

# *City of Gillett*

*Oconto County, Wisconsin*

## *20-Year Comprehensive Plan*

*July 2004*



Prepared By:  
Bay-Lake Regional Planning Commission



## **CITY OF GILLETT**

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Cover: Downtown Gillett, 2003.

# **CITY OF GILLETT**

## **20-YEAR COMPREHENSIVE PLAN**

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## **In Memoriam**

This document is dedicated to the memory of Dennis W. Rank. Dennis was very active in the City of Gillett including 30 years with the Lions Club and 20 years with the Gillett Joint Ambulance Service. He started with the City of Gillett Fire Department on Feb. 5,

1974, was as a Gillett City Alderman beginning on April 4, 1978, and served as a member of the Planning Committee. His insightful comments and thoughtful input helped greatly in the creation of this plan.

**Dennis W. Rank  
1947-2004**



# Bay-Lake Regional Planning Commission

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*The regional planning commission for Northeastern Wisconsin serving communities within the counties of:*

**FLORENCE • MARINETTE • OCONTO • BROWN • DOOR • KEWAUNEE • MANITOWOC • SHEBOYGAN**

October 11, 2004

Mr. Tom Lietz  
City of Gillett Mayor,  
Members of the Common Council and City Planning Committee

Ladies and Gentlemen:

The Bay-Lake Regional Planning Commission is pleased to present this Comprehensive Plan, entitled; *City of Gillett 20 Year Comprehensive Plan* to the City Council. This Comprehensive Plan was prepared by the Bay-Lake Commission staff in accordance with Contract No. 54132 and adopted by the City Council on July 1, 2004, under Wisconsin Statute 66.1001 (Smart Growth).

This Comprehensive Plan represents the City's commitment to the long-term planning needs of the community. The Comprehensive Plan also provides the City with a framework for preserving its community character, improving its historic downtown area, protecting its natural resources, while allowing for new development.

In addition to setting forth a land use plan and supporting plan implementation devices, this document presents pertinent information on many factors affecting land use development in the City of Gillett, including existing and probable future residential population levels, the natural resource base, existing land uses, intergovernmental cooperation and existing local plan implementation devices.

The delivery of this plan constitutes the completion of the Bay-Lake Regional Planning Commission's obligation regarding the City's request for assistance in developing the Comprehensive Plan. However, the Commission staff stands ready to assist the City in presenting the information contained in this report and in implementing, over time, the plan set forth herein.

Sincerely,

Mark A. Walter  
Executive Director

**CITY OF GILLETT**  
**ORDINANCE NO. 2004 - 8**

**An Ordinance to Adopt a Comprehensive Plan Pursuant to  
Wisconsin Statutes Section 66.1001 (Smart Growth)**

WHEREAS, on August 16, 2001 the City Common Council for the City of Gillett approved a contract with Bay-Lake Regional Planning Commission to prepare a Comprehensive Plan for the City of Gillett under the guidelines of Section 66.1001 Wisconsin Statutes; and,

WHEREAS, the project included a public participation plan in every stage of the process for preparation of a Comprehensive Plan for the City of Gillett, which addressed provisions for wide distribution of the proposed elements of the Comprehensive Plan, and provided an opportunity for written comments to be received from the public and for the City to respond to such comments; and,

WHEREAS, on May 4, 2004, the City of Gillett Planning Committee recommended to the City Common Council adoption of the Comprehensive Plan by resolution which passed by a majority vote of the entire membership of the City Planning Committee, which vote is recorded in the official minutes of the Planning Committee; and,

WHEREAS, the Gillett City Common Council held a public hearing on July 1, 2004, which was preceded by a Class 1 Notice provided as described in Wisconsin Statutes Chapter 985, that was published at least 30 days before the hearing was held, and the notice included all of the following information:

1. The date, time and location of the hearing;
2. A summary of the proposed Comprehensive Plan;
3. The name of the individual employed by the City of Gillett who may provide additional information regarding the proposed ordinance;
4. Information relating to where and when the proposed Comprehensive Plan could be inspected before the hearing, and how a copy of the Plan could be obtained; and,

WHEREAS, the Gillett City Common Council, having carefully reviewed the recommendation of the Gillett Planning Committee, having determined that all procedural requirements and notice have been satisfied, having given the matter due consideration, including consideration of the Plan components relating to issues and opportunities, agricultural, natural and cultural resources, housing, economic development, transportation, utilities and community facilities, intergovernmental cooperation, land use and implementation, and having determined that the Comprehensive Plan will serve the general purposes of guiding and accomplishing a coordinated, adjusted and harmonious development of the City of Gillett which will, in accordance with existing and future needs, best promote the public health, safety, morals, order, convenience, prosperity and the general welfare, as well as efficiency and economy in the process of development.

