioritizing these areas, the City aims to ensure the long-term sustainability and enjoyment of its resources for generations to come.

## ISSUES & OPPORTUNITIES

- **Regional Context:** Hillsboro is known as the "Gateway to the Driftless Region" of Wisconsin, with connections to regional recreation and tourism including the Hillsboro State Trail and the Baraboo River.
- **Community Events:** Residents value the existing local events and how they engage the larger Hillsboro community. The Fireman's Community Center is also a valued public space.
- **Field Veterans Memorial Lake:** This is a 43-acre lake on lands within the City of Hillsboro and surrounding township. It represents an opportunity to attract visitors and provide recreational activities to the community.
- **Farmland & Natural Resource Preservation:** Protecting natural areas for farmland and outdoor recreation is important to members of the community.
- **Recreation Opportunities:** Members of the Planning Commission identified the following recreational amenities in Hillsboro as community strengths to support local tourism and community activities: swimming pool, tennis court, ice rink for skating and hockey
- **Historical Society:** The Hillsboro Historical Society has a museum and log cabin replica; this organization can support the preservation of community character and history during periods of growth.

## VOICES FROM THE COMMUNITY

Residents emphasized the importance of Hillsboro's natural assets—such as the lake, Baraboo River, and surrounding landscapes—as defining features of the community's identity and appeal.

Community members value Hillsboro's historical character and small-town charm; there is a desire to preserve historic buildings and promote cultural events that celebrate local traditions.

Suggestions included improving access to the Baraboo River for kayaking and tubing, creating a beach area, and enhancing park amenities. Residents also expressed interest in seasonal events and programming that connect people to nature and local culture.

Some feedback highlighted the importance of maintaining Hillsboro's rural and agricultural roots, including support for local food systems and small-scale manufacturing tied to agricultural products.

### AGRICULTURAL, NATURAL & CULTURAL RESOURCES GOALS, STRATEGIES, & ACTIONS

*IN HILLSBORO, WE ENVISION...*

#### **GOAL 1 (Agriculture)**

**Productive agricultural lands in balance with growth/development in the City.**

#### **STRATEGIES**

1. Promote infill and redevelopment initiatives on under-utilized sites with least possible impact to natural environments as the preferred development type, reducing development pressure on agricultural lands.
2. Limit development in agricultural areas identified within this Plan's Future Land Use Map.

#### **ACTIONS**

- A. Initiate meetings with adjacent townships to discuss items of mutual concern, particularly related to preserving productive farmland and agricultural practices that protect natural resources from runoff and chemical contamination.

PHOTO

#### **GOAL 2 (Natural Resources)**

**Balanced conservation of— and increased access to— natural resource amenities.**

#### **STRATEGIES**

3. Preserve and protect key environmental corridors, native vegetation, and wildlife species.
4. Work with contiguous communities and State and County agencies to assure protection of Hillsboro's wetlands.
5. Maintain naturally occurring floodwater storage areas and flood discharge mechanisms by preventing filling and construction in regional floodplains and encourage landscaping practices that help to filter and infiltrate rainwater.
6. Promote water management practices that mitigate stormwater impacts on surface waters, minimize erosion, and maintain ecosystem function.

#### **ACTIONS**

- B. Continue to partner with the County and other municipalities to proactively address flood mitigation, especially in implementing the County's natural hazards mitigation plan.
- C. Consider purchasing properties within the floodplain as they become available and restore properties to natural vegetation for stormwater management and flood mitigation.

## AG, NATURAL, & CULTURAL RESOURCES

- D.** Develop and make available public education materials discussing practices and strategies to minimize runoff, chemical pollution and contamination to protect ground and surface water.
- E.** Develop and maintain a list of preferred native plants and trees for landscaping to be used for assistance in development review and project planning.
- F.** Review and consider revising the stormwater management (SWM) ordinance to allow for prairie/natural plantings around the SWM facility.

PHOTO

PHOTO

### **GOAL 3 (Cultural Resources)**

**The preservation and celebration of cultural heritage and resources.**

### **STRATEGIES**

- 7.** Support community events and programming year-round that activate the downtown, attracting residents and visitors from surrounding areas. Programming should be varied to appeal to a wide range of community members.
- 8.** Support ways in which the City can capitalize on its proximity to the Hillsboro State Trail and 400 State Bike Trail.
- 9.** Continue to use the Tree City designation to highlight Hillsboro's commitment to the natural aesthetic of the community and continue efforts to pursue grants such as the Urban Forestry Grant to enhance the downtown and neighborhood streets.
- 10.** Encourage rehabilitation of culturally, historically and architecturally significant buildings that contribute to the character of the City.

### **ACTIONS**

- G.** Identify local organizations with whom the City can partner to support the promotion and funding of community-wide events.
- H.** Maintain an inventory of historic, architecturally significant and culturally significant buildings.



## AGRICULTURAL, NATURAL & CULTURAL RESOURCES COMMUNITY SNAPSHOT

### FARMLANDS

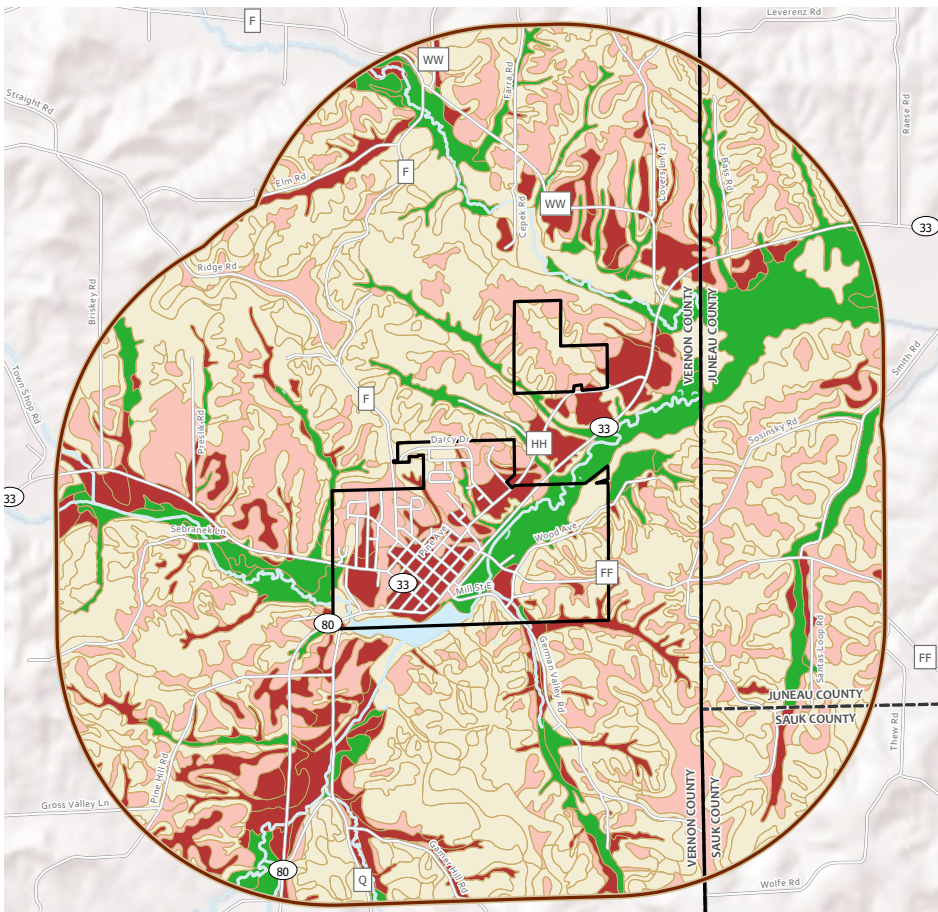
There are agricultural lands in the southeast corner of Hillsboro. Most of the planning area (see Map 3.1) consists of soils indicating **prime farmland** and farmland of statewide importance. There are no farmland preservation areas within City limits.

### PHYSICAL CHARACTERISTICS

#### Soils

One general soil association, Norden-Fayette, is found in the City and surrounding area. Norden-Fayette soils are well-draining loamy soils on valley slopes and bedrock benches, ranging in elevation from nearly level to very steep and in depth from moderately deep to deep. Soils in this association are suited for dairy and general farming but are at risk for erosion and runoff.

**Prime Farmland**, as defined by the U.S. Department of Agriculture, is land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and is available for these uses. It could be cultivated land, pastureland, forestland, or other land, but it is not urban or built-up land or water areas.



## AG, NATURAL, & CULTURAL RESOURCES

### Geology

The City is divided between two bedrock formations. The Prairie du Chien Group in the east is comprised of dolomite with some sandstone and shale. The Cambrian Group in the west area is mostly sandstone with some dolomite and shale.

### Topography

Hillsboro is characterized by rolling hills and varied topography, with large areas of steep slopes greater than 20% east of the Baraboo River and north of the primary City limits. Elevations are more level through the center of the City and around the Baraboo River.

### Minerals

There are currently no operating mineral extraction industries within the City of Hillsboro.

### Woodlands

The Hillsboro area contains scattered woodlands located mostly in the Towns of Hillsboro and Greenwood. Wooded areas are found within privately-owned lands surrounding the agricultural uses in the east/southeast corner of the City (*see Map 9.1 for Existing Land Uses*).

## WATER RESOURCES

### Regulations

Some areas of the city around the lake and Baraboo River are designated as 0.2% or 1% annual change flood hazard. Areas within the regulatory floodway where development is limited can be found in the southwest corner of the City near the lake and in the northeast corner encompassing both sides of the Baraboo River.

### Groundwater

Hillsboro Waterworks, which provides the community water system, relies on two groundwater as its primary sources.

### Surface Water

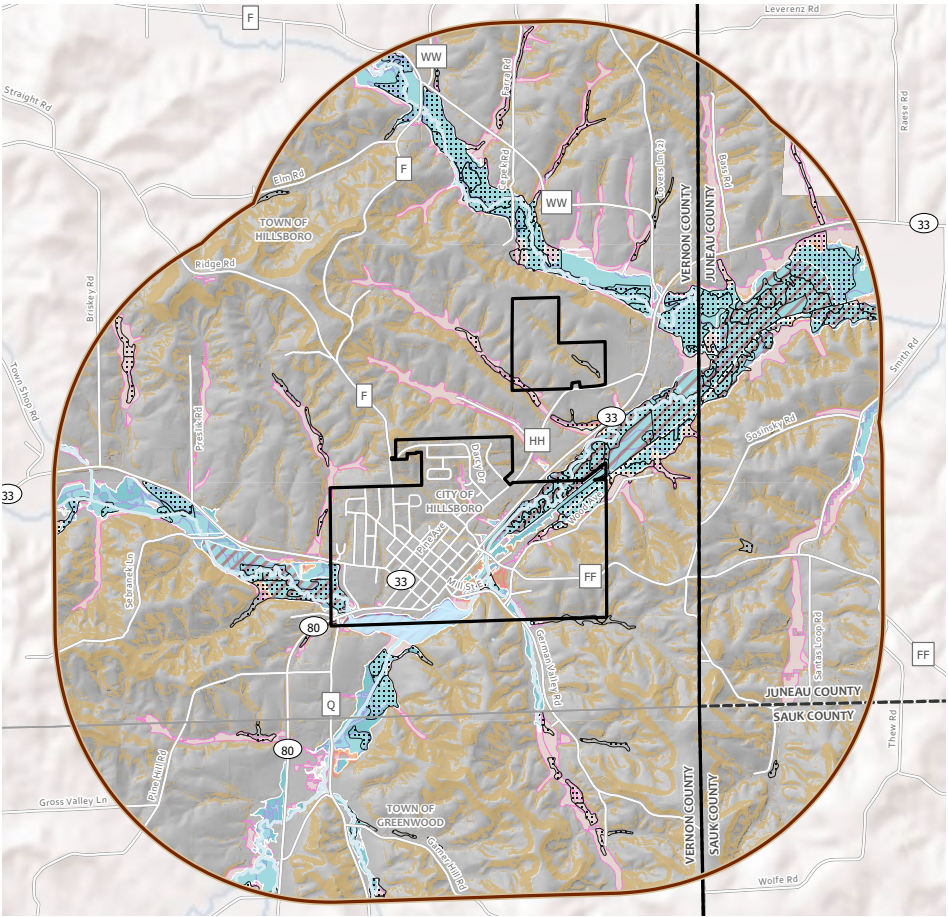
Field Veterans Memorial Lake is a 43-acre manmade lake created from a dam on the West Branch of the Baraboo River in southcentral Hillsboro. These resources provide community recreational activities including boating and fishing. Parks occupy most of the lake's northern shoreline. South Branch, Beaver, 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.

### Watersheds












Hillsboro is located within the Seymour Creek and Upper Baraboo River Watershed, which spans across portions of Juneau, Monroe, Sauk, and Vernon Counties. This watershed contains all streams that drain to the Upper Baraboo River, eventually reaching the Wisconsin River downstream. The land in this watershed is characteristic of the driftless area with steep hills and is frequently utilized for farming activities.

### Wetlands

Wetlands act as a natural filtering system and a natural buffer protecting shorelines and stream banks. Wetlands are also essential in providing wildlife habitat, control, and groundwater recharge. Consequently, local, state, and federal regulations have been enacted that place limitations on the development and use of wetlands and shorelands. Development in wetland areas is regulated by the Wisconsin DNR and, in some cases, the U.S. Army Corps of Engineers. Wetlands are located in several areas throughout the City and its planning area, predominantly along the edges of the Baraboo River (*see Map 3.2*).



## MAP 3.2 - DEVELOPMENT LIMITATIONS

-  Planning Area (1.5 Mile Buffer)
  -  City of Hillsboro
  -  Surrounding Municipality
  -  Slopes Greater than 20%
  -  Lake/Pond
  -  River/Stream
  -  Wetland Class Areas (WDNR)
  -  Max Extent Wetland Indicators (NRCS)
- Flood Zone Designation
-  1% Annual Chance Flood Hazard
  -  Regulatory Floodway
  -  0.2% Annual Chance Flood Hazard

## CULTURAL RESOURCES

## Historic Places

There are approximately 78 City property records listed on the Wisconsin Architecture and History Inventory. The Hillsboro Condensed Milk Company (now occupied by the Hillsboro Brewing Company) is the only property in the City listed on the National Register of Historic Places, noted for its local significance and representation of the condensed milk industry in the region. It was built in 1914 and added to the NRHP in 2021. The property was recently restored and is operated by Hillsboro Brewing Company, the largest employer in the City.

## Major Community Events

- Charity Tractor Pull
- St. Joe's Annual 5k/10k Run/Walk
- Hillsboro Firemen's Labor Day Celebration Fundraiser
- Cesky Den Czech Heritage Event



## 4. HOUSING

### INTRODUCTION

The Housing chapter focuses on ensuring accessible and diverse housing options for City residents. It addresses challenges and strategies to promote affordability, availability, and quality. By encouraging a range of housing types at varying densities, the City aims to meet the needs of its residents while complementing its “small-town” character. Through partnerships and community engagement, the City intends to foster a vibrant and sustainable housing environment for all.

### ISSUES & OPPORTUNITIES

- **Lack of Housing Supply:** Vacancy remains extremely low for both renter and owner-occupied units; this is creating a barrier to bringing in a labor force.
- **Limited Housing Turnover:** Lower turnover in the housing market is limiting opportunities for new residents to move into the community.
- **Affordable Housing:** Ensuring affordable housing options is a key priority for residents, especially for first-time home buyers.
- **Partnerships & Upcoming Development:** The City is currently working with Habitat for Humanity to construct 10 new housing units; additionally, they are working with various local developers to construct an additional 24 new housing units in the form of duplexes. The City can continue to build these types of local and regional partnerships with private and non-profit organizations to build more housing.
- **Regulatory Constraints:** There is an opportunity to review and revise the city’s existing zoning ordinances to increase density and allow more diverse housing stock (such as ADUs).

