

# **TOWN OF HILES COMPREHENSIVE PLAN**

---



**Adopted  
May 2010**

---

Prepared by  
**North Central Wisconsin  
Regional Planning Commission**

**TOWN OF HILES**

**PLAN COMMISSION**

Larry Berg  
Marilyn Pfeiffer  
Barry McCleane  
David Roberts  
Karl Tauer

**TOWN BOARD**

Marilyn Pfeiffer, Chairperson  
Cathleen Votis, Clerk  
Judith McKay-Burkey, Treasurer  
Dorris Lovrine, Supervisor  
Larry Berg, Supervisor

**Draft Review: October 2009**  
**Recommended Draft: January 2010**

**Adopted: May 18, 2010**

---

This plan was prepared as part of the Forest County Comprehensive Plan process under the direction of the Town of Hiles Plan Commission by the North Central Wisconsin Regional Planning Commission. For more information contact:

NORTH CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION  
210 MCCLELLAN STREET, SUITE 210  
WAUSAU, WI 54403



phone: 715-849-5510

email: [staff@ncwrpc.org](mailto:staff@ncwrpc.org)

[www.ncwrpc.org](http://www.ncwrpc.org)

## TABLE OF CONTENTS

### Chapters

1.	Issues and Opportunities.....	2
2.	Agricultural, Natural and Cultural Resources.....	13
3.	Housing .....	29
4.	Utilities and Community Facilities .....	37
5.	Transportation .....	42
6.	Economic Development.....	50
7.	Land Use .....	56
8.	Intergovernmental Cooperation .....	65
9.	Implementation .....	70

### List of Tables

Table 1:	Population Trends.....	3
Table 2:	Population Estimate 2005 and Population Forecasts to 2025.....	4
Table 3:	Households.....	5
Table 4:	Age Distribution 1990 to 2000.....	6
Table 5:	Education Levels .....	8
Table 6:	Income Levels.....	8
Table 7:	Occupation of Employed Workers .....	9
Table 8:	Industry Sectors.....	10
Table 9:	Year Structure Built.....	29

Table 10:	Residential Occupancy Status .....	30
Table 11:	Housing Units by Structural Type .....	31
Table 12:	Housing Values.....	32
Table 13:	Road Mileage by Functional & Jurisdictional Class .....	44
Table 14:	Traffic Counts .....	45
Table 15:	Rural Highway Functional Classification System .....	46
Table 16:	Occupation of Employed Workers .....	51
Table 17:	Industry Sectors.....	51
Table 18:	Existing Land Use.....	56
Table 19:	Projected Land Use Demand to 2030.....	58
Table 20:	Town Equalized Land Values .....	58

### **List of Figures**

Figure 1:	Age Cohorts for Town of Hiles .....	7
-----------	-------------------------------------	---

### **List of Maps**

1.	Locational Reference.....	1
2.	Natural Resources.....	28
3.	Utilities and Community Facilities .....	41
4.	Existing Land Use Inventory.....	64
5.	Future Land Use Plan.....	65

### **Attachments**

- A. Public Participation Plan
- B. Plan Adoption Documentation

Insert Map 1 – Location

## **CHAPTER 1: ISSUES AND OPPORTUNITIES**

This chapter, the first of nine chapters of the Town of Hiles Comprehensive Plan, explores potential issues that may have an effect on the development of the Town over the 20-year planning period of the plan. As required by the state's comprehensive planning law [§66.1001(2)(a) Wis. Stats.], this chapter contains trends and forecasts with jurisdictional comparisons for some basic demographics including: population, households, employment, age, education, and income. Although forecasts should typically cover the 20-year planning period, in some cases, the only acceptable sources had lesser time periods for their forecasts. Official sources are used for data and forecasting, including the WDOA Demographic Service Center, and the U.S. Census Bureau.

In addition to this review of basic town statistics, a variety of tools are utilized to identify issues, including a review of past plans, brainstorming by the planning committee, a public hearing, and observations of the NCWRPC professional planning staff.

Plans are required to be updated every 10 years, roughly corresponding to the decennial census and fresh community data. This is the minimum amount of time between extensive review and update of issues and related objectives, policies, and goals.

### **A. BACKGROUND INFORMATION**

#### **1. POPULATION TRENDS AND FORECASTS**

In 2000, 404 people lived in Hiles. Between the 1990 and the 2000 Censuses, the Town of Hiles's population increased by 29.5%, see TABLE 1. Both the County and the State grew slower than Hiles, with growth rates of 14.2 and 9.6 percents respectively. Hiles added 104 people from 1990 to 2005. According to the 2007 population estimate of 414 people living in Hiles, another 10 people were added since the 2000 Census.

TABLE 1 displays the total population for the Town of Hiles, the neighboring towns, the County, and the State. Although Hiles has grown faster than the County and the State, towns surrounding Hiles have grown at very different rates. The Town of Piehl grew the fastest from 1990 to 2005 at an overall change of 42.4 percent. The slowest rate of growth was recorded in the Town of Argonne with 13.5% growth.

**Table 1:  
Population Trends**

	1990	2000	Estimate 2005	% Change 1990-00	% Change 2000-05	% Change 1990-05
Town of Hiles	312	404	416	29.5%	3.0%	33.3%
Town of Alvin	145	186	195	28.3%	4.8%	34.5%
Town of Argonne	497	532	564	7.0%	6.0%	13.5%
Town of Crandon	529	614	629	16.1%	2.4%	18.9%
Town of Piehl, Oneida Co.	66	93	94	40.9%	1.1%	42.4%
Town of Three Lakes, Oneida Co.	2,004	2,339	2,391	16.7%	2.2%	19.3%
Town of Washington, Vilas County	1,189	1,577	1,630	32.6%	3.4%	37.1%
Town of Phelps, Vilas County	1,187	1,350	1,453	13.7%	7.6%	22.4%
Forest County	8,776	10,024	10,213	14.2%	1.9%	16.4%
Wisconsin	4,891,769	5,363,675	5,580,757	9.6%	4.0%	14.1%

Source: US Census, and WDOA Demographic Services Center

Population projections in TABLE 2 show the Town of Hiles growing by 12.5 percent over the next 20-year period between 2005-2025. The towns of Piehl, Alvin, and Crandon are projected to grow between 12-18 percents each over the next 20 years. Three Lakes and Washington are projected to have growth rates of less than 7 percent each. Phelps and Argonne are projected to grow less than 5 percent each from 2005-2025. Forest County is projected to only have a 2.6 percent growth rate, but the State is still projected to grow overall by 12.4% between 2005-2025.

Further analysis of population change can be found in other chapters of this Plan, particularly in the Housing chapter and the Land Use chapter.

**Table 2:  
Population Estimate 2005 and Population Forecasts to 2025**

	Estimate 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025
Town of Hiles	416	437	450	460	468
Town of Alvin	195	205	213	219	224
Town of Argonne	564	543	545	543	541
Town of Crandon	629	662	681	694	707
Town of Piehl, Oneida Co.	94	101	105	108	111
Town of Three Lakes, Oneida Co.	2,391	2,444	2,484	2,513	2,544
Town of Washington, Vilas County	1,630	1,661	1,683	1,690	1,698
Town of Phelps, Vilas County	1,453	1,404	1,416	1,414	1,415
Forest County	10,213	10,350	10,448	10,465	10,482
Wisconsin	5,580,757	5,751,470	5,931,386	6,110,878	6,274,867

Source: WDOA Demographic Services Center

## 2. HOUSEHOLD TRENDS AND FORECASTS

The 404 (year 2000) residents of the Town of Hiles formed 199 households. Total households are projected to increase to 263 by 2025, see TABLE 3. This reflects the population growth projected in TABLE 2. Average household size in Hiles was 2.03 people in 2000, which is lower than the 2.50 State average. TABLE 3 reflects an overall trend of fewer people per household, and projected population changes.

Further analysis of housing unit change can be found in other chapters of this Plan, particularly in the Housing chapter and the Land Use chapter.

**Table 3:  
Households**

	Total 2000	Projection 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025
Town of Hiles	199	213	229	242	253	263
Town of Alvin	96	103	112	120	126	131
Town of Argonne	194	201	210	217	221	225
Town of Crandon	238	254	273	289	301	312
Town of Piehl, Oneida Co.	39	42	45	48	50	52
Town of Three Lakes, Oneida Co.	1,031	1,077	1,134	1,181	1,214	1,238
Town of Washington, Vilas County	683	717	758	787	804	816
Town of Phelps, Vilas County	560	583	611	632	642	648
Forest County	4,043	4,206	4,434	4,613	4,729	4,811
Wisconsin	2,084,556	2,190,210	2,303,238	2,406,789	2,506,932	2,592,462

Source: US Census, and WDOA Demographic Services Center

### 3. AGE DISTRIBUTION

Population distribution by age is important in the planning process. Two age groups are examined here: 1) people 5 to 17 years old, and 2) people 65 years and older. These two age groups are often referred to as dependent populations and have different needs. The younger group requires schools, and the older group is retiring from the workforce. TABLE 4 shows each of these groups in 1990 and 2000.

In 1990, the median age of Hiles's population was 53.5 years. At that time, residents of the County had a much lower median age (35.7 years). Both the Town and the County had populations older than the State (32.9 years) as a whole. The Town of Hiles had a much lower proportion of population (12.2%) in school (5-17 age class) than the County (19.5%), and the State (19.0%). Hiles's older population (65+ age class) percentage of 25.6 is higher than both the County (18.9%), and the State (13.3%).

By 2000, the median age of Hiles's population had advanced by 4.3 years to 57.8; which is more than the County (4.2 years) and State (3.1 years). The Town's median age is much higher than the State's. All of the surrounding towns except Argonne have much higher median ages than the State. The Town of Hiles's school age population (5-17 age class) decreased to 9.9 percent in 2000. This is still a much lower proportion of the population than the County (19.6%), and the State (19.1%); both of which remained about even

from 1990 to 2000. Hiles's older population (65+ age class) percentage of 34.4 is also still higher than both the County, which rose slightly (19.3%), and the State, which stayed almost even (13.1%).

**Table 4:  
Age Distribution 1990 to 2000**

		Percent of Population				Median Age
		<5	5-17	18-64	65+	
Town of Hiles	1990	3.2%	12.2%	59.0%	25.6%	53.5
	2000	1.7%	9.9%	54.0%	34.4%	57.8
Town of Alvin	1990	3.4%	6.9%	56.6%	33.1%	55.3
	2000	1.6%	9.1%	54.8%	34.4%	58.0
Town of Argonne	1990	7.6%	23.3%	53.1%	15.9%	34.2
	2000	5.8%	21.8%	59.2%	13.2%	35.0
Town of Crandon	1990	9.1%	18.1%	60.1%	12.7%	32.6
	2000	5.4%	21.5%	59.1%	14.0%	37.9
Town of Piehl, Oneida Co.	1990	6.1%	13.6%	71.2%	9.1%	32.9
	2000	6.5%	14.0%	68.8%	10.8%	42.2
Town of Three Lakes, Oneida Co.	1990	5.4%	17.2%	53.9%	23.4%	42.9
	2000	3.6%	18.0%	53.5%	25.0%	46.6
Town of Washington, Vilas County	1990	4.8%	19.8%	56.7%	18.7%	40.4
	2000	3.2%	17.2%	60.1%	19.6%	45.4
Town of Phelps, Vilas County	1990	5.1%	17.4%	51.6%	25.9%	44.8
	2000	3.4%	15.0%	53.8%	27.9%	49.3
Forest County	1990	7.6%	19.5%	54.0%	18.9%	35.7
	2000	5.7%	19.6%	55.4%	19.3%	39.9
Wisconsin	1990	7.4%	19.0%	60.3%	13.3%	32.9
	2000	6.4%	19.1%	61.4%	13.1%	36.0

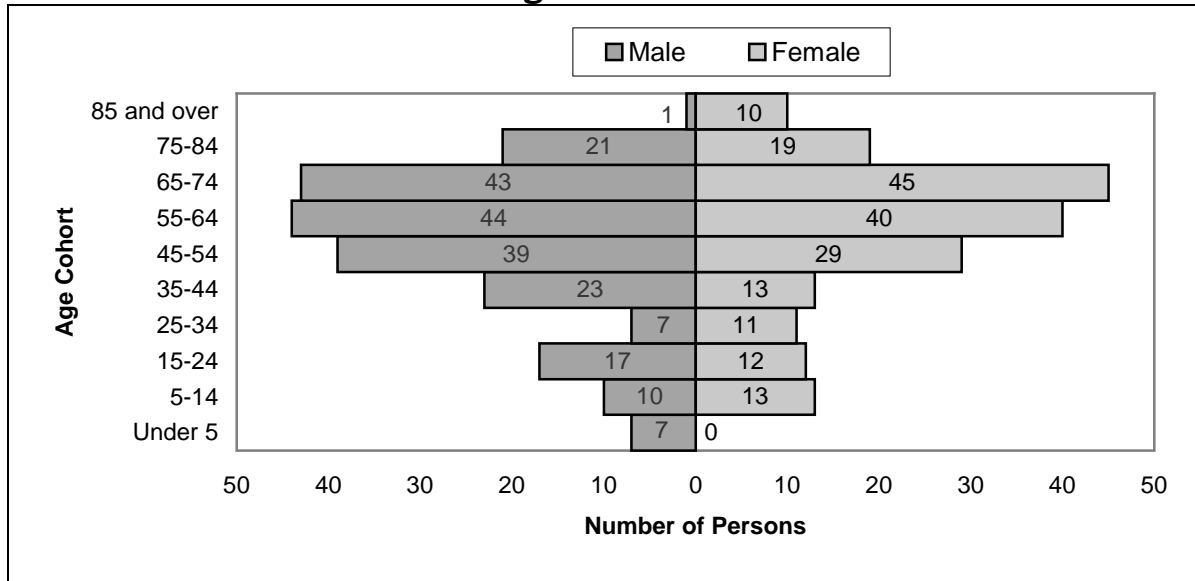
Source: U.S. Census Bureau

A shifting age structure affects a variety of services and needs within the community including transportation, housing, elderly care, and schools. It will become increasingly important to retain or attract younger age groups in order to provide for service demands and maintain the workforce.