Page 2-Ordinance No. 2004-8  
Ordinance to Adopt a Comprehensive Plan

NOW, THEREFORE, the Gillett City Common Council of the City of Gillett, Oconto County, Wisconsin, DOES ORDAIN AS FOLLOWS:

Section 1: The Comprehensive Plan recommended by the City of Gillett Planning Committee to the Gillett City Common Council, attached hereto as Exhibit A, is hereby adopted.

Section 2: The City Administrator is directed to file a copy of the attached Comprehensive Plan for the City of Gillett with all the following entities:

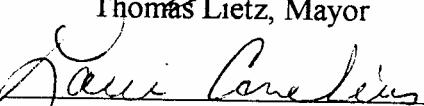
1. Every governmental body that is located in whole or in part within the boundaries of the City of Gillett;
2. The Clerk of every local governmental unit that is adjacent to the City of Gillett;
3. The Wisconsin Land Council;
4. The Bay-Lake Regional Planning Commission;
5. The Gillett Public Library.

Section 3: **SEVERABILITY** Several sections of this ordinance are declared to be severable. If any section or portion thereof shall be declared by a court of competent jurisdiction to be invalid, unlawful, or unenforceable, such decision shall only apply to the specific section or portion thereof directly specified in the decision, and shall not affect the validity of any other provisions, sections or portions thereof of the ordinance. The remainder of the ordinance shall remain in full force and effect. Any other ordinances whose terms are in conflict with the provisions of this ordinance are hereby repealed as to those terms in conflict.

Section 4: **EFFECTIVE DATE.** This ordinance will take effect immediately upon passage and publication as provided by law

Adopted this 1 day of July 2004, by a majority vote of the members of the Gillett City Council.

  
\_\_\_\_\_  
Thomas Lietz, Mayor

Attest:   
\_\_\_\_\_  
Lauri Cornelius, Clerk/Treasurer

## TABLE OF CONTENTS

CHAPTER 1 - INTRODUCTION.....	1-1
State Planning Enabling Legislation.....	1-1
Contract With BLRPC .....	1-1
Description of Planning Area .....	1-2
Community Comprehensive Planning Process .....	1-2
Plan Contents .....	1-2
Public Participation.....	1-3
Written Public Participation Procedures.....	1-3
Community Survey Results .....	1-3
Vision Statement.....	1-3
Goals, Objectives, Policies, & Programs.....	1-4
Summary of Plan Goals .....	1-5
Background Information Summary .....	1-5
Existing Conditions.....	1-5
Forecasts .....	1-6
Population .....	1-6
Housing .....	1-7
Employment.....	1-8
CHAPTER 2 - AGRICULTURAL, NATURAL AND CULTURAL RESOURCES.....	2-1
Introduction.....	2-1
Summary and Implications .....	2-1
Resources Strategy .....	2-2
Climate .....	2-6
Geology.....	2-7
Bedrock Geology .....	2-7
Pleistocene Geology .....	2-7
Soil Limitations.....	2-7
General Soils Description .....	2-7
Prime Agricultural Lands.....	2-1
Topography .....	2-1
Water Resources .....	2-1
Watersheds and Sub-Watersheds .....	2-1
Groundwater .....	2-1
Lakes .....	2-1
Rivers and Streams .....	2-1
Shoreland Corridors .....	2-2
Floodplains.....	2-2
Wetlands .....	2-3
Woodlands .....	2-3
Air Quality Issues .....	2-3
Wildlife Habitat .....	2-3
Threatened and Endangered Species .....	2-4