### VOICES FROM THE COMMUNITY

Residents expressed a clear need for more housing—especially single-family homes, duplexes, and apartments—to support first-time buyers, renters, and the local workforce.

Survey responses highlighted concerns about the cost and quality of rental housing, noting the need for stronger code enforcement and more affordable, well-maintained units.

Lack of available housing is seen as a major obstacle to attracting employees for key institutions like the hospital and schools.

Alongside new development, residents support reinvestment in existing homes to improve quality and preserve neighborhood character



## HOUSING GOALS, STRATEGIES, & ACTIONS

*IN HILLSBORO, WE ENVISION...*

### GOAL 1

**Housing and neighborhoods throughout the City that provide a range of affordable, accessible, safe and desirable housing options to retain and attract residents.**

### STRATEGIES

1. Promote cooperation among public and private agencies (especially in partnership with the Hospital and School District) to address affordable housing issues affecting City residents.
2. Create opportunities for affordable single-family manufactured homes and multi-family construction.
3. Encourage and promote the development of decent, safe, and sanitary housing for low- and moderate-income residents, including families, individuals, and seniors.
4. Encourage and support programs that assist residents with first-time ownership.
5. Discourage the concentration of rental or multi-family housing in any one part of the community, promoting a blend of various housing types within neighborhoods and individual developments.
6. Thoughtfully locate future neighborhoods in areas that can be served conveniently and economically with municipal utilities, facilities, and services, buffered from adjacent incompatible land uses, and limited in disruption to environmentally sensitive areas.

### ACTIONS

- A. Review the City's zoning ordinance, Future Land Use Map, and other land use regulation tools to ensure that sufficient sites are available for necessary housing development.
- B. Amend the City's zoning ordinance (where possible) to increase opportunities for higher density development (such as allowances for **accessory dwelling units**, flexible mixed-use areas, etc.) and diverse housing stock, including smaller lots, smaller homes, attached units, and "cottage court" clusters of detached homes.
- C. Continue to assess demographic trends (including special populations) and housing demands within the community, including needs for affordable housing.

**Accessory Dwelling Units (ADUs)** are secondary (accessory) living structures, designed to be independent from the primary residence. Often referred to as "granny flats" or "in-law suites," ADUs can be attached or detached structures, have separate entryways, and include their own kitchen and bathroom facilities. ADUs provide a flexible housing option that helps address housing shortages, promotes intergenerational living, and optimizes existing infrastructure by increasing density without the overall need for relatively larger capital improvements.

## HOUSING

- D.** Address housing affordability through the following actions:
- i.** Utilize “Affordable Housing” TID extension in expiring districts to capture additional funds that support housing initiatives. 75% of additional funds must be utilized to address affordable housing challenges and may be used for programs such as owner-occupied rehabilitation, new home construction, or the creation of revolving loan funds, among other possibilities. 100% of increment generated through the extension must be utilized to better the community’s housing stock.
  - ii.** Proactively seek out and partner with non-profit and public partners that specialize in creating and preserving affordable housing stock and providing housing assistance to income-qualified households; create a list of resources that can be utilized by residents in need of assistance. Specific programs include the CDBG Small Cities Housing Program and HOME Investment Partnerships Program.
  - iii.** Encourage both State and Federal housing tax credit projects that result in new or rehabilitated income-qualified units. Proactively seek out and recruit developers that are fluent and successful in State and Federal application processes administered by the Wisconsin Housing and Economic Development Authority (WHEDA).
  - iv.** Work with local mortgage lenders and WHEDA to ensure all income-qualified residents have access to and knowledge of State subsidized and insured mortgage and loan programs.

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**GOAL 2**

**Quality housing that is sensitive to the integrity of existing neighborhoods and Hillsboro's unique character.**

**STRATEGIES**

- 7.** Encourage new residential development and redevelopment to provide an aesthetic that blends into the surrounding environment.
- 8.** Encourage the maintenance of existing homes and rehabilitation of substandard structures to provide decent and safe living conditions and prevent deterioration and blight.
- 9.** As new neighborhoods are created and existing neighborhoods change over time, encourage a healthy mix of housing units including single-family, duplex, townhomes, apartments and other formats. New housing should be compatible with the existing surrounding neighborhoods.
- 10.** Promote higher density residential development along collector and arterial roads to provide transitions between single-family housing and commercial developments.

**ACTIONS**

- E.** Review and approve housing development proposals based on consistency with the Land Use Chapter of this plan, including the Future Land Use Map, and ability to provide for the needs of varying household types.
- F.** Communicate development and rehabilitation plans with local and regional historical organizations to ensure that remodeling and new additions protect the integrity of historic structures, buildings, and neighborhoods.
- G.** Continue to provide and regularly update the City's Capital Improvements Plan for maintenance of public utilities and services in all residential areas. Continue to seek funding for infrastructure improvement projects that benefit low-to-moderate-income households in the City.



**PHOTO**

# HOUSING

## HOUSING COMMUNITY SNAPSHOT

The following numbers illustrate conditions in Hillsboro which are most relevant to the formation of housing goals and policies for the next ten (10) years.

### HOUSING TENURE

**696** - The total number of housing units in 2023.

**80%** - Units that are single-family detached housing, compared to the 5% of all units that are single-unit attached or two-unit attached.

**0%** - The percentage of mobile homes in the city.

**72%** - The percentage of all units that are owner-occupied.

**2.0%** - Homeowner vacancy rate. This indicates a tight housing market for homebuyers and a need for additional owner-occupied units.

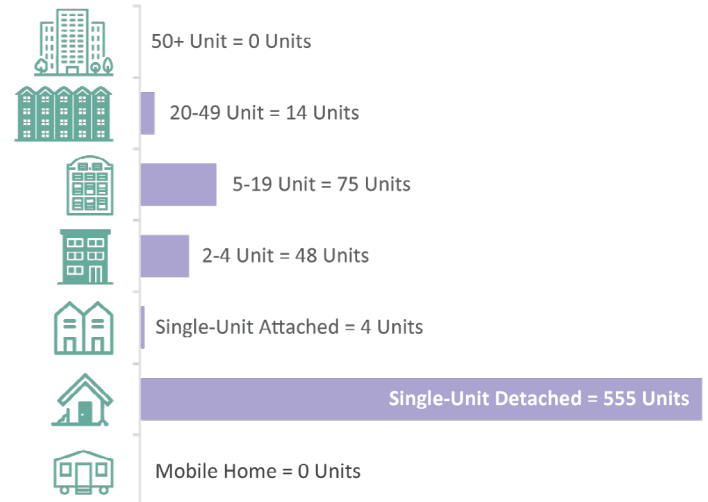
**10.8%** - Rental vacancy rate (increased from 4.8% in 2019).

*Note: The 2023 ACS indicates a margin of error  $\pm 10.7$  for this value, which is calculated based on estimates from the last five years. Input from the Planning Commission and attendees of the Public Open House indicates that rental availability is extremely scarce and comparable to the low percentage of vacant owner-occupied units.*

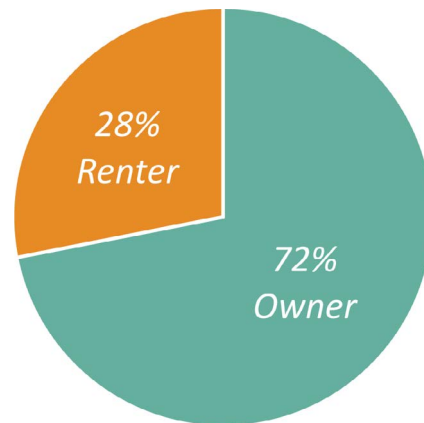
**\$175,175** – Median home value in Hillsboro, based on Zillow's Home Value Index, Sep. 2023.

**Figure 4.1 - Housing Units by Type (ACS 2023)**

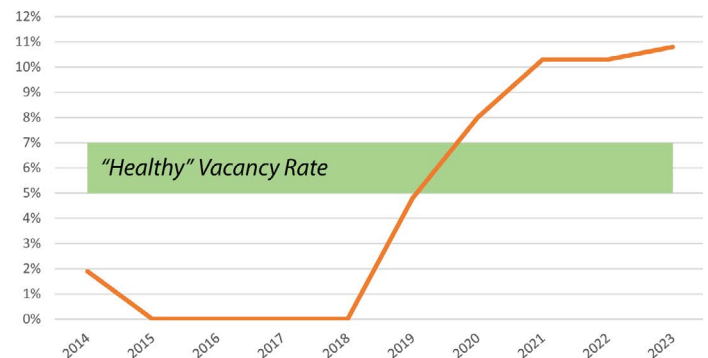
696 Total Housing Units



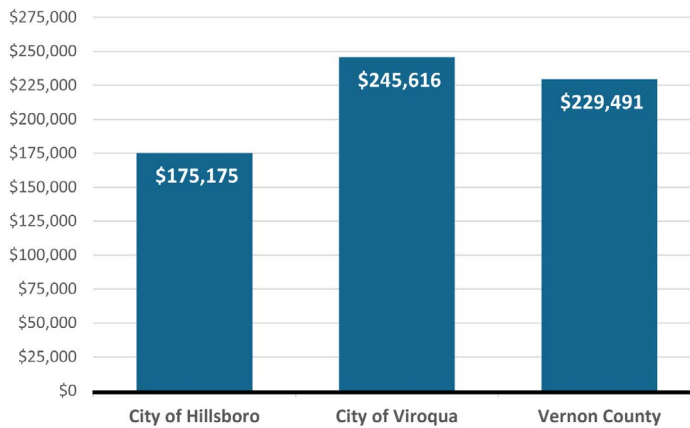
**Figure 4.2 - Renter- vs Owner-Occupied Units (ACS 2023)**



**Figure 4.3 - Rental Vacancy Rate (ACS 2023)\***



\*See rental vacancy rate note

**Figure 4.4 - Median Home Value (ACS 2023)**

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**Table 4.1 - Median Home Value by Year Built (ACS 2023)**

YEAR	MEDIAN VALUE
2020 or later	-
2010 to 2019	-
2000 to 2009	\$220,800
1990 to 1999	\$173,200
1980 to 1989	-
1970 to 1979	\$191,200
1960 to 1969	\$146,700
1950 to 1959	\$97,500
1940 to 1949	\$86,900
1939 or Earlier	\$118,800

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**Table 4.2 - Rental Cost by Bedroom Size (ACS 2023)**

NUMBER OF BEDROOMS	MEDIAN GROSS RENT	NUMBER OF UNITS
No bedroom	\$1,288.00	17
1 bedroom	\$353.00	33
2 bedrooms	\$782.00	74
3 bedrooms	\$1,042.00	15
4 bedrooms	-	17
5 or more bedrooms	-	0

## 5. ECONOMIC DEVELOPMENT

### INTRODUCTION

The Economic Development chapter focuses on fostering a vibrant local economy. It outlines strategies to support entrepreneurship, attract investments, and create a favorable business environment. The City aims to stimulate economic growth, job creation, and enhance residents' well-being through targeted initiatives and collaboration with stakeholders.

### ISSUES & OPPORTUNITIES

- **Existing Businesses:** As the City grows, it will be important to retain existing businesses. The City has a number of restaurants, a grocery store, and a hotel.
- **Proximity to Major Roadways** – Businesses in Hillsboro benefit from high visibility on State Highways 33, 80, and 82.
- **Community Development Authority** – The HCDA facilitates funding and programs for decent affordable housing, redevelopment and revitalization efforts, and economic development activities in the City of Hillsboro. Current programs include Façade Improvement, Building Preservation, Signage, and Economic Development Incentives.
- **Industrial Lots** – There are vacant lots in the northeast areas of the City that are ideal for industrial or commercial uses. The City has struggled to attract shipping/manufacturing industry due to Hillsboro's distance from Interstate 90.
- **Development-Friendly** – City Staff, the HCDA, and the Chamber of Commerce contribute to Hillsboro's efforts to thoughtfully attract and work with developers.
- **Employment** – Employers including the Hillsboro School District and Gunderson St. Joseph's Hospital are in significant need of more employees; lack of workforce housing has contributed to this issue.

### VOICES FROM THE COMMUNITY

Residents strongly support efforts to attract and retain small businesses, especially more retail shops, cafés, bakeries, entertainment options, and family-friendly spaces that encourage foot traffic and community interaction.

Reinvestment in downtown buildings and sites was ranked as the top development priority; community members envision a vibrant, walkable downtown with diverse businesses and public gathering spaces. Vacant and underutilized buildings were frequently mentioned as opportunities for revitalization.

There is an interest in supporting local entrepreneurs, including young adults and home-based businesses. Suggestions included live-work units, small-scale manufacturing, and reduced regulatory barriers.

Residents encourage collaboration with local institutions—such as the hospital, schools, and Chamber of Commerce—to address workforce needs and attract new residents.

## ECONOMIC DEVELOPMENT GOALS, STRATEGIES, & ACTIONS

*IN HILLSBORO, WE ENVISION...*

### GOAL 1

**Revitalization of the Downtown/Central Business District (CBD) to provide a pedestrian-friendly business/municipal center that is attractive and supports the needs of residents and visitors.**

### STRATEGIES

1. Encourage pedestrian-oriented development in the downtown, including considerations for bike parking.
2. Take steps to improve the performance and appearance of businesses in the CBD and direct new commercial development to Downtown.
3. Maintain an adequate amount of public parking in the downtown area.
4. Support locally owned businesses, small businesses and start-up businesses that are ideal for downtown locations, such as retail and restaurants which encourage foot traffic.
5. Work cooperatively with public and private entities to promote economic development, especially including these organizations:
  - i. Hillsboro Community Development Authority (CDA)
  - ii. Hillsboro Chamber of Commerce
  - iii. Couleecap Business Development
  - iv. 7 Rivers Alliance
6. Seek opportunities to combine efforts to increase diversity of both businesses and housing stock, such as providing live-work units Downtown.
7. Maintain existing infrastructure to support current and potential commercial activities, ensuring that there is an adequate supply of development and redevelopment sites ready for new business investment.

PHOTO

## ECONOMIC DEVELOPMENT

### ACTIONS

- A.** Enforce the City's Downtown Business District Design Standards to preserve the historic character of Downtown.
- B.** Utilizing the City's 2015 Downtown Revitalization Plan, develop a strategy to market and promote the downtown working cooperatively with the Chamber of Commerce and other stakeholders.
- C.** Create a Business Improvement District (BID) and improvement plan to fulfill a vital role in retail district success by organizing a professional management or volunteer structure for Downtown. An improvement plan will provide funding mechanisms through special assessments for:
  - i.** Upgrades for public utilities
  - ii.** Facade improvements
  - iii.** Establishment of downtown development criteria
  - iv.** *Streetscape* amenities such as benches, lighting, etc.
- D.** Explore options to fund, promote and support Downtown, to include redevelopment of vacant lots/buildings, historical preservation, and supporting desirable businesses at downtown locations.

**Streetscape** is a term that is used to describe the natural and built environment of the street, including the roadway and the sidewalk terrace. It is typically defined as the design quality and visual character of the street. The concept recognizes that a street is a public place where people engage in various activities and experiences. Streetscapes and their visual impact largely influences public places where people interact. Making targeted streetscape improvements will ultimately help define a community's aesthetic quality, economic activity, public health, and environmental sustainability.