The Town of Hiles population pyramid shows a population heavily skewed toward the older age groups. This is likely an expression of the predominance of retirees and recreational housing within the town. Seventy-two percent of residents are over the age of 45, while only 14.5 percent are under 25 years old. About 45 percent of households have someone over 65, and only 14 percent of households contain children under 18. Perhaps most reflective of

the nature of those who do reside in the town is the fact that over 67 percent of housing units are listed as for: seasonal, recreational, or occasional use. It seems reasonable to assume that many of the older residents of Hiles have converted such seasonal dwellings to year-round homes and are now full-time residents.

**FIGURE 1** 2000 Age Cohorts for Town of Hiles



Source: U.S. Census Bureau

#### 4. EDUCATION LEVELS

The educational attainment level of persons within a community is often an indicator of the overall income, job availability and well being of a community.

In 1990, 75.4% of the Town of Hiles's population age 25 and over were high school graduates, compared to 64.1% in the County and 78.6% in the State. By 2000, the percentage of high school graduation had increased to 80.2% in the Town, and rose significantly in both the County at 78.5% and the State at 85.1%. See TABLE 5 for details.

The number of residents in Town who are 25 and older and have four or more years of college has increased in Town from 25 people in 1990 to 54 in 2000. Both the County and State percentages also rose from 1990 to 2000 as shown in Table 5.

**Table 5:  
Education Levels**

	Town of Hiles		Forest County		State of Wisconsin	
	1990	2000	1990	2000	1990	2000
Less than 9 <sup>th</sup> Grade	24	18	846	428	294,862	186,125
9-12 Grade / No Diploma	32	47	1,166	1,011	367,210	332,292
High School Diploma	111	143	2,177	2,859	1,147,697	1,201,813
College / No Degree	33	62	658	1,403	515,310	715,664
Associate Degree	2	4	332	322	220,177	260,711
Bachelor Degree	20	40	303	478	375,603	530,268
Graduate/Professional Degree	5	14	126	193	173,367	249,005
Total Persons 25 & Over	227	328	5,608	6,694	3,094,226	3,475,878
Percent high school graduate or higher	75.4%	80.2%	64.1%	78.5%	78.6%	85.1%
Percent with bachelors degree or higher	11.1%	16.5%	7.6%	10%	17.7%	22.4%

Source: U.S. Census Bureau

## 5. INCOME LEVELS

In 1990, the median household income for the Town was 4.94% lower than the County, and about 45.4% lower than the state. On a per capita basis, the income of Hiles's residents was 28.8% more than that of the County, and 19.1% lower than the state in 1990.

Between 1990 and 2000, Town of Hiles's median household income expanded nearly 66.8%, however Forest County's median household income nearly doubled. This resulted in the Town of Hiles median household income to be 16.3% lower than Forest County's Median Household Income. On a per capita basis, Hiles's income grew 66%, but continues to trail the state by 16.2%, see TABLE 6.

**Table 6:  
Income Levels**

	1990			2000		
	Town of Hiles	Forest County	State of Wisconsin	Town of Hiles	Forest County	State of Wisconsin
Median Household Income	\$16,071	\$16,907	\$29,442	\$26,806	\$32,023	\$43,791
Per Capita Income	\$10,742	\$8,339	\$13,276	\$17,830	\$16,451	\$21,271

Source: U.S. Census Bureau

## 6. EMPLOYMENT CHARACTERISTICS, TRENDS AND FORECASTS

According to the Census, the civilian labor force (population 16 and over) living in the Town of Hiles was approximately 122 workers in 2000. Of these, 7 were unemployed for an unemployment rate of 5.7%. The unemployment rate for the County was 7.7% in 2000.

The primary occupation of Hiles residents in the labor force is: *Production, transportation & materials moving*, see TABLE 7. The leading industry sector of residents employed in the Town is: *Manufacturing*, employing 27 people, see TABLE 8.

Historically, *manufacturing* has been the strongest industry sector county-wide, with 881 workers in 1990, but declined by 24.1% to employ only 669 people in 2000. *Education, Health and Social Services* has jumped ahead 51.3% as the dominant industry sector in 2000 by employing 755 people county-wide, but relatively few (8.7%) of Hiles's residents were employed in this sector.

These figures are all based on the number of workers residing in the Town and what they do for employment not where they are actually employed. Information regarding the number of jobs available in the Town of Hiles itself is not readily available.

**Table 7:  
Occupation of Employed Workers**

	Town of Hiles		Forest County	
	1990	2000	1990	2000
Management, professional & related	11	26	603	831
Service	16	23	492	855
Sales & office	10	18	600	799
Farming Fishing & Forestry	14	2	274	179
Construction, extraction & maintenance	18	11	252	472
Production, transportation & material moving	33	35	973	908

Source: U.S. Census Bureau

Employment forecasts are difficult to come by and not available at the town level. However, the Wisconsin Department of Workforce Development (WDWD) prepares workforce projections by industry for its multi-county service regions. The current projections, released August 2006, cover 2004-2014. The projections for the North Central Workforce Development Area cover Forest County and include eight other counties. These projections show increases in all occupations. *Production*; and *Farming, fishing, & forestry* occupations both are projected to gain less than 30 positions each for the whole region. The following occupations are all projected to need over 600 replacement workers

each: *Production; Office & administration; Sales; and Food preparation & serving.* Town residents commute to jobs, of which 38.3% travel out of Forest County for employment, so the Town of Hiles can expect to take advantage of some of this projected employment.

Another way to look at future employment is to examine the labor force and unemployment rates. In 1990, the labor force in the Town was 112 people with an unemployment rate of 7.1%. By 2000 the labor force had increased 8.9% to 122 with 5.7% unemployment. The degree to which this available workforce is actually employed is dependant on external economic factors reflected in the unemployment rate.

**Table 8:  
Industry Sectors**

	Town of Hiles		Forest County	
	1990	2000	1990	2000
Ag., Forestry, Fishing, Hunting & Mining	6	6	199	303
Construction	9	11	174	303
Manufacturing	28	27	881	669
Wholesale Trade	0	2	53	57
Retail Trade	26	12	553	402
Transportation, Warehousing & Utilities	4	--	239	256
Information	N/A	2	N/A	49
Finance, Insurance, Real Estate & Leasing	0	4	80	119
Professional, Scientific, Management, Administrative & Waste Mgmt Services	18	10	163	136
Education, Health and Social Services	7	10	499	755
Arts, Entertainment, Recreation, Accommodation and Food Services	0	18	34	527
Public Administration	6	9	205	300
Other Services	0	4	147	168

Source: U.S. Census Bureau

## **B. ISSUE IDENTIFICATION**

### **1. REVIEW OF DEMOGRAPHIC TRENDS**

Demographic change is a principle factor in predicting future community growth. Population characteristics relate directly to the community's housing, education, utility, recreation, and facility needs, as well as future economic development. Over time, fluctuations in local and regional economies can influence population change.

From Part A—Background Information—a number of issues and opportunities facing the Town of Hiles can be identified:

- ✓ The Town of Hiles is currently in a period of increasing population and economic growth.
- ✓ Household formation is driven by the decline in average household size or persons per household, and a growing retirement population.
- ✓ A shifting age structure affects a variety of services and needs within the community including transportation, housing, elderly care, and schools.
- ✓ Hiles has a much older population compared to surrounding communities and the county.
- ✓ Median household income of Town residents rose from 1990 to 2000, but still trails the county median.
- ✓ The unemployment rate among Town residents decreased by 1.4 points from 1990 to 2000.

### **2. PLANNING ISSUES**

A variety of issues have been identified by the citizens, land owners, Plan Commission, and Town Board during the planning process. The issues identifies are:

- Poor Cell Phone Service
- Lack of Broadband internet services
- Improve electrical utility service to the town

## C. GOALS, OBJECTIVES, POLICIES, & PROGRAMS

Each of the following chapters of this comprehensive plan includes a set of goals, objectives and policies, which the Town Board will use to guide the future development of the Town over the next 20 years.

For purposes of this plan, goals, objectives, and policies are defined as follows:

- ✓ **Goals:** Broad statements that express general public priorities about how the Town should approach development issues during the next 20 years. These goals are based on key issues, opportunities and problems that affect the community.
- ✓ **Objectives:** More specific than goals and are usually attainable through planning and implementation activities. Accomplishment of an objective contributes to the fulfillment of a goal.
- ✓ **Policies:** Rules or courses of action used to ensure plan implementation and to accomplish the goals and objectives. Decision-makers use policies on a day-to-day basis.

Each chapter also includes a listing of possible programs that the Town might implement in order to advance the goals and objectives of this plan. The listing does not imply that the Town will utilize every programs shown, but only that these programs are available to the Town and may be one of many possible ways of achieving the Town's goals.

## **CHAPTER 2: NATURAL, AGRICULTURAL AND CULTURAL RESOURCES**

This chapter, the second of nine chapters of the Town of Hiles Comprehensive Plan, is based on the statutory requirement [§66.1001(2)(e) Wis. Stats.] for a compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under §295.20(2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

### **A.) BACKGROUND**

All planning efforts need to examine relevant previous plans about the community and the surrounding county. Those plans are discussed below:

#### **1. Forest County Land and Water Resource Management Plan 2006-2011**

This Plan provides a framework for local/state/federal conservation program implementation efforts. Implementation of this plan will help protect and improve the valuable water and soil natural resources in Forest County. Some of the plan's recommendations include replacing failing septic systems, reducing pollutants entering the waterways, and protecting and managing the area forests. A copy is available in the Forest County Land Conservation Department.

#### **2. Forest County Outdoor Recreation Plan 2007-2011**

The primary purpose of this recreation plan is to provide continued direction in meeting the current and future recreation needs of the County. This direction takes the form of an inventory and analysis of outdoor recreational facilities followed by establishing recommendations to meet identified needs. Adoption of this plan and its subsequent acceptance by the Wisconsin Department of Natural Resources (WisDNR) allows for continued eligibility for financial assistance from the Land and Water Conservation Fund (LAWCON), the Stewardship Fund, and many other federal and state funding programs. Some of the recommendations of this plan include: continued expansion of non-motorized and multiple purpose trails, refurbishing the Otter Springs

springhouse, and relocation consideration of the county fairgrounds. A copy is available in the Forest County Forestry Department.

### 3. Forest County Forest Comprehensive Land Use Plan 2006-2020

The mission of the County Forest is to manage, conserve and protect the natural resources within the county forest on a sustainable basis for present and future generations. The Plan contains information about forest resource planning, outdoor recreation planning, silvicultural practices, aesthetic management zones, trails and access control, biological communities, and wildlife species that exist within the county forest. A copy is available in the Forest County Forestry Department.

## **B.) INVENTORY**

### WATER RESOURCES:

#### 1. SURFACE WATER

Surface water resources support the area's economy by drawing tourists, and providing a good quality of life for residents.

Hiles is part of seven watersheds that drain into two basins. The western half of the towns watersheds drain into the Mississippi River. The Deerskin River watershed in the northwest, the Eagle River Watershed in the west and the Pelican River Watershed in the southwest comprise of all watersheds in the town of Hiles that drain into the Mississippi River. The eastern half of the towns watersheds drain into Lake Michigan. The Brule river watershed covers the northern central and northeast, the Pine River watershed covers the east central, the Upper Wolf River and Post Lake watershed covers the south central region of the town and the Upper Peshtigo watershed covers the south west region of the Town of Hiles.

Forest County Shoreland Zoning is in effect. Actual shoreland jurisdiction measurements are coordinated through the County Zoning Department. Refer to Natural Resources Map for water bodies in the Town.

#### Outstanding and Exceptional Resource Waters

Outstanding Resource Waters (ORWs) and Exceptional Resource Waters (ERWs) share many of the same environmental and ecological characteristics. The primary difference between the two is that ORWs typically do not have any direct point sources discharging pollutants directly to the water. In addition, any pollutant load discharged to an ORW must meet background water quality at all times. Exceptions are made for certain types of discharge situations to ERWs to allow pollutant loads that are greater than background water quality when human health would otherwise be compromised.

There are six area water bodies listed as an ORW—South Branch of Pine River, Wolf River, Franklin Lake, Butternut Lake, North Branch of the Pine River and Brule Creek. Two other area water bodies are listed as an ERW—Middle Branch of the Peshtigo River and Ninemile Creek.

#### Impaired Waters

Section 303(d) of the federal Clean Water Act requires states to develop a list of impaired waters, commonly referred to as the "303(d) list." A water body is considered impaired if a) the current water quality does not meet the numeric or narrative criteria in a water quality standard or b) the designated use that is described in Wisconsin Administrative Code is not being achieved. A

documented methodology is used to articulate the approach used to list waters in Wisconsin. Every two years, states are required to submit a list of impaired waters to EPA for approval.

Two water bodies in Town are listed as not meeting the standards set under the U.S. Clean Water Act, Section 303(d). The impaired waters in Hiles are: Kentuck Lake and Julia Lake. Both lakes have mercury contamination from the air, and are rated a low priority for clean-up by the WDNR. The only action taken based upon that pollution is for the WDNR to issue fish consumption advisories.

