

## NEIGHBORHOOD RESIDENTIAL (NR)

**NR** areas provide a mix of housing types, civic uses (e.g., place of worship, social service clubs, etc.), existing neighborhood small-scale commercial, and daycare facilities. Most of the area designated as **NR** 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.

NR



### POTENTIALLY ACCEPTABLE ZONING DISTRICTS

Residential (R-1, R-2, R-3), Conservation District (C-1)

### STRATEGIES

1. **NR** areas are expected to be 2-5 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 residential areas.
  - 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.

# LAND USE

## HIGH DENSITY RESIDENTIAL OVERLAY (HIR)

**HIR** 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-intensity residential areas. In general, higher-intensity 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. **HIR** 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

Residential (R-3), Conservation District (C-1)

## STRATEGIES

1. **HIR overlay** 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 8 units per net acre, or more than 12 units, 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, and townhome / small multi-unit buildings (4 or less 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.
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 for up to Fifty (50) feet of the low-density lot.
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

Residential District (R-2, R-3), Conservation District (C-1), Business District (B-1), Planned Unit Development (PUD)

## STRATEGIES

1. Typically, residential densities in NMU areas will be about 5-8 units per net acre (excluding streets, parks, outlots, etc.), and building heights one to two 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 non-residential 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 Berlin, 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 on main streets should continue to maintain buildings with their front facades built to the edge of the public sidewalk.

## POTENTIALLY ACCEPTABLE ZONING DISTRICTS

Residential Districts (R-2, R-3), Business District (B-1), Conservation District (C-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 8 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, including placing the building close to the street with a public entrance from the public sidewalk and placing the majority of the parking and drive-thru lane facility along the back or side of the building. These uses should be discouraged East of the



## LAND USE

Fox River in the historic section of Downtown as they are predominately concentrated west of the Fox River.

### EMPLOYMENT (E)

*E* 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 always compatible with residential or small-scale commercial activities.



### POTENTIALLY ACCEPTABLE ZONING DISTRICTS

Business Districts (B-2), Light Manufacturing District (M-1, M-2).

### STRATEGIES

1. Employment 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. Employment areas can be 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 an Employment area, but all uses should be compatible with the density and scale of the surrounding development.

## COMMERCIAL (C)

C 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.).

### POTENTIALLY ACCEPTABLE ZONING DISTRICTS

Business Districts (B-2), Manufacturing District (M-1, M-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.
  - i. 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.).

### POTENTIALLY ACCEPTABLE ZONING DISTRICTS

Manufacturing District (M-3)

### 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.

## 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

Residential Districts (R-1, R-2, R-3), Business Districts (B-1), Conservation District (C-1).

### 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.

## URBAN RESERVE (UR)

**UR** category are lands suitable for eventual urban development within the City of Berlin but are currently restricted due to a lack of utility infrastructure. Urban development in the UR areas should be restricted until infrastructure can effectively serve the area. Landowners requesting unsewered development approval from the City should meet compatibility requirements with surrounding land uses and shall be reviewed based on future considerations of eventual urban development.

Within the UR Area, new development should be limited in accordance with all policies applicable to the Agriculture designation, except through ONE of the following City processes:

1. Develop a conceptual neighborhood plan, prepared by a developer or the City, and adopt it as an appendix to the City's Comprehensive Plan.

## PARKS, RECREATION & OPEN SPACE (PRO)

**PRO** 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

Conservation Districts (C-1, C-2).

## 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. As the Future Land Use Map is general in nature, smaller parks may be shown as an adjoining land use.

### *What should be considered in a detailed neighborhood plan?*

Such plans should specify land use mix, density, street layouts, open space and stormwater management, and adhere to the following design objectives:

- Create a distinct sense of place and human scale through provision of public plazas, greens and squares; creating visual interest; and designating prominent building sites.
- Integrate a mix of uses and densities within and surrounding the neighborhood.
- Connect the neighborhood internally and to adjacent areas through a network of paths, sidewalks, and streets. Discourage cul-de-sac and other dead-end street design, wherever possible.
- Preserve and focus attention on environmentally sensitive areas and unique natural features.
- Lay out streets, buildings, and public open spaces, which take advantage of long views created by local topography.

## 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.

### 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 (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.

## 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.

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.