PHOTO



## GOAL 2

**A comprehensive approach to business investment and City development activities that will expand and diversify the local economy.**

## STRATEGIES

8. Support business development initiatives that increase the diversity of entrepreneurs, business types and the workforce, as well including access to culturally specific needs.
9. Promote the expansion of home occupations as a business option in the area.
10. Support financial incentives, such as Tax Increment Financing and CDBG-Public Facilities Funds, for business development meeting one or more of the following criteria:
  - i. Increases the tax base without adding significant service costs.
  - ii. Improves existing neighborhoods through redevelopment and/or expands access to employment and services.
  - iii. Adds affordable/workforce housing units.
  - iv. Creates new living-wage jobs.
  - v. Supports small businesses.
  - vi. Improves conditions that attract future quality development, such as a catalytic project in a new redevelopment area.
  - vii. Provides public amenities in a relevant location, such as pocket parks not otherwise required, etc.
11. Encourage development that is financially sound, environmentally friendly, fits the community character, and does not create land use conflicts.
  - i. Encourage retail commercial development and services to locate in existing commercial districts in the downtown area and along WI-33.
  - ii. Encourage new industry and heavier non-retail commercial uses and services to locate on identified vacant sites in northeast Hillsboro.
12. Support affordable and workforce housing initiatives that expand economic opportunities for City residents of all income levels, especially income-limited individuals/families. *See Housing Chapter for additional strategies to support this initiative.*
13. Support childcare and after-school/summer programming that meets the needs of income-limited employees.
14. Promote the assessment, clean-up, and reuse of existing “brownfield” (environmentally contaminated) sites within the City.
15. 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.
16. Promote the development of the local labor force to meet current and future skill level needs by working with local businesses, the Hillsboro School District, and Western Technical College to establish training related programs.

## ECONOMIC DEVELOPMENT

### ACTIONS

- E.** Revise City ordinances to allow flexibility for home-occupied businesses; work with County and surrounding townships to continue to expand utility and high-speed internet services.
- F.** Meet regularly with appropriate agencies in neighboring counties and municipalities to ensure that efforts for economic development activities in the region are coordinated.
- G.** Continue to identify potential future business park and industrial sites and opportunities to attract development to these sites.
- H.** Review and revise Tax Increment Finance policy to prioritize business attraction, retention and expansion (consistent with Strategy #9); conduct further internal review of City codes and ordinances every five years to address concerns pursuant to economic and commercial activity.
- I.** Review current HCDA and County Economic Development Association programs regularly to ensure maximum efficacy.
- J.** 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 nearby Western Technical College campuses to provide a skilled workforce to meet current and future needs.

### GOAL 3

**Strengthened support and growth for the City's tourism industry.**

### STRATEGIES

- 17.** Work with the Wisconsin DNR and WisDOT to support the development of connections between area trails and Downtown to encourage trail users to frequent downtown businesses.
- 18.** Advertise the wealth of Hillsboro's natural resources and amenities to promote the expansion of tourism-based industries while preserving quality natural resources.
- 19.** Actively support festivals, recreational and community events that attract visitors and spending at local businesses.

### ACTIONS

- K.** Work with local businesses, the Chamber of Commerce, and the County to market the Hillsboro area as a tourist destination via brochures, websites, and signage.

## ECONOMIC DEVELOPMENT COMMUNITY SNAPSHOT

Economic development activities play a key role in the quality of life of the community and the long-term viability of the city. This snapshot explores the current environment and inventories efforts that support economic development in the community.

### TIF DISTRICTS

This program helps cities and villages in Wisconsin attract industrial and commercial growth in underdeveloped and blighted areas. Tax Increment Financing (TIF) is a technique that municipalities use to attract private development and investment to areas that have not seen appropriate growth. TIF may only be used when private development would be too difficult or costly without improvements and incentives sponsored by the municipality. The cost of the improvements or incentives funded by the TIF are repaid by the increased property tax revenues that arise when new development occurs.

### TOP FIVE GROWTH INDUSTRIES

The table on the right shows the change in employment from 2010 to 2022. The highest growth industry in Hillsboro- more than doubling over the last decade- is "Arts, entertainment, and recreation, and accommodation and food services." The City has also seen notable growth in "Transportation and warehousing, and utilities" and "Educational services, and health care and social assistance."

The largest growth industry within Vernon county as a whole is "Public administration" (increased by 45% since 2010).

**Figure 5.1 - Commuting Patterns**  
(U.S. Census Bureau OnTheMap, 2022)



- **496** - people who work in Hillsboro but live outside of the city
- **62** - people who both work and live in Hillsboro
- **330** - people who live in Hillsboro but work outside of the city

**Table 5.1 - Top 5 Growth Industries**  
(U.S. Census Bureau, ACS 5-Year 2010, 2022)

INDUSTRY	INCREASE %
Arts, entertainment, and recreation, and accommodation and food services	108%
Transportation and warehousing, and utilities	100%
Finance and insurance, and real estate and rental and leasing	57%
Educational services, and health care and social assistance	10%
Retail trade	-4%

## ECONOMIC DEVELOPMENT

**Table 5.2 - Employment by Industry (ACS 2022)**

INDUSTRY	CITY OF HILLSBORO	VERNON COUNTY	% DIFF
Agriculture, forestry, fishing and hunting, and mining	3%	5%	-2%
Construction	3%	8%	-5%
Manufacturing	16%	14%	1%
Wholesale trade	4%	3%	1%
Retail trade	8%	11%	-3%
Transportation and warehousing, and utilities	10%	6%	4%
Information	3%	2%	1%
Finance and insurance, and real estate and rental and leasing	6%	4%	2%
Professional, scientific, and management, and administrative and waste management services	4%	5%	-1%
Educational services, and health care and social assistance	30%	28%	2%
Arts, entertainment, and recreation, and accommodation and food services	9%	6%	3%
Other services, except public administration	2%	4%	-2%
Public administration	2%	4%	-2%

**Table 5.3 - Top Employers in Hillsboro**  
(WisConomy, WI Department of Workforce Development)

MAJOR EMPLOYERS	NUMBER OF EMPLOYEES (RANGE)
Hillsboro Brewing Co	50-99
Beezers Bar & Grill	20-49
Spring Valley Rstrnt Bar-Golf	5-9
Subway	5-9
Tabor Bar & Grill	5-9
Barbie's Kitchen LLC	1-4
Blue Highway Lodge	1-4
La Marimba Nicaraguan Cuisine	1-4

PHOTO

## 6. TRANSPORTATION & MOBILITY

### INTRODUCTION

It is important to have a safe, accessible, and cost-effective transportation system in the City of Hillsboro for residents and visitors. This chapter considers the various types of transportation and mobility, from traditional vehicular traffic to pedestrians and alternative modes of movement throughout the city.

### ISSUES & OPPORTUNITIES

- **Local Streets:** The local street network within the City and its extraterritorial buffer should be maintained in good physical condition; local roads could benefit from better lighting and signage.
- **Major Roadways:** Businesses in Hillsboro benefit from high visibility on State Highways 33, 80, and 82.
- **Walking & Biking Routes:** The City should continue to expand its network of walking and biking routes and pedestrian-oriented infrastructure (multi-use paths, sidewalks, crosswalks etc.). In some areas of the city, there is a lack of continuous, accessible walking routes; this should be addressed, especially in instances near the schools and commercial areas. Enhancing these networks can improve safety, promote active transportation, and better connect neighborhoods to key destinations.
- **Regional Trails:** There are opportunities to increase connections from Hillsboro's bicycle-pedestrian network to state trails including the Hillsboro State Trail and 400 State Bike Trail, enhancing recreational access and tourism potential.
- **Traffic Calming and Safety Enhancements:** Suggestions included adding pedestrian lighting, improving visibility at intersections, and implementing stops or traffic calming measures in high-traffic areas (Water and Mill Streets) to reduce speeding and improve safety for all users.

### VOICES FROM THE COMMUNITY

Residents expressed support for improved sidewalks, path lighting, and safer pedestrian routes, especially around schools, downtown, and commercial areas.

Of a list of nine items, survey respondents ranked street repair and maintenance as the highest priority for future city investment. Specific intersections, like Water and Mill Streets, were noted as dangerous for pedestrians.

Community members want expanded bicycle accommodations and safer biking routes. There is interest in enhancing connections between neighborhoods, parks, and regional trails.

Survey respondents noted dissatisfaction with downtown parking; suggestions included adding benches, lighting, and crosswalk improvements to make the area more accessible and inviting.

### TRANSPORTATION & MOBILITY GOALS, STRATEGIES, & ACTIONS

*IN HILLSBORO, WE ENVISION...*

#### Goal 1

**A well-integrated and cost-effective multi-modal transportation system that serves the City in a safe and efficient manner.**

#### STRATEGIES

1. Repair and maintain existing transportation infrastructure to the greatest extent possible. Evaluation of existing infrastructure should consider financial feasibility, Plan goals and objectives, County and State transportation plans, and other utility needs.
2. Continually move toward the implementation of a **Complete Streets** network that is safe, convenient and attractive for everyone regardless of age, ability or mode of transportation.
3. Ensure that subdivision and development applications provide adequate streets for safe and efficient traffic movement and include necessary bicycle/pedestrian infrastructure (e.g., sidewalks, bike lanes, trails).
4. Maintain a well-designed bicycle/pedestrian trail and sidewalk system that links recreational areas, neighborhoods, schools and regional trail systems.
5. Seek compliance with the requirements of the **Americans with Disabilities Act (ADA)** whenever an existing facility (sidewalks, trails, etc.) is reconstructed.
6. Use the City's Official Map to plan for new portions of the transportation system to be compatible with existing and future land use patterns, maintaining safety and operational efficiency.
7. Provide adequate downtown public parking to support business growth while maintaining a compact urban downtown environment.
8. Collaborate with Hillsboro School District on safe transportation for students, including walking, biking, and bussing, both in the neighborhoods and near the schools.

**Complete Streets** are streets that provide safe, convenient, and comfortable routes for all users, regardless of age, ability, or mode of transportation. A network of complete streets makes the transportation network safer and more efficient for everyone, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. A "Complete Street" right-sizes infrastructure based on functional classification and traffic volumes and may include sidewalks, multi-use paths, bicycle lanes, automobile lanes, street trees, public transportation facilities, and traffic calming devices.

The **Americans with Disabilities Act (ADA)** is a federal civil rights law that prohibits discrimination against people with disabilities in everyday activities, similar to other civil rights laws that prohibit discrimination on the basis of race, color, sex, national origin, age, and religion. The ADA guarantees that people with disabilities have the same opportunities as everyone else to enjoy employment opportunities, purchase goods and services, and participate in state and local government programs.



## ACTIONS

- A.** Biennially evaluate City roads using the Pavement Surface Evaluation and Rating (PASER) program.
- B.** Annually review and update the Official Map, or as needed.
- C.** Every 2-3 years evaluate the downtown parking network to maintain a healthy supply of parking spaces. If the evaluation suggests an under-supply of parking, consider improvements such as short-term parking, compact car spaces, better signage to under-utilized parking lots, increase employee parking education, and expanding/building new parking lots.
- D.** Work with Hillsboro School District to provide bicycle education in grade schools and middle schools every year.

### Goal 2

**A regional transportation network that provides safe options for traveling to, from and through the City.**

## STRATEGIES

- 9.** Whenever possible, City transportation infrastructure construction and maintenance should occur in accordance with local, State, and County transportation plan schedules.
- 10.** Connect trails and sidewalks in the City with regional (County/State) trails, as opportunities arise.
- 11.** Work with the Town of Hillsboro and Vernon County to promote the addition of bicycle accommodations to Town/County roads, including exploring funding opportunities through the Department of Transportation (e.g., Transportation Alternative Program).

PHOTO

- 12.** Work with State and County agencies to integrate transportation plans that will benefit City residents and develop efficient transportation infrastructure throughout the region.
- 13.** Encourage the use of the State's Rideshare program.
- 14.** Encourage development of snowmobile and ATV trails with connections to other communities.

## ACTIONS

- E.** Explore options for on-demand rideshare or bus services similar to those provided in neighboring communities in and around Vernon County, including federal and state funding opportunities (e.g., Federal Transit Administration).
- F.** Consider steps on an annual basis to complete connections with the regional bikeway network. Work with neighboring jurisdictions, WisDOT, Wisconsin DNR and other key stakeholders to plan, study and fund expansion of the regional network.

## TRANSPORTATION & MOBILITY

### Goal 3

**Ensure that the transportation system is designed, built, and maintained to conserve existing natural resources.**

### STRATEGIES

15. Encourage development of a transportation system that minimizes environmental impacts. Consider the use of “*green street*” principles in new and reconstructed streets to mitigate the stormwater runoff impact of the street.
16. Leverage new technology to improve safety and reduce the environmental impact of the City’s transportation system.

### ACTIONS

- G. Review the City’s off-street parking requirements periodically (at least every five years) to assess their effectiveness in making efficient use of land for vehicle parking.

**Green Streets** are a stormwater management approach that incorporates vegetation (perennials, shrubs, trees), soil, and engineered systems (e.g., permeable pavements) to slow, filter, and cleanse stormwater runoff from impervious surfaces (e.g., streets, sidewalks). Green streets are designed to capture rainwater at its source, where rain falls, whereas a traditional street is designed to direct stormwater runoff from impervious surfaces into storm sewer systems (gutters, drains, pipes) that discharge directly into surface waters, rivers, and streams.

## TRANSPORTATION & MOBILITY COMMUNITY SNAPSHOT

### ROAD NETWORK

#### Regional Highway System

State Highways WIS 33/82 and WIS 80 are the minor arterial routes running through the city, converging at the Mill Street intersection in Downtown; major collector routes include CTH FF heading east to Juneau County, CTH WW heading north through the Town of Hillsboro, and CTH Q heading toward the Town of Greenwood.

#### Local Roads System

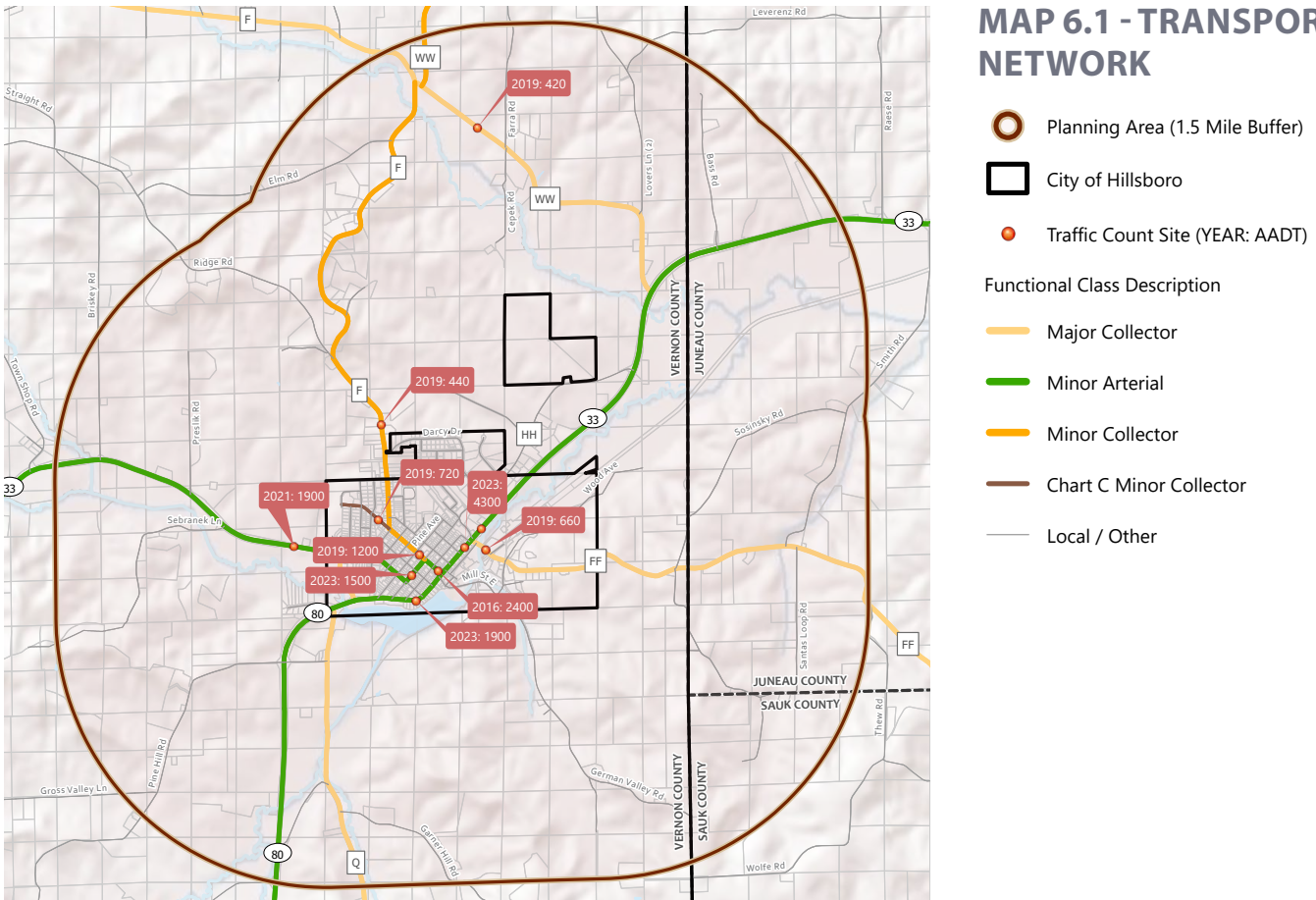
Local roads are owned and maintained by the City of Hillsboro. Many local roads have curb and gutter.