### Invasive Aquatic Species

Surface water resources in Forest County are threatened by the introduction of invasive aquatic species. These species out compete native species and degrade habitats possibly by decreasing biodiversity from having less plant and animal species. Several waterbodies in the Town of Hiles have invasive aquatic species infestations. These infestations consist of the milfoil hybrid in Pine Lake; curly leaf pondweed (*Potamogeton crispus*) in Pine and Kentuck Lake; Rusty Crayfish (*Orconectes rusticus*) in Julia Lake, Pine Lake, Kentuck Lake, Franklin Lake, Butternut Lake and Sevenmile Lake; Banded Mystery Snail in Kentuck Lake and Pine Lake; Chinese Mystery Snail in Kentuck Lake and Pine Lake; Freshwater Jellyfish in Franklin Lake, and possibly others. Contact the County Land Conservation Department for public outreach education strategies.

## 2.) WETLANDS

Wetlands perform many indispensable roles in the proper function of the hydrologic cycle and local ecological systems. In terms of hazard mitigation, they act as water storage devices in times of high water. Like sponges, wetlands are able to absorb excess water and release it back into the watershed slowly, preventing flooding and minimizing flood damage. As more impermeable surfaces are developed, this excess capacity for water runoff storage becomes increasingly important.

Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Calm wetland waters, with their flat surface and flow characteristics, allow particles of toxins and nutrients to settle out of the water column. Plants take up certain nutrients from the water. Other substances can be stored or transformed to a less toxic state within wetlands. As a result, the lakes, rivers and streams are cleaner.

Wetlands that filter or store sediments or nutrients for extended periods may undergo fundamental changes. Sediments will eventually fill in wetlands and nutrients will eventually modify the vegetation. Such changes may result in the

loss of this function over time. Eradication of wetlands can occur through the use of fill material. This can destroy the hydrological function of the site and open the area to improper development. The WDNR has promulgated minimum standards for managing wetlands.

The wetlands shown for the Town of Hiles were mapped from the WisDNR Wetlands Inventory, see the Natural Resources Map.

### 3.) FLOODPLAINS

A floodplain is generally defined as land where there is a one percent chance of flooding in any year. The primary value of floodplains is their role in natural flood control. Flood plains represent areas where excess water can be accommodated whether through drainage by streams or through storage by wetlands and other natural detention/retention areas. Specific areas that will be inundated will depend upon the amount of water, the distance and speed that water travels, and the topography of the area. If uninterrupted by development, the areas shown on a map as floodplains should be able to handle the severest (regional) flood, i.e. those that have a probability of occurring once every one hundred years.

The 100-year floodplain was digitized by the NCWRPC from FEMA Flood Insurance Rate Maps, for planning purposes only, see Natural Resources Map.

### 4.) GROUNDWATER & GEOLOGY

Groundwater is water that occupies void spaces between soil particles or cracks in the rock below the land surface. It originates as precipitation that infiltrated into the ground. The type of soil and bedrock that a well is drilled into often determines water's pH, saturation index, and the amount of hardness or alkalinity in water. The type of soil and bedrock in a region also determines how quickly contaminants can reach groundwater.

The majority of the Town lies within a glacial drift aquifer, which is the major source of ground water in most of the county. Large yields of ground water are available where the thickness of the saturated drift is at least 50 feet. Precambrian crystalline rock underlying the county is not considered a significant source of water. The availability of water from the bedrock is difficult to predict and is probably less than 5 gallons per minute. The glacial drift aquifer above the bedrock is the best source of ground water.

Susceptibility of groundwater to pollutants is defined here as the ease with which a contaminant can be transported from the land surface to the top of the groundwater called the water table. Many materials that overlie the groundwater offer good protection from contaminants that might be

transported by infiltrating waters. The amount of protection offered by the overlying material varies, however, depending on the materials. Thus, in some areas, the overlying soil and bedrock materials allow contaminants to reach the groundwater more easily than in other areas of the state. Groundwater contamination susceptibility in Forest County is "most susceptible" based upon soil characteristics, surficial deposits, depth to water table, depth to bedrock, and type of bedrock.

Many land use activities have the potential to impact the quality of groundwater. A landfill may leach contaminants into the ground that end up contaminating groundwater. Gasoline may leak from an underground storage tank into groundwater. Fertilizers and pesticides can seep into the ground from application on farm fields, golf courses, or lawns. Leaking fluids from cars in junkyards, intentional dumping or accidental spills of paint, used motor oil, or other chemicals on the ground can result in contaminated groundwater.

Well yields within Forest County vary greatly from a few gallons to 1,000 gallons per minute.

Groundwater quality in Forest County and the Town of Hiles is generally good. The aquifer water is principally a calcium magnesium bicarbonate type that is moderately hard or hard. A high content of iron is a problem in many wells, but it is not a health hazard.

#### LAND RESOURCES:

##### 1.) FORESTS

Forests play a key role in the protection of environmentally sensitive areas like steep slopes, shorelands, wetlands, and flood plains. Expansive forests provide recreational opportunities, aesthetic benefits, and economic development.

The pre-settlement composition of forestland in the Town of Hiles was a mixed conifer and deciduous tree species that included white pine, red pine, yellow birch, sugar maple, hemlock, and beech.

All forests are dynamic, always changing from one stage to another, influenced by natural forces and humans. Changes can be subtle and occur over long periods, or can happen in seconds from a timber harvest, windstorm, or fire.

The Town of Hiles contains a portion of the Nicolet National Forest which covers a significant area in the town of Hiles.

Some private woodlands in the county are enrolled in Managed Forest Law (MFL). This program provides a low annual tax rate per acre and requires a

management plan for the property that must include some harvesting along with allowing some public uses based on acreage thresholds. When timber is harvested from MFL properties, a harvest tax is also assessed. This provides an incentive to keep woodlots in active production and allows some community access to the site in exchange for greatly reduced taxes. See the programs section at the end of this chapter for more detail on this program.

## 2.) METALLIC & NON-METALLIC MINERAL RESOURCES

The Wisconsin Department of Natural Resources estimates that there could be no more than five metallic mineral mines developed in Wisconsin over the next twenty years (1997-2017). This includes the Flambeau Mine now in operation, the Crandon Project now owned by two tribes, the Lynne Project no longer being considered, the Bend Project known but not yet under consideration, and one additional ore body not now known. This estimate is based on the current state of knowledge about the geology of northern Wisconsin and the steps necessary to discover an ore body and the time it takes to complete the regulatory requirements.

There are a number of quarries throughout the Town of Hiles, as well as a few closed or inactive sites.

## 3.) SOILS & PRODUCTIVE AGRICULTURAL AREAS

According to the *Wisconsin Land Use Databook*, the Town of Hiles between 1991-1993 was 1.6 percent agricultural, 64.4 percent forested, and 33.6 percent wetlands. The town's total land area is 131.4 square miles. Of the total land area, 0.1 percent was used for row crops, 0.6 percent was used for foraging, and 0.8 percent was grassland.

In terms of farming trends, the town has lost 2.5 percent of farmland acreage on tax rolls between 1990 and 1997. According to the *Wisconsin Land Use Databook* there were 4 farms, none of which were dairy farms in 1997. Prime farmland produces the highest yields with minimal inputs and results in the least damage to the environment, see Natural Resources Map.

## 4.) ENVIRONMENTALLY SENSITIVE AREAS

Environmentally sensitive areas are typically defined by the local jurisdiction and often include many of the areas referred to in this section such as special groundwater protection areas, threatened or endangered species habitat, floodplains, wetlands and other unique or special resources where encroachment or development could have negative consequences. The Town of Hiles has not established a specific guideline for defining environmentally sensitive areas, however, some potentially sensitive areas are discussed below.

One type of area which might fall under the environmentally sensitive designation is contaminated or potentially contaminated sites in part because they may need special care or monitoring to prevent further environmental degradation or hazard to human life. The WDNR Internet database known as the Bureau of Remediation and Redevelopment Tracking System (BRRTS) lists 9 sites. The following sites were listed as “closed”:

- ERP Site: Valeria Forest Products - 0.6 Miles from 2484 Forest Rd
- Lust Site: Captian Hooks Station - Highway 32 and Fire Tower Rd
- Lust Site: Latals Log Cabin - 8869 S Highway 32
- Lust Site: Howard & Mary Shirt Residence - 11020 Four Duck Rd
- Lust Site: Hiles Maintenance Shed - Highway 32
- Lust Site: US Forest Service Argonne Field Lab - 9687 Experimental Rd
- Spill Site: 3/8 miles west of Hanson Plat Rd and E Pine Lk
- Spill Site: Pine Lake Boat Landing
- Abandoned Container: Bose Lake - Divide Rd

**LUST** sites have contaminated soil and/or groundwater with petroleum, which includes toxic and cancer causing substances.

**Spill** sites are a discharge of a hazardous substance that may adversely impact, or threaten to impact public health, welfare or the environment.

**ERP** sites are sites other than LUSTs that have contaminated soil and/or groundwater.

**Abandoned Container** sites have an abandoned container with potentially hazardous contents has been inspected and recovered.

All nine sites were remediated to DNR standards, and are available for use.

## 5.) RARE SPECIES & NATURAL COMMUNITIES

The Town of Hiles has 94 sections with occurrences of endangered resources (rare, threatened, or endangered species of plants & animals, and high-quality natural communities) as identified in the Wisconsin Natural Heritage Inventory.

Wisconsin's biodiversity goals are to identify, protect and manage native plants, animals, and natural communities from the very common to critically endangered for present and future generations. Knowledge, appreciation, and stewardship of Wisconsin's native species and ecosystems are critical to their survival and greater benefit to society.

State natural areas were acquired to protect the state’s natural diversity, provide sites for research and environmental education, and serve as benchmarks for assessing and guiding use of other lands in the state. Natural areas are defined as tracts of land or water, which have native biotic communities, unique natural features, or significant geological or archeological sites. These sites do not have much facility development, though there may be a designated trail on the site. There are six Natural Areas within the town of Hiles. They are Scott and Shelp Lake, Echo Lake, Haymeadow Flowage, Giant White Pine Grove, Franklin and Butternut Lakes and Pat Shay Lake.

The Wisconsin Land Legacy Report 2006-2056, compiled by the WDNR, is a comprehensive inventory of the special places that will be critical to meet future conservation and outdoor recreation needs for the next fifty years. The report focused on identifying what areas of our state or regionally significant green infrastructure remains to be protected. The Chaquamegon-Nicolet National Forest is a Land Legacy Area summarized below with 5 stars representing the highest level for that category:

<u>CN Chequamegon-Noclet National Forest</u>			
Size	Large	Protection Remaining	Limited
Protection Initiated	Substantial	Conservation Significance	☆☆☆☆☆
		Recreation Potential	☆☆☆☆☆

## 6.) HISTORICAL & CULTURAL RESOURCES

A number of buildings in the Town appear on the Wisconsin Architectural History Inventory, including:

- Franklin Lake Campground Shelter and Bathouse

The Butternut-Franklin Archaeological District is the only Wisconsin or National Registers of Historic Places listing within the Town.

## 7.) NATURAL, AGRICULTURAL & CULTURAL RESOURCES PROGRAMS

Programs available to the Town of Hiles to achieve their goals and objectives with regard to agricultural, natural and cultural resources are identified below. The following list is not all-inclusive. For specific program information, the agency or group that offers the program should be contacted.

Use the Forest County Land and Water Resource Management Plan, available in the County Land Conservation Department, to coordinate implementation of the following land and water resource management programs preceded with an asterisk (\*). The Land and Water Resource Management Plan will show which agency is taking the lead to solve a particular resource problem.

\*Aquatic Habitat Protection Program: The WDNR provides basic aquatic habitat protection services. Staff members include Water Management (Regulation) Specialists, Zoning Specialists, Rivers (Federal Energy Regulatory Commission-FERC) Specialists, Lakes Specialists, Water Management Engineers, and their assistants (LTEs). The program assists with water regulation permits, zoning assistance, coordination of rivers, lake management, and engineering.

County Conservation Aids: Funds are available to carry out programs for fish or wildlife management projects as per §23.09 (12), Wis. Stats. and NR 50, Wis. Adm. Code. Projects related to providing improved fish or wildlife habitat or projects related to hunter/angler facilities are eligible. Projects that enhance fish and wildlife habitat or fishing and hunting facilities have priority. Contact the WDNR for further information.

Drinking Water and Groundwater Program: This WDNR program is responsible for assuring safe, high quality drinking water and for protecting groundwater. This is achieved by enforcing minimum well construction and pump installation requirements, conducting surveys and inspections of water systems, the investigation and sampling of drinking water quality problems, and requiring drinking water quality monitoring and reporting. A team of specialists, engineers, hydrogeologists, and a program expert and program assistants staff the program. WDNR staff provide assistance to public and private well owners to help solve water quality complaints and water system problems. They also provide interested citizens with informational or educational materials about drinking water supplies and groundwater.

Wisconsin Fund is a program by the Wisconsin Department of Commerce, Safety and Buildings Division. Grants are provided to homeowners and small commercial businesses to help offset a portion of the cost for the repair, rehabilitation, or replacement of existing failing Private Onsite Wastewater Treatment Systems (POWTS). Eligibility is based upon several criteria, including household income and age of the structure.

