



Hillsborough Vision 2030



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Riverwalk grand opening: Donn Young	Downtown traffic: Stephanie Trueblood	Playing in Gold Park: Donn Young
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Introduction

In 1990, the town developed its first comprehensive policy document in the form of the Vision 2010 plan. This document was adopted as a component of the town's comprehensive plan and guided development and policy decisions in the coming years. The plan was updated in 2003 and shortened to only include the goals, objectives and policies.

During the rewrite and update of the development regulations in 2010 and 2011, the town realized the Vision document also needed to be revisited. The decision was made to start anew rather than continuing to edit an existing document. Also, an effort was made to strengthen and make more obvious the relationship between the policy document to budgeting and regular town activities.

This document uses the vision statement included in the budget and Strategy Map as its basis and builds policy recommendations from there. The sections that immediately follow provide a briefing or "primer" on Hillsborough. The goals, objectives, and strategies follow beginning on page 21. Those tasks have then been organized in a work plan or implementation schedule of short term, middle term, and long term in the final section.

The Planning Department is the primary responsible party for activities in this plan, although we expect that work of other departments will align with and impact some components over time. The Town Board and community will receive an annual update during the budget process of how implementation is proceeding.

TOWN GOVERNMENT

The Town of Hillsborough operates under the council-manager form of government. This means the elected board — in our case, Board of Commissioners — is the policy-making body. The board is chaired by the mayor, who is elected independently on a two-year cycle (odd years). The commissioners are elected town-wide (not representing districts) in a non-partisan election. Their terms are for four years, with two being elected in even-numbered years and three in odd-numbered years.

The board hires a professional town manager who is responsible for daily town operations and personnel within the government. The manager serves at the pleasure of the board. The town currently has six departments to cover all its operations. Some departments have multiple divisions covering a diverse range of topics.

In 2009, the board adopted a strategy map and a balanced scorecard system to complement the budget process. The strategy map includes a vision and mission statement for the town, along with a variety of operational objectives that address the different perspectives of the town government. As part of the scorecard, each department develops initiatives and performance measures that relate their daily operations and responsibilities to the town’s vision.

The town’s vision states, *“We envision Hillsborough as a prosperous town, filled with vitality, fostering a strong sense of community, which celebrates its unique heritage and small-town character.”* This statement was used as the basis for this Vision 2030 policy document — to create a connection between the policies of the government and its spending. That connection is a reasons for the town’s use of the Balanced Scorecard method, which helps to keep all facets of government activity fully connected.

The town’s strategy map, shown on the next page, is updated annually as part of the budget document. More information about this tool can be found in the budget document on the town website.



Mayor Tom Stevens and town board members cut ribbon to open Gold Park.



Corporal Mike Foushee and K-9 Viper (above). Frankie Jones and Dustin Hill install new benches downtown (below).





Strategy Map

Town Board

Vision for Hillsborough

We envision Hillsborough as a prosperous town, filled with vitality, fostering a strong sense of community, which celebrates its unique heritage and small-town character.

Mission of Town Government

We are stewards of the public trust who exist to make the Vision for Hillsborough a reality. We manage and provide the infrastructure, resources, and services that enhance the quality of life for the living beings and land within our town.

We Value

High quality services and high quality customer service

Hillsborough's small town nature and sense of community

Serving as a catalyst for change

↑ ↓

Serve the Community

Strengthen Citizen Involvement	Improve Satisfaction with Services	Preserve Cultural and Natural Resources	Reduce Crime and Increase Citizen Safety	Enhance Community Sustainability	Expand Recreation, Walkability, and Connectivity
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Run the Operations

Enhance Emergency Preparedness	Provide Responsive and Dependable Services	Manage Projects Effectively	Improve Communication and Collaboration	Excel at Staff and Logistical Support
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Manage Resources

Maintain Fiscal Strength	Invest in Infrastructure	Develop Long-term Financial Plans	Deliver Services Efficiently
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Develop Know-How

Develop a Skilled and Diverse Workforce	Support Training, Learning, and Growth	Enhance Relations with Other Entities
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Sustaining Hillsborough's unique "sense of place" including its history, architecture, citizens, river, and mountains

Maintaining and celebrating our community's diversity

Inclusion of all neighborhoods and areas of our town - Hillsborough is for everyone

Affordability - keeping the cost of services and living within reach of people who live and work here

Vibrancy - fostering a "Happening Hillsborough" that is alive, growing, and filled with positive energy

HISTORICAL AND CURRENT SNAPSHOT

Hillsborough contains a wealth of historic structures and archaeologically significant sites. The banks of the Eno River contain several archaeological sites of Native American settlements dating to A.D. 1000 as well as many relics of more recent activities. An Indian trading path crosses through Hillsborough along St. Mary's Road and the Eno River.

Since its founding, Hillsborough has been a county seat. The town, which was incorporated and platted in 1754, dates back to pre-revolutionary times. It was a politically active town and was the site of the Regulator Uprising of 1768. In 1973, the town established the Historic District to recognize and protect the valuable cultural resources in the original square mile of the town. A recent update to the district's architectural inventory extended the district's period of historical significance through 1963, recognizing the town's industrial heritage for the first time. The town recently hired a cultural historian to prepare an assessment of town-owned properties that might contain cultural artifacts or resources requiring further study and protection. Based on that report, the town will prioritize phased assessments of identified sites.

A mill village is west of downtown, with two former fabric mills undergoing renovation and commercial structures that speak to this community's vibrant past. In the mid-1970s, Hillsborough annexed this community into the larger town. It is a vital community that serves as a well-preserved example of a mill village within Hillsborough. A few traditional mill houses also are scattered through town from a mill village formerly located on Occonechee Mountain.

Hillsborough is the seat of Orange County and contains county offices, the courthouse, as well as other functions of county government. Many of these facilities are located in downtown. There are six county schools and two charter schools in the Hillsborough area.



Historic Orange County Courthouse



Historical marker in front of Burwell School



The Expedition School at the Eno Cotton Mill



Ruffin-Rouhlac House — Hillsborough Town Hall

The Hillsborough Town Hall occupies the Ruffin-Rouhlac House, a historic structure dating to 1821. A significant renovation project was undertaken by the town in the 1970s to convert the dilapidated estate into what has been called “the most unique town hall in America.” The town owns one cemetery that is still used for burials, and maintains the land of four others.

Twenty-eight acres acquired by the town on Occoneechee Mountain is leased to the state and has been expanded through state and private acquisitions into the Occoneechee Mountain State Natural Area. The town owns and maintains seven

community parks, all developed since 1991. Property acquired in the Cedar Grove community was used to develop the West Fork of the Eno Reservoir, which serves as the town’s primary water supply.

The town prides itself on its diverse population that reflects a wide variety of histories and cultures. Some families have been in the vicinity for generations, while others have just arrived. A variety of churches can trace their histories with the history of the town. Community organizations thrive here and provide opportunities for our citizens to pursue areas of interest ranging from running, scouting, theater, reading, and helping the less fortunate.

Finding ways to celebrate and maintain this diversity is a challenging task of great importance to the town. Based on community meetings and citizen surveys, we know that people find something unique in Hillsborough that is not common to other communities in the Research Triangle region. While this is often referred to as small-town character, the town strives to understand the minute components of that character so they can be protected.



Residents enjoy Gold Park.



Residents gather on the courthouse lawn for Last Fridays.

DEMOGRAPHICS

The town relies on data from the U.S. Census Bureau and the American Community Survey to provide detailed information about its residents. These data are available to the general public through the American Fact Finder website. Some of the figures shown in the 2010 column of the census data table on Page 5 are from the 2013 American Community Survey.

The town also receives annual population estimates from the state demographer. These figures are used to distribute certain state revenues and are reported in the early fall for July 1 of the previous year. The state estimated Hillsborough's population as 6,398 for July 1, 2013.