### BICYCLE & PEDESTRIAN NETWORK

Many of the local roads have sidewalks that link neighborhoods in the city and create connections to the downtown Main Street area. Some streets have sidewalks on one side of the street and others on both sides; there are several residential pockets in the city with no sidewalks. Some street corners have ADA-compliant curb ramps.

The Hillsboro State Trail is approximately 2.3 miles long and connects to the Village of Union Center and the 400 State Trail. The 400 State Trail is a 22-mile trail that follows the route of the former Chicago-Northwestern passenger train; the trailhead for the 400 State Trail is located at the Reedsburg Depot and ends in the City of Elroy.

## MAP 6.1 - TRANSPORTATION NETWORK



There are additional walking paths within Hillsboro:

- N Star Cir to Albert Field Memorial Park
- Cheyenne Settlers Heritage Park to Field Veterans Memorial Park / St. Joseph's-Gunderson Hospital (abuts West Baraboo River and Field Veterans Memorial Lake)

## PHOTO

# 7. UTILITIES & COMMUNITY FACILITIES

## INTRODUCTION

The Utilities and Community Facilities Chapter focuses on ensuring the efficient provision of essential services and the development of necessary infrastructure to support Hillsboro's needs. It addresses a wide range of utilities and community facilities, including water supply, wastewater management, solid waste disposal, energy systems, telecommunications, and public facilities.

## ISSUES & OPPORTUNITIES

- **Aging Infrastructure:** The City will need to update aging infrastructure, especially water mains, sewer systems, and streets. The city faces an estimated \$20 million in upgrades within the life cycle of this Plan, which raises concerns about funding improvements while keeping property taxes equitable. Infrastructure improvements will be essential for safety, sustainability, and future growth.
- **Accessibility and Maintenance:** While parks and public spaces are generally appreciated, there are concerns about seasonal restrictions, limited accessibility, and the condition of sidewalks and lighting in some areas.
- **Facility Enhancements:** There are opportunities to increase outdoor community facility use through improvements to parks, trails, and public amenities—such as benches, lighting, and outdoor seating.
- **Community Programming and Events:** Successful examples like the Fireman's Community Center and local events (e.g., 5K runs, tractor pulls) show potential for expanded programming; residents want more opportunities for social connection and civic engagement.
- **Public / Private Partnerships:** The City provides community services through a combination of publicly owned utilities and partnerships with private companies; these partnerships should be continued to ensure access to services throughout the community.

### VOICES FROM THE COMMUNITY

Residents identified aging water mains and sewer systems as a major concern. Infrastructure upgrades were among the top priorities for future city investment.

Several survey respondents expressed dissatisfaction with water quality (e.g., taste, color) and rising utility costs.

While city parks received generally positive ratings, there were calls for better maintenance of public restrooms, improved lighting, and more accessible facilities.

Residents expressed interest in more flexible, inclusive public spaces—such as community rooms for events, recovery meetings, and youth programming—that are not tied to private venues.

### UTILITIES & COMMUNITY FACILITIES GOALS, STRATEGIES, & ACTIONS

*IN HILLSBORO, WE ENVISION...*

#### Goal 1 (Utilities)

**A high-quality, cost-effective, well-planned, and efficient system of public utilities to be implemented in coordination with city-wide plans and projects.**

### STRATEGIES

#### Infill & New Development

1. Maximize the efficiency of investments to existing infrastructure by channeling growth into already served/planned service areas (infill development) and regulating new growth and development.
2. Discourage inefficient *“leapfrog” development* that results in infrastructure constructed before there is adequate customer base in place to support its maintenance.
3. Maintain and improve utility infrastructure, planning for adequate capacity/integrity to serve both existing users and potential new service areas (maintaining the reliability of existing systems/services is the highest priority).
4. Avoid environmentally sensitive areas when planning the location of utilities to minimize adverse impacts (to the greatest extent possible).
5. Strongly discourage suburban development served by septic systems (i.e. residential densities greater than one unit per 35 acres, non-agricultural commercial, industrial and institutional) within the City’s planning area.

#### Electrical System

6. Continue to bury existing utilities, where feasible, as redevelopment and street reconstruction occurs, and continue to require utilities in new developments to be underground.
7. Continue to support public/private partnerships to co-locate telecommunication facilities (e.g., antennas on a water tower, small cells on/in street light poles, etc.).
8. Encourage public use of renewable energy systems to reduce demand on public utilities and the need for expansion.
9. Maintain City ordinances and/or plans that decrease light pollution while promoting public safety (efficient street lighting, guidelines/restrictions for commercial and residential exterior lighting, etc.).

**Leapfrog development** refers to a pattern of urban growth where new developments bypass existing properties and infrastructure, often resulting in scattered, discontinuous development. This phenomenon can exacerbate urban sprawl, increase infrastructure costs, and create challenges for efficient land use and community cohesion.



## UTILITIES & COMMUNITY FACILITIES

### Water Supply

10. Continue to evaluate and identify capacity concerns with existing city wells when new development is proposed.
11. Locate future municipal wells in areas with minimal impact on groundwater and groundwater recharge, including outside of capture zones for springs.
12. Encourage water conservation methods and practices through public education and awareness, such as:
  - i. Use of no-flush restroom fixtures in commercial businesses
  - ii. Replacing older fixtures with low-flow fixtures

### Sanitary Sewer

13. Parcels within the city on septic systems shall be connected to the public sewer system in accordance with city ordinances.
14. Mitigate excessive infiltration and inflow in the sanitary sewer system.

### Surface Water & Stormwater Management

15. Improve the quality of surface water runoff by implementing best stormwater management practices, maintaining the stormwater management system, and expanding facilities as necessary in accordance with city policies and ordinances.
16. Encourage residential and nonresidential properties to implement additional stormwater management techniques to reduce the impacts of stormwater discharge (e.g. rain gardens, rain barrels, green roofs, bioretention basins, oil and grease filters) on surface and groundwater resources.

### ACTIONS

- A. Require new development proposals be reviewed by all city departments to ensure that essential utilities can be provided to the subject area in a timely and efficient manner.
- B. Require new development to pay the full cost of new municipal services needed to support the development, so that the existing taxpayers are not burdened with inequitable taxes or service costs. Consider methods to recover the costs of utility facilities necessitated by new growth, such as impact fees.
- C. Annually review existing data relative to the conditions and capacity of municipally provided facilities (water and wastewater); repair/upgrade facilities as needed to serve both existing and future populations.
- D. Promote available incentives, energy audits and appliance recycling offered through Hillsboro Water/Sewer Utility, Focus on Energy, or other sources to assist individuals and businesses with energy efficiency and renewable energy measures.
- E. Conduct an Impact Fee Needs Assessment on all potential municipal utilities and facilities in order to impose impact fees on any new development which impacts the level of service within the system; review and potentially update every ten years, at a minimum.



### **Goal 2 (Community Facilities)**

**Community facilities and services that create a safe, attractive, and healthy environment to meet the needs of current and future City residents.**

## **STRATEGIES**

### **General**

- 17.** Collaborate with private organizations that are serving the recreation needs of families, especially those that focus on the needs of seniors, youth and lower-income families.
- 18.** Prioritize the incorporation of green building technologies, energy saving measures, and renewable/alternative energy technologies into all new and remodeled City-owned buildings; seek grant opportunities to support this.
- 19.** As feasible, locate public-use community facilities where they would be accessible to a majority of expected users via walking or bicycling.

### **Parks & Trails**

- 20.** Develop and maintain safe, attractive community gathering spaces and parks facilities that meet a wide range of recreational needs, both passive and active.
- 21.** Consider the use of renewable energy systems at park facilities, including solar lighting and heating.

### **Emergency Services**

- 22.** Continue to evaluate performance of public safety services and facilities to respond to community needs; encourage volunteerism associated with Fire and EMS services.
- 23.** Ensure that public safety facilities are optimally located for acceptable response times to existing development and future growth areas.

### **Waste Management Services**

- 24.** Maintain contracts with waste disposal services to require the recycling of domestic and commercial waste in a manner that is environmentally sound and cost-effective.
- 25.** Continue to encourage recycling and minimize waste.
- 26.** Continue to provide public education and awareness of recycling opportunities for all waste streams, including computers, electronics and appliances (e.g. hazardous waste and e-cycle pickup).

### **Coordination with Non-Government Organizations**

- 27.** Explore new public/private partnerships and maintain communication with private organizations to increase efficiencies.
- 28.** Collaborate with private and non-profit organizations that provide community services for vulnerable populations, particularly the youth, the elderly, and those with special needs (e.g., daycare, healthcare, senior services etc.).
- 29.** Work with the Hillsboro School District to maintain a high level of service and adequately plan for the growing needs of the community; ensure coordination of school facilities planning with land use and utility planning.

## UTILITIES & COMMUNITY FACILITIES

### ACTIONS

- F.** Require new development proposals to be reviewed by all City departments and agencies so that essential City services and facilities are provided to new developments in a timely and efficient manner.
- G.** Require fiscal impact analyses of all major capital projects considered for funding. Such analyses should include, but not be limited to, one-time capital costs, life-cycle operating and maintenance costs, revenues from the project, and costs of not doing the project.
- H.** Make major project-specific capital decisions by the Common Council through the adoption of the City's operating budget and the Capital Improvement Plan.
- I.** Annually review the police, fire, and emergency medical services in the city and continue to review all options for providing services that meet the needs of residents. Meet with neighboring jurisdictions, as necessary, to review fire protection and ambulance service mutual aid and/or contractual intergovernmental services.
- J.** During the annual capital improvement planning process, consider budgeting for implementation of the recommendations in the city's Comprehensive Outdoor Recreation Plan.
- K.** Review subdivision ordinances for requirements of parkland dedication, considering dedication fees for all rezones that increase the number of dwelling units.
- L.** Update the City's Comprehensive Outdoor Recreation Plan every five years to maintain grant eligibility.
- M.** Develop a strategy to encourage and recognize community involvement in volunteer services by people of all ages.

## UTILITIES & COMMUNITY FACILITIES COMMUNITY SNAPSHOT

This section inventories current facilities and public utilities that are vital to maintaining city operations and community quality of life.

### PUBLIC FACILITIES / SERVICES

#### Government Facilities

- **City Hall:** Located at 123 Mechanic Street in Hillsboro, this facility houses the city's administrative services and the Police Department.
- **Fire Department:** The Hillsboro Area Fire Department utilizes facilities located at 1501 Water Avenue.
- **Emergency Medical Service:** The Hillsboro Area Ambulance Service operates out of a facility located at 429 Water Avenue.
- **City Street Department Shop:** The Street Department is responsible for the maintenance and repair of rights-of-way, easements, and other City-owned property; the Department Shop is located at 1056 Crest Avenue.
- **Public Library:** Located at 819 High Avenue, the library is owned and maintained by the City and is part of the Winding Rivers Library System.

#### Schools & Education

- **Hillsboro Public School District:** Hillsboro Elementary School (Grades K-5) and Hillsboro Middle/High School (Middle Grades 6-8; High School Grades 9-12)

## PARKS & RECREATION

### Public Parks

There are approximately 50.2 acres of parklands within Hillsboro city limits. *Table 7.1* lists the city's existing Neighborhood, Community, and Special Use Parks and each park's provided amenities. There are no privately-owned parks within city limits.

### School Park

Hillsboro Elementary and Middle/High Schools are located next to each other and share recreational facilities, which include playgrounds, swing sets, basketball hoops, a running track and football field, baseball/softball diamond, and open green space.

### Trails

The primary multi-use trail in the city is the Hillsboro State Trail, whose trailhead is located near the Hillsboro Air Strip. This trail is approximately 2.3 miles long and connects directly to the Village of Union Center and the 400 State Trail.

The 400 State Trail is a 22-mile trail that follows the route of the former Chicago-Northwestern passenger train, which traveled 400 miles between Chicago and Minneapolis-St. Paul. The trailhead for the 400 State Trail is located at the Reedsburg Depot and ends in the City of Elroy where it connects to the Elroy-Sparta State Trail.

PHOTO

**Table 7.1 - City Parklands & Amenities**

PARKS	AMENITIES
<b>Neighborhood Parks</b>	
Hammer and Klopriesch Park	Open green space, fire pit, open-air shelter
Municipal Sport Courts (Adjacent to Public Library)	Basketball court and two tennis courts
<b>Community Parks</b>	
Field Veterans Memorial Park	Playground, boat landing, canoe/kayak launch, fishing pier, Veteran's Memorial, open-air shelter with picnic tables, restrooms, grills, drinking water, gazebo, mini free library, parking lot
Albert Field Memorial Park	Playground, open green space, disc golf course, biking/walking trail, two open-air shelters with picnic tables, restrooms, grills, drinking fountain.
Cheyenne Settlers Heritage Park	Open green space, walking path connecting to Field Veterans Memorial Park, historical marker, parking lot
<b>Special Use Parks</b>	
Hillsboro Municipal Pool	Diving boards, benches, concessions stand, splash pad, City-owned open turf field adjacent to the pool
Hillsboro Air Strip (no longer operational)	Car drag racing events, connection to Hillsboro State Trail trailhead

## UTILITIES & COMMUNITY FACILITIES

### UTILITIES

- **Water/Wastewater:** City of Hillsboro Water/Sewer Utility
- **Gas & Electric:** Alliant Energy
- **Refuse/Recycling Collection:** Southwest Sanitation
- **Telecommunications:** Cellular and mobile service is provided to residents throughout the City by Verizon, AT&T, T-Mobile, and USCellular. Landline services are available through the Hillsboro Telephone Company. Traditional wired and wireless broadband internet access is available through the Community Antenna System and Hillsboro Telephone Company.