\*Endangered Resources Program: The WDNR's Endangered Resources staff provides expertise and advice on endangered resources. They manage the Natural Heritage Inventory Program (NHI), which is used to determine the existence and location of native plant and animal communities and Endangered or Threatened Species of Special Concern. The NHI helps identify and prioritize areas suitable for State Natural Area (SNA) designation, provides information needed for feasibility studies and master plans, and maintains the list of endangered and threatened species. All management activities conducted by Wildlife Management and Forestry staff must be reviewed to determine the impact on NHI-designated species. A permit for the incidental take of an Endangered or Threatened species is required under the State Endangered Species Law. The Endangered Resources Program oversees the permit process, reviews applications and makes permit decisions. Funding for the Endangered Species Program comes from a number of sources, including tax checkoff revenue, license plates, general program revenues (GPR), gaming revenue, Natural Heritage Inventory chargebacks, wild rice permits, general gifts and Pittman Robertson grants.

\*Fisheries Management Program: The WDNR funds this program primarily through the sale of hunting and fishing licenses. The program assists with fishery surveys, fish habitat improvement/protection, and fish community manipulation. This program may also be used to fund public relations events and a variety of permitting and administrative activities involving fisheries.

\*Forest Management Program:

Funding for the forestry program is supported primarily by a fixed rate mill tax on all property in the State of Wisconsin. Other support is received from the federal government, from recreation fees, from sale of forest products, from sale of state produced nursery stock, forest tax law payments, and other miscellaneous sources. All activities of the Forestry Program help support efforts to promote and ensure the protection and sustainable management of Wisconsin's forests.

Private Forestry: The WDNR's goal is to motivate private forest landowners to practice sustainable forestry by providing technical forestry assistance, state and federal cost-sharing on management practices, sale of state produced nursery stock for reforestation, enrollment in Wisconsin's Forest Tax Law Programs, advice for the protection of endangered and threatened species, and

assistance with forest disease and insect problems. Each county has at least one Department forester assigned to respond to requests for private forestland assistance. These foresters also provide educational programs for landowners, schools, and the general public. Both private and industrial forest landowners have enrolled their lands under the Managed Forest Law.

Managed Forest Law (MFL): The purpose of the MFL is to promote good forest management through property tax incentives. Management practices are required by way of an approved forest management plan. Landowners with a minimum of 10 contiguous acres (80% must be capable of producing merchantable timber) are eligible and may contract for 25 or 50 years. Open lands must allow hunting, fishing, hiking, cross-country skiing, and sight-seeing, however, up to 80 acres may be closed to public access by the landowner. There is a 5% yield tax applied to any wood products harvested. Contact the WDNR for further information.

\*Nonpoint Source Pollution Abatement Program: This WDNR program is currently undergoing restructuring and being gradually replaced by short-term grants that will address specific projects rather than focusing on entire watersheds. The goal of this voluntary program is to improve and protect the water quality of surface waters and groundwater within the watershed. Landowners are encouraged to control nonpoint pollution on their properties through cost sharing of Best Management Practices. This program will be replaced by Targeted Runoff Management projects (TRM). These are projects that are more specific in nature and may last up to three years. They are scored on a competitive basis, based on the amount of pollutant control they will achieve and the degree of impairment of the location. One nonpoint source coordinator is located in the Rhinelander WDNR Service Center. This coordinator administers and oversees the priority watershed program and will also assist with the TRM grants. The coordinator also provides nonpoint source pollution advice to counties that are implementing their land and water plans.

Parks and Recreation Program: The WDNR gets its authority for administering the Parks and Recreation Program from Chapter 27 Wisconsin Statutes. This program provides assistance in the development of public parks and recreation facilities. Funding sources include: the general fund, the Stewardship Program, Land and Water Conservation fund (LAWCON), and the recycling fund, and program revenue funds.

Stewardship Grants for Nonprofit Conservation Organizations:

Nonprofit conservation organizations are eligible to obtain funding for the acquisition of land or easements for conservation purposes and restoration of wildlife habitat. Priorities include acquisition of wildlife habitat, acquisition of lands with special scientific or ecological value, protection of rare and endangered habitats and species, acquisition of stream corridors, acquisition of

land for state trails including the Ice Age Trail and North Country Trail, and restoration of wetlands and grasslands. Eligible types of projects include fee simple and easement acquisitions and habitat restoration projects. All projects must be in a WDNR approved outdoor recreation plan. Contact the WDNR or NCWRPC for further information.

\*Wastewater Program: The Department of Natural Resources provides this program to address point and non-point source pollution control. Operating funds for this program come from the federal government's Clean Water Act funding as well as state general program revenues. The core work of this program involves the issuance of wastewater discharge permits that discharge directly to surface or groundwater and enforcing the requirements of these permits. The program closely monitors the impacts of industry, septic tanks, sludge, and stormwater on the environment. Pretreatment plants for wastewater are offered economic assistance and provided with plan review services before the facility is established.

\*Watershed Program: The WDNR seeks to protect wild and domestic animals, recreational activities, natural flora and fauna, agriculture, business, and other land uses through watershed management. Funds to run this program are provided by the federal government through Clean Water Act and through state general program revenues. The program assists with watershed planning, water quality monitoring and modeling, and development of water quality standards and policy.

Wetlands Reserve Program (WRP): The purpose of the WRP is to restore wetlands previously altered for agricultural use. The goal of the WRP is to restore wetland and wildlife habitats. Lands that have been owned for at least one year and can be restored to wetland conditions are eligible. Landowners may restore wetlands with permanent or 30-year easements or 10-year contracts. Permanent easements pay 100% of the agricultural value of the land and 100% cost-sharing; 30-year easements pay 75% of the agricultural value and 75% cost sharing; 10-year contract pays 75% cost share only. Permanent or 30-year easements are recorded with a property deed, however 10-year contracts are not. Public access is not required. Contact the USDA Natural Resources Conservation Service for further information.

Wildlife Management Program: The WDNR's Bureau of Wildlife Management oversees a complex web of programs that incorporate state, federal and local initiatives primarily directed toward wildlife habitat management and enhancement. Programs include land acquisition, development and maintenance of State Wildlife Areas, and other wild land programs such as State Natural Areas. Wildlife Staff work closely with staff of state and county forests to maintain, enhance, and restore wildlife habitat. Wildlife Management staff conduct wildlife population and habitat surveys, prepare property needs

analysis's, develop basin wildlife management plans and collaborate with other WDNR planning efforts such as Park, Forestry or Fishery Area Property Master Plans to assure sound habitat management. Funding comes from the federal government in the form of Endangered Species grants and Pittman-Robertson grants and from state government in the form of hunting and trapping license revenues, voluntary income tax contributions, general program revenue and Stewardship funds.

Wisconsin Historical Society, Office of Preservation Planning (OPP): The OPP can provide information on how to protect and preserve your own historic property, to implement grassroots strategies for preserving and protecting historic properties, and on state or federal laws and regulations that may be applicable to a given case.

## **C.) GOALS, OBJECTIVES & POLICIES**

### ***Goals:***

1. Protect natural areas, including wetlands, water bodies, forest lands, wildlife habitats open spaces and groundwater resources.
2. Protect economically productive areas, including farmland, forests and recreational areas.
3. Preserve scenic, cultural, historic, archaeological and recreational sites.

### ***Objectives:***

1. Preserve the land now in agricultural use.
2. Prevent new development in the Town from negatively impacting natural resources.
3. Minimize impacts to the Town's natural resources from metallic or non-metallic mining.
4. Promote development that minimizes groundwater impacts from on-site septic systems and other sources.

### ***Policies:***

1. Make residents, developers and potential landowners aware of Wisconsin's Right to Farm law and other aspects of living in a rural agricultural area.
2. Work with Forest County to enforce existing regulations of septic systems to protect groundwater quality.
3. Protect wildlife habitat and natural settings.

Insert Map 2 – Natural Resources

## CHAPTER 3: HOUSING

This housing chapter is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to provide an adequate housing supply that meets existing and forecasted housing demand. As required by the state's comprehensive planning law [§66.1001 (2)(b) Wis. Stats.], this chapter provides a basic housing stock assessment and identifies policies and programs that promote the development of housing for all residents of the Town including a range of choices that meet the needs of persons of all income levels, age groups and special needs; that promotes the availability of land for low-income housing; and that maintains the existing housing stock.

### A. Housing Stock Assessment

#### 1.) AGE CHARACTERISTICS

TABLE 9 indicates the age of the housing stock in the Town of Hiles area that is based on the year the structures were built as reported in the 2000 Census. About 20 percent of Hiles's housing units were built before 1940. The town of Hiles averaged about 125 structures built during each time frame, the period between 1960-1969 had the slowest growth with only 69 houses built in that timeframe. About 52 percent of Hiles's housing is newer than 1970.

	1939 or earlier	1940-1959	1960-1969	1970-1979	1980-1989	1990-2000
Town of Hiles	148	146	69	158	103	129
Town of Argonne	70	82	33	35	34	72
Town of Alvin	51	77	51	46	40	148
Town of Crandon	41	58	43	133	58	88
Town of Lincoln	38	165	75	158	172	405
Town of Phelps, Vilas County	281	438	109	271	188	319
Town of Washington, Vilas County	156	500	140	243	158	473
Town of Three Lakes, Oneida County	646	448	524	481	302	503
Town of Piehl, Oneida County	11	19	5	11	14	32
Forest County	1,524	1,608	820	1,425	994	1951
Wisconsin	543,164	470,862	276,188	391,349	249,789	389,792

Source: U.S. Census Bureau

## 2.) OCCUPANCY CHARACTERISTICS

TABLE 10 breaks down the occupancy status of housing units in the Town of Hiles. About sixty seven percent of the homes in Hiles are seasonally used, which is no surprise since this area is known as Up North to visitors statewide. Owner occupancy is very low compared to Forest County and it accounts for about 25% of housing in Hiles, with similar rates in the Town of Alvin (21%) and the Town of Phelps (29%).

	Total Housing Units	Owner Occupied	Renter Occupied	Vacant Units	
					Seasonal (Part of Vacant Units)
Town of Hiles	761	190	9	562	513
Town of Argonne	314	180	14	120	100
Town of Alvin	411	87	9	315	295
Town of Crandon	443	211	27	205	176
Town of Lincoln	998	338	66	594	574
Town of Phelps, Vilas County	1,605	474	86	1,045	987
Town of Washington, Vilas County	1,706	605	78	1,023	988
Town of Three Lakes, Oneida County	2,908	882	149	1,877	1,813
Town of Piehl, Oneida County	85	38	1	46	39
Forest County	8,322	3,188	855	4,279	3,856
Wisconsin	2,321,144	1,426,361	658,183	236,600	142,313

Source: U.S. Census Bureau

### 3.) STRUCTURAL CHARACTERISTICS

The vast majority of housing units in the Town of Hiles are of the detached single-family type, see TABLE 11. There is also a lack of multiple unit housing within the Town (0.5%). Mobile homes comprise 12.7% of the housing stock in Hiles, 19.1% in Alvin, 12.1 % in Argonne and 11.0% in Forest County.

TABLE 11 Housing Units by Structural Type, 2000

	1, detached	1, attached	2	3 or 4	5 or more	Mobile Home	Other	Total
Town of Hiles	642	9	2	0	2	91	7	753
Town of Argonne	284	2	0	0	2	36	2	326
Town of Alvin	324	0	0	0	0	79	10	413
Town of Crandon	329	6	0	2	0	82	2	421
Town of Lincoln	894	4	4	4	13	81	13	1,013
Town of Phelps, Vilas County	1,388	12	6	6	42	134	18	1,606
Town of Washington, Vilas County	1,504	4	17	0	29	112	4	1,670
Town of Three Lakes, Oneida County	2,660	39	27	18	32	121	7	2,904
Town of Piehl, Oneida County	82	0	0	0	0	10	0	92
Forest County	6,744	62	67	56	269	1,055	68	8,322

Source: U.S. Census Bureau

#### 4.) VALUE CHARACTERISTICS

The year 2000 median value of housing stock in the Town of Hiles is \$87,000, which is above Forest County's median house value of \$77,400. See TABLE 12 for more details. About 68 percent of Hiles house values are below \$150,000. In Comparison, Alvin has 88.0 percent, and Argonne has 96 percent of its housing values below \$150,000.

	<\$50,000	\$50,000 to 99,999	\$100,000 to 149,999	\$150,000 to 199,999	\$200,000 to 299,999	\$300,000 and up	Median Value
Town of Hiles	13.3%	41.4%	13.3%	11.7%	16.4%	3.9%	\$87,000
Town of Argonne	30.3%	46.7%	18.9%	4.1%	0.0%	0.0%	\$66,700
Town of Alvin	14.0%	56.0%	18.0%	4.0%	8.0%	0.0%	\$84,400
Town of Crandon	32.0%	40.2%	22.7%	5.2%	0.0%	0.0%	\$59,200
Town of Lincoln	8.3%	41.7%	22.7%	11.2%	14.5%	1.7%	\$100,000
Town of Phelps, Vilas County	14.5%	34.9%	16.1%	15.5%	10.2%	8.9%	\$102,100
Town of Washington, Vilas County	2.3%	30.3%	35.6%	13.9%	9.7%	8.4%	\$125,800
Town of Three Lakes, Oneida County	9.0%	31.2%	21.9%	12.4%	20.3%	5.2%	\$121,200
Town of Piehl, Oneida County	37.5%	25.0%	37.5%	0.0%	0.0%	0.0%	\$85,000
Forest County	22.9%	48.3%	16.3%	6.3%	5.4%	0.7%	\$77,400
Wisconsin	6.5%	35.4%	30.6%	15.5%	8.5%	3.5%	\$112,200

Source: U.S. Census Bureau

## **B. Housing Programs**

Various organizations offer a variety of programs to assist with the purchase, rehabilitation, or construction of housing. Many of these programs are listed below:

Housing Repair and Rehabilitation Grant: This program is administered by the Rural Housing Service of the USDA Rural Development Department. Seniors aged 62 and older may obtain a grant for rehabilitating their home provided they are below 50% of the area median income and are unable to procure affordable credit elsewhere.