Parks and Open Spaces .....	2-4
Scientific and Natural Areas .....	2-4
Historic, Cultural and Archeological Resources.....	2-4
Metallic and Non Metallic Mining Resources.....	2-5
Environmental Corridors and Isolated Natural Areas.....	2-5
Community Design .....	2-6
<b>CHAPTER 3 - HOUSING AND POPULATION .....</b>	<b>3-1</b>
Introduction.....	3-1
Summary and Implications .....	3-1
Housing Strategy.....	3-2
Population Characteristics .....	3-4
Historical Population Levels.....	3-4
Population Trends .....	3-5
Decade Population Pyramids .....	3-10
School Age, Working Age, And Retirement Groups .....	3-12
Median Age.....	3-12
Housing Inventory .....	3-12
Total Housing Unit Levels By Decade .....	3-12
Historic and Projected Household Size .....	3-13
Projected Housing Units .....	3-14
Housing Types - Units In Structure .....	3-15
Housing Occupancy and Tenure.....	3-15
Age of Housing .....	3-15
Condition of Housing Stock .....	3-16
Household Relationship.....	3-16
Housing Values.....	3-17
Housing Costs-Rents and Mortgage .....	3-17
Subsidized and Special Needs Housing.....	3-18
Housing Development Environment.....	3-18
Analysis and Development of Community Policies and Programs .....	3-18
Housing Programs.....	3-19
Housing Plan.....	3-22
<b>CHAPTER 4 - ECONOMIC DEVELOPMENT.....</b>	<b>4-1</b>
Introduction.....	4-1
Summary and Implications .....	4-1
Comprehensive Economic Development Strategies .....	4-2
Programs .....	4-3
Labor Force Characteristics .....	4-4
Place Of Work.....	4-4
Occupation .....	4-5
Industry .....	4-6
Unemployment Rate .....	4-7
Employment Forecast .....	4-8
Median Household Income .....	4-9

Personal Income.....	4-10
Economic Base.....	4-10
Employment by Economic Division .....	4-10
Location Quotient Analysis .....	4-10
Threshold Analysis .....	4-11
Strengths and Weaknesses Analysis .....	4-12
Introduction.....	4-12
Physical Capabilities.....	4-12
Programmatic Capabilities.....	4-13
Financial Capabilities .....	4-14
Quality of Life.....	4-14
Sites for Business and Industrial Development .....	4-15
Existing Site Inventory and Analysis.....	4-15
Evaluation of Environmentally Contaminated Sites.....	4-15
Designation of Business and Industrial Development.....	4-16
Acreage Projections .....	4-16
Community Finances .....	4-16
<b>CHAPTER 5 - TRANSPORTATION .....</b>	<b>5-1</b>
Introduction.....	5-1
Transportation Strategy.....	5-1
Transportation System Development Goals, Objectives, Policies and Programs .....	5-1
Transportation Funding Programs .....	5-3
Inventory of Transportation Facilities .....	5-3
Air Service .....	5-5
Trucking .....	5-5
Functional Class.....	5-6
Local Mileage Certification .....	5-12
Traffic Counts .....	5-12
Traffic Crashes.....	5-15
Access Controls .....	5-15
Driveway Permits.....	5-15
Speed Limit Controls .....	5-16
Evaluation of Current Internal Traffic Circulation System .....	5-16
Inventory and Analysis of Applicable Transportation Plans and Programs .....	5-16
Six-Year Highway Improvement Plan.....	5-16
State Airport Plans .....	5-17
State Railroad Plans .....	5-17
State, Regional and Local Bicycle Plans .....	5-17
Transportation Recommendations .....	5-18
Initiate a Pavement Management Program .....	5-18
Employ Adequate Design Standards .....	5-18
Apply Traffic Considerations .....	5-19
Assess Special Transportation Needs .....	5-19
<b>CHAPTER 6 - UTILITIES AND COMMUNITY FACILITIES .....</b>	<b>6-1</b>