The census data table on the following page provides some current and historical demographic data for Hillsborough. As the Census Bureau changes how it collects information, the statistics available over time change.

By studying the available data, a number of interesting characteristics have been identified. For instance, the average age of town residents is creeping up. When asked, many new residents report their motivation for moving to Hillsborough as being tied to proximity to their adult children or grandchildren as well as to many of the other reasons young retirees give for relocating. This group of residents, whether new or lifelong residents, will face many lifestyle choices as they age. The town could have a role in increasing the range of housing options that residents have available as they decide whether to stay in their present homes or find alternatives.

Concerns about the affordability of the community can also be studied by reviewing the available data. While it is more difficult to get details for small geographic areas, income data are available for the entire community, including poverty rates.

The area of Hillsborough's town limits is provided at the bottom of the census data table to provide additional context. The town's population growth has remained fairly constant since 1980 by generally adding 1,000 residents every 10 years, averaging

out to about 100 people per year. This demonstrates the town's habit of annexing land prior to development rather than annexing developed areas. Land area growth does not immediately impact the population.

The town projects population for two purposes: water capacity and transportation planning. These projections are also included for reference on the following pages.

The Water Capacity Model allows the town to monitor its commitments to provide water against its water supply. A component of this model tracks population using the town water system. Population changes as additional projects are committed to and can be impacted by annexation requests. The model tracks population served by the town water system, which is larger than the municipal limits. The table indicates population projections for the coming decades based on projects that have already been approved by the town board. This model uses only new development to project population and does not account for demographic trends. The model is adjusted to reflect household size following a census.

The town also projects population and jobs into the future as a component of the Triangle Regional Model that is used for transportation planning. The table and map on Page 7 show the area that the town makes projections for.

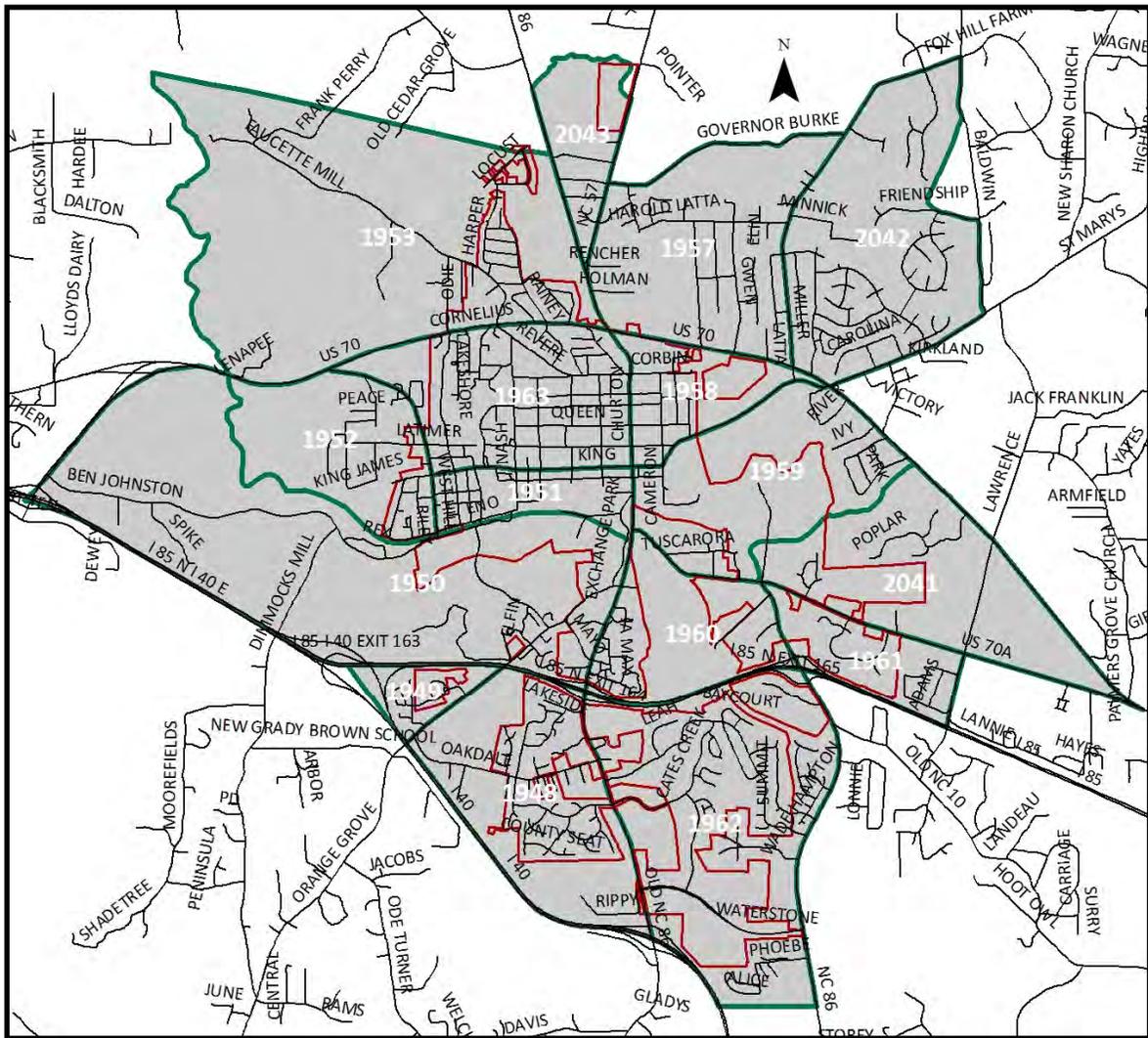
The traffic analysis zones (TAZs) are shaded and outlined in green, while the existing town limits are shown in red. The TAZ shapes are based on census geography. This makes it difficult to align the studied area with the town limits exactly. Other data important to the transportation model are reported by census tracts, so that geography is critical to the long-term usability of the model data. Population and job projections help project the level of traffic expected on the street network. Zoning, water capacity, and other policy documents are used as a basis of the projections, along with projections at the county level provided by the state demographer.

Recent Hillsborough demographic information

Census data	1980	1990	2000	2010*
Total Population	3,019	4,263	5,446	6,087
Male	1,400	2,059	2,523	3,005
Female	1,619	2,204	2,923	3,082
# under 5		230	380	444
% under 5		5.40%	7.00%	7.30%
# over 65	501	598	699	741
% over 65	16.60%	14.00%	12.80%	12.20%
Median age		34	35.6	38.2
Households	1,131	1,633	2,101	2,324
Family households		1,153	1,428	1,503
Female-headed family households		304	439	412
Household size	2.6	2.4	2.48	2.42
Family size			2.99	3
Single-person households		422	550	682
Single-person households over 65		225	201	220
% of population below poverty level in last 12 months			12.60%	19.80%
Median household income			\$40,111	\$49,114
Caucasian	2,090	2,512	3,282	3,830
Black	913	1,663	1,897	1,793
Asian		0	31	101
Native	16	88	28	38
2 or more			120	125
Hispanic	10	37	152	404
Town limit size in acres	1674.45	2,499	2,967	3,673

2015 projections using the Water Capacity Model

Water Capacity Model Population Projections	2015	2020	2030
Current in-town population	6,584	6,584	6,584
Current out-of-town system population	5,416	5,416	5,416
Committed new dwelling units in town	138	1,462	1,594
Projected new in-town population	311	3,290	3,587
Projected town population	6,895	8,046	10,171
Projected system population	12,311	13,462	15,587



Current projections in the Triangle Regional Model

TAZ ID	2010 Population	2040 Population	2010 Employment	2040 Employment
1950	774	1,397	736	2,010
1949	1,183	1,350	14	37
1962	1,317	3,182	1,164	5,132
1948	1,963	5,114	149	965
1960	485	1,292	1,298	4,262
1952	564	1,024	13	82
1951	633	1,123	432	544
2041	406	1,408	87	353
1961	257	317	981	1,625
1963	2,051	2,953	783	1,035
1959	453	936	620	829
1953	1,189	1,773	124	526
1958	874	1,957	265	391
2043	100	176	36	213
1957	938	1,579	233	759
Total	13,187	25,581	6,935	18,763

NATURAL FEATURES

Eno River

The predominant natural feature of Hillsborough is the Eno River and its tributaries, which have directly affected the development and circulation patterns of the town. The steep slopes between these drainage divides reveal rolling vistas of Hillsborough's neighborhoods, and the Eno's floodplain provides a natural green corridor that extends east and west through the town. The river is fairly narrow west of town, but the floodplain broadens after flowing east of Churton Street. Bridges cross narrower sections of the river at Eno Mountain Road/Allison Street and farther west at Dimmocks Mill Road. Approximately 380 acres of the town's jurisdiction is covered by a 100-year floodplain for the Eno River and its tributaries.