Housing Repair and Rehabilitation Loan: Also administered by USDA, this program is a loan for rehabilitation provided applicants meet the same standards as the grant above.

Rural Housing Guaranteed Loan: USDA also offers this loan that is used to help low-income individuals or households purchase homes in rural areas. Funds can be used to build, repair, renovate or relocate a home, or to purchase and prepare sites, including providing water and sewage facilities.

Rural Housing Direct Loan: USDA-Rural Development also offers this loan to provide financing at reasonable rates and terms with no down payment. The loan is intended for low-income individuals or households to purchase homes in rural areas. Funds can be used to build, repair, renovate or relocate a home, or to purchase and prepare sites, including providing water and sewage facilities.

Rural Housing Direct Loan: USDA-Rural Development uses this program to help very low- and low-income households construct their own homes. The program is targeted to families who are unable to buy clean, safe housing through conventional methods.

HUD's FHA Loan: This program is administered by the U.S. Housing and Urban Development Department and offers a low down payment of 3% mortgage loan for home purchase or construction for selected applicants under certain income limits.

HUD Insured Loans for Condominiums, Energy Efficiency, Special Credit Risks, and Rehabilitation: These programs are administered by the U.S. Housing and Urban Development Department. HUD will insure selected applicants under certain income limits when procuring loans for rehabilitation or for rehabilitation at the time of purchase.

FHA HUD 203(k) Home Rehabilitation Loan Program: Whereas HUD desires to see current housing stock rehabilitated, this program provides owner

occupants of existing homes, or intended owner occupants who are looking to purchase a home, readily available mortgage money to refinance/rehabilitate or purchase/rehabilitate their homes, respectively.

VA Home Loans: These loans, administered by the U.S. Department of Veterans Affairs, are often made without any down payment at all, and frequently offer lower interest rates than ordinarily available with other kinds of loans. These loans may be used for purchase or construction up to \$240,000.

HOME Loans: The Wisconsin Housing and Economic Development Authority (WHEDA) offers federal HOME Investment Partnership Program loans with a low, fixed interest rate to help low- and moderate-income individuals and families buy a home.

Forest County Housing Authority: The County Housing Authority oversees owner occupied housing rehabilitation programs, rental rehabilitation programs, homeowner opportunity programs, Section 8 Housing Assistance, and revolving loan funds.

### **C. Goals, Objectives & Policies**

Although the town has not historically played a role in housing, it supports equal opportunity housing, and understands the importance of sound housing stock for its residents and the community as a whole. A review of housing stock assessment information has led to the establishment of the following housing policy statement:

#### **Goals:**

1. Promote housing development that provides a variety of housing choices for residents of all income levels, age groups, and people with special needs.
2. Promote the availability of land for the development or redevelopment of low- and moderate-income housing.
3. Maintain and rehabilitate the existing housing stock as appropriate.

#### **Objectives and Policies:**

1. The Town will direct residential development to areas designated on its Future Land Use Plan Map. The Town will discourage residential development in agricultural or silvicultural areas except for related use (i.e.: farm family or worker).

2. The Town will encourage residential developers to provide a variety of housing types for all income and age groups.
3. The Town will maintain designation of adequate areas for residential development on its Future Land Use Plan Map
4. The Town will promote, via this Plan, programs to assist residents in maintaining or rehabilitating existing housing units.

## **CHAPTER 4: UTILITIES AND COMMUNITY FACILITIES**

This is the fourth of nine chapters of the Town of Hiles Comprehensive Plan. It is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to guide future development of utilities and community facilities. As required by the state's comprehensive planning law [s.66.1001 (2)(d) Wis. Stats.], this element inventories existing public utilities and community facilities and assesses future needs for such services including those beyond the control of the Town located outside the community and/or under another jurisdiction.

### **A. INVENTORY & ANALYSIS OF EXISTING FACILITIES**

#### **1.) WATER AND WASTEWATER FACILITIES**

The Town of Hiles has no public water supply system or sanitary sewer service.

Water supply is accessed via individual private wells. The drilling, use and abandonment of private water supply wells is regulated by the Wisconsin Department of Natural Resources.

The disposal of wastewater is handled by private on-site septic systems that discharge wastewater to underground drainage fields and which may include: conventional (underground), mound, pressure distribution, at-grade, holding tank, and sand filter systems. These on-site wastewater treatment technologies are regulated by both the Wisconsin Department of Commerce and Forest County Zoning Sanitary Department.

#### **2.) SOLID WASTE DISPOSAL AND RECYCLING FACILITIES**

The Town of Hiles provides two locations for the disposal of household trash and for the recycling of certain household items. One center is located in the southern part of the town on the west side of County Highway S south of Highway 32. The other center is in the northern part of the town on the west side of Crossover Road just south of Butternut Lake Road.

#### **3.) POWER AND TELECOMMUNICATIONS FACILITIES**

Electrical service is provided by Wisconsin Public Service Corporation and WE Energies. Liquid petroleum (LP gas) is available for home and business delivery from several vendors. Natural gas service is available in the town.

Telephone service is provided by 4 companies in Hiles:

1. Charter Fiberlink LLC
2. Powercom
3. Frontier
4. Verizon

DSL broadband telecommunication is available in limited areas in Forest County. The nearest cellular towers exist within the City of Crandon.

#### 4.) PARKS, RECREATION AND OTHER YOUTH FACILITIES

There are a variety of recreational activities that are available in the Town of Hiles. The town has numerous lakes and they have 11 public boat launches on these lakes. The town of Hiles has 5 public and 3 private campground sites and access to hiking, snowmobile and ATV trails throughout the town.

The Town of Hiles is within the Crandon School District, and is also served by one parochial secondary school in Crandon. The Nicolet Technical College, located in Rhinelander, serves the town.

The Crandon area has approximately 6 regulated child care providers: 3 family child care centers, and 3 group child care centers.

#### 5.) EMERGENCY AND MEDICAL SERVICES

Police protection in the Town of Hiles is provided by the Forest County Sheriff's Department.

The Wisconsin State Patrol, located in Wausau, has statewide jurisdiction on all public roads but operates mainly on State and U.S. highways as a matter of general practice to enforce traffic and criminal laws, and help motorists in need. They also help local law enforcement by reconstructing traffic accidents; inspecting trucks, school buses, and ambulances; and helping local agencies with natural disasters and civil disturbances.

The Hiles Fire Department was started in 1946 by residents Mike Hanson and H.A. Harkins. The fire department now consists of two fully equipped stations; Station A in the main part of the Town of Hiles and Station B in the northern part of the town near Butternut and Franklin Lakes. Station B was started in 1988 to provide for improved protection of the developing areas around the northern lakes in the Town. Hiles currently holds an ISO rating of 10 for fire response. An ISO rating of 1 represents the best protection and 10 represents an essentially unprotected community. The town of Hiles also has a first responders unit for medical emergencies.

The nearest medical facility for the southern half of the town is Saint Mary's Hospital in Rhineland, which provides 24-hour emergency service and critical care. The northern half of the town would be closer to Eagle River Memorial Hospital in Eagle River.

The Crandon medical clinic is affiliated with Saint Mary's Hospital in Rhineland.

## 6.) OTHER GOVERNMENT FACILITIES

The local road system is the most significant public facility maintained by the Town and is covered in the Transportation Element.

The town hall is located on State Highway 32 and Main St. There is a meeting room in the town hall that is available for Town residents use and includes a kitchen and restrooms.

There is one cemetery located within the Town.

Hiles residents use the Crandon Public Library, which is owned and maintained by the City of Crandon. Based upon the state circulation formula, Forest County also provides some of the operating revenue. Town residents also use the Three Lakes and Eagle River Library.

See Utilities and Community Facilities Map for the location of all of these facilities.

## **B. UTILITIES AND PUBLIC FACILITIES PROGRAMS**

Providing public infrastructure—roads, sewer and water service, schools, police and fire protection—is one of the major functions of local government. In addition to these public services, both public and private entities provide electricity and telephone service as well as such specialized services as child-care, health-care and solid-waste disposal. Taken together these constitute the utilities and community facilities that represent much of the backbone of modern life. Beyond what these facilities do for us, they also represent a huge investment of public and private resources.

The efficient utilization of these resources is one of the basic principles of comprehensive planning. Already in-place infrastructure is a public asset that must be safeguarded for the future, both to conserve and protect environmental values and to maximize the benefits of economic growth. Development that bypasses or ignores existing infrastructure resources is wasteful of the public investment that they represent. Development patterns that require the extension of utilities and the expansion of public facilities while existing facilities go unused at other locations is probably not the best use of scarce public resources.

Both the state and federal governments offer programs that assist communities with the development of critical infrastructure and facilities. These programs are listed in more detail in the Economic Development Element of this plan.

## **C. GOALS, OBJECTIVES & POLICIES**

### Goals:

1. Provide adequate public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
2. Provide ambulance, volunteer fire and first responder services to residents.
3. Consider cost effectiveness of future development proposals in covering required services, utilities and community facilities.

### Objectives:

1. Consider the potential impacts of development proposals on groundwater quality and quantity.
2. Explore opportunities to develop integrated, multi-use trail systems and recreational facilities.
3. Educate residents on the proper maintenance of septic systems and the benefits of recycling.
4. Share equipment and services across Town boundaries, where possible.

### Policies:

1. Work with adjoining towns, the county, the state, and individual landowners to address known water quality issues.
2. The feasibility of wastewater collection and treatment systems on water quality should be considered by major developments.
3. Develop and maintain a Capital Improvements Plan for major equipment purchases.
4. Make information available to residents on the proper maintenance of septic systems and on recycling.

Insert Map 3 – Community Facilities

## **CHAPTER 5: TRANSPORTATION**

This chapter, the fifth of nine chapters of the Town of Hiles Comprehensive Plan, is based on the statutory requirement [§66.1001(2)(c) Wis. Stats.] for a compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation. This element compares the Town's objectives, policies, goals and programs to state and regional transportation plans. The element also identifies highways within the Town by function and incorporates state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the Town of Hiles.

### **A.) REVIEW OF STATE & REGIONAL TRANSPORTATION PLANS & PROGRAMS**

This section contains a review of state and regional transportation plans and how they affect the Town of Hiles.

#### 1.) Summary of State and Regional Transportation Plans

##### Corridors 2020

Corridors 2020 was designed to enhance economic development and meet Wisconsin's mobility needs well into the future. The 3,200-mile state highway network is comprised of two main elements: a multilane backbone system and a two-lane connector system. All communities over 5,000 in population are to be connected with backbone & connector systems.

This focus on highways was altered in 1991 with the passage of the federal Intermodal Surface Transportation Efficiency Act (ISTEA), which mandated that states take a multi-modal approach to transportation planning. Now, bicycle, transit, rail, air, and other modes of travel would make up the multi-modal plan. The Wisconsin Department of Transportation's (WisDOT) response to ISTEA was the two-year planning process in 1994 that created TransLinks 21.

### TransLinks 21

WisDOT incorporated Corridors 2020 into TransLinks 21, and discussed the impacts of transportation policy decisions on land use. TransLinks 21 is a 25-year statewide multi-modal transportation plan that WisDOT completed in 1994. Within this needs-based plan are the following modal plans:

- State Highways Plan 2020
- Airport System Plan 2020
- Bicycle Transportation Plan 2020
- Wisconsin Pedestrian Policy Plan 2020
- Wisconsin Rail Issues and Opportunities Report
- No plans exists for transit or local roads.

### Connections 2030

Connections 2030 will be a 25-year statewide multi-modal transportation plan that is policy-based. The policies will be tied to “tiers” of potential financing levels. One set of policy recommendations will focus on priorities that can be accomplished under current funding levels. Another will identify policy priorities that can be achieved if funding levels increase. Finally, WisDOT may also identify critical priorities that we must maintain if funding were to decrease over the planning horizon of the plan. This plan will not conflict with the Town of Hiles Comprehensive Plan, because the policies are based upon the transportation needs outlined in TransLinks 21. Recommendations will be presented in "multimodal corridors." The Town of Hiles is not in a corridor, but there is one corridor in Forest County.

### State Trails Network Plan

The Wisconsin Department of Natural Resources (DNR) created this plan in 2001, to identify a statewide network of trails and to provide guidance to the DNR for land acquisition and development. Many existing trails are developed and operated in partnership with counties. By agreement the DNR acquires the corridor and the county government(s) develop, operate, and maintain the trail. There is one potential trail that would run through Hiles.

One potential trail crosses Hiles:

**Segment 13—Dresser to Michigan** is an rail corridor from Dresser, WI to the Upper Peninsula of Michigan that could become a trail.

### Regional Comprehensive Plan

The Regional Comprehensive Plan (RCP) titled “A Framework for the Future”, adopted by the North Central Wisconsin Regional Planning Commission (NCWRPC) in December of 2003, is an update of a plan adopted by NCWRPC in 1981. The RCP looks at transportation in all ten counties that make up the North Central Region, including Oneida. It looks at general trends within the Region and recommends how county and local government can address transportation issues.

The RCP recommends a variety of strategies to address a variety of transportation issues such as growing traffic volumes, congestion and the increase of drivers aged 65 and over. Two such strategies include corridor planning and rural intelligent transportation systems. Corridor planning is one way to relieve some of the need for additional direct capacity expansion by comprehensively managing critical traffic corridors. Rural ITS applications have the potential to make major improvements in safety, mobility, and tourist information services

**B.) TRANSPORTATION MODE INVENTORY**

1.) HIGHWAYS AND TRUCKING

a.) Functional and Jurisdictional Identification

Public highways are generally classified by two different systems, the functional and the jurisdictional. The jurisdictional class refers to which entity owns the facility and holds responsibility for its operations and maintenance. The functional class refers to the role the particular segment plays in moving traffic within the overall system. Each is described in more detail below.