Introduction.....	6-1
Utility and Community Facility Strategy.....	6-1
<i>Goal: Community Facilities</i> .....	6-1
Boards and Committees .....	6-2
Public Facilities.....	6-3
Electric Service .....	6-3
Natural Gas .....	6-3
Public Water System.....	6-3
Sanitary Sewer Service .....	6-3
Storm Sewer System.....	6-3
Sidewalks .....	6-4
Solid Waste and Recycling Facilities .....	6-4
Telecommunications Facilities .....	6-4
Community Facilities.....	6-4
City Hall.....	6-4
Road and Other Maintenance .....	6-4
Postal Services .....	6-5
Cemeteries.....	6-5
Police Station .....	6-5
Fire Station.....	6-5
Emergency Services.....	6-7
Library .....	6-7
Schools.....	6-8
Child Care Facilities .....	6-8
Health Care Facilities.....	6-8
Outdoor Recreation Inventory .....	6-8
City Owned Sites .....	6-8
National, State and County Facilities .....	6-9
Other Recreation Facilities .....	6-10
Future Improvement Plans .....	6-10
Summary and Implications .....	6-10
Utility and Community Facility Recommendations .....	6-10
CHAPTER 7 - INTERGOVERNMENTAL COOPERATION .....	7-1
Introduction.....	7-1
Intergovernmental Cooperation Strategy .....	7-1
Existing Activities.....	7-2
Adjacent Governmental Units .....	7-2
School District .....	7-2
County .....	7-3
Region .....	7-3
State .....	7-3
Inventory of Plans and Agreements.....	7-3
Extra-Territorial Subdivision Regulation .....	7-3
Extra-Territorial Zoning .....	7-3
Inventory of Existing or Potential Conflicts .....	7-4

Proposed Conflict Resolution Process .....	7-4
<b>CHAPTER 8 - LAND USE .....</b>	<b>8-1</b>
Introduction.....	8-1
Land Use Strategy.....	8-1
Inventory of Existing Land Use Controls .....	8-2
Existing Comprehensive Plans .....	8-2
Farmland Preservation Plan .....	8-2
Zoning Ordinances.....	8-3
City of Gillett Water and Sewer Utility Ordinance .....	8-4
Shoreland-Wetland-Floodplain Zoning Ordinance .....	8-6
Current Land Use Inventory .....	8-8
Planning Area .....	8-8
Residential Land .....	8-8
Commercial Land.....	8-9
Industrial Land.....	8-9
Transportation .....	8-9
Communication/Utilities.....	8-9
Institutional/Governmental .....	8-9
Outdoor Recreation.....	8-9
Open Space .....	8-12
Croplands/Pasture .....	8-12
Woodlands .....	8-12
Water Features .....	8-12
Other Natural Areas .....	8-12
Land Supply .....	8-12
Amount .....	8-12
Price .....	8-13
Demand .....	8-13
Redevelopment/Rehabilitation Opportunities.....	8-13
Land Use Issues and Conflicts.....	8-13
Anticipated Land Use Trends .....	8-14
Development Considerations .....	8-14
Environmental and Public Utility Considerations .....	8-14
Planning Criteria .....	8-15
Design Year Land Use Projections .....	8-16
Five Year Incremental Land Use Projections .....	8-16
Development Standards .....	8-17
General Plan Design Classifications.....	8-17
Recommended Development Strategy.....	8-19
Recommended Development Strategies .....	8-21
Urban Design .....	8-32
Identified Smart Growth Areas.....	8-33
Summary .....	8-33
<b>CHAPTER 9 - IMPLEMENTATION .....</b>	<b>9-1</b>

Role of the Plan and City Planning Committee .....	9-1
Role of the Elected Officials.....	9-1
Land Use Planning Controls Recommendations .....	9-2
Zoning .....	9-2
Official Maps .....	9-2
Sign Regulations .....	9-1
Erosion and Storm Water Control Ordinances .....	9-1
Historic Preservation Ordinances .....	9-1
Design Review Ordinances.....	9-2
Economic Development Committee .....	9-2
Building/Housing Codes .....	9-2
Floodplain Ordinance .....	9-2
Sanitary Codes .....	9-3
Subdivision Ordinances .....	9-3
Comprehensive Plan Internal Consistency .....	9-3
Implementation Milestones.....	9-4
Process for Updating Plan.....	9-4
Action Plan .....	9-4

## **APPENDICES**

APPENDIX A: PUBLIC PARTICIPATION PROCEDURES .....	A-1
APPENDIX B: 2001 COMMUNITY SURVEY AND NOMINAL GROUP RESULTS.....	B-1
APPENDIX C: RARE SPECIES & NATURAL COMMUNITIES LIST .....	C-1
APPENDIX D: ECONOMIC DEVELOPMENT WORKSHOP RESULTS .....	D-1
APPENDIX E: DETAILED LAND USE TABULATIONS .....	E-1
APPENDIX F: LIST OF CONTAMINATED SITES .....	F-1