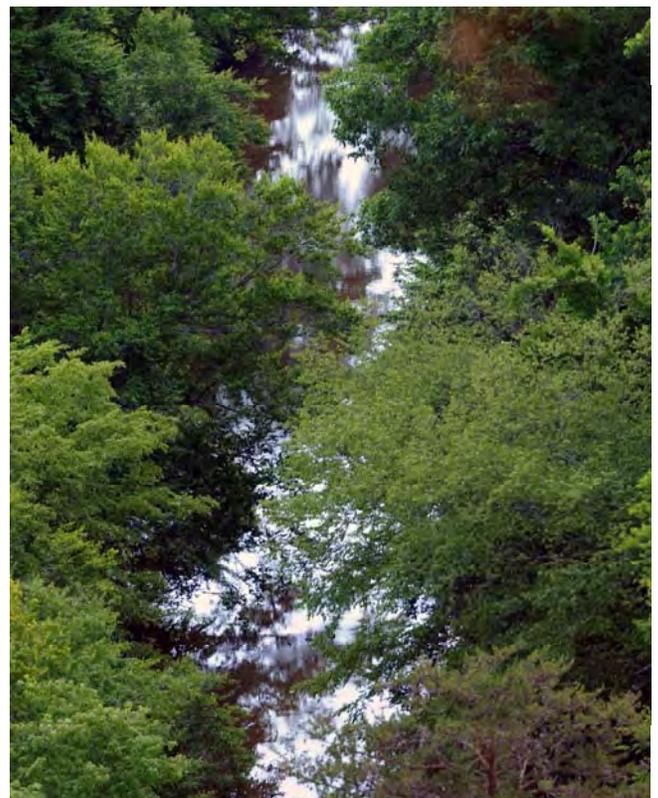
The Eno River contains a significant number of rare aquatic species, including the federally endangered dwarf wedgemussel (*Alasmidonta heterodon*); the federal species of concern and state endangered brook floater (*Alasmidonta varicosa*), Atlantic pigtoe (*Fusconaia masoni*), yellow lampmussel (*Lampsilis cariosa*), and green floater (*Lasmigona subviridis*); the federal species of concern and state significantly rare pinewoods shiner (*Lythrurus matinus*); the federal and state species of concern Carolina darter (*Etheostoma collis*); the state threatened triangle floater (*Alasmidonta undulata*), eastern lampmussel (*Lampsilis radiata*) and creeper (*Strophitus undulatus*); the state species of special concern Neuse River waterdog (*Necturus lewisi*); and notched rainbow (*Villosa constricta*); and the state significantly rare Roanoke bass (*Ambloplites cavifrons*).

Occonechee Mountain

Another dominant natural feature of Hillsborough is the Occonechee Mountain area, located south of the Eno Mountain Road/Allison

Street bridge. Occonechee Mountain contains the highest elevations in Orange County and the Triangle region at over 860 feet. A large deposit of pyrophyllite is mined east of Eno Mountain Road. To the west are natural areas described as being of local and statewide significance in the "*Inventory of Natural Areas and Wildlife Habitats of Orange County, N.C.*" by Dawson Sather and Stephen Hall, December 1988 (updated 2004).

Occonechee Mountain is one of the most important natural areas in the Triangle, and a large portion is managed by North Carolina as a state natural area. This landform is located at the northern end of a series of ridge and more isolated knobs that run northeast from Chatham County. Unlike these and most other ridges in the county, Occonechee runs east to west, providing the largest extent of north-facing slope anywhere in the region. The natural area is comprised of two distinct communities—the lower, more mesic (well-drained) north-facing slope and the upper slopes and summit.



View of the Eno River from Occonechee Mountain

The lower, north-facing slopes of the mountain are the eastern-most home in North Carolina to several plant species, including Bradley's spleenwort (*Asplenium bradleyi*) and wild sarsaparilla (*Aralia nudicaulis*). The Panther's Den area consists largely of a north-facing rock wall that does not receive direct sun and provides a uniquely cool, wet habitat for plants, including mountain spleenwort (*Asplenium montanum*), sweet pinesap (*Monotropsis odorata*), witch alder (*Fothergilla major*), interrupted fern (*Osmunda claytoniana*), catawba rhododendron (*Rhododendron catawbiense*), mountain laurel (*Kalmia latifolia*), and galax (*Galax aphylla*). This is also an excellent wildlife habitat with its undeveloped status and location along the Eno River, a wildlife corridor. The Cooper's hawk, which is classified as a bird of special concern in North Carolina, has been sighted during nesting season. The sumo mite (*Allothrombium*) lives on the northern slope of the mountain.



View of former quarry area on Occonechee Mountain

Another portion of Occonechee Mountain, the dry slopes and summit, is of regional significance and of prime integrity. This site includes the mountain's dramatic peak and ridgeline. The mountain contains a broad range of natural communities from the cool, moist Panther's Den to the arid communities on the summit, with a Virginia pine, heath, and bracken fern community and a chestnut oak community. Many of the chestnut oaks are 2 feet in diameter. Several butterfly species with restricted distribution are found on this summit, contributing to its significance as a natural area.

Other Unique Areas

The "Inventory of Natural Areas and Wildlife Habitat for Orange County, N.C." (Sather and Hall et al., 2004) also includes Cates Creek Hardpan Forest, which is at the southern edge of Hillsborough's planning jurisdiction on the west side of Old N.C. 86 where Cates Creek crosses under the roadway. It



Vista toward downtown on Occonechee Mountain



View of the Eno River from Riverwalk

exemplifies a bottomland forest on impermeable Iredell clay soils and contains a wide range of representative species.

Finally, immediately east of town is Poplar Ridge Slopes and Bottom. This two-mile stretch of the Eno River features extensive bottomlands that abut slopes with mature chestnut oak forest and large areas of mountain laurel (*Kalmia latifolia*) and galax (*Galax aphylla*). This site is the longest undisturbed stretch of the Eno River outside of Eno River State Park. It includes several wide bottomlands along the river-and slopes that rise as much as 140 feet. The forest on both the bottoms and adjacent slopes are relatively undisturbed and contain many tree specimens over 2 feet in diameter.

Since 1990, advocacy groups have worked tirelessly with the town, state, and property owners to protect many of the areas discussed in this document in detail. Within the town's planning jurisdiction—which covers nearly 7,000 acres—over 600 acres are actively protected. As of 2014, 162 acres are publicly owned as park or open space, an additional 162 acres are held by the state as park or protected areas, and 278 acres are owned by private preservation organizations. Additionally, the town adopted a stringent floodplain development ordinance in 2010 that severely limits the types of development on the 380 acres of 100-year floodplain within its jurisdiction. Some additional conser-

vation easements cover additional acreage.