In addition to these main classifications, a road or segment of road may hold a variety of other designations including county forest road, rustic road, emergency route, truck route, etc. There are no rustic roads, or county forest roads within the Town of Hiles. Truck routes are discussed at the end of this section, under Trucking.

The highway system within the Town of Hiles is a network of federal, state and county highways together with various local roads and streets see MAP 2. The jurisdictional breakdown is shown in TABLE 13. State Highway 70 is a Minor arterial. State Highway 32, County Highway S, Pine Lake Road, Pine River Road, and Sheltered Valley Road are Major Collectors. Kentuck Lake Road, Divide Road, Knapp Road, Babcock Road are Minor Collectors. The rest of the roads within the Town are classified as "Local."

JURISDICTION	FUNCTIONAL CLASSIFICATION			TOTALS
	ARTERIAL	COLLECTOR	LOCAL	
State*	6.42	8.81	0	15.23
County	0	3.08	0	3.08
Federal Forest	0	0	8.52	8.52
Town	0	34.25	66.79	101.04
<b>TOTALS</b>	<b>6.42</b>	<b>46.14</b>	<b>75.31</b>	<b>127.87</b>

Source: WisDOT & NCWRPC.

\* WisDOT has jurisdiction over interstate and federal highways.

County Highway S serves the Town of Hiles. County highways serve rural land uses and distribute local traffic to the regional arterial system. They serve an important role in linking the area's forestry resources to the major highways and urban centers.

Town roads are an important component of the county-wide transportation system, because they serve local development, as well as the forestry areas. A particular issue of concern with Town roads is that of seasonal weight limits. In Hiles, a 5-ton limit applies to all Town roads from March 15 to May 1. Forestry activities within the Town make logging trucks a significant concern.

WisDOT does some traffic counts on local and County roads classified as collectors. Traffic has slightly increased at all of the count sites between 1994 and 2003 as shown on TABLE 14.

TABLE 14		Traffic Counts	
Count Site*	1994	2003	# and % Change 1994-2003
Site 1	470	510	40/ 8.5%
Site 2	940	980	40/ 4.3%

Source: Wisconsin Highway Traffic Volume, Department of Transportation & NCWRPC

\* Each traffic count site is described below

Site 1: STH 32, just east of CTH S.

Site 2: STH 32, just west of CTH S.

A functional classification system groups streets and highways into classes according to the character of service they provide. This character of service ranges from providing a high degree of travel mobility to providing land access functions.

The current classification system used in Wisconsin consists of five classifications divided into urban and rural categories. Functional classifications are used to determine eligibility for federal aid. For purposes of functional classification, federal regulations define urban as places of 5,000 or more population, so the rural classifications apply throughout the Town. TABLE 15 summarizes the rural functional classification system.

Principal Arterials	Serve interstate and interregional trips. These routes generally serve to connect all urban areas greater than 5,000 population. The rural principal arterials are further subdivided into 1) Interstate highways and 2) other principal arterials.
Minor Arterials	In conjunction with the principal arterials, they connect cities, large communities, and other major traffic generators providing intra-regional and inter-area traffic movements.
Major Collectors	Provide service to moderate sized communities and other inter-area traffic generators and link those generators to nearby larger population centers or higher function routes.
Minor Collectors	Collect traffic from local roads and provide links to all remaining smaller communities, locally important traffic generators, and higher function roads. All developed areas should be within a reasonable distance of a collector road.
Local Roads	Provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local function roads.

Source: WisDOT

#### b.) Trucking

State Highway 32 is the principal truck route within the Town as designated by WisDOT.

Local truck routes often branch out from these major corridors to link local industry with the main truck routes as well as for the distribution of commodities with the local area. Mapping these local routes is beyond the scope of this study, and local issues such as safety, weight restrictions, and noise impacts play significant roles in the designation of local truck routes.

A number of private trucking companies are available in Crandon, Rhinelander and Eagle River.

## 2.) TRANSIT AND TRANSPORTATION FACILITIES FOR THE DISABLED

The Forest County Commission on Aging coordinates driver-escort service to residents of Forest County, which includes Hiles. Escort drivers provide transportation to elderly and disabled residents of Forest County that qualify as a priority trip purpose. Travel includes both in and out of county travel, and generous volunteers have driven any day or time necessary.

There is bus service provided by the Forest County Commission on Aging. Twice a month the bus service will come to Hiles pick up residents and drive to Rhinelander once and Antigo once. For more information please contact the Forest County Commission on Aging.

## 3.) BICYCLE AND WALKING

In 2001, the WDNR created the State Trails Network Plan to identify a statewide network of trails and to provide guidance to the DNR for land acquisition and development. Many existing trails are developed and operated in partnership with counties. By agreement the DNR acquires the corridor and the county government(s) develop, operate, and maintain the trail.

One potential trail crosses Hiles:

**Segment 13—Dresser to Michigan** is an rail corridor from Dresser to the Upper Peninsula of Michigan that could become a trail.

Any trails from the State Trails Network Plan are not automatically going to become bicycle and walking trails. The WDNR is more likely to create multi-use trails to provide the most access for a variety of uses.

A variety of snowmobile and ATV trails cross through the Town.

## 4.) RAILROADS

There is no local access to rail service in Hiles. Shipments needing rail service would have to be trucked to nearby cities with rail access such as Argonne, Crandon, Rhinelander, Tomahawk, or Wausau. The Atkins Siding site at one time had a spur off of the railroad that could be redeveloped.

## 5.) AIR TRANSPORTATION

The Rhinelander/Oneida County Airport (RHI) in Rhinelander is the closest public airport to Hiles. RHI is an air carrier / air cargo airport, which is designed to accommodate virtually all aircraft. Airports in this category are usually referenced by the type of air carrier service provided—RHI is a short haul air carrier airport. This airport serves scheduled, nonstop, airline markets

and routes of less than 500 miles. Short haul air carriers typically use aircraft weighing less than 60,000 pounds, and use primary runways with a length between 6,500 to 7,800 feet.

There were about 42,340 total aviation operations (take-offs and landings) in 2000. WisDOT projections show total aviation operations increasing at RHI to 44,040 by 2010, and 45,740 by 2020; an 8 percent increase from 2000.

The Crandon Municipal Airport (Y55) in Nashville is a basic utility (BU-A) airport that is designed to accommodate aircraft of less than 6,000 pounds gross weight, with approach speeds below 91 knots and wingspans of less than 49 feet. Such aircraft are typically single-engine piston.

## 6.) WATER TRANSPORTATION

There are no harbors or ports within the Town, so there is no significant water transport of passengers or freight. Some of the streams and lakes within the Town have boat launches. No water trails have been designated at this time.

## **C. TRANSPORTATION PROGRAMS**

Below is a listing of programs that may be of assistance to the Town with regard to the development of the local transportation system. The Wisconsin Department of Transportation is the primary provider of programs to assist local transportation systems. A wide variety of programs are available to serve the gamut of jurisdictions from county down to the smallest town. The programs most likely to be utilized by rural towns such as Hiles include:

- General Transportation Aids
- Flood Damage Aids
- Town Road Improvement Program
- Town Road Improvement Program – Discretionary
- Local Bridge Improvement Assistance
- Local Transportation Enhancements
- Traffic Signing & Marking Enhancement Grant
- Rustic Roads

More information on these programs can be obtained by contacting the WisDOT region office in Rhinelander or on the Internet at <http://www.dot.wisconsin.gov/localgov/>.

## **D. GOAL, OBJECTIVES AND POLICIES**

### **Goals:**

- Support and maintain a safe and efficient Town road system.

### **Objectives:**

- Update street signage to improve visibility for all Town residents.
- Town roads serving residential areas must accommodate access requirements for emergency services (fire, EMS, ambulance, etc.) as well as school bus and snowplow.

### **Policies:**

- Land uses that generate heavy traffic should be avoided on local roads that have not been constructed or upgraded for such use.
- Roadway access should be spaced along the existing Town road network to increase safety and better preserve capacity.
- Future road locations, extensions or connections should be considered when reviewing development plans and proposals.

## **CHAPTER 6: ECONOMIC DEVELOPMENT**

This is the sixth chapter of the nine chapter Town of Hiles Comprehensive Plan. It is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the Town. As required by the state's comprehensive planning law [§66.1001 (2)(f) Wis. Stats.], this chapter analyzes the labor force and economic base, ensures designation of adequate sites for business and industry, evaluates potentially contaminated sites for reuse, and identifies applicable county, regional and state economic development programs.

### **A. LABOR FORCE, ECONOMIC BASE ANALYSIS & ASSESSMENT OF LOCAL CONDITIONS**

#### 1. Labor Force

According to the Census, the population 16 and over living in the Town of Hiles was approximately 338 people in 2000. Of these, 122 were in the labor force which resulted in a participation rate of 36.1%. Of these, 7 were unemployed for an unemployment rate of 5.7%. The unemployment rate for the County was 7.7% in 2000. Hiles's 1990 unemployment rate was 7.1%. The current County unemployment rate is about 6.8% (2007).

#### 2. Economic Base Analysis

Geographically, the land within the Town is overwhelmingly dedicated to the forestry sector. Over 64% of the land in the Town of Hiles is woodland. See the Agricultural, Natural and Cultural Resources and Land Use chapters of this plan for more on the forest cover of the community.

The primary occupations of Hiles residents in the labor force include: Management, professional and related; Service; and Production, transportation & material moving, see TABLE 9. The leading economic sectors or industries in the Town are: Arts, Entertainment, Recreation, Accommodation and Food Services; and Manufacturing, see TABLE 10.

Historically, Manufacturing industry has been the strongest sector county-wide, with 881 workers in 1990, but declined by 24.1% to employ 669 people in 2000. Education, Health and Social Services has jumped ahead as the dominant industry sector in both the County and Town in 2000 by employing 755 people county-wide and 10 people in Town.

These figures in TABLES 16 & 17 are all based on the number of workers residing in the Town and what they do for employment not where they are

actually employed. Information regarding the number of jobs available in the Town of Hiles itself is not readily available.

Commuting patterns provide one way to estimate the number of jobs within a community. The 2000 commuting data shows a total of 163 workers traveling to the Town of Hiles for work. The majority (86 or 52%) of these actually represent residents of Forest County working at jobs within the Town. The 2000 commuting data shows a total of 115 residents that are employed and travel to work outside of the town. The majority (71 or 62%) of these represents residents of the town working jobs within Forest County. Of the 115 residents that are employed 27 of them work in the Town of Hiles.

	Town of Hiles		Forest County	
	1990	2000	1990	2000
Management, professional & related	11	26	603	831
Service	16	23	492	855
Sales & office	10	18	600	799
Farming Fishing & Forestry	14	2	274	179
Construction, extraction & maintenance	18	11	252	472
Production, transportation & material moving	33	35	973	908

Source: U.S. Census Bureau

	Town of Hiles		Forest County	
	1990	2000	1990	2000
Ag., Forestry, Fishing, Hunting & Mining	6	6	199	303
Construction	9	11	174	303
Manufacturing	28	27	881	669
Wholesale Trade	0	2	53	57
Retail Trade	26	12	553	402
Transportation, Warehousing & Utilities	6	0	239	256
Information	N/A	2	N/A	49
Finance, Insurance, Real Estate & Leasing	0	4	80	119
Professional, Scientific, Management, Administrative & Waste Mgmt Services	18	10	163	136
Education, Health and Social Services	7	10	499	755
Arts, Entertainment, Recreation, Accommodation and Food Services	0	18	34	527
Public Administration	6	9	205	168
Other Services	0	4	147	300

### 3. Assessment of Local Conditions

Based on the silvicultural nature of the community, the Town supports the development of forestry and forest-related business. The forested nature of the Town, along with its water resources, also lends itself to tourism and recreation based industries, which the Town is in favor of as well. Beyond that, the Town has no specific preference for categories or types of business desired.

The Town has a number of strengths that may be helpful in attracting or retaining business and industry, including good main traffic routes, recreational base and resident workforce.

Some weaknesses in attracting or retaining business and industry include: lack of sewer & water and natural gas service, limited 3-phase power, hi-speed internet, and weight limits on interior roads.

There are a number of environmentally contaminated or potentially contaminated sites located within the Town. For example, the WisDNR Internet database known as the Bureau of Remediation and Redevelopment Tracking System (BRRTS) lists approximately 9 sites in Hiles. All identified sites are currently in use at the time of this writing, so there is no opportunity or need for redevelopment at this time. The Town supports the reuse of contaminated or potentially contaminated sites provided that the Town is secure of liability issues. The list of sites in Hiles is located in the Natural Resources chapter of this plan.

## **B. ECONOMIC DEVELOPMENT PROGRAMS**

Various organizations at the County, Regional and State level offer a variety of programs to assist with economic development. Many of these are listed below:

### *Local:*

Tax Increment Financing: In 2004, the WI State Legislature enacted changes to the state's Tax Increment Financing statutes. One significant change involved allowing townships to establish tax increment districts for specified economic development projects. Tax Increment Financing has been employed by numerous communities throughout the state to promote redevelopment in blighted areas and finance new industrial development.

*County:*

Forest County Economic Development Committee: The Forest County Economic Development Committee was formed to attract economic growth within Forest County. The committee will help current employers within Forest County thrive and will attract businesses to the region.

*Regional:*

North Central Wisconsin Development Corporation: The North Central Wisconsin Development Corporation (NCWDC) manages two revolving loan funds designed to address a gap in private capital markets for long-term, fixed-rate, low down payment, low interest financing. The fund is targeted to businesses in the ten county region.