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### PUBLIC SAFETY, HEALTH, & WELFARE

- **Fire/EMS:** Hillsboro Area Fire Association & Hillsboro Area Ambulance Service
- **Police:** Hillsboro Police Department
- **Healthcare Facilities:** Gundersen St. Joseph's Hospital is a critical access hospital that provides a variety of medical care services for Hillsboro and the surrounding communities; the hospital also maintains a rural health clinic that provides primary care, family medicine, behavioral health, and prenatal care services.
- **Senior Care:** Senior living facilities are located within Hillsboro at Milestone Senior Living. Vernon County also provides resources for seniors through their Aging and Disability Resource Center, including nutrition programs, counseling services, and community outreach.

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## 8. INTERGOVERNMENTAL COOPERATION

### INTRODUCTION

This chapter emphasizes the vital role of collaboration and partnership between the City of Hillsboro and other government entities. By fostering relationships with neighboring municipalities, county agencies, and state authorities, the City aims to maximize efficient use of resources, coordinate planning efforts, and pursue shared goals.

### ISSUES & OPPORTUNITIES

- **Neighboring Jurisdictions:** The City has already developed partnerships and shared service agreements with several jurisdictions that ensure quality public services at a lower cost.
- **School District:** The School District serves several counties and is in significant need of additional staff. It will be important to continue collaboration between the City and School District to plan for additional land and facilities to meet the needs of existing and future residents.
- **Gunderson St. Joseph's Hospital:** This is a critical access hospital (one of two total hospitals in Vernon County) that provides primary, emergency, and specialty care to residents in the Cities of Hillsboro and Elroy, the Villages of Wonewoc, La Farge, and La Valle, and their surrounding communities.
- **Communication and Community Trust:** It is vital for successful growth to maintain transparency with nearby towns and promote cooperative development efforts.
- **Economic Support:** City businesses rely on customers from neighboring communities.
- **Outdoor Recreation:** Amenities including the Hillsboro State Trail extend beyond the City into surrounding townships and are maintained by the Wisconsin DNR

### VOICES FROM THE COMMUNITY

Residents highlighted opportunities for cooperation between City departments and key local entities to address shared challenges in housing, workforce development, and economic growth.

Participants in the visioning workshop and focus group expressed a need for better coordination with neighboring municipalities, especially around transportation infrastructure, recreational trail connections, and shared services.

There is interest in exploring grants and cooperative funding opportunities—particularly for infrastructure upgrades, public facilities, and community programming—that could be pursued through intergovernmental collaboration.

## INTERGOVERNMENTAL COOPERATION

### INTERGOVERNMENTAL COOPERATION GOALS, STRATEGIES, & ACTIONS

*IN HILLSBORO, WE ENVISION...*

#### GOAL 1

**Collaboration with neighboring communities and other government entities to achieve sustainable growth patterns in the Hillsboro area.**

#### STRATEGIES

1. Openly communicate and work closely with surrounding local government entities to manage land use/zoning, environmental/stormwater, and extraterritorial boundary issues.
2. Protect natural systems and the City's ability to grow by exercising plat approval authority within the City's 1.5-mile jurisdiction.
3. Work closely with the Hillsboro School District to foster communication, relationships and knowledge about planning and growth activities.
4. Distribute development plans to contiguous local governments and the Hillsboro School District when there is mutual interest.
5. Openly communicate and involve non-governmental organizations that have a mutual interest in land use planning, such as the Friends of Baraboo River, Travel Green, Gunderson St. Joseph's Hospital Memorial Foundation, and the Hillsboro Historical Society.
6. Promote the continued development of non-motorized trail networks between Hillsboro and surrounding communities, to potentially include the extension of the Wisconsin DNR's Corridor 25.

#### ACTIONS

- A. Meet annually with representatives from neighboring municipalities and Vernon County to discuss common issues related to planning, zoning, land use, and emergency services.
- B. Work with the Town of Hillsboro to develop an intergovernmental agreement that protects future growth areas and utilities extensions routes for the City, protects stormwater/environmental corridors, and defines the jurisdiction and maintenance of certain roads that serve both jurisdictions.

PHOTO



### GOAL 2

**Enhanced efficiency and quality of public services by collaborating with other governmental entities in the region.**

#### STRATEGIES

- 7.** Work cooperatively with other units of government and seek intergovernmental agreements that can provide cost-effective and/or higher-quality public facilities and services.
- 8.** Coordinate with all adjoining jurisdictions during outdoor recreation planning to seek complementary recreation investments where service areas overlap. Work to avoid duplication of unique amenities.
- 9.** Encourage cooperation with surrounding communities to ensure the success and long-term viability of the Gunderson-St. Joseph's Hospital.
  - i.** The City and Hospital have an agreement concerning future development and construction by the Hospital. The City and Hospital will continue to work closely on plans in the best interest of all involved parties.

#### ACTIONS

- C.** Meet annually with the Hillsboro School District involving elected officials and key City/District staff to discuss opportunities for collaboration and issues of concern.
- D.** Review existing intergovernmental agreements at least every five years and amend the agreement as needed.
- E.** Explore opportunities for state and federal grants to develop joint services with contiguous municipalities to reduce costs and improve services.

PHOTO

# INTERGOVERNMENTAL COOPERATION COMMUNITY SNAPSHOT

## JURISDICTIONS

### Local Jurisdictions

*(Located in Vernon County unless otherwise specified)*

- City of Hillsboro
- Town of Hillsboro
- Town of Greenwood
- Town of Forest
- Town of Union
- Village of Union Center *(Juneau County)*
- Town of Wonewoc *(Juneau County)*
- City of Elroy *(Juneau County)*
- Town of Woodland *(Sauk County)*
- Town of Glendale *(Monroe County)*

### County Jurisdictions

- Vernon County *(adopted Comprehensive Plan in 2009, updated in 2025)*
- Juneau County
- Sauk County *(adopted Comprehensive Plan in 2009)*

### School District:

Hillsboro School District

### Regional Jurisdiction:

Mississippi River Regional Planning Commission

### State Authorities

- Wisconsin Department of Transportation *(WisDOT)*
- Wisconsin Department of Natural Resources *(DNR)*

**Wisconsin Regional Planning Commissions (RPCs)** are public agencies formed by executive order of the Governor. Wisconsin state statutes specify that regional planning commissions are to provide intergovernmental planning and coordination for the physical, social, and economic development of the Region. Their mandate includes conducting research, developing comprehensive plans, and providing advisory services to local governments.

RPCs aim to enhance regional collaboration, promote sustainable development, and address issues such as land use, transportation, and environmental protection, ensuring that growth aligns with community needs and resources.

## COOPERATIVE AGREEMENTS

The Hillsboro School District serves surrounding communities spanning five counties:

- **Vernon County:** Towns of Hillsboro, Greenwood, Forest, and Union
- **Monroe County:** a small portion of the Towns of Glendale and Wellington
- **Juneau County:** a small portion of the Town of Wonewoc
- **Sauk County:** a small portion of the Town of Woodland
- **Richland County:** Village of Yuba, portions of the Towns of Bloom and Henrietta

Hillsboro provides emergency services to surrounding communities through the following agreements:

- **Hillsboro Area Ambulance Service:** serves a portion or all of residents in the Towns of Greenwood, Hillsboro, and Forest.
- **Hillsboro Area Fire Association:** serves the Towns of Hillsboro, Greenwood, Forest, and Union in Vernon County.

# 9. LAND USE

## INTRODUCTION

The Land Use chapter of the comprehensive plan outlines the City of Hillsboro's vision for sustainable development and community well-being through effective land use planning. It aims to strike a balance between residential, commercial, industrial, and recreational land uses while preserving open spaces and protecting environmentally sensitive areas.

## ISSUES & OPPORTUNITIES

- **Infill and Redevelopment:** Reinvesting in existing neighborhoods and downtown properties can enhance community character, increase housing supply, and support local businesses.
- **Underutilized and Blighted Properties:** Vacant lots and deteriorating buildings—particularly in the downtown and commercial corridors—are opportunities for revitalization and economic activity.
- **Zoning Limitations:** Current zoning regulations may not fully support the community's desire for mixed-use development, home-based businesses, or infill housing.
- **Growth Pressure vs. Preservation:** As Hillsboro grows, residents want to ensure that new development is thoughtfully integrated and doesn't compromise community identity.
- **Connectivity Gaps:** Areas with limited walkability and bicycle/pedestrian infrastructure are barriers to linking neighborhoods with parks, schools, and commercial areas—affecting how land is used and experienced.
- **Greenspace Integration:** Land use policies that prioritize greenspace, conservation, and recreation—values that are widely supported by the community.
- **Strategic Expansion:** Areas along State Highway 33 and other key corridors offer potential for commercial and residential growth. Thoughtful planning in these areas can enhance visibility, access, and economic vitality.

### VOICES FROM THE COMMUNITY

Residents expressed strong interest in reinvesting in existing homes and downtown buildings.

Community members voiced support for more flexible zoning approaches that allow for mixed-use development, home-based businesses, and live-work units. This is seen as a way to encourage economic activity and accommodate diverse housing needs.

Residents want to ensure that new development aligns with Hillsboro's rural charm and community values; there is a desire to balance growth with preservation of open space and historic character.

A majority of survey respondents (80%) support requiring greenspace, conservation, or recreational areas in new developments.

### LAND USE GOALS, STRATEGIES, & ACTIONS

*IN HILLSBORO, WE ENVISION...*

#### Goal 1

**An economically and environmentally sustainable development pattern.**

#### STRATEGIES

1. New development within the City's jurisdiction should support the efficient use of public services and infrastructure.
  - i. Coordinate development plans between departments for efficient public facilities and services.
  - ii. Infill development that uses existing infrastructure is strongly encouraged. leapfrog development that requires costly infrastructure extensions through undeveloped lands is discouraged.
2. Work cooperatively with the surrounding jurisdictions to adopt policies for future development at the fringe of the City to protect future growth areas.
  - i. The City will collaborate with the County and adjacent townships to enable new development within the City's growth areas that is compatible with the use, density, and configuration recommendations of this Plan. *The City cannot regulate use outside its boundaries (unless extraterritorial zoning is established with a township), but will seek outcomes that are compatible with future development and could be served efficiently by the full array of urban services.*
  - ii. Any development in the planning area should be consistent with City Ordinances.
3. Encourage development that uses land efficiently.
  - i. Encourage infill development and higher density redevelopment on sites already surrounded by urban uses.
  - ii. Encourage development formats and building designs that support adaptive reuse as markets shift and demand changes.
  - iii. Promote the inclusion of residential formats in every neighborhood that minimize land consumption, including small lots and attached units.

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- 4.** Protect and respect natural resources and systems in all development decisions.
    - i.** Preserve environmental corridor features including waterways, floodplains, wetlands, ground water recharge areas, steep slopes (greater than 20%), wildlife habitat, scenic vistas, and mature woodlands through the enforcement of the City's Subdivision Ordinance, Zoning Ordinance and Official Map.
      - a.** Although residential development may be permitted in woodlands, developers should be encouraged to design developments in such a manner so as to preserve mature vegetation, particularly along the street and highway rights-of-way
      - b.** Require environmental corridor features to be accurately depicted on all site plans, certified survey maps, preliminary plats, and final plats.
    - ii.** Encourage landscaping practices in new and existing neighborhoods that protect ground water and surface water resources.
    - iii.** Create landscaping and stormwater management guidelines for future development that ensure responsible consideration of natural resources.
  - 5.** Make land use decisions in accordance with this approved and adopted Comprehensive Plan, as well as any other pertinent development plans that are approved and adopted. Consider long-term implications of land use decisions.
- ### ACTIONS
- A.** Continue to exercise extraterritorial plat review powers.
  - B.** Meet annually with representatives from contiguous government entities and Vernon County to discuss land use issues as needed.



### Goal 2

**Established, balanced neighborhoods throughout the city.**

### STRATEGIES

6. Provide a mix of housing types to accommodate every stage of life in every neighborhood (see also Housing goals and policies).
7. Use city review processes to encourage design for land use compatibility. Consider the following design guidelines in these reviews:
  - i. **Land Use Planning.** Maintain adequate physical separation between residential areas and uses that tend to produce excessive noise or odors, without sacrificing pedestrian and bicycle connectivity. Locate community facilities such as schools, churches, libraries, museums, parks and community centers in strategic locations that enhance and are safely accessible from the surrounding neighborhoods.
  - ii. **Site Design.** Direct traffic from higher volume uses to collector and arterial streets, away from neighborhood streets. Use screening (walls, landscaping, berms) to create separation when distance alone is not possible or sufficient. Design the site so that major activity areas such as building entrances, service and loading areas, parking lots and trash receptacle storage areas are oriented away from less intensive land uses to the greatest degree possible. Reduce the impact of parking areas with physical separation and visual barriers.
  - iii. **Building Design.** Encourage building and site design techniques to make larger buildings more compatible with smaller residential uses, such as increased setbacks, stepped-back upper stories, and architectural strategies to break up the apparent volume of the building. Require building design and materials standards for all multi-family uses and nonresidential uses in neighborhood settings. Encourage underground parking facilities when feasible.
  - iv. **Lighting Design.** Outdoor lighting of parking, storage and service areas shall be designed to minimize spillover of light onto adjacent properties and public rights-of-way.
8. Institutional land uses (schools, churches, community centers, etc.) should communicate with surrounding neighbors whenever they are considering long-term expansion plans. City staff should facilitate this process by creating (or requiring) detailed small area plans that include possible expansion.
9. Encourage large ownership parcels to be developed as planned developments, rather than subdivided into lots without a coordinated development plan.
10. Encourage building and neighborhood design to enable passive solar heating and photovoltaic power generation.
11. Enforce property maintenance codes to maintain neighborhood quality and prevent blight.
12. Encourage public dialogue and incorporate public input into decisions regarding planning. Use outreach and education techniques to keep residents informed of land use changes occurring in the city.

## ACTIONS

- C.** Review and update the City of Hillsboro's Zoning Ordinances (Section 13.1.30) to align with the land use goals as established in this Plan.
- D.** Considering developing an interactive online zoning map for use by city staff and the general public.
- E.** Adopt policies to ensure a high-quality network of pedestrian routes between new neighborhoods and the existing City amenities.

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### Goal 3

**Placemaking that is vibrant, attractive and unique, especially within Downtown Hillsboro.**

## STRATEGIES

- 13.** Foster the development of Downtown as a mixed-use district, encouraging development of shopping, employment, housing and community gathering opportunities.
- 14.** Encourage infill development of vacant or underutilized lands or buildings. Work with property owners to bring forward projects consistent with this Comprehensive Plan and other relevant documents.
- 15.** Continue to promote development incentives (e.g., waivers, flexibility, and/or TIF assistance) to encourage and support infill and redevelopment projects that substantially improve the downtown area and city as a whole.

- 16.** Encourage the preservation of architecturally, historically, and culturally significant sites, buildings, and structures in the city and its environs. Encourage continued use, maintenance and adaptive reuse of existing buildings with historic value.
- 17.** Encourage more extensive floral, shrub, and tree planting in both public rights-of-way and on private property.