RECREATION

Providing for public park space is a recent priority for the town. The existing seven community parks have been constructed since 1991. The community relies on Orange County and local nonprofit organizations to provide recreation programming, while the town works to provide reasonably convenient park space to all of its citizens as well as a wide range of outdoor activities within those parks. The Parks and Recreation Master Plan contains neighborhood and town-wide recommendations for park facilities and greenways. The Parks and Recreation Board provides the mechanism for citizens and neighborhoods to request additional resources in their neighborhoods or the larger community. New ideas are studied for feasibility and priority.

One somewhat unique characteristic of the development of Hillsborough is that a robust system of sidewalks does not exist to connect neighborhoods to each other or other parts of town. Since 2000, the town has expended a significant local and grants funds to install both sidewalks and parks. The Community Connectivity Plan includes walking and bicycling recommendations.

The recently completed Riverwalk project provides both walking and recreation options, while also connecting neighborhoods. When paired with the Nash Street sidewalk project from a few years earlier, the change in the community is noticeable. Riverwalk is the result of nearly fifteen years of planning, initiated in the late 1990s to connect existing and planned park resources along the river. The Nash Street sidewalk was identified as a critical pedestrian connection to help link neighborhoods and schools within the community. With the crossing signals at Faucette Mill Road, the Nash Street sidewalk provides a safe connection across Cornelius Street (U.S. 70 bypass).

TRANSPORTATION

The town has access to many transportation networks — two interstates, one U.S. highway, two N.C. routes, an active rail corridor for freight and passengers, and a river. This multitude and variety of connections have drawbacks. East-west travel in and through Hillsborough remain relatively uncongested and simple. North-south travel, on the other hand, is constrained to one primary route, with some secondary routes known to locals. There are three bridges over the east-flowing Eno River in the Hillsborough area, and each bridge is constrained to two lanes of travel.

The roads providing primary access to and through the town are part of the state highway system — interstates, U.S. routes, N.C. routes and secondary roads. Improvements along these routes — including the installation of sidewalk, bikeways, signs, and landscaping — all require approval from the North Carolina Department of Transportation.

The local road system is primarily owned and maintained by the town. The town controls improvements along these routes, and our Public Works Department provides maintenance. The network is generally expanded through the dedication of new streets constructed by developers. The town rarely constructs new streets. The town has a traffic-calming policy to consider changes to local streets to impact speed and safety. In addition, there are a few private streets in some neighborhoods and in commercial developments.

Over the last 20 years, Hillsborough has considered many alternatives to the bottleneck that occurs daily on Churton Street (N.C. 86 and S.R.



South Churton Street near the King Street intersection

1009). Different bypass routes have been identified and studied, but the study results have always yielded insufficient benefit to the town in return for the monetary and other costs involved.

Most recently, the town board and NCDOT formally abandoned a long-debated extension that would have extended Elizabeth Brady Road (aligned with N.C. 86) north over the Eno River. With an estimated cost of more than \$30 million to provide a projected 10 percent reduction in traffic through downtown, the public and town board balked. The traffic reduction was not sufficient to produce a full letter grade improvement in the level of service for any downtown intersection. With traffic projected to continue increasing, the reduction would have been further reduced over time. The alternative routes also required construction along and parallel with very steep slopes; the acquisition of approximately a dozen homes; or physical construction across a site on the National Register of Historic Places.

For now, the town board continues to look for improvements in downtown that focus on safety, particularly for pedestrians. Additionally, the commissioners are looking for alternatives that im-



Community members join Mayor Tom Stevens in cutting the ribbon for the Nash Street sidewalk opening.

prove connectivity from South Churton Street to N.C. 86 to provide travelling options to U.S. 70A and Interstate 85. They also work with our neighbors to moderate the amount of residential development that is approved north of Hillsborough which might generate trips destined for the interstates. The board looks carefully at development requests for the same reasons and has identified sites for commercial development in northern parts of the town to try to relieve traffic pressures through downtown.

The town is also very interested in alternative transportation beyond the personal vehicle. The Community Connectivity Plan details recommended sidewalk and bikeway improvements throughout town as well as connections to recommended Orange County routes. The current development ordinance requires sidewalk construction in many cases and provides some option for payment in lieu of

constructing sidewalks in the case of redevelopment sites. These funds are then used by the town to construct high-priority sidewalks.

The Hillsborough Circulator bus is operated by Orange Public Transportation. Funding has been provided through a combination of grant and local funding to provide fare-free service. This service is expected to transition to the local transit sales tax as a funding source in the near future and will maintain its fare-free status. With the adoption of the local transit tax, additional bus service providing more connections to and from Hillsborough is also expected. Express service to Durham and Duke Hospital began in fall 2014.

In 2007, citizens petitioned the board to reestablish passenger rail service in Hillsborough. Amtrak completed a ridership study that indicated a stop in Hillsborough would be economically viable for the

corporation. With the assistance of two citizen committees, the town has completed two planning documents to select a station location and to develop a plan for the location's immediate vicinity.

The town acquired a 20-acre site and is pursuing funding from a variety of sources to construct a station and to request service. This site is also viable for future commuter rail service, if established or extended, by the North Carolina Railroad. The Rail Station Small Area Plan was endorsed by the town as one option for station development. The site may also be attractive as a public-private partnership as a method to ensure that transit-supportive development is located near the station.

Recently, NCDOT completed a traffic separation study to consider closing the at-grade rail crossings in West Hillsborough to limit conflicts between vehicles and existing passenger and freight rail. The



The last passenger train leaves the former Hillsborough station.

study was accepted by the town with preference given to an option that rebuilds the Dimmocks Mill Road trestle to better accommodate all modes of travel; closes the Bellevue Street at-grade crossing; and makes improvements to the West Hill Avenue crossing. An option that would close the West Hill Avenue crossing was included in the study but not recommended by the town, since it would limit access into the neighborhood if there was ever a significant accident at or near the Dimmocks Mill Road trestle.



Amtrak's Piedmont train pulls into view.

LAND USE

The town regulates land use within its jurisdiction — which includes land within the town limits and in the extraterritorial zoning jurisdiction — to ensure the proper timing and investment in public infrastructure and to manage private investment to the public’s benefit. Any jurisdiction with too much of one type of development, whether it’s commercial or residential, can struggle to provide the desired quality of life in an affordable way to its citizens.

Residential uses are reported to generally cost more to serve than they generate in local real estate tax payments. Residents demand many local services (police, fire protection, garbage pickup, parks), and these costs cannot always be borne by a reasonable tax rate. Non-residential uses generally pay more in property tax due to their higher values and demand for limited services from the government. Non-residential uses, however, need residents to work, shop and use the services they provide. Balancing all of these factors to create a reasonable environment is the responsibility of the local government.

In North Carolina, towns are able to expand in size through a tool called annexation. Annexation can happen either at the request of the property owners or at the town’s instigation. Historically, Hillsborough has relied on requests from owners seeking utility extensions and development to expand in size. The extraterritorial jurisdiction is a tool used

in North Carolina to allow towns and cities to regulate land use around their limits in areas planned for annexation. This line is negotiated between the municipality and the county. Generally, the area does not extend more than one mile from the city limits⁷. Additionally, the line does not move to reflect annexations by the municipality.

Town Limits	1990 Land Use in Acres	2014 Land Use in Acres
Residential	668	884
Non-residential	375	893
Conservation or park space	7	352
Undeveloped or vacant	681	811
Rights-of-way	768	773
Total	2,499	3,713
Extraterritorial Jurisdiction	1990	2014
Residential	756	947
Non-residential	319	329
Conservation or park space	71	221
Undeveloped or vacant	1,463	364
Rights-of-way	660	692
Total	3,269	2,553
Planning Area (town + ETJ)	1990	2014
Residential	1,424	1,831
Non-residential	694	1,222
Conservation or park space	78	573
Undeveloped or vacant	2,144	1,175
Rights-of-way	1,428	1,465
Total	5,768	6,266

1. 1990 figures are from an August 1990 windshield survey prepared by the Division of Community Assistance as part of the original Vision 2010 document.
2. The 2014 values reflect data from July 1, 2014, plus the reduction in extraterritorial zoning jurisdiction effective Oct. 1, 2014. Numbers are approximate and drawn from GIS data and data used in the Durham-Chapel Hill-Carrboro Metropolitan Planning Organization regional transportation model.
3. “Residential” covers all residential types from single family to apartments and mobile homes. Rights-of-way are generally the remaining acreage from subtracting the area of the individual lots from the area of the jurisdictional boundary.