North Central Advantage Technology Zone Tax Credits: The County has been designated a Technology Zone by the Department of Commerce. The Technology Zone program brings \$5 million in income tax incentives for high-tech development to the area. The North Central Advantage Technology Zone offers the potential for high-tech growth in knowledge-based and advanced manufacturing clusters, among others. The zone designation is designed to attract and retain skilled, high-paid workers to the area, foster regional partnerships between business and education to promote high-tech development, and to complement the area's recent regional branding project.

*State:*

Rural Economic Development Program: This program administrated by Wisconsin Department of Commerce provides grants and low interest loans for small business (less than 25 employees) start-ups or expansions in rural areas. Funds may be used for "soft costs" only, such as planning, engineering, ad marketing assistance.

Wisconsin Small Cities Program: The Wisconsin Department of Commerce provides federal Community Development Block Grant (CDBG) funds to eligible municipalities for approved housing and/or public facility improvements and for economic development projects. Economic Development grants provide loans to businesses for such things as: acquisition of real estate, buildings, or equipment; construction, expansion or remodeling; and working capital for inventory and direct labor.

Wisconsin Small Business Development Center (SBDC): The UW SBDC is partially funded by the Small Business Administration and provides a variety of programs and training seminars to assist in the creation of small business in Wisconsin.

Transportation Economic Assistance (TEA): This program, administered by the Wisconsin Department of Transportation, provides immediate assistance for the cost of transportation improvements necessary for major economic development projects.

Other State Programs: Technology Development grants and loans; Customized Labor Training grants and loans; and Major Economic Development Project grants and loans.

*Federal:*

U.S. Dept. of Commerce - Economic Development Administration (EDA): EDA offers a public works grant program. These are administered through local units of government for the benefit of the local economy and, indirectly, private enterprise.

U.S. Department of Agriculture - Rural Development (USDA – RD): The USDA Rural Development program is committed to helping improve the economy and quality of life. Financial programs include support for water and sewer systems, housing, health clinics, emergency service facilities, and electric and telephone service. USDA-RD promotes economic development by supporting loans to businesses through banks and community-managed lending pools. The program also offers technical assistance and information to help agricultural and other cooperatives get started and improve the effectiveness of their member services.

Small Business Administration (SBA): SBA provides business and industrial loan programs that will make or guarantee up to 90% of the principal and interest on loans to companies, individuals, or government entities for financing in rural areas. Wisconsin Business Development Finance Corporation acts as the agent for the SBA programs that provide financing for fixed asset loans and for working capital.

### **C. GOALS, OBJECTIVES & POLICIES**

Although the Town of Hiles has not, historically, played a role in economic development, it supports efforts to stabilize and expand the economic base and employment opportunity for its residents and the community as a whole. A review of economic base assessment information has led to the establishment of the following economic development policy statement:

#### Goals:

1. Promote the stabilization of the current economic base.
2. Encourage a variety of economic opportunities related to forests, forestry, and forest based products.

#### Objectives:

1. Encourage new retail, commercial & industrial development to locate adjacent to county or state highways.
2. Discourage industrial development from negatively impacting environmental resources or adjoining property values.
3. Encourage businesses that are compatible with a rural setting.
4. Review costs and benefits of a proposed development project prior to approval.

#### Policies:

1. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding areas.
2. Support efforts to promote economic development within the county.
3. Commercial and industrial development should be directed to designated planned areas consistent with the Future Land Use Map.
4. Intensive industrial uses should be steered to areas that have the service capability to support that development.
5. Encourage efforts to keep forestry-related jobs in and adjacent to the community, such as working with schools, colleges, and training programs to recruit and retain workers within the community.

**CHAPTER 7:  
LAND USE CHAPTER**

This is the seventh of nine chapters of the Town of Hiles Comprehensive Plan. This chapter is based on the statutory requirement [§66.1001(2)(h) Wis. Stats.] for a "compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property". This chapter reviews existing land uses, trends, programs, and future land use.

**A. Existing Land Use Inventory**

Current land use activity in the Town is characterized by large blocks of forestland with residential development mainly along the lakes within the town and some scattered agricultural and commercial activities. There are large sections of forest with limited access, much of which is industrial forest. Such large contiguous forest blocks are necessary to maintain economically viable forests.

The existing land use map was developed in two steps. The first was an air photo interpretation by NCWRPC. The Town Plan Commission then made corrections. The intent of this map is to provide a generalized overview of land uses as the currently exist in the town. See the Existing Land Use map.

Once that map was completed the NCWRPC developed calculations to determine land areas by use. Table 18 presents the current breakdown of land-use types within the Town. The majority of the Hiles’s land use is woodlands which consists of 82,029 acres or 90.69%. Water is the next largest land use and that covers about 6.91% of the Town. The next most significant land use types are Agriculture at about 0.77%, transportation which is 0.75% of the total land area and Residential which is 0.72% of the current land use. The remaining land uses use only about 0.17% of the total land area. See Table 18.

Table 18: EXISTING LAND USE		
Land Use	Acres	Percent
Agriculture	697	0.77%
Commercial	7	0.01%
Government/Institution	6	0.01%
Industrial	0	0.00%
Open Land	70	0.08%
Outdoor Recreation	63	0.07%
Residential	649	0.72%
Transportation	681	0.75%
Water	6,253	6.91%
Woodlands	82,029	90.69%
Total	90,454	

*Source: NCWRPC, Town of Hiles*

## **B. Land Use Trends**

### 1.) Land Supply

As shown by the existing land use inventory, the majority of the Town is "undeveloped" woodlands, so the supply of land "available" for development appears to be adequate. Much of this undeveloped area is large block industrial forest, which is most productive if roads are not cut into it and subdivided. Even under a rapid growth scenario, the supply of land in the Town of Hiles is more than sufficient to accommodate projected demand over the next 20 years for all use categories.

### 2.) Land Demand

#### Residential:

The overall residential demand for land in the Town of Hiles results from a projected 64 increase in households (2000–2025). TABLE 19 shows projected residential land demand based on household projections for the Town and the Town's 2-acre (minimum) lot size. An average of 25 acres of residential land is expected to be added to the Town every 5 years to accommodate anticipated population growth by the year 2025. This does not account for seasonal home development.

About 55 (86%) of the 64 new housing units will probably be built as single-family, since 86 percent of all housing stock in Town is single-family dwellings, as shown in the Housing chapter. About 8 (12%) of the new 64 housing units may exist as mobile homes, and the remaining 1 unit (2%) of the new projected housing units may be classified as multifamily or other type of unit.

Seasonal housing comprises about 67% of the total units within the Town. Although existing seasonal homes are being converted to full-time permanent residences, it is assumed for planning purposes that new seasonal units will remain a stable proportion over the lifespan of this plan resulting in an additional 130 seasonal homes (2000–2025). These units would consume an average of about 26 acres every five years.

#### Industrial, Commercial and Agricultural:

Industrial uses are not located within the Town. As a result, the amount of industrial land fairly constant at 0 acres over the planning period.

Commercial development is subject to market forces and difficult to predict. There has been little commercial development in the Town, but new commercial enterprises have appeared sporadically over time. As a result a

conservative estimate of doubling of the current level of commercial from 7 acres to 14 acres by 2025 is used.

Since it is the Town’s intention to promote the preservation of prime agricultural land, the level of agricultural land within the Town is anticipated to remain stable over the planning period. Some lands are expected to be taken out of agriculture while new areas are likely to come under farming, resulting in minimal net change. Table 19 shows the projected increase of commercial, industrial and agricultural land uses in 5-year increments.

	2010	2015	2020	2025	2030*
Residential Acreage Demand	649	726	803	880	957
Industrial/Commercial Acreage Demand	7	9	11	14	16
Agricultural Acreage Demand	697	697	697	697	697

Source: NCWRPC

\*Extension of 2000-2025 trend.

### 3.) Land Prices

Overall equalized land values in the Town have increased about 125 percent over the last eight years; however, not all categories of land increased. Agricultural experienced a decline of 73percent of land values, however the decrease in value is partially due to the new property classification called Agricultural Forest. Residential Land values have increased over 100% over this timeframe.

Type of Property	2000	2008	% Change
Residential	\$25,864,600	\$61,179,600	136.5%
Commercial	\$680,200	\$734,600	8.0%
Manufacturing	\$6,900	\$12,000	0.0%
Agricultural	\$247,300	\$65,800	-73.4%
Undeveloped	\$74,000	\$601,700	713.1%
Ag. Forest	\$0	\$170,000	0.0%
Forest	\$5,383,100	\$9,991,100	85.6%
Other	\$27,000	\$45,000	66.7%
<b>Total Value</b>	<b>\$32,283,100</b>	<b>\$72,799,800</b>	<b>125.5%</b>

Source: WI DOR, 2000 & 2008

#### 4.) Opportunities for Redevelopment

There are a few properties in Town that had environmental contamination on them and are still in use. Sites that were identified as environmentally sensitive areas under the Bureau of Remediation and Redevelopment Tracking System are the best sites for redevelopment in the town. See the Natural, Agricultural, and Cultural Resources and Economic Development chapters, for more details.

Quarries have a built-in redevelopment mechanism via reclamation regulations. Most existing quarries within the Town have a number of years of life left. Reclamation to a useable state is required upon closure of any quarry.

#### 5.) Existing and Potential Land Use Conflicts

An area of concern is the clear cutting of larger forested tracts for timber or pulpwood, and the subsequent sale and development of these and other large parcels for residential lots. The availability and marketing of these parcels/developments draws more interest in the local land market and has the potential to inflate growth beyond the anticipated projection. This may stress available public facilities and services.

Unkempt or poorly maintained buildings and properties including accumulating junk and vehicles have been generally labeled as “eyesores” and identified as a conflict issue by the Town Plan Commission.

Other areas of land use conflict within the Town include agricultural activity versus residential development and quarry activities versus residential development. Although the Town is not currently a highly agricultural area, another potential future conflict area is possible development of larger scale livestock operations.

This Plan seeks to avoid or minimize potential future land use conflicts through controlled development, planned use-buffers and public information and education components.

### **C. Land Use Programs**

A number of different programs directly and indirectly affect land use within the Town. Forest County has County Shoreland Zoning that is in effect in the the town. Official mapping authority is available but not widely used. See the Implementation Chapter of this Plan for more on these ordinances.

## **D. Future Land Use 2008-2028**

The Future Land Use map represents the long-term land use recommendations for all lands in the Town. Although the map is advisory and does not have the authority of zoning, it is intended to reflect community desires and serve as a guide for local officials to coordinate future development of the Town.

Town of Hiles Plan Commission members participated in a mapping exercise with NCWRPC staff to identify the desired future land uses by using nine common Land Use Map Classifications, as described below. Town Plan Commission members used their broad knowledge of the Town to draw shapes on a map representing the different land uses. The goal was to produce a generalized land use plan map (future land use) to guide the Town's growth. See the Future Land Use map.

### Land Use Map Classifications:

Land use classifications are groups of land uses that are compatible, and that separate conflicting uses. The classifications are not zoning districts and do not have the authority of zoning, but are intended for use as a guide. The Future Land Use Map must be consistent (§66.1001(3) WI Stats.) with subdivision, zoning, and official map decisions.

1. Residential

Identifies areas recommended for residential development typically consisting of smaller lot sizes.

2. Rural Residential

Identifies areas that are recommended for less dense residential development, consisting of larger minimum lot sizes than the residential category. These areas will also allow a mixture of residential uses, and provide a good transition from more dense development to the rural forested countryside.

3. Commercial

Identifies areas recommended for commercial development, as well as existing commercial establishments located throughout the Town.

4. Industrial

Identifies areas recommended for industrial development, as well as existing industrial areas located throughout the Town.

5. Governmental/Public/Institutional

Identifies existing or planned governmental/public/institutional facilities within the Town, including recreational facilities like parks and boat launches.

6. Agricultural Areas

Identifies areas to be preserved for the purpose of general crop farming, the raising of livestock, orchards, or tree farms.

7. Forestry Areas

Identifies areas of large woodlands within the Town.

8. Transportation Corridors

Identifies the existing road network along with the recommendations for improved and safe traffic movement in the town, including airports, rail facilities, and potential recreational trails.

9. Preservation & Open Space

Contains sensitive environmental areas, such as 100-year floodplains as defined by the Federal Emergency Management Agency, DNR wetlands, and steep slopes of 12 percent or greater. This could include endangered species habitat or other significant features or areas identified by the Town.

**E. Goals, Objectives, and Policies**

To address competing development concerns, a resource-based land management policy is proposed. This policy utilizes physical characteristics of the land to guide where development should occur. The following land use policy statement is a means of guiding future development within the Town towards a more orderly and rational pattern:

GOAL 1 Maintain orderly planned growth that promotes the health, safety and general welfare of Town residents and makes efficient use of land and efficient use of public services, facilities and tax dollars.

Objectives and Policies:

- A. The Town will maintain a long-range Comprehensive Plan, which will serve as a guide for future land use and zoning decisions. New development will be permitted based on consideration of this Plan, as well as other Town, County, and state plans and ordinances.
- B. Small or medium scale commercial development intended to serve local needs will be encouraged.
- C. Large scale commercial development will be discouraged because of the potential to attract unplanned or premature urban development of the Town.

- D. All industrial development proposals will be addressed on a case-by-case basis.
- E. Commercial and industrial development will be directed to main roads that are better able to handle the traffic.

GOAL 2 Promote and regulate development that preserves the rural character of the Town, and minimizes groundwater impacts from on-site septic systems and other sources.