## ACTIONS

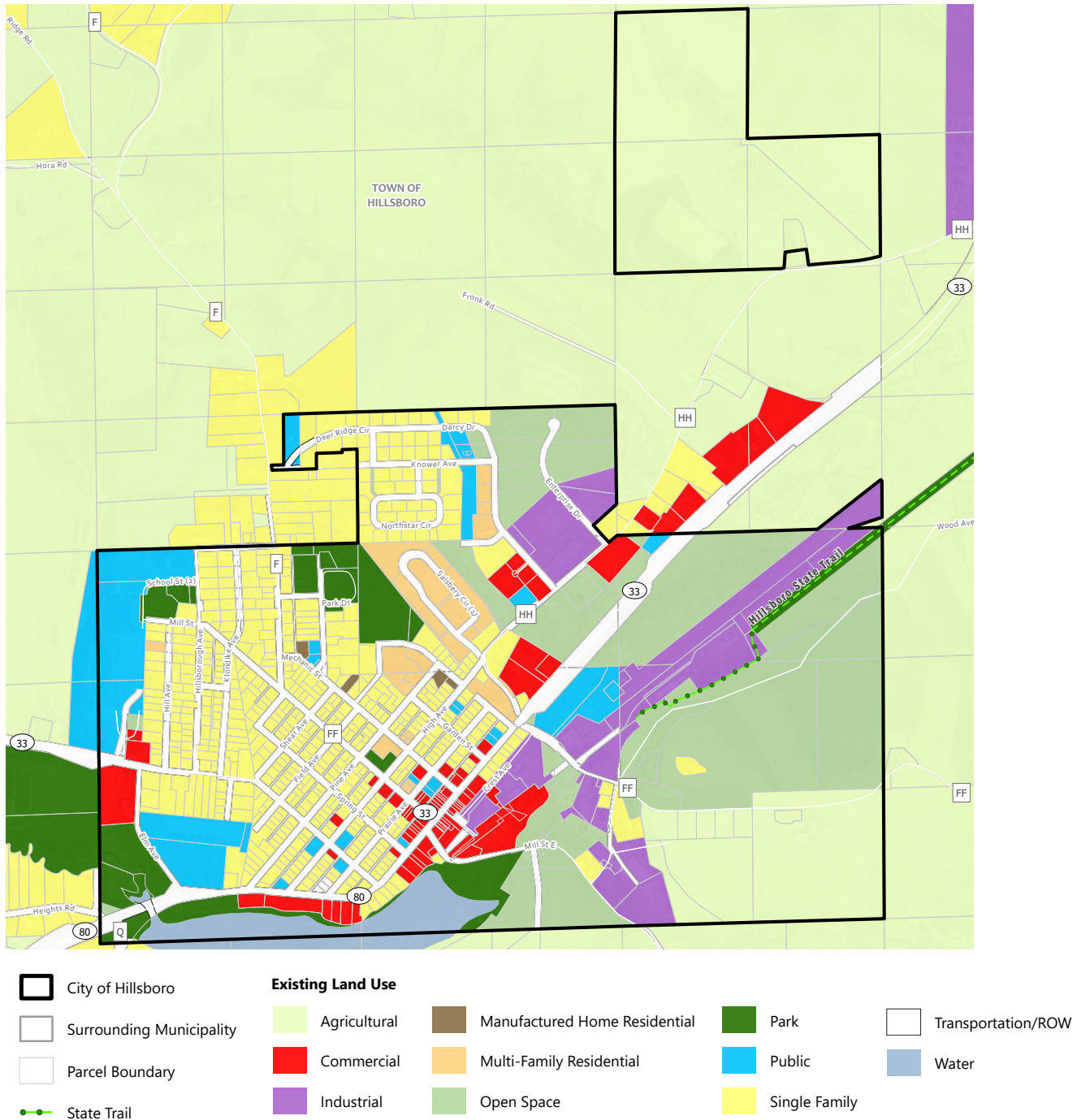
- F.** Implement streetscaping improvements, wayfinding signage, placemaking, and other connective strategies aligned with the City's 2015 Downtown Revitalization Plan to make Downtown unique, memorable, and attractive.
- G.** Evaluate current zoning requirements to ensure that traditional design concepts are promoted and sites, buildings, and structures with architectural, historical, and cultural significance within the City are preserved.

# LAND USE

## EXISTING LAND USE COMMUNITY SNAPSHOT

Map 9.1 and Table 9.1 identify the types and locations of various land uses in Hillsboro. Map 9.2 illustrates land uses in the greater planning area, where rural lands comprise the majority (89%) of land use.

### MAP 9.1 - EXISTING LAND USES, CITY LIMITS



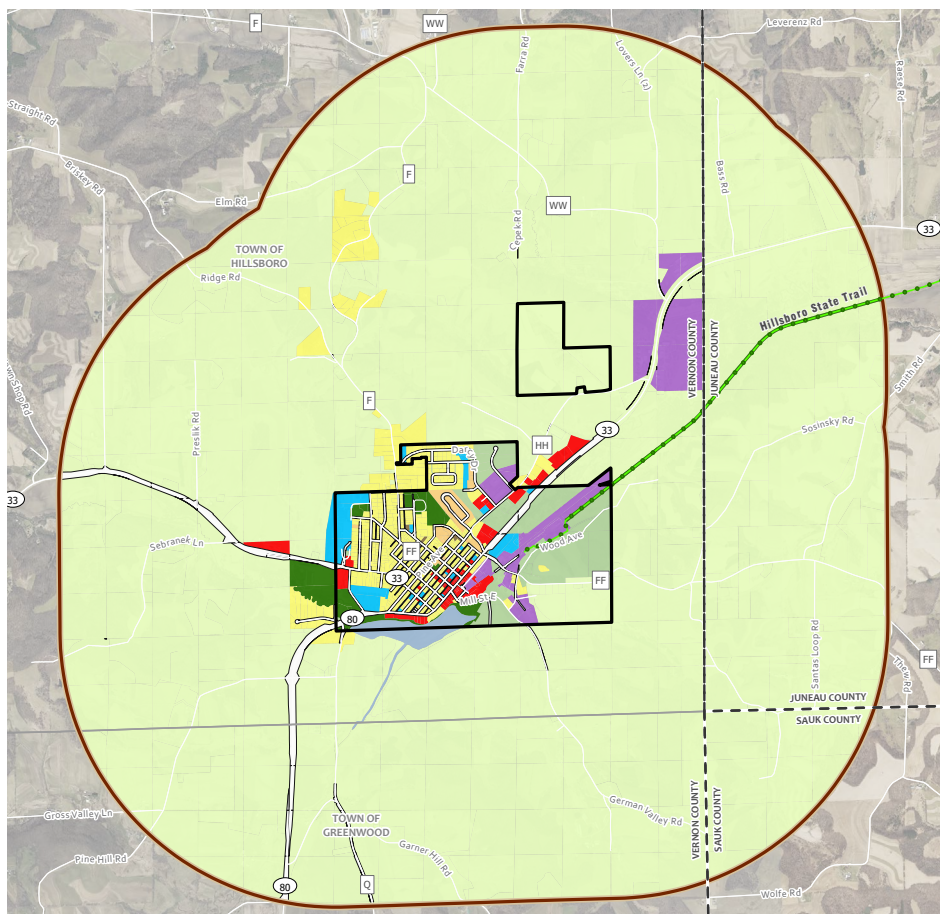


## KEY STATISTICS

- **40%** - Total undeveloped land area within City limits (379 acres), including vacant/undeveloped, agricultural, and non-park open space, reflecting the availability of future development opportunities with continued preservation of natural resources.
- **18%** - Land area developed as Single-Family Residential in Hillsboro; this is the largest developed use in the city.
- There do not appear to be significant land use conflicts.

**Table 9.1 - Existing Land Use, 2024**  
(GIS, MSA Professional Services)

LAND USE	COMMUNITY LIMITS	
	AREA (ACRES)	%
Agriculture	185.0	20%
Industrial	76.9	8%
Commercial	40.8	4%
Public / Institutional	55.8	6%
Single-Family Residential	168.0	18%
Multi-Family Residential	41.7	4%
Transportation (Rights-of-Way)	109.7	12%
Parks, Recreation, & Open Space	244.4	26%
Water	21.2	2%
<b>TOTALS</b>	<b>943.44</b>	<b>100%</b>



**MAP 9.2 - EXISTING LAND USES, PLANNING AREA**

- Planning Area (1.5 Mile Buffer)
- City of Hillsboro
- Surrounding Municipality
- County Boundary
- State Trail
- Existing Land Use**
  - Agricultural
  - Commercial
  - Industrial
  - Manufactured Home Residential
  - Multi-Family Residential
  - Open Space
  - Park
  - Public
  - Single Family
  - Transportation/ROW
  - Water

## PROJECTED LAND DEMAND

Table 9.2 projects the city's anticipated land use and space needs through 2050. These projections use current zoning minimum lot sizes, current land use percentages, and projected new housing demand to estimate land needed for other uses. The Plan's Future Land Use Map (*Maps 9.3 and 9.4*) was developed based on future land demand based on population projections, growth patterns, and input from city staff and the Plan Commission.

### Key Findings

Based on projections of growth in population, the city will need to develop a minimum of 11.3 acres of land by 2050 to accommodate anticipated growth in residential, commercial and industrial uses. This Plan identifies additional acreage beyond this threshold which could be developed to outline growth patterns; significant increases in the projected population should trigger an update to this plan and review of project land demand.

**Table 9.2 - Projected Land Use Demands**  
(GIS, MSA Professional Services, Municipal Zoning Ordinance, ACS 2023 )

PROJECTED DEMANDS*	2020	2030	2040	2050	30 YR CHANGE
Population	1,397	1,397	1,403	1,413	16
Avg. Household Size	2.3	2.3	2.3	2.2	-0.1
Housing Units	676	671	692	712	36
Residential Lands (acres)	209.7	208.7	212.8	216.9	7.2
Commercial Lands (acres)	40.8	40.6	41.4	42.2	1.4
Industrial Lands (acres)	76.9	76.5	78.0	79.5	2.7

\*The acreage of the areas shown as future residential, commercial, and industrial on the Future Land Use Map may differ from the projected acreage. Where and how much development occurs will depend on the market for different land uses and the developers/property owners that choose to respond to the market demand.

## FUTURE LAND USE PLAN

The Future Land Use (FLU) Map identifies the recommended future land uses within the City of Hillsboro and its extraterritorial jurisdiction. This map and its associated policies form the basis for land development decisions; the FLU Map shall be consulted whenever development is proposed, especially when a zoning change or land division is requested.

## USING THE FUTURE LAND USE PLAN

The Future Land Use Map contains different land use categories that together illustrate the City's land use vision. These categories, including explanation of the City's intent, zoning, design and development strategies for each, are described in this section. Zoning changes and development shall be consistent with the future land use category shown on the map and their corresponding Plan description.

### Statement of Intent & Typical Use

The future land use categories identify areas by their primary intended uses, character and densities (herein described as "Statement of Intent & Typical Uses"). These classifications are not zoning districts; they do not establish binding performance criteria for land uses (i.e. setbacks, height restrictions, etc.), nor are they intended to list every possible use that may be permitted within the future land use classification. Parcels on the Future Land Use Map are identified by their primary intended uses; however, some of the parcels on the map have yet to be platted or subdivided. The City recognizes that detailed site planning to identify how larger unplatted parent parcels (herein referred to as "unplatted new development areas") may be subdivided, zoned, and developed is outside of the scope of this Plan.

The City may create neighborhood plans for these areas as part of future amendments to this Comprehensive Plan to further illustrate and guide development within these areas. The City may also require that developers create neighborhood plans and parks for these areas prior to submitting requests for rezonings or preliminary plats.

### Potentially Acceptable Zoning Districts

The future land use classifications identify those existing City of Hillsboro Zoning Districts that are "consistent" within each future land use category (herein described as "Potentially Acceptable Zoning Districts"). The list of potentially acceptable zoning districts will be used by the City to confirm whether requests for rezoning of property are generally consistent with this plan.

### Effect on Zoning

Land use and design policies in this plan should be considered during all development processes, especially in land division and rezoning or zoning ordinance amendment processes when consistency with the plan is a statutory requirement. Where development is proposed under existing zoning regulations, including any Planned Unit Development districts, the regulations of existing zoning supersede policies in this plan.



### AMENDING THE FUTURE LAND USE MAP

It may, from time to time, be appropriate to consider amendments to the Future Land Use Map, usually in response to a type of development not originally envisioned for an area when this plan was adopted. See Implementation Chapter for a description of the procedural steps for amending any aspect of this plan.

The following criteria should be considered before amending the map:

- **Compatibility:** The proposed amendment/development will not have a substantial adverse effect upon adjacent property or the character of the area, with a particular emphasis on existing residential neighborhoods.
- **Natural Resources:** The land does not include natural features such as wetlands, floodplains, steep slopes, scenic vistas or mature woodlands (1 or more acres, especially those consisting of heritage trees), which will be adversely affected by the proposed amendment/development. The proposed development will not result in undue water, air, light, noise pollution or soil erosion.
- **Transportation:** The proposed amendment/development will not create a significant detriment to the condition of adjacent transportation facilities or cause significant safety concerns for motorists, bicyclists, or pedestrians.
- **Ability to Provide Services:** The provision of public facilities and services will not place an unreasonable financial burden on the City.
- **Public Need:** There is a clear public need for the proposed change or unanticipated circumstances have resulted in a need for the change, and the proposed development is likely to have a positive social and fiscal impact on the city. The City may require that the property owner, or their agent, fund the preparation of a fiscal impact analysis by an independent professional.
- **Adherence to Other Portions of this Plan:** The proposed amendment/development is consistent with the general vision for the City, and the other goals, policies and actions of this plan.

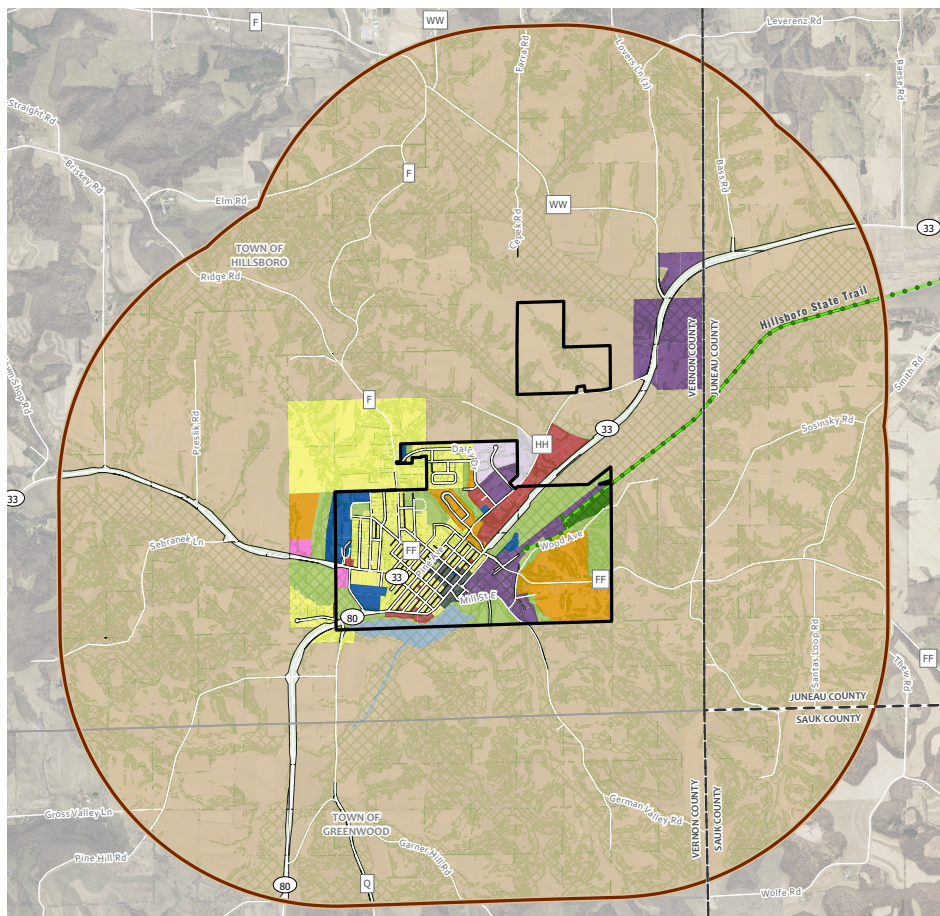


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## FUTURE LAND USE CATEGORIES

This section includes a description of each of the Future Land Use Plan categories. These categories include recommended land uses (e.g. residential, commercial, industrial), and land use densities (i.e. dwelling units per net acre). All zoning decisions, land divisions, utility extensions, capital improvement projects, and related land development activities and decisions should be consistent with the recommendations of the Future Land Use Plan.