TAX BASE AND REVENUE

Much has changed in the 25 years since the Vision 2010 document was written. Hillsborough's tax base at that time was \$146 million, but property tax revenue only accounted for 44 percent of the general fund revenues. In 2014, the tax base has grown to \$756 million, but property tax revenue now accounts for 60 percent of general fund revenue.

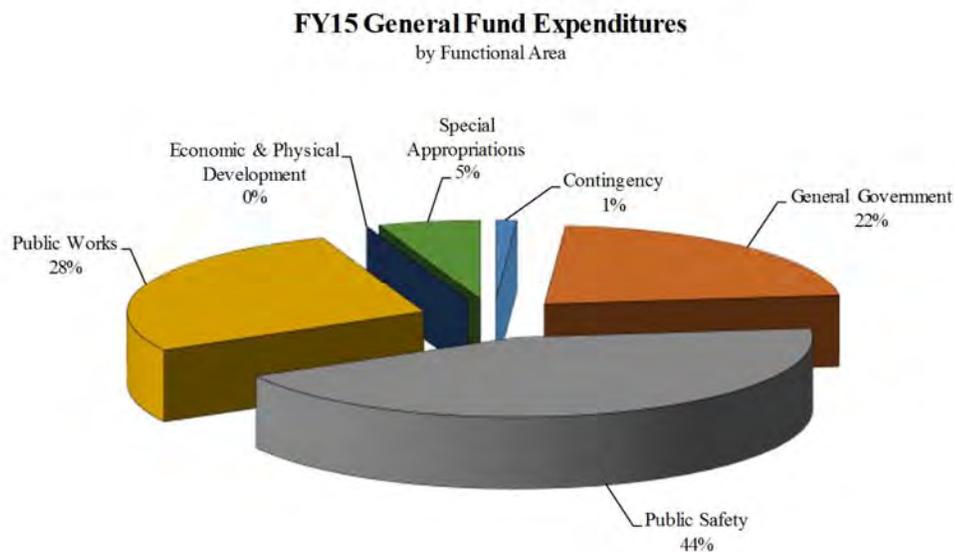
Since 1990, the largest revenue item to have changed is state-shared revenue. Some taxes have been eliminated at the state level, and the state has retained a larger portion; or, in some cases, all of the revenue it used to share with municipalities. The percentage of shared revenue has dropped from 47 to 19 percent of the general fund. The decrease in interest rates paid on investments has declined to a level so low that we no longer report it individually in the budget, whereas in 1990, it accounted for 4 percent of general fund revenue.

The town has historically boasted a strong balance between residential and non-residential land uses and tax base. The Orange County Economic Development Commission reported a ratio of 40 percent non-residential to 60 percent residential for the town's tax base in the mid-1990s. Based on

2014 tax records, the ratio is nearly 50:50. Using reported tax values from July 2014, developed residential lots represented over \$367 million of value, while developed non-residential parcels were valued at nearly \$388 million. These two land uses also cover roughly the same percentage of land area within the town limits — about 24 percent each.

Nearly 19 percent of the land area in the town limits is tax-exempt. This includes lands owned by the town, county, school system, churches, and UNC Health Care. Orange County has begun to maintain some property values on land that has recently become tax-exempt. Of the 183 parcels listed as tax-exempt, there is a 0 value listed for 55 of them (30 percent). The total value listed for the remaining 128 parcels is just under \$83 million.

While vacant land has value and is taxable, the value is lower per acre than developed property. There is no active agricultural land within the town limits. North Carolina allows the tax value of active farm land to be reduced to \$100 per acre to help farms remain economically viable. If a farm is sold for development purposes, a portion of the difference between the reduced taxes and market taxes is paid.



PUBLIC UTILITIES

The town has its own water and sewer utility, providing treatment and distribution of water for drinking to customers in and out of town as well as collecting and treating wastewater. This side of the town's business operation is kept in a budget and accounts separate from routine business, as required by state law. The revenues generated from water customers are the source of funds to operate the treatment plants and to provide these functions to customers. The town has a significant number of utility customers who live outside the town limits. These customers pay a higher rate for services since they would not have financial responsibility if the town's utility operation was to become unstable and regulated by the state.

The town is located near the top, or headwaters, of the Upper Neuse Watershed. This means that very little water flows into the town's system from upstream areas. Water leaves our area and continues downstream through the Neuse River Basin and all the way to New Bern and the Atlantic Ocean. While the state monitors public utilities to ensure there is adequate supply, the town takes this very seriously. The town also has interlocal agreements with the other municipalities and utilities in Orange County about where it will extend services.

The town has developed a spreadsheet model that allows us to monitor water usage, capacity, and commitments and allows town commissioners to see the impacts of allowing water service for one development over another. Each request for utility extension is treated as a business decision by the board. This model has been in use for more than a decade and allows the board and citizens to understand that we have sufficient capacity and availability to serve our current customers as well as a fair



Jeff Mahagan gives a tour of the expanded Wastewater Treatment Plant.

number of additional extensions. We also are able to project the expense of securing additional water resources and weigh those costs against possible benefits of allowing developments of different types.

Water Supply

The Town of Hillsborough obtains its water supply from the Eno River on the west side of town. The town's source of raw water is Lake Ben Johnston, where the water intake is located. Lake Ben Johnston has a yield of 0.68 million gallons per day (mgd). The Hillsborough water system generally operates at less than 1.2 mgd. This figure is generally unchanged from 1991. The loss of Flynt Fabrics, a fabric dyeing operation that used nearly one-third of our system's daily capacity, in 2000, has been essentially replaced with additional residential and non-residential customers. The Hillsborough Water Treatment Plant is permitted to produce 3 mgd. This provides capacity for growth and the ability to handle peak demands. However, the extra capacity impacts our water rates since the plant is not able to operate as efficiently as it could. In 1991, the town had no capacity for adding customers; whereas in 2014, we have capacity and could benefit from addition customers to distribute our expenses.

In November 2000, the town completed construction of the West Fork of the Eno Reservoir. The reservoir is located in the Cedar Grove community northwest of town and covers nearly 775 acres. The West Fork reservoir is used to supplement the town's allocation of water from Lake Orange. The West Fork reservoir has a yield of 1.8 mgd. Water is released from the reservoir into the West Fork of the Eno River to ensure that the town's water intake has sufficient supply. The town also uses the water in the West Fork reservoir during low rain conditions to help limit the releases from Lake Orange and to maintain the lake levels for property owners while still maintaining the mandated water flows in the Eno River.

The voluntary Capacity Use Agreement between the town, Orange County, Orange-Alamance Water System, and Piedmont Minerals regulates the amount of water that the town can access from the Eno River and what flow must be maintained in the river. Each of the partners has the ability to remove water from the river. Piedmont Minerals' allocation is for dust control at the mine. As water level falls in Lake Orange, the town's ability to withdraw is constrained. The town can impose use restrictions on its customers to meet its reduced supply.

The town has three connections with neighboring water systems to use in the case of emergency: a 16-inch pipeline connecting Hillsborough to the Orange Water and Sewer Authority (OWASA), a 12-inch connection to Durham along U.S. 70, and a 6-inch connection to Orange-Alamance Water System. These connections are for emergency use only and cannot be relied upon for growth.