Objectives and Policies:

- A. The location of new development will be restricted from areas in the Town shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, loss of farmland, highway access problems, incompatibility with neighboring uses, etc.
- B. Lot sizes of 2.5 acres are required for new development through the County land division ordinance, in order to preserve the Town's rural character and to protect groundwater resources from the impacts of higher density development.
- C. The Town may allow smaller parcels on a case by case basis (down to minimum established by County zoning district).
- D. Use-buffer areas may be used as shields to lessen the impacts of potentially conflicting land use types located in relatively close proximity; i.e. rural residential type development should be planned as a buffer between single-family and forestry or agricultural. Landscape buffers should also be used, especially where use-buffers are unfeasible.

GOAL 3 Preserve the productive farmland and forest in the Town for long-term use and maintain agriculture and forestry as important economic activities and a way-of-life.

Objectives and Policies:

- 1. Marginal lands, not suited to agricultural or forestry uses, should be the focus of development activity in the Town. Land best suited to agriculture or timber production should remain in that use, to the extent possible, and new development should be steered toward land less well adapted to productive use.

2. Nonfarm development, particularly subdivisions, may be encouraged in areas away from intensive agricultural activities, in order to minimize farm - nonfarm conflicts due to noise, odors, nitrates in well water, pesticides, farm/vehicle conflicts on roadways, late night plowing, etc.
3. The Town may consider proposals involving the keeping or raising of livestock or other animals, fish, and fowl on a case-by-case basis in relation to the potential impact on water quality and neighboring land uses, consistent with Wis. Stat. 93.90.

Insert Map 4 – Existing Land Use

Insert Map 5 – Future Land Use

## **CHAPTER 8: INTERGOVERNMENTAL COOPERATION**

This chapter is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. This chapter first analyzes the relationship of the Town of Hiles to school districts, adjacent local governmental units, the Region, the state, and other governmental units; then it incorporates plans and agreements under sections 66.0301, 66.0307, and 66.0309 of Wisconsin Statutes; and finally it concludes with an identification of existing or potential conflicts between the governmental units and a process to resolve such conflicts.

### **A.) ASSESSMENT OF INTERGOVERNMENTAL RELATIONSHIPS, PLANS AND AGREEMENTS**

#### **1. SCHOOL DISTRICT**

The Town of Hiles is in the School District of Crandon and Three Lakes, but the Wisconsin Open Enrollment program allows children to attend nearby school districts, provided that the district has the necessary space to accept the student.

The Nicolet Technical College, located in Rhinelander, serves the town.

The main form of interaction with both school and college districts are through payment of property taxes, which help to fund both districts' operations. The Town has little participation in issues pertaining to administration or siting of new facilities. All school and college board meetings are open to the public.

#### **2. SURROUNDING TOWNS**

The Town of Hiles is bordered (refer to Map 1) by the towns of Argonne, Lincoln, Crandon, and Alvin in Forest County, the towns of Phelps and Washington in Vilas County and the towns of Three Lakes, Piehl and Monico in Oneida County. Hiles has First Responders who have a mutual aid relationship with the surrounding Towns.

#### **3. FOREST COUNTY**

Forest County (refer to Map 1) directly and indirectly provides a number of services to Hiles. The Town enjoys a good working relationship with many departments, including Finance, Highways, Sheriff, Parks and Zoning.

The County Highway Department maintains and plows the County, state and federal highways within the Town. The County Sheriff provides protective services through periodic patrols. The Sheriff also manages the 911-dispatch center, not only for police protection, but also for ambulance/EMS response. The Forestry Department maintains a county park and forest system for the use and enjoyment of all residents. The County also provides land records and land & water conservation services.

In many cases where state and federal agencies require area-wide planning for various programs or regulations, the County sponsors a county-wide planning effort to complete these plans, and include each individual local unit in the process and resulting final plan. Examples of this include the County Outdoor Recreation plan which maintains the eligibility for WisDNR administered park and recreation development funding of each local unit that adopts it, and All Hazard Mitigation Plans which are required by FEMA in order for individual local units of government to qualify for certain types of disaster assistance funding.

#### 4. NORTH CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

The North Central Wisconsin Regional Planning Commission (NCWRPC) was formed under §60.0309 Wis. Stats. as a voluntary association of governments within a ten county area. Forest County is a member of the NCWRPC, which qualifies the Town of Hiles for local planning assistance. Typical functions of the NCWRPC include (but are not limited to) land use, transportation, economic development, intergovernmental and geographic information systems (GIS) planning and services.

#### 5. STATE AND FEDERAL GOVERNMENT

The Wisconsin departments of Natural Resources (WisDNR) and Transportation (WisDOT) are the primary agencies the Town might deal with regarding development activities. Many of the goals and objectives of this plan will require continued cooperation and coordination with these agencies.

The WisDNR takes a lead role in wildlife protection and sustainable management of woodlands, wetland, and other wildlife habitat areas, while WisDOT is responsible for the planning and development of state highways, railways, airports, and other transportation systems. State agencies make a number of grant and aid programs available to local units of government like the Town of Hiles. Examples include local road aids, the Local Roads Improvement Program (LRIP) and the Priority Watershed Program. There are also a number of mandates passed down from the state that the Town must comply with, such as the biannual pavement rating submission for the Wisconsin Information System for Local Roads.

Most federal programs are administered by the states, so the Town would be dealing with the responsible state agency with regard to federal programs and regulations.

## **B.) EXISTING / POTENTIAL INTERGOVERNMENTAL CONFLICTS**

The following intergovernmental conflicts were identified in the Hiles planning area:

- ✓ County Zoning.

The following potential intergovernmental conflicts may arise in the Hiles planning area:

- ✓ Potential future school district boundary realignment and school closings.

The process for resolving these conflicts will in part be a continuation of past practices as new mechanisms evolve. The Town will continue to meet with surrounding towns when significant issues of mutual concern arise.

## **C.) INTERGOVERNMENTAL PROGRAMS**

66.0301 – Intergovernmental Cooperation: Wisconsin Statute §66.0301 permits local agreements between the state, cities, villages, towns, counties, regional planning commissions, and certain special districts, including school districts, public library systems, public inland lake protection and rehabilitation districts, sanitary districts, farm drainage districts, metropolitan sewerage districts, sewer utility districts, Indian tribes or bands, and others.

Intergovernmental agreements prepared in accordance with §66.0301, formerly §66.30, are the most common forms of agreement and have been used by communities for years, often in the context of sharing public services such as police, fire, or rescue. This type of agreement can also be used to provide for revenue sharing, determine future land use within a subject area, and to set temporary municipal boundaries. However, the statute does not require planning as a component of any agreement, and boundary changes have to be accomplished through the normal annexation process.

Municipal Revenue Sharing: Wisconsin Statute, 66.0305, Municipal Revenue Sharing, gives authority to cities, villages and towns to enter into agreements to share revenue from taxes and special charges with each other. The agreements may also address other matters, including agreements regarding services to be provided or the location of municipal boundaries.

Boundaries of the shared revenue area must be specified in the agreement and the term of the agreement must be for at least 10 years. The formula or other means for sharing revenue, the date of payment of revenues, and the means by which the agreement may be invalidated after the minimum 10 year period.

Incorporation: Wisconsin Statutes, 66.0201 – Incorporation of villages and cities; purpose and definitions, and 66.0211 – Incorporation referendum procedure, regulate the process of creating new villages and cities from Town territory. Wisconsin Statute, 66.0207 – Standards to be applied by the department, identifies the criteria that have to be met prior to approval of incorporation.

The incorporation process requires filing an incorporation petition with circuit court. Then, the incorporation must meet certain statutory criteria reviewed by the Municipal boundary Review Section of the Wisconsin Department of Administration. These criteria include:

- ✓ Minimum standards of homogeneity and compactness, and the presence of a "well developed community center."
- ✓ Minimum density and assessed valuation standards for territory beyond the core.
- ✓ A review of the budget and tax base in order to determine whether or not the area proposed for incorporation could support itself financially.
- ✓ An analysis of the adequacy of government services compared to those available from neighboring jurisdictions.
- ✓ An analysis of the impact incorporation of a portion of the Town would have on the remainder, financially or otherwise.
- ✓ An analysis of the impact the incorporation would have on the area.

Many of the other types of intergovernmental programs not discussed here are urban fringe city-town in nature and do not apply to a town like Hiles including boundary agreements, extraterritorial actions, and annexation.

## **D.) INTERGOVERNMENTAL COOPERATION GOALS AND POLICIES**

GOAL            Establish mutually beneficial cooperation with all levels of government.

Objectives and Policies:

1.     Investigate cost sharing or contracting with neighboring towns and the County to provide more efficient service or public utilities.
2.     Investigate joint operation or consolidation when considering expanded or new services or facilities.
3.     Continue cooperation with Forest County in the development and implementation of joint intergovernmental planning programs such as land and water conservation, parks and recreation and all hazards mitigation.

## **CHAPTER 9: IMPLEMENTATION**

This last chapter (#9 of 9) of the Town of Hiles Comprehensive Plan is based on the statutory requirement [§.66.1001 (2)(i) Wis. Stats.] for a compilation of programs and specific actions to implement the objectives, polices, plans and programs contained in the previous chapters. This chapter includes a process for updating the plan, which is required every 10 years at a minimum.

### **A.) ACTION PLAN RECOMMENDED TO IMPLEMENT THE COMPREHENSIVE PLAN**

This Plan is intended to be used as a guide by local officials, both town and county, when making decisions that affect growth and development in Hiles. It is also important that local citizens and developers become aware of the Plan.

Steps taken to implement this Plan include adoption of public participation guidelines, Plan Commission formation, Plan Commission resolution recommending Plan adoption by the Town Board, formal public hearing, Town Board approval of the Plan by ordinance, distribution of the Plan to affected government units and ongoing Plan Commission reviews and updates.

#### **RECOMMENDATION 1: PLAN COMMISSION -**

It is incumbent upon the Town Board that once the Plan is approved, it will be used to guide decisions that affect development in the Town.

The Town of Hiles Plan Commission is to measure the Town's progress toward achieving the Plan on an annual basis and make a full review and update of the Plan every 10 years. (See Section B, below.)

The primary implementation tools for this Plan are the Forest County Land Division ordinances and shoreland zoning. These ordinances provide the underlying regulatory framework that supports many of the Plan's policies. The Comprehensive Plan should be an important consideration in this process. Wisconsin's Comprehensive Planning Law requires that a local government's land use related decisions and actions be consistent with that unit's Comprehensive Plan.

The previous chapters of this Plan contain a compilation of programs the Plan Commission may consider in working to implement the Comprehensive Plan.

#### **RECOMMENDATION 2: INTERGOVERNMENTAL COOPERATION -**

The Town of Hiles must cooperate with neighboring communities and other units of government to minimize intergovernmental conflict and ensure that the

goals and objectives of this plan are fully realized. Key recommendations include the following:

- ✓ Work with Forest County to incorporate the Town of Hiles Comprehensive Plan into a Forest County Comprehensive Plan and to complete a plan for the entire county.
- ✓ Continue to build on the initial framework established in the Intergovernmental Cooperation Chapter of this Plan.

### RECOMMENDATION 3: INFORMATION AND EDUCATION -

Copies of this Plan should be made available to the public and all materials, maps, programs and information mentioned in the Plan should be assembled and displayed at the Town Offices, available for anyone to review when the facility is open or upon reasonable request. In addition, the same information should be made available on the Internet.

### **B.) PLAN REVIEW AND UPDATE**

An annual review is to be completed by the Plan Commission, comparing how each land use decision made during the year measured up to the goals and policies of the Plan. If a pattern of land use decisions inconsistent with the goals and policies of this Plan is found, the following options are to be considered:

- ✓ Appropriate adjustments should be made to bring decision-making back in line with Plan goals and policies
- ✓ The goals and policies themselves should be reviewed to ensure they are still relevant and worthwhile
- ✓ Possible changes to existing implementation tools such as the zoning or land division ordinance should be considered to ensure the ordinances properly support land use decision-making and plan implementation.
- ✓ New implementation tools should be considered to gain more control over land use decisions.

A comprehensive plan update is required by statute every 10 years. An essential characteristic of any planning program is that it reflects the desires of the Town's citizens.

### **C.) PLAN AMENDMENT PROCEDURE**

Amendments to this Plan may include minor changes to plan text or maps or major changes resulting from periodic review. Frequent changes to accommodate specific development proposals should be avoided. The Comprehensive Planning Law requires that the same process used to adopt the Plan will also be used to amend it, specifically:

An amendment or change may be initiated by either the Plan Commission or the Town Board and may result from a regular review or a request from a resident.

The Plan Commission prepares the specific text or map amendment being considered, holds a public meeting and votes to recommend approval or disapproval of the proposed amendment, by resolution to the Town Board.

A copy of the proposed Plan amendment is sent to all affected government units, Forest County in particular.

Town Clerk publishes a 30-day Class 1 notice announcing a Town board public hearing on the proposed changes.

The Town Board conducts the public hearing and votes to either approve, disapprove or approve with changes, by ordinance.

Any approved changes are sent to affected government units, Forest County in particular.

### **D.) PLAN CONSISTENCY BETWEEN CHAPTERS**

The state comprehensive planning law requires that the implementation chapter describe how each chapter of the plan will be integrated and consistent with the other chapters. Preparing all the chapters of the Town of Hiles Comprehensive Plan simultaneously has ensured that there are no known inconsistencies between the different chapters of the Plan.

**ATTACHMENT A**  
**PUBLIC PARTICIPATION PLAN**

---

**ATTACHMENT B**  
**PLAN ADOPTION DOCUMENTATION**

---