- Low Density Residential (LDR)
- Medium / High Density Residential (MHDR)
- Neighborhood Mixed Use (NMU)
- Downtown Mixed Use (DMU)
- Commercial (C)
- Industrial (I)
- Business Park (BP)
- Civic / Institutional (CI)
- Parks & Open Space (POS)
- Rural Lands (RL)
- Natural Resource Protection Overlay (NRP)



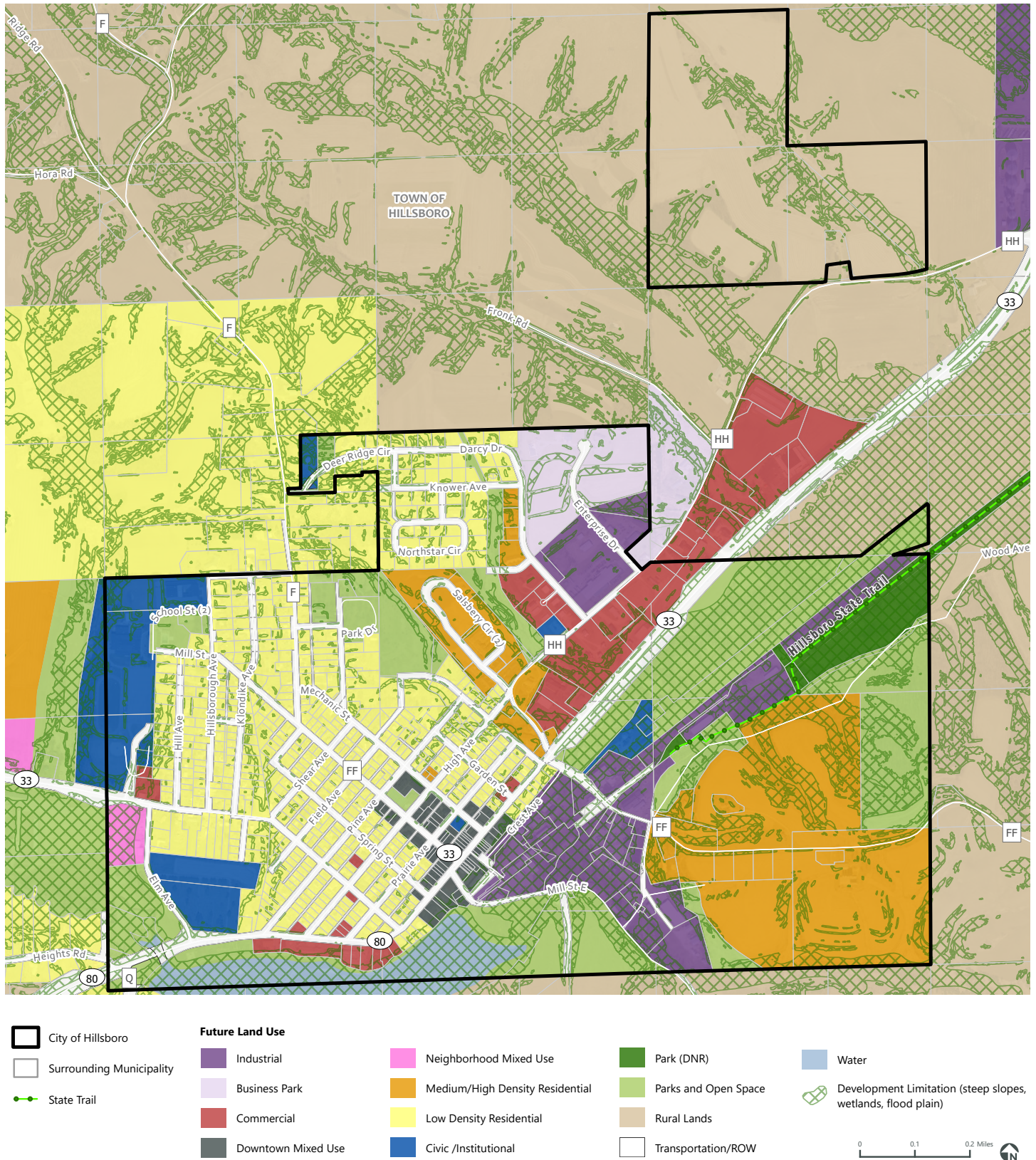
**MAP 9.3 - FUTURE LAND USES, PLANNING AREA**

- Planning Area (1.5 Mile Buffer)
- City of Hillsboro
- Surrounding Municipality
- County Boundary
- State Trail
- Future Land Use**
  - Industrial
  - Business Park
  - Commercial
  - Downtown Mixed Use
  - Neighborhood Mixed Use
  - Medium/High Density Residential
  - Low Density Residential
  - Civic /Institutional
  - Park (DNR)
  - Parks and Open Space
  - Rural Lands
  - Transportation/ROW
  - Water
  - Development Limitation (steep slopes, wetlands, flood plain)



# LAND USE

MAP 9.4 - FUTURE LAND USES, CITY LIMITS



## LOW DENSITY RESIDENTIAL (LDR)

**LDR** areas provide a mix of housing types, civic uses (e.g., place of worship, social service clubs, etc.), existing neighborhood commercial, and daycare facilities. Most of the area designated as **LDR** is or will be used for single family homes), but a variety of other housing types are appropriate within this designation, including duplex, town home, and multi-unit apartments/condos.

## POTENTIALLY ACCEPTABLE ZONING DISTRICTS

Single-Family Residential Districts (R-1 and R-2), Two-Family Residential District (R-3), Planned Unit Development (PUD), General Park District (P-1)

## STRATEGIES

1. **LDR** areas are expected to be less than 5 units per net acre (excluding streets, parks, outlots, etc.).
2. When integrating housing forms other than single-family detached, whether in new or existing neighborhoods, the following policies should inform neighborhood design and/or infill redevelopment design and approval. If more detailed neighborhood plans are prepared and adopted for specific neighborhoods (either new or existing), additional site- specific designations in those plans may supersede these policies.
  - i. Accessory dwelling units should be permitted in any single-family housing district.
  - ii. Duplex units are appropriate for a neighborhood under the following conditions:
    - a. On any corner lot, if each unit faces and is addressed to a separate street and meets the standard setback requirements and pattern typical along the street.
    - b. As a transitional use when facing or next to a more intensive institutional, residential or commercial use. In this case there should be some general consistency of form and style with other homes in the neighborhood, but also more flexibility in design as compared to sites surrounded by single family homes.
  - iii. Townhomes or rowhouses with up to 4 contiguous units are appropriate in any neighborhood, as follows:
    - a. When facing or adjacent to commercial use, large institutional use, or residential use of equal or greater density.
    - b. When facing a public park or permanent green space.
  - iv. Small multi-unit buildings with up to 4 units per building or Cottage Cluster may be appropriate in any neighborhood, evaluated on a case-by-case basis, if ALL the following apply:
    - a. As a transitional use, if any of the facing or adjacent uses are commercial, large institutional, or residential of equal or greater density.
    - b. There must be off-street parking consistent with City ordinance and on-street parking adjacent to the lot to accommodate visitors.
    - c. If approved through the Conditional Use Permit (CUP) process.



### MEDIUM / HIGH DENSITY RESIDENTIAL (MDHR)

**MHDR** overlay identifies areas that are suitable for greater density of residential development. The objective is to provide a mix of housing types to provide balanced neighborhoods, while mitigating negative impacts to existing or planned low-density residential areas. In general, higher-density residential development is identified close to major streets, mixed-use areas, or commercial/employment areas to provide convenient, walkable access to shopping, restaurants, and other amenities. **MHDR** areas may also include civic uses (e.g., place of worship, social service clubs, etc.), existing neighborhood commercial, and daycare facilities.

### POTENTIALLY ACCEPTABLE ZONING DISTRICTS

Multiple-Family Residential District (R-4), Planned Unit Development (PUD). General Park District (P-1)

### STRATEGIES

1. **MHDR** areas are expected to be more than 5 units per net acre (excluding streets, parks, outlots, etc.).
2. Intensive residential development greater in density than 10 units per net acre, or more than 24 units, will require special attention to the design where the use adjoins less intense residential development per the recommended Residential Compatibility Standards outlined below, or as required in the City's zoning ordinance (should the ordinance be amended to include standards). Standards identified in the zoning ordinance shall supersede those outlined below.
  - i. Compatibility Standards:
    - a. **Purpose.** These standards provide a proper transition and compatibility between low-density residential development and more intense multi-unit residential and mixed-use development. For purposes of this section, low-density residential development shall mean single-family, duplex, townhome / small multi-unit buildings (4 or less units), and high-density residential shall mean large multi-unit buildings (more than 8 units).
    - b. **Applicability.** These residential compatibility standards shall apply to all new multi-unit residential and/or mixed-use development of three-stories or larger and/or any development requiring a Planned Unit Development (PUD) zoning approval located on land abutting or across a street or alley from low-density residential. These standards do not apply to development governed by an existing General Development Plan (GDP), but they may be considered if a GDP is amended, especially as they pertain to aspects of the development that are proposed for revision in the amendment.
    - c. **Compatibility Standards.** All development subject to this section shall comply with the following standards:
      1. **Use Density.** In developments with multiple buildings/uses with varying densities, the development shall locate buildings/uses with the least dense character (e.g., lower heights, fewer units, parks) nearest to the abutting low-density residential development.

LDR PHOTO

MDHR PHOTO

2. **Building Height.** The height of the proposed structure(s) shall not exceed thirty-five (35) feet in height adjacent to a low-density lot for a distance of:
  - a. Fifty (50) feet of a single-family or duplex lot.
  - b. Twenty-Five (25) feet of any other low-density residential lot (i.e., structures with 3+ units).
3. ***Bulk and Mass.*** Primary facades abutting or across a street or alley from low-density residential development shall be in scale with that housing by employing the following strategies:
  - a. Varying the building plane setback, a minimum of two (2) feet at an interval equal or less than the average lot width of the applicable low-density residential uses. For example, if a block of single-family lots is across the street from the development with an average lot width of 50 feet, the applicable facade shall vary its building plane, at a minimum, every 50 feet.
  - b. Providing a gable, dormer, or other change in roof plane at an interval equal or less than the average lot width of the applicable low-density residential uses. For example, if a block of single-family lots is across the street from the development with an average lot width of 50 feet, the applicable roofline shall vary, at a minimum, every 50 feet (measured at the roof eave).
4. ***Parking.*** Parking areas that are visible from the street and located in the building front lot setback shall provide buffering at a minimum height of thirty-six (36) inches above the parking surface. Buffering can consist of landscaping, berms, fences/walls, or a combination of these.
5. ***Refuse Areas.*** Dumpsters shall be placed behind the building with opaque or semi-opaque screening (at a minimum, a chain link with fabric screening). If the refuse area cannot be placed behind the building, a wood fence or wall, at least six (6) feet in height, shall be required. Additional landscaping around trash enclosures is encouraged.



### NEIGHBORHOOD MIXED USE

**NMU** category accommodates a wide variety of employment, service, retail, government, entertainment, and residential uses mostly in multi-story buildings. The general intent of the **NMU** area is to preserve and promote the architectural character of the main street, while providing higher density and density of uses befitting the central commercial district.

### POTENTIALLY ACCEPTABLE ZONING DISTRICTS

Multiple-Family Residential District (R-4), General Commercial District (C-1), General Park District (P-1), Planned Unit Development (PUD)

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### STRATEGIES

1. Typically, residential densities in **NMU** areas will be more than 10 units per net acre (excluding streets, parks, outlots, etc.), and building heights ranging from two to three stories tall.
2. As part of the zoning approval process, the appropriate mix of land uses, densities, and intensities will be determined with consideration of market conditions and compatibility with adjacent neighborhoods.
3. While both residential and nonresidential uses are accommodated within this mixed-use district, not every building in a mixed-use district needs to include both residential and non-residential uses. Nonresidential development within these areas should be service and retail to support surrounding residential use.
4. Uses requiring heavy semi-truck deliveries or those that would generate significant traffic, odor, or noise nuisances for surrounding properties, particularly during early mornings, evenings or weekends, should be prohibited.
5. Buildings in these areas should be oriented towards streets with minimal setback from the public sidewalks.
6. Private off-street parking should be located primarily behind buildings or shielded from public streets by liner buildings or substantially landscaped.
7. Outdoor storage of raw materials should be prohibited, and outdoor display of retail merchandise should be minimized.
8. It is encouraged to preserve existing natural assets in these areas, as they will serve as natural buffers from surrounding uses, as well as generate a unique character for the neighborhood.

## DOWNTOWN MIXED USE (DMU)

**DMU** category represents the entirety of Downtown Hillsboro, and accommodates a wide variety of employment, service, retail, government, entertainment, and residential uses mostly in multi-story buildings. The general intent of the **DMU** area is to preserve and promote the architectural character of the downtown area, while providing higher density and density of uses befitting the central commercial district. The core blocks fronting main streets should continue to maintain buildings with front facades built to the edge of the public sidewalk.

## POTENTIALLY ACCEPTABLE ZONING DISTRICTS

General Commercial District (C-1), General Park District (P-1), Planned Unit Development (PUD)

## STRATEGIES

1. As part of the zoning approval process, the appropriate mix of land uses, densities, and intensities will be determined with consideration of market conditions and compatibility with other relevant plans/documents.
2. Typically, residential densities in DMU areas will be more than 12 units per net acre (excluding streets, parks, outlots, etc.), and building heights ranging from two to four stories tall.
3. New drive-thru and gas station establishments may be allowed in such areas if designed to mitigate the typical auto-centric design.



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## LAND USE

### COMMERCIAL (C)

Commercial areas provide the City's population with a wide range of employment opportunities and retail goods and services, including professional offices and daycare facilities. Commercial areas include highway-oriented uses and "heavy" commercial uses with appearance or operational characteristics not generally compatible with residential or small-scale commercial activities. Other uses could be corporate offices, business offices, research facilities, laboratories, medical clinics/hospitals, light manufacturing, wholesale, storage, distribution, transportation, and repair/maintenance uses. The type and size of use will be determined by location and business characteristics (e.g. size, hours of operation, traffic impacts, etc.).

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### POTENTIALLY ACCEPTABLE ZONING DISTRICTS

General Commercial District (C-1), Highway Commercial District (C-2)

### STRATEGIES

1. Commercial areas are not generally recommended for residential uses, though such uses may be considered as part of a conditional use under relevant zoning districts.
2. Outdoor storage of raw materials is discouraged particularly if materials are not screened by a solid wall fence or landscaping.
3. There is no limit on the size of establishments that may be constructed within a Commercial area.
  - a. For example, areas along an arterial roadway or near a highway intersection are generally better suited for larger retail uses. Those areas located along local streets or adjacent to residential neighborhoods are better suited for smaller commercial uses that serve neighborhood needs. Such uses typically require smaller building footprints and parking lots and are less likely to have intensive truck and delivery needs.
4. Some commercial uses such as Business Parks are high traffic, including freight vehicles, but generally lack nuisance odors, sounds, etc. As such, they can often be buffered from less-intense uses through large yards and landscaping. Entrance, parking, loading, and storage areas should be screened from public streets and directed away from residential and other less-intense land uses.