Hillsborough has applied to the North Carolina Division of Water Resources for a 1 mgd allocation from

Jordan Lake. No plans have been developed to use this allocation, should it be approved. In the future, this water supply allocation may prove to be a valuable resource to the town.

The Town of Hillsborough's water supply service area extends well beyond the town limits and extra-territorial jurisdiction to serve a variety of neighborhoods and schools. Many of these areas were connected to the system prior to 1990. In 1987, the town served 1,231 customers in town and 1,343 customers outside of Hillsborough's corporate limits. In July 2014, we served 2,611 in-town customers and 2,779 out-of-town customers.

Some areas of town are inadequately served due to deteriorating water lines or lines with inadequate water pressure; however, most of these issues have been addressed in recent years. The town includes annual funding to repair and replace water lines to improve the delivery of water. The town also monitors water loss — the difference between the volume of water treated and the volume of water sold. This value has stabilized at less than 10 percent since 2010 due to water line repair and replacement.

Aerial view of the West Fork of the Eno Reservoir (below)



Wastewater Collection and Treatment

The Wastewater Treatment Plant was originally constructed in 1974. A Phase 1 expansion and upgrade of the plant was completed 30 percent under budget and on time in early 2014 for \$18.5 million. Prior to the expansion and upgrade project, stricter state regulations had reduced the plant's capacity from its original 3 million gallons per day to 1.2 mgd, which was nearly the town's wastewater influent flow rate at the time. The project returned the treatment plant's capacity to 3 mgd. The wastewater treatment service area includes most of the town limits and extends outside the town limits to serve some surrounding neighborhoods and development.

Since gravity is the preferred method to transport wastewater to a treatment plant, the to-

pography of Hillsborough makes the provision of sewer service challenging. The system contains 24 wastewater pump stations to conquer grade changes and to lift wastewater over high areas. These pump stations require electricity and routine maintenance, which make them less efficient to operate than gravity collection of wastewater.

Some areas of town have deteriorating wastewater collection lines, which allow groundwater infiltration and stormwater inflow to enter the system. The town has addressed many of these issues over the last few years, and continues to do so. The town includes annual funding to repair and replace wastewater collection lines to reduce the entry of water that is not sewage, and has implemented several large projects in recent years to replace or rehabilitate significant areas of the collection system.



Aerial view of the expanded Wastewater Treatment Plant

TOURISM AND ECONOMIC DEVELOPMENT

In the 1990s, tourism was identified as a viable economic development tool for the town. The historic environment, coupled with quality natural settings, encourages folks to visit and spend money. A local bill was passed in the legislature authorizing the levying of a 1 percent food and beverage tax within the town limits. The Alliance for Historic Hillsborough was founded at the same time to be an umbrella advocacy organization for existing nonprofits related to historic preservation, history, education, and tourism. The town contracts with the alliance to provide tourism programming and to provide staff and volunteers at the Hillsborough Visitors Center. The Tourism Board, a volunteer board of the Town of Hillsborough, allocates funds to local entities to support advertising and promotion of Hillsborough as well as some capital investments to support tourism.

In 2013, the town also began levying a lodging tax and appointed a Tourism Development Authority to oversee the dispersal of funds raised through this tax. The funds from both of these taxes are not part of the town's general fund and are not reported as town revenues.



Participants prepare puppets for the Handmade Parade.

The town partners with Orange County Economic Development for traditional economic development activities regarding business retention, relocation, and expansion. The town provides needed information when the county receives an inquiry or chooses to respond to a site location request funneled through the N.C. Department of Commerce.

The town has adopted an economic incentive policy under which it will consider requests for financial incentives. The town board has also expressed an interest in pursuing public-private partnerships for pivotal projects around town.



This culvert over Cates Creek is part of the construction for Cates Creek Parkway.

Regional Coordination

The town does not operate in a vacuum — it represents community interests within the region and state. Many issues involving the environment, economy and transportation do not follow political boundaries and are better addressed through regional coordination.

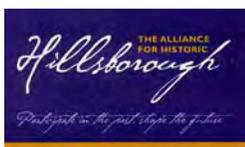
The town is a member of the Durham-Chapel Hill-Carrboro Metropolitan Planning Organization, which focuses on regional transportation issues, including highways, bikeways, pedestrian walkways, and transit. Being a member of this regional body helps the town communicate with the N.C. Department of Transportation in a more productive manner. The town also participates in the Triangle J Council of Governments to be aware of development trends, technology updates and other items of mutual concern across the region. To coordinate about water quality issues, the town participates in the Upper Neuse River Basin Association with other jurisdictions in the basin.

Within Orange County, the town is a member of a consortium of local governments to cooperatively receive and allocate funding from the U.S. Department of Housing and Urban Development to forward community affordable housing goals.

The town also cooperates with Orange County on a wide variety of land use, utility, transportation, and development-related topics. As our nearest neighbor, Orange County's development decisions impact the town and vice versa. Each entity is responsible for different types of public services, and the decisions of one can have consequences for the other. The town and county have developed a number of interlocal agreements and memorandums of understanding to ensure lines of communication remain open on a variety of topics. Examples of coordination include discussing whether a development in Orange County's jurisdiction will receive town utilities since the availability of water and sewer impacts the density of allowable development; sharing information with the county about potential annexations and developments that may generate school students or demands on social services; and discussing recruitment efforts for economic development purposes and having the necessary infrastructure (utilities, roads, schools and parks).



Mayor Tom Stevens and commissioners Eric Hallman, Brian Lowen, and Frances Dancy ride the inaugural Hillsborough Circulator route in June 2011.



STRATEGIC GOALS AND STRATEGIES

The town must weigh many varied and competing interests when making decisions. Having adopted policies, like this document and the strategy map, help achieve consistency in the decision-making process. The town is at an important crossroads. Many developments that were approved before the economic recession are now moving into construction. A significant number of new dwellings (nearly 1,000) are approved in the pipeline. It also appears from development inquiries that the town is entering a high-growth period. Vision 2030 will guide town officials through the next phase of expansion and help to accomplish the adopted vision of the town. The following section includes the goals and strategies of the Vision 2030 plan.



Residents enjoy Last Fridays by Hillsborough Presbyterian Church.



Mayo Park on West King Street

Goal 1: Sustain Hillsborough's unique "sense of place"

A. Protect the special character of the Historic Overlay District.

1. Continue to support the Historic District Commission and preservation efforts in the community.
2. Develop a preservation plan that includes investigating additional areas for preservation and protection.
3. Modify regulations to allow additional density while maintaining architectural integrity and district character.
4. Modify regulations to facilitate compatible rehabilitation and reuse of underutilized properties.
5. Ensure that public projects and maintenance of the right-of-way in the historic district are compatible with the character of the historic district.
6. Coordinate with local and regional preservation agencies to protect and preserve significant historical, architectural, and archaeological resources.
7. Pursue funding to relocate utilities out of the primary view corridor along Churton Street.
8. Pursue funding to install compatible amenities such as pedestrian-scaled street lighting in commercial areas.

B. Protect the special character of existing neighborhoods.

1. Modify regulations to allow additional density while maintaining neighborhood character.
2. Modify regulations to allow neighborhoods to protect and promote neighborhood character and identity through identification signage and/or conservation regulations.

C. Ensure that future development is compatible with the special character of Hillsborough.

1. Participate in the creation of regional growth projections to ensure they reflect local capacities.
2. Develop and adopt development regulations to encourage development with desired characteristics and to discourage mediocre or undesirable characteristics.
3. Develop and publicize town preferences for development.
4. Distribute development preferences in the economic development section of the town website.
5. Identify areas where development or redevelopment are encouraged and document the desired development pattern with small area or corridor plans.
6. Adopt standards to ensure consistency of development with the small area or corridor plan.