## LIST OF TABLES

Table 1.1: Educational Attainment, City of Gillett & Select Areas, 2000 .....	1-6
Table 3.1: Population Trends, 1970-2025, City of Gillett & Selected Areas .....	3-6
Table 3.2: Estimated Seasonal Population, 2000, City of Gillett & Selected Areas .....	3-6
Table 3.3: Population Trends & Projections, 1970-2025 .....	3-8
Table 3.4: Male and Female Distribution by Age and Sex, 1970-2000, City of Gillett .....	3-9
Table 3.5: Population by Age Groups and Sex, 2000, City of Gillett & Selected Areas .....	3-12
Table 3.6: Median Age, 1970-2000, City of Gillett & Selected Areas .....	3-12
Table 3.7: Total Housing Units, 1970-2000, City of Gillett & Selected Areas .....	3-13
Table 3.8: Household Projections by Household Type, 1990-2015, Oconto County .....	3-13
Table 3.9: Persons Per Household Projections, 1990-2025, City of Gillett & Selected Areas .....	3-13
Table 3.10: Units in Structure, 2000, City of Gillett & Selected Areas .....	3-15
Table 3.11: Occupancy Status, City of Gillett & Selected Areas, 2000 .....	3-15
Table 3.12: Housing Units by Year Structure Built, 2000, City of Gillett & Selected Areas ..	3-16
Table 3.13: Household Type and Relationship, 2000, City of Gillett & Selected Areas .....	3-17
Table 3.14: Values of Specified Owner-Occupied Housing Units, 2000, City of Gillett & Selected Areas .....	3-17
Table 4.1: Place of Work, 2000, City of Gillett Residents .....	4-5
Table 4.2: Place of Residence, 2000, City of Gillett Workers .....	4-5
Table 4.3: Employed Persons by Occupation, 2000, City of Gillett & Selected Areas .....	4-6
Table 4.4: Employed Persons by Industry Group, 2000, City of Gillett & Selected Areas .....	4-6
Table 4.5: Average Civilian Labor Force Estimates, 1991-2001, Oconto County .....	4-8
Table 4.6: Median Household Income, 1989, 1997 & 1999, City of Gillett & Selected Areas ..	4-10
Table 4.7: Municipal Per Return Income, 1994-2000, City of Gillett & Selected Areas .....	4-10
Table 4.8: Employment by Industry Group, 1990-1998, Oconto County and United States, Location Quotient Analysis .....	4-11
Table 4.9: Comparative Tax Appropriations, 1995-2002, City of Gillett .....	4-17
Table 4.10: Public Indebtedness, City of Gillett, 1998-2002 .....	4-17
Table 5.1: Functional Classification Criteria for Rural Roads and Highways .....	5-8
Table 5.2: Average Annual Daily Traffic 1995, 1998, and 2001; Number Change 1995-1998 and 1998-2001; Percent Change 1995-1998 and 1998-2001, City of Gillett .....	5-13
Table 5.3: Uninterrupted Traffic Flow Capacities Under Ideal Conditions .....	5-15
Table 6.1: ISO Fire Protection Ratings, 2000 .....	6-6
Table 6.2: Recommended Distribution Standards for Fire Protection .....	6-7
Table 8.1: City of Gillett, Land Use Summary, 2002 .....	8-8
Table 8.2: 2025 General Plan Design Acreage Calculations, City of Gillett .....	8-34

## LIST OF FIGURES

Figure 3.1: Historical Population Levels, 1930-2000, City of Gillett .....	3-5
Figure 3.2: Population Trends & Projections, 1970-2025 .....	3-8
Figure 3.3: Population Pyramids, 1980-2000, City of Gillett.....	3-11
Figure 3.4: Housing Unit Trends & Projections, 1970-2025, City of Gillett .....	3-14
Figure 4.1: Percent Employment by Industry Group, 2000, City of Gillett .....	4-7