## INDUSTRIAL (I)

*I* areas accommodate manufacturing, wholesale, storage, distribution, transportation, and repair/maintenance uses. The designation may also be used for landfills and gravel or mineral extraction activities. Industrial areas can include “nuisance” uses that should not be located near residential, mixed-use, or some other types of non-residential uses due to noise, odor, appearance, traffic, or other impacts. The Industrial designation is not intended for retail or office uses not related to industrial use, except for limited retail goods and services provided primarily to employees and users of businesses within the area. Compared to the *C* designation, *I* areas generally have a relatively smaller workforce (for a given area), an emphasis on truck or rail traffic, and other characteristics such as outdoor work areas and outdoor equipment and materials storage.

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## POTENTIALLY ACCEPTABLE ZONING DISTRICTS

Highway Commercial District (C-2), Industrial/Commercial District (I-1), Light Industrial/Institutional District (L-1)

## STRATEGIES

1. “Nuisance” uses (noise, odor, appearance, traffic, or other impacts) should not be located in proximity to residential, mixed-use, or some other types of non-residential uses.
2. Architectural, site design, and landscaping features within *I* areas may be less extensive than in *C* areas, though properties should be well-buffered and screened from adjacent land uses that may not be compatible and parking/storage areas should be screened from public streets.

## LAND USE

### BUSINESS PARK (BP)

**BP** areas provide the City's population with a wide range of employment opportunities, including heavy commercial and light industrial uses. These can include corporate offices, business offices, research facilities, laboratories, medical clinics/hospitals, light manufacturing, wholesale, storage, distribution, transportation, and repair/maintenance uses. Though not considered detrimental to the surrounding area or to the community as a whole, they are high-traffic areas that are not generally compatible with residential or small-scale commercial activities.

### POTENTIALLY ACCEPTABLE ZONING DISTRICTS

General Commercial District (C-1), Light Industrial/Institutional District (L-1)

### STRATEGIES

1. **BP** areas are not generally recommended for residential uses, though such uses may be considered as part of a conditional use under relevant zoning districts.
2. **BP** areas are high traffic, including freight vehicles, but generally lack the nuisance odors, sounds, etc. that are typical of I land uses. As such, they can often be buffered from less-intense uses through large yards and landscaping. Entrance, parking, loading, and storage areas should be screened from public streets and directed away from residential and other less-intense land uses.
3. There is no limit on the size of establishments that may be constructed within a **BP** area, but all uses should be compatible with the density and scale of the surrounding development.

### CIVIC / INSTITUTIONAL (CI)

**CI** areas include schools, community centers, cemeteries, government facilities, railroads, utilities, and other parcels that are owned by a public, quasi-public, utility, or religious entity. Park and recreational uses are sometimes a primary or secondary use on these sites.

### POTENTIALLY ACCEPTABLE ZONING DISTRICTS

Light Industrial/Institutional (L-1), General Park District (P-1), *Permitted or Conditional Use in most of the City's residential and commercial zoning districts.*

### STRATEGIES

1. Larger uses should be located on or near an arterial or collector street and be designed so that high volumes of traffic will not be drawn through local neighborhood streets.
2. Streets, walkways, and multi-use paths and trails should provide strong pedestrian and bicycle linkages adjacent to and within larger public & institutional areas.
3. If a parcel planned for Institutional use is vacated by that use and another use is proposed, the City may approve an alternative use without amending this plan if the proposed use is similar to and compatible with adjacent uses.

## PARKS & OPEN SPACE (POS)

POS category includes public parks, conservation areas, recreation areas, private recreation uses (e.g., golf courses), greenways, major public trails, and other natural features and lands with a park-like character that are recommended for preservation.

### POTENTIALLY ACCEPTABLE ZONING DISTRICTS

Conservancy District (CON), General Park District (P-1)

### STRATEGIES

1. These uses are allowed in all other land use categories, regardless of whether the area is mapped as Open Space.
2. Greenways and stormwater conveyances provide opportunities to link otherwise separate open spaces with both habitat corridors and bicycle and pedestrian connections.
3. The Future Land Use Map is general in nature, therefore smaller parks may be shown as an adjoining land use.

## RURAL LANDS (RL)

*RL* areas likely will not develop in the present 20-year planning period. Typical uses in these areas include open space, farming, farmsteads, agricultural businesses, forestry, quarries, and existing small commercial establishments and rural residential on well and septic systems. Premature exurban development and premature utility extensions should not be promoted in these areas. Even if urban development eventually reaches these areas, some of the land in this designation may be appropriate for consideration as permanent agricultural-related uses.

### POTENTIALLY ACCEPTABLE ZONING DISTRICTS

Rural Development District (R-5), Conservancy District (CON), General Park District (P-1), Agricultural District (A-1)

### STRATEGIES

1. When residential development is allowed in this category, it should be conditional, and it should comply with the design policies for R-1 (Single-Family Residential). In the same context, development in this area should have the least amount of impact on the environment and limits fragmentation of productive agricultural land.
2. Farmers should adopt best practices to prevent any harm on environmentally sensitive areas, such as ground and surface water, wetlands, and floodplains.
3. When possible, it is important to include natural buffer areas between agricultural land and other uses to minimize any potential conflict.



## LAND USE

### NATURAL RESOURCE PROTECTION OVERLAY (NRP)

**NRP** overlay classification identifies sensitive lands that may be subject to development restrictions enforced by City, County, State, or Federal agencies. Mapped **NRP** areas include lands that meet one or more of the following conditions: water bodies and wetlands mapped as part of the WDNR Wetland Inventory, 100-Year Floodplains based on FEMA maps and areas with slopes averaging 20% or more based on USDA-NRCS Soils data.

PHOTO

Areas shown as **NRP** on the Future Land Use Map do not constitute the limits of all wetlands, floodplains, or steep slopes that may be present within the City's planning area. Mapped **NRP** areas are derived from third party sources and are generally considered accurate enough to identify the possible presence and approximate location of those features. They are not a substitute for field or site level delineations that may be required by local, county, state, or federal agencies prior to development approval. The **NRP** areas illustrated on the Future Land Use Map are not a substitute for official Shoreland-Wetland and Floodplain zoning maps.

The primary intent of these areas is to retain sensitive natural areas in either public or private ownership for the benefit of maintaining fish and wildlife habitat, preventing and controlling water pollution, preventing erosion and sedimentation, preventing property damage caused by flooding, preserving areas of natural beauty, and providing areas for outdoor recreation. A majority of the **NRP** represents areas that are vital to the region's ecosystem and are key ingredients of the character and image in Hillsboro. Thus, development in areas designated **NRP** shall be limited based on underlying local, county, state or federal environmental regulations.

1. This classification is intended to function as an overlay district, such that the underlying future land use classification (e.g., General Commercial) remains in place, but the overlay classification indicates the possibility of additional restrictions on development.
2. Landowners and developers are advised that land within **NRP** areas may be restricted from building development, site grading, or vegetation clearing under local, county, state, or federal regulations. Where building development is permissible additional building setbacks and buffer yards beyond the minimum requirements are encouraged.
3. Recreational uses, agricultural and silviculture operations may be permitted in accordance with local, county, state, and federal laws. Best Management Practices are highly encouraged in these areas.

# 10. IMPLEMENTATION

## GUIDING DAILY DECISIONS

### CITY ROLES & RESPONSIBILITIES

Responsibility for implementing this plan lies primarily with City Council, several city boards and commissions, including the Plan Commission and City Staff.

#### City Council

City Council sets priorities, controls budgets and tax rates, and typically has the final say on key aspects of public and private development projects. Each council member should know where to find this plan and should be familiar with the major goals described herein. City Council should expect and require that staff recommendations and actions both reference and remain consistent with this plan.

#### City Plan Commission

Land use and development recommendations are a core component of this Plan, and the Plan Commission has a major role in guiding those decisions. Plan Commission members must each have access to this Plan and must be familiar with its content, especially the Land Use section. It is the responsibility of Plan Commission to determine whether proposed projects are consistent with this Plan and to make decisions and recommendations accordingly. In cases where actions that are inconsistent with the Plan are believed to be in the city's best interest, the Plan Commission should seek public feedback before recommending amendments to the Plan.

#### Community Development Authority

Some of the actions related to economic development and land use address redevelopment potentially require some sort of public funding. This Plan assumes that the Community Development Authority will have lead roles to implement blight removal and prevention programs.

#### Other Committees, Boards and Commissions

All committees, boards and commissions that serve as an extension of the City of Hillsboro should treat this Plan as relevant to their activities in service to the Community and should seek outcomes consistent with the goals and policies herein.

### UTILIZING EXISTING TOOLS

Many of the strategies identified in the Plan presume the use of existing City ordinances and programs. The City's key implementation tools include:

#### Operational Tools

- Annual Budget Process
- Capital Improvement Program

#### Regulatory Tools

- Zoning & Subdivision of Land Ordinances
- Site Plan Requirements
- Historic Preservation Ordinance
- Building and Housing Codes
- Official Map

#### Funding Tools

- Tax Incremental Financing (TIF) Districts
- State and Federal grant programs

## IMPLEMENTATION

### City Staff

City staff have a significant influence on capital projects, operational initiatives, and regulatory decisions. It is imperative that individuals in key roles know about, support, and actively work to implement the various policies and actions in this Plan. Specifically, the following people should consult and reference the Comprehensive Plan for goal-setting and budgeting processes, planning for major public projects, and reviewing private development projects:

- Director of Administration
- Community Development Director
- Operations Superintendent
- City Engineer
- Parks and Forestry Superintendent

These key staff members should be familiar with and track the various goals, policies and actions laid out in this Plan and should reference the provided content in communications with residents and elected and appointed officials when appropriate. Other division heads should also be aware of the Plan and its connections to City projects. Thorough understanding of the Plan will strengthen staff recommendations and reinforce the Plan as a relevant tool integral to City functions.

The City Administrator is responsible for ensuring that other key staff members are actively working to implement this Comprehensive Plan.

### EDUCATION & ADVOCACY

Implementation of this Plan also depends, to a great degree, on the actions and decisions of entities other than City government. The Action Plan indicates a few responsible parties that the City of Hillsboro does not control or direct. It is necessary to persuade these entities to be active partners in the implementation of the goals, strategies, and actions set forth in the Plan.

The following activities can support this effort:

- Share this plan with each organization, including a memo highlighting sections of the Plan that anticipate collaboration between the City and the organization.
- Take the lead role in establishing collaboration with these organizations.
- Know and communicate the intent of relevant objectives and strategies - partner organizations need to understand and buy in to the rationale before they will act.

## GUIDING ANNUAL DECISIONS

### LINK TO ANNUAL BUDGET PROCESS

The most important opportunity for this Plan to influence City growth and improvement is through the annual budgeting and capital planning processes. These existing annual efforts determine what projects will and will not be pursued by the City, so it is very important to integrate this plan into those processes every year. The compiled Action Plan in the Appendix is a resource to support decisions about how and where to invest the City's limited resources. The Plan Commission should make formal recommendations for Council consideration, identifying those choices and commitments most likely to further the goals and objectives identified in this Plan.

PHOTO

### AMENDING THE PLAN

Although this Plan is intended to guide decisions and actions by the City over the next 10 to 20 years, it is impossible to accurately predict future conditions in the City. Amendments may be appropriate from time to time, particularly if emerging issues or trends render aspects of the Plan irrelevant or inappropriate. The City may be faced with an opportunity, such as a development proposal, that does not fit the plan but is widely viewed as appropriate for the City. Should the City wish to approve such an opportunity, it must first amend the Plan so that the decision would be consistent with the Plan. Such amendments should be carefully considered and should not become the standard response to proposals that do not fit the Plan; frequent amendments to meet individual development proposals threaten the integrity of the Plan and the planning process.

Any changes to the Plan text or maps constitute amendments, which should follow a standard process (described below). Amendments may be proposed by either the City Council or the Plan Commission, though a landowner or developer is also allowed to apply and initiate this process.

## IMPLEMENTATION

### UPDATING THE PLAN

The 20-year horizon of this Plan defines the time period used to consider potential growth and change; however, market conditions and priorities change, community preferences shift, and technology evolves over time. The community's Comprehensive Plan needs to be amended and adjusted to keep pace with these changes to remain relevant.

### AMENDMENT PROCESS

In years between major plan updates, it may be necessary or desirable to amend this Plan. A straightforward amendment, such as a strategy or future land use map revision for which there is broad support, can be completed through the following process:

#### Step One

Amendments can be initiated by referral by the Plan Commission or City Council, or may be requested by application from a member of the public. For amendments affecting a large geographical area of the City or proposing major changes to Plan policies, a more involved public input process should be considered to ensure that proposed amendments are in the best interest of and are well supported by the community.

#### Step Two

The Plan Commission shall hold a public hearing on the proposed amendment, preceded by a 30-day public notice. Notice of the proposed amendment should also be transmitted as appropriate to other governmental entities that may be affected by or interested in the change, such as a neighboring jurisdiction. After holding the public hearing, Plan Commission can approve or deny a resolution to adopt the plan as amended, or recommend adjustments to the proposed amendment. The Commission may request more information before taking action on any proposed amendment.

#### Step Three

City Council hears a report from Plan Commission on the amendment and considers adoption of the amended Plan, by ordinance. The City Council may choose to revise the Plan after it has been recommended by Plan Commission on such changes prior to adoption, but, depending on the significance of the revision, such consultation may be advisable.

#### Step Four

Staff completes the amendment as approved, including an entry in an amendment log. A revised PDF copy of the plan is posted to the City website.

## PLAN CONSISTENCY

Once formally adopted, the Plan becomes a tool for communicating the City's land use policy and for coordinating legislative decisions. Per the requirements of Wisconsin's Comprehensive Planning Law, after January 1, 2010, if a local government unit enacts or amends any of the following ordinances, the ordinance must be consistent with that local governmental unit's Comprehensive Plan:

- Official maps
- Local subdivision regulations
- General zoning ordinances
- Shoreland/wetland zoning ordinances

An action will be deemed consistent if:

1. It furthers, or at least does not interfere with, the goals, objectives, and policies of this Plan,
2. It is compatible with the proposed future land uses and densities/intensities contained in this Plan,
3. It carries out, as applicable, any specific proposals for community facilities, including transportation facilities, that are contained in the Plan.

The State of Wisconsin planning legislation requires that the implementation element describes how each of the nine elements will be integrated and made consistent with the other elements of the Plan. Prior to adoption of the Plan, the City reviewed, updated, and completed all elements of this Plan together, and no inconsistencies were found.

## SEVERABILITY

If any provision of this Comprehensive Plan is found to be invalid or unconstitutional, or if the application of this Comprehensive Plan to any person or circumstances is found to be invalid or unconstitutional, such invalidity or unconstitutionality will not affect the other provisions or applications of this Comprehensive Plan, which can be given effect without the invalid or unconstitutional provision or application. If any requirement or limitation attached to an authorization given under this Comprehensive Plan is found invalid, it shall be presumed that the authorization would not have been granted without the requirement or limitation and, therefore, said authorization shall also be invalid.

## ACTION PLAN

**Appendix B** features a compilation of actions identified in Chapters 3-9 to help the City achieve its various goals and objectives.

The deadlines identified to achieve these actions are not firm - rather they are indications of when the City may choose to pursue an action based on its importance or difficulty. The general timelines identified are:

- Immediate (2025-2026)
- Short-Term (2026-2030)
- Long-Term (2030-2040)
- On-going (or repeating activity)



# **HILLSBORO 2045 COMPREHENSIVE PLAN PLAN APPENDIX**

Visit the Plan Appendix for additional information:

## **APPENDIX A PLAN ADOPTION & AMENDMENTS**

## **APPENDIX B ACTION PLAN**

## **APPENDIX C COMMUNITY ENGAGEMENT**

## **APPENDIX D MAPS**