D. Enhance the responsive communication between citizens and government.

1. Improve and diversify methods of communicating with citizens, property owners and business owners.
2. Expand citizen, property owner, and business owner involvement in government decisions.
3. Sponsor regular neighborhood watch summit and community conversations about public safety and general government functions.
4. Recruit volunteers to encourage diverse and inclusive viewpoints on advisory boards.
5. Collect and maintain data about the local market and population to provide a Hillsborough context to address specific issues.
6. Revise the town website to make information more accessible and navigation easier.

E. Conserve natural and environmental resources.

1. Continue to support environmental and sustainability efforts in the community.
2. Partner with local advocacy and nonprofit agencies to protect known resources and to document new resources.
3. Support efforts to increase public outreach and awareness of natural and environmental resources.
4. Develop and maintain a tree inventory for public trees.
5. Improve development regulations to incentivize the preservation of existing tree canopies on tracts undergoing development.
6. Ensure local regulations adequately identify and protect fragile resources.
7. Investigate affordable methods to identify areas for further study and evaluation of potential fragile resources.

Graduates of the 2014 Citizens Police Academy



Cub Scouts help plant trees in Gold Park in 2010.



Goal 2: Support economic and cultural diversity in the community

- A. Encourage the development of programs and materials that feature the history of minority populations in Hillsborough.
- B. Support the celebration of diverse neighborhoods within Hillsborough, as appropriate for each neighborhood.
- C. **Monitor available data to understand Hillsborough demographics and housing market.**
 - 1. Collect and track benchmark information about Hillsborough's residential population to understand diversity across many socioeconomic factors into the future.
 - 2. Analyze local real estate statistics to develop appropriate definitions of "affordable" and "market rate" housing.
 - 3. Consider potential impacts to affordability and diversity in making development decisions.
- D. **Increase understanding of the local economy and businesses to understand our niches and gaps.**
 - 1. Collect and track benchmark information about Hillsborough's economy and small businesses.
 - 2. Conduct market overview analysis to determine gaps and strengths in the local economy.
 - 3. Utilize the results of the market overview to develop recommendations aimed at attracting desired development.
- E. **Develop policies to encourage affordable housing, business retention, workforce development, and business recruitment, as appropriate, based on local information.**
- F. **Modify regulations to allow and encourage live/work arrangements where consistent with the surrounding neighborhood.**
- G. **Modify regulations to allow and encourage appropriate retail and services within neighborhoods where desired.**

Community members prepare the Fairview community holiday dinner in 2014.



Residents prepare for traditional dancing as part of the holiday dinner celebration.

Goal 3: Promote community sustainability

A. Take action to make local government cost-effective.

1. Develop metrics for determining the cost of government to residents and track over time.
2. Monitor anticipated costs and benefits of development to town services during annexation reviews.
3. Annex existing neighborhoods when it positively impacts service provision and fee equity.

B. Continue to support and encourage sustainable practices in public and private development.

1. Develop local metrics like access to transit, distances to basic services, and annual water use by residential customers to monitor change over time.
2. Investigate the costs and benefits of town-wide wireless Internet service.
3. Consider sustainability for residents and the town as a whole during development review.

C. Implement sustainable practices in the management of local resources.

1. Continue to use the Water Capacity Model to allocate and manage the potable water supply.
2. Discuss options to increase the potable water supply and whether and when they should be pursued.
3. Develop metrics to measure the cost and benefit of sustainable practices (tree preservation, grading, innovative stormwater management) at the local level.
4. Create a local definition of sustainable development and identify priorities and best practices for sustainable development.

D. Implement innovations to development patterns, building methods, and regulatory authority that can support and expand the options for sustainable living in Hillsborough.

1. Modify development regulations to allow development patterns that are compatible with Hillsborough's character and offer innovative living arrangements or opportunities to age in place.
2. Modify development regulations to allow building methods and technologies that are compatible with Hillsborough's character and that reduce reliance on nonrenewable resources and maximize personal choice.
3. Continue to participate in local efforts to assist homeowners in maintaining their homes.
4. Seek ways to ensure that all residents have safe and healthful housing.

Arbor Day tree planting in Gold Park by Tree Board members.

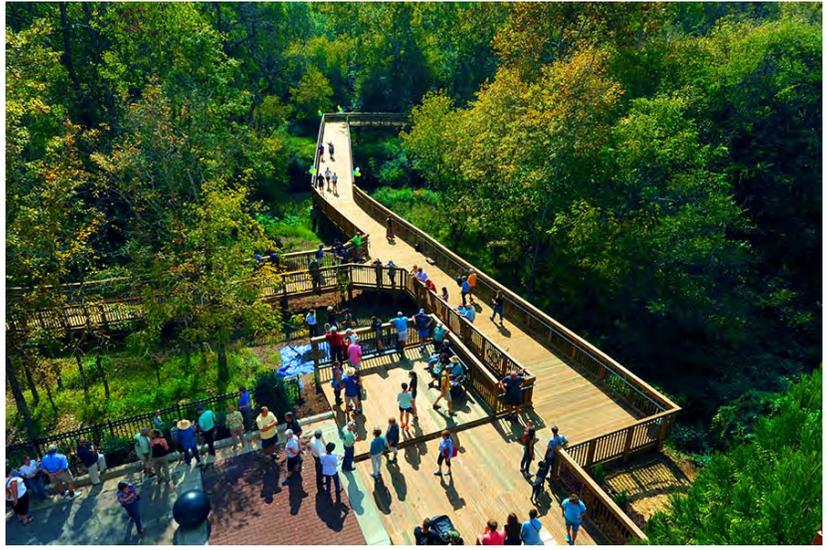


Summer view of the Eno River.





Officer Mayo walks a student through a bike rodeo.



Residents gather for the Riverwalk opening celebration.

Goal 4: Improve community connectivity and connectedness

A. Implement existing local plans for pedestrian connectivity and recreation improvements.

1. Prepare feasibility studies and cost estimates for recommended projects in the Community Connectivity Plan.
2. Prepare feasibility studies and cost estimates for recommended projects in the Parks and Recreation Master Plan.
3. Engage in a public process to prioritize the implementation of components of the two referenced plans.
4. Develop a comprehensive capital improvement plan for the implementation of the plan components based on the cost estimates and priority setting.

B. Develop alternative transportation options best suited to the local environment.

1. Coordinate with Orange Public Transportation and Triangle Transit to provide needed public transportation routes in Hillsborough.
2. Maintain and strengthen existing requirements for vehicle and pedestrian connectivity between neighborhoods.
3. Develop a fee-in-lieu-of-construction equation for sidewalks as allowed by the development ordinance.
4. Develop a method to allocate the expenditure of fee-in-lieu contributions for sidewalks.
5. Identify and prioritize construction to fill small sidewalk gaps and address safety needs.

C. Develop alternatives to congested travel routes.

1. Identify and implement preferred alternatives to north-south traffic on Churton Street.
2. Encourage land development patterns that maximize the diversity of land uses across town.
3. Work with regional, state, and federal partners to reestablish Amtrak train service and commuter rail service in Hillsborough at the selected station site.

Goal 5: Take deliberate actions to realize the vision

- A. Amend the economic incentive policy to allow participation in a broader spectrum of desirable development types.**
- B. Identify funding in every budget cycle that supports a project, policy, or effort which advances the vision of the town.**
- C. Develop a policy or process to retire outdated policies or planning documents.**
- D. Leverage grant funding for public construction projects, when available.**
- E. Pursue public-private partnerships for significant development projects, when appropriate.**
- F. Provide an annual update to the planning and town boards about the implementation status of Vision 2030 during the year-end review for the Balanced Scorecard Report.**
- G. Conduct a public process to reassess and update the Vision 2030 plan every five years.**



The Wendy Olson and Charles Burger Bridge is part of Riverwalk, which connects Gold Park to the downtown. It was named in memory of two local advocates for walking and recreation.