## LIST OF MAPS

Map 2.1: Location Map .....	2-13
Map 2.2: Planning Area.....	2-14
Map 2.3: Bedrock Geology.....	2-15
Map 2.4: Pleistocene Geology .....	2-16
Map 2.5: Prime Farmland .....	2-17
Map 2.6: Steep Slope .....	2-18
Map 2.7: Watersheds .....	2-19
Map 2.8: Surface Water Features .....	2-20
Map 2.9: Floodplains .....	2-21
Map 2.10: WDNR Wetlands.....	2-22
Map 2.11: Woodlands.....	2-23
Map 2.12: Historical & Archeological Sites.....	2-24
Map 2.13: Environmental Corridors.....	2-25
Map 5.1: Functional Classification of Roads, City of Gillett .....	5-7
Map 5.2: Traffic Volumes, City of Gillett .....	5-14
Map 8.1: Farmland Preservation.....	8-5
Map 8.2: Shorelands-Wetlands-Floodplains.....	8-7
Map 8.3: Land Use, 2000.....	8-10
Map 8.4: 2001 City Land Use.....	8-11
Map 8.5: 2025 General Plan Design, City of Gillett .....	8-20

## **Chapter 1 - INTRODUCTION**

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### **STATE PLANNING ENABLING LEGISLATION**

This comprehensive plan is an update of the 1984 plan for the City of Gillett, Oconto County, Wisconsin. The plan was prepared to meet the requirements of Wisconsin's "Smart Growth" law (1999 Wisconsin Act 9) and adopted under the authority granted by Section 66.1001 of the Wisconsin Statutes, which states in part that, "Beginning on January 1, 2010, any program or action of a local governmental unit that affects land use shall be consistent with that local governmental unit's comprehensive plan."

The comprehensive plan is a policy document that provides a specific guide as to where future conservation, growth and development should occur within the community. The plan should be consulted when the city makes decisions concerning land use and other issues impacting the development of the city including:

- Municipal incorporation procedures under s. 66.0215, 66.0201 or 66.0203.
- Annexation procedures under s. 66.0217, 66.0219 or 66.0223.
- Cooperative boundary agreements entered into under s. 66.0307.
- Consolidation of territory under s. 66.0229.
- Detachment of territory under s. 66.0227.
- Municipal boundary agreements fixed by judgment under s. 66.0225.
- Official mapping established or amended under s. 62.23 (6).
- Local subdivision regulation under s. 236.45 or 236.46.
- Extraterritorial plat review within a city's or village's extraterritorial plat approval jurisdiction, as defined in s.236.02(5).
- County zoning ordinances enacted or amended under s. 59.69.
- City or village zoning ordinances enacted or amended under s. 62.23 (7).
- Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- An improvement of a transportation facility that is undertaken under s. 84.185.
- Agricultural preservation plans prepared or revised under subch. IV of chapter 91.
- Impact fee ordinances that are enacted or amended under s. 66.0617.
- Land acquisition for recreational lands and parks under s. 23.09 (20).
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231.
- Construction site erosion control and storm water management zoning under s. 59.693, 61.354 or 62.234.
- Any other ordinance, plan or regulation of a local governmental unit that relates to land use.

### **CONTRACT WITH BLRPC**

The Gillett City Council entered into a contract (#54132) with the Bay-Lake Regional Planning Commission (BLRPC) to prepare a comprehensive plan in accordance with Wisconsin's Smart Growth law in August, 2001. An 18-month time period was established for the completion of the plan, which began January, 2002 and ended in October, 2003. The plan was prepared and approved by the City Planning Committee, City Council, and citizens of the City of Gillett.

## **DESCRIPTION OF PLANNING AREA**

The City of Gillett is located in the western portion of Oconto County. The city is located south of the intersections of State Highways 22 and 32, approximately forty miles northwest of the city of Green Bay. These highways provide linkages between the city of Gillett to other communities relatively close to the city including the cities of Oconto and Oconto Falls, and the villages of Cecil and Suring.

The city's planning area extends 1.5 miles from the city's municipal boundary. This extraterritorial jurisdiction lies wholly within the town of Gillett. Map 2.1 shows the location of the City of Gillett in relation to the state, while Map 2.2 focuses on the City of Gillett and Map 2.3 illustrates the community planning area

## **COMMUNITY COMPREHENSIVE PLANNING PROCESS**

The planning process was completed in four stages. ***Initially***, the City, with help from the Bay-Lake Regional Planning Commission, distributed a community wide survey in order to identify issues and concerns relative to land use and future development within the city.

The ***second stage***, inventory and interpretation, began with the collection of data on existing conditions within the community to include information based upon the 2000 U.S. Census. The data was then analyzed to identify existing and potential problem areas. Using results from the community wide survey, as well as background data compiled during the inventory stage, the City Plan Commission developed an overall vision statement as well as goals, objectives, policies and programs for governing each of the nine elements required under the comprehensive plan per "Smart Growth".

The ***third stage***, was the development of the General Plan Design, under the plan's Land Use Element. The first two stages were combined to create a recommended land use plan to guide future conservation, growth and development within the city over the next twenty years. The preliminary General Plan Design was presented to the citizens of the community as well as nearby municipalities and government organizations for their review and comment. The comments were considered and included in the final General Plan Design map and text.

The ***fourth stage***, established the tools necessary for implementation of the plan. Recommendations for regulatory techniques including zoning, and an action plan were established to ensure that the intent of the plan will be achieved.

## **PLAN CONTENTS**

This comprehensive plan contains nine chapters that correspond to the nine elements required by Section 66.1001 of the Wisconsin Statutes: **Chapter 1:** Issues and Opportunities Element, contains a summary of demographic information on the community, a vision statement, and overall goals, objectives, policies, and programs of the plan; **Chapter 2:** Agricultural, Natural and Cultural Resources Element, provides goals, objectives, policies, and programs and description of the physical setting and cultural resources of the planning area; **Chapter 3:** Housing and Population Element, presents goals, objectives, policies, and programs as well as information on the demographics of the community and on future population and housing; **Chapter 4:** Economic Development Element, contains goals, objectives, policies, and programs and a general development strategy regarding future and existing economic conditions within the

community, including an inventory of the labor force and an analysis of the community's economic base; **Chapter 5:** Transportation Element, presents goals, objectives, policies, and programs and an inventory of the existing transportation system and an overview of transportation needs; **Chapter 6:** Utility and Community Facilities Element, contains goals, objectives, policies, and programs and an inventory of the community's facilities, including schools, recreational opportunities and city utilities; **Chapter 7:** Intergovernmental Cooperation Element, contains goals, objectives, policies, and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units; **Chapter 8:** Land Use Element, contains goals, objectives, policies, and programs and a land use inventory for the community, a projection of future land use demands, and the General Plan Design for the city; **Chapter 9:** Implementation Element, contains a strategy and short-term action plan to assist implementation efforts.

## **PUBLIC PARTICIPATION**

### **Written Public Participation Procedures**

A major element of the comprehensive planning process is public participation. In accordance with Wisconsin State Statute 66.1001(4), which defines "Procedures for Adopting Comprehensive Plans", the city adopted written procedures that will be followed in order to involve the public in the comprehensive planning process to the greatest extent practicable. The city conducted a community survey at the outset of the planning process. The city also conducted open meetings, as well as held two "Open Houses" to present background information and plan recommendations to the public. Appendix A discusses Gillett's response to public comments received during the mandatory public review period.

### **Community Survey Results**

In all, 472 surveys were mailed to property owners within the city with 232 surveys being filled out and returned. In 79 surveys (34 percent), two people filled out the survey utilizing the additional spaces provided for a total of 311 responses in all. The city had an exceptional response rate with 49 percent of the property owners sending back a survey. According to the *Survey Research Handbook*, authored by Alreck and Settle, response rates greater than 30 percent are rare. Thus, the City of Gillett's Community Survey can be considered successful in terms of participation.

Results to each of the survey questions are located within Appendix B of this plan.

## **VISION STATEMENT**

*Over the past 20 years, the City of Gillett has continued to prosper as a small close knit community that promotes diverse development through strategic growth while ensuring that its natural features have been preserved and protected for the enjoyment of all of its residents.*

*The city's small town character continues to be defined by its friendly, outgoing residents; abundance of parklands; clean, orderly and quiet residential neighborhoods; and, a safe and uncluttered street system. The quality of life in the city has benefited from the superb school system along with excellent public services.*

*Residents have taken pride in their community and worked together for the betterment of the area. The city has taken steps to ensure that there are facilities and activities for all its residents both young and old.*

### **Goals, Objectives, Policies, & Programs**

The following statements describe the city's intent regarding the overall growth and development over the next 20 years.