IMPLEMENTATION SCHEDULE

Ongoing Objectives—ways of operating that should be initiated or maintained

- 1.A.1 Continue to support the Historic District Commission and preservation efforts in the community.
- 1.A.6 Coordinate with local and regional preservation agencies to protect and preserve significant historical, architectural, and archaeological resources.
- 1.E.1 Continue to support environmental and sustainability efforts in the community.
- 1.E.2 Partner with local advocacy and nonprofit agencies to protect known resources and to document new resources.
- 1.E.3 Support efforts to increase public outreach and awareness of natural and environmental resources.
- 3.C.1 Continue to use the Water Capacity Model to allocate and manage the potable water supply.
- 3.D.3 Continue to participate in local efforts to assist home owners to maintain their homes.
- 5.D Leverage grant funding for public construction projects, when available.
- 5.E Pursue public-private partnerships for significant development projects, when appropriate.
- 5.F Provide an annual update to the planning and town boards about the implementation status of Vision 2030 during the year-end review for the Balanced Scorecard Report.
- 5.G Conduct a public process to reassess and update the Vision 2030 plan every five years.



Officer Mayo and Cpl. King prepare for basketball camp.



Public Works staff collect loose leaves from town streets.

Short-term Objectives— to be completed by June 30, 2016

- 1.A.5 Ensure that public projects and maintenance of the right-of-way within the historic district are compatible with the character of the historic district.
- 1.C.1 Participate in the creation of regional growth projections to ensure they reflect local capacities.
- 1.C.3 Develop and publicize town preferences for development.
- 1.D.1 Improve and diversify methods of communicating with citizens, property owners and business owners.
- 1.D.3 Sponsor regular neighborhood watch summit and community conversations about public safety and general government functions.
- 1.D.4 Recruit volunteers to encourage diverse and inclusive viewpoints on advisory boards.
- 1.D.6 Revise the town website to make information more accessible and navigation easier.
- 1.E.4 Improve development regulations to incentivize the preservation of existing tree canopies on tracts undergoing development.
- 1.E.5 Ensure local regulations adequately identify and protect fragile resources.
- 1.E.6 Investigate affordable methods to identify areas for further study and evaluation of potential fragile resources.
- 2.D.1 Collect and track benchmark information about Hillsborough's economy and small businesses.

Short-term Objectives— continued

- 3.A.1 Develop metrics for determining the cost of government to residents and track over time.
- 3.B.1 Develop local metrics like access to transit, distances to basic services, and annual water use by residential customer to monitor change over time.
- 3.B.3 Consider the impacts to sustainable living for potential residents and the town as a whole during development review.
- 3.C.3 Develop metrics to measure the cost and benefit of sustainable practices (tree preservation, grading, innovative stormwater management) at the local level.
- 3.C.4 Create a local definition of sustainable development and identify priorities and best practices for sustainable development.
- 3.D.1 Modify development regulations to allow development patterns that are compatible with Hillsborough's character and offer innovative living arrangements or opportunities to age in place.
- 4.A.1 Prepare feasibility studies and cost estimates for recommended projects in the Community Connectivity Plan.
- 4.B.1 Coordinate with Orange Public Transportation and Triangle Transit to provide needed public transportation routes in Hillsborough.
- 4.B.3 Develop a fee-in-lieu-of-construction equation for sidewalks as allowed by the development ordinance.
- 5.A Amend the economic incentive policy to allow participation in a broader spectrum of desirable development types.
- 5.B Identify funding in every budget cycle that supports a project, policy, or effort which advances the vision of the town.
- 5.C Develop a policy or process to retire outdated policies or planning documents.

Officer Toellen greets citizens during Coffee with a Cop.



Some of the remarkable puppets from the Handmade Parade.

Medium-term Objectives — to be completed by June 30, 2020

- 1.A.2 Develop a preservation plan that includes investigating additional areas for preservation and protection.
- 1.A.3 Modify regulations to allow additional density while maintaining architectural integrity and district character.
- 1.B.1 Modify regulations to allow additional density while maintaining neighborhood character.
- 1.B.2 Modify regulations to allow neighborhoods to protect and promote neighborhood character through identification signage and/or conservation regulations.
- 1.C.2 Develop and adopt development regulations to encourage development with desired characteristics and discourage mediocre or undesirable characteristics.
- 1.C.4 Distribute development preferences in the economic development section of the town website.
- 1.C.5 Identify areas where development or redevelopment are encouraged and document the desired development pattern with small area or corridor plans.
- 1.C.6 Adopt standards to ensure consistency of development with the small area or corridor plan.
- 1.E.4 Develop and maintain a tree inventory for public trees.
- 2.C.1 Collect and track benchmark information about Hillsborough’s residential population to understand diversity across many socioeconomic factors over time.
- 2.C.2 Analyze local real estate statistics to develop appropriate definitions of “affordable” and “market rate” housing.
- 2.D.2 Conduct market overview analysis to determine gaps and strengths in local economy.
- 2.E Develop policies to encourage affordable housing, business retention, workforce development, and business recruitment, as appropriate, based on local information.
- 2.F Modify regulations to allow and encourage live/work arrangements where consistent with the surrounding neighborhood.
- 2.G Modify regulations to allow and encourage appropriate retail and services within neighborhoods where desired.
- 3.A.3 Annex existing neighborhoods when it positively impacts service provision and fee equity.
- 3.D.4 Seek ways to ensure that all residents have safe and healthful housing.



A student uses proper hand signals during a bike rodeo.



Contractors set a Riverwalk bridge in place.

Medium-term Objectives — continued

- 4.A.2 Prepare feasibility studies and cost estimates for recommended projects in the Parks and Recreation Master Plan.
- 4.A.3 Engage in a public process to prioritize the implementation of components of the two referenced plans.
- 4.A.4 Develop a comprehensive capital improvement plan for the implementation of the plan components based on the cost estimates and priority setting.
- 4.B.4 Develop a method to allocate the expenditure of fee-in-lieu contributions for sidewalks.
- 4.B.5 Identify and prioritize construction to fill small sidewalk gaps and address safety needs.
- 4.C.3 Work with regional, state, and federal partners to reestablish Amtrak train service and commuter rail service in Hillsborough at the selected station site.

Gifts for community members await distribution through the Police Departments as part of the “Are You OK?” program.



Long-term Objectives — to be completed by June 30, 2025

- 1.A.4 Modify regulations to facilitate compatible rehabilitation and reuse of underutilized properties.
- 1.A.7 Pursue funding to relocate utilities out of the primary view corridor along Churton Street.
- 1.A.8 Pursue funding to install compatible amenities such as pedestrian-scaled street lighting in commercial areas.
- 1.D.2 Expand citizen, property owner, and business owner involvement in government decisions.
- 1.D.5 Collect and maintain data about the local market and population to provide a Hillsborough context to address specific issues.
- 2.A Encourage the development of programs and materials that feature the history of minority populations in Hillsborough.
- 2.B Support the celebration of diverse neighborhoods within Hillsborough as appropriate for each neighborhood.
- 2.D.3 Utilize the results of the market overview to develop recommendations aimed at attracting desired development.
- 3.A.2 Monitor anticipated costs and benefits of new development to town services during annexation reviews.
- 3.B.2 Investigate the costs and benefits of town-wide wireless Internet service.
- 3.C.2 Discuss options to increase the potable water supply and whether and when they should be pursued.
- 3.D.2 Modify development regulations to allow building methods and technologies that are compatible with Hillsborough’s character and that reduce reliance on nonrenewable resources and maximize personal choice.
- 4.B.2 Maintain and strengthen existing requirements for vehicle and pedestrian connectivity between neighborhoods.
- 4.C.1 Identify and implement preferred alternatives to north-south traffic on Churton Street.
- 4.C.2 Encourage land development patterns that maximize the diversity of land uses across town.