Goals, objectives, policies and programs each have a distinct and different purpose within the planning process:

- **Goals** describe desired situations toward which planning efforts should be directed. They are broad and long range. They represent an end to be sought, although they may never actually be fully attained.
- **Objectives** are measurable ends toward reaching a defined goal.
- **Policies** are a rule or course of action used to ensure plan implementation.
- **Programs** are a coordinated series of policies and actions to carry out the plan.

#### ***Goal:***

The goal of the City of Gillett will be to ensure consistency with that described in s. 66.1001 of the Wisconsin State Statutes in order to best protect the interests of all of its residents and to follow an orderly and cost efficient method when developing.

#### ***Objectives:***

1. Adopt and maintain a 20-year comprehensive plan under s. 66.1001 that reflects the needs of all current and future citizens of the City of Gillett for the next 20 years.
2. Keep current the adopted 20-year comprehensive plan in order to provide for the greatest possible benefits regarding the future developments of such things as residential, commercial, industrial, and parkland development.

#### ***Policies:***

1. Maintain a Plan Commission that will regularly refer to the plan and will use the plan as one of the primary guides for recommendations to the City Council regarding land uses.
2. Review existing city ordinances as they relate to the implementation of this plan.
3. Update the city's zoning ordinances to be consistent with the land use map and text.
4. Utilize the Official Map ordinance to designate future road right-of-ways and parklands/trailways the city intends to develop.
5. This plan should be consulted by the Plan Commission, City Council and other units of government before making any decision regarding land use and land use policies.
6. Present the adopted plan to neighboring municipalities and Oconto County as described within the Implementation element of the plan.

7. Encourage cooperation and communication between the city, neighboring municipalities, and county governments in implementing this 20 year plan.

***Programs:***

1. Hold Plan Commission meetings/working sessions to periodically review the adopted 20-year comprehensive plan and make amendments to accommodate changing conditions following the guidance of s. 66.1001.
2. As an option, the city might hold community planning related education efforts/meetings with local schools, the media, and private organizations to publicize ongoing planning projects and plan implementation projects listed/identified within the comprehensive plan to gain new insight, provide for new ideas, promote support, and to educate the public.

**SUMMARY OF PLAN GOALS**

The following is a list of the overall goal for each element of the comprehensive plan. A detailed list of the goals, objectives, policies and programs for each element is included in each chapter.

**BACKGROUND INFORMATION SUMMARY**

The following summary includes information regarding population and employment forecasts, as well as demographic trends, age distribution, education levels, income levels and employment characteristics that exist within the city.

**Existing Conditions**

**Demographic Trends**

The City of Gillett experienced its highest population in 1950 (1,410 people) with a slight decline through 2000. Based on past trends, the population is projected to gradually decline throughout the remainder of the 20 year planning period. A majority of the housing units in the city are single family residences. The city expects to see continued growth in the number of housing units over the 20-year planning period to accommodate a working age population.

**Age Distribution**

The city has experienced (over the past three decades 1980, 1990, and 2000) fluctuations in its age structure with the majority of the population being between the ages of 25 and 54. The median age of the city's population has shown a steady decrease since 1970 reflecting a younger population. The portion of the population age 19 and under has increased since 1980 with nearly 25 percent of the population under age 18 in 2000. The city has had more females than males since 1980.

**Education Levels**

The U.S. Census reported that in 2000 the attainment levels of education for the City of Gillett (for those 25 years of age and over) were as follows:

Table 1.1: Educational Attainment, City of Gillett & Select Areas, 2000

2000	Number	City of Gillett Percent	Town of Gillett	Oconto County	State of Wisconsin
Persons 25 years and over	826	100.0	100.0	100.0	100.0
Less than 9th Grade	101	12.2	7.8	7.4	5.4
9th to 12th Grade, no Diploma	155	18.8	12.0	12.0	9.6
High School Graduate	288	34.9	52.5	45.1	34.6
Some College, no Degree	160	19.4	15.1	18.3	20.6
Associates Degree	40	4.8	6.9	6.6	7.5
Bachelor's Degree	53	6.4	4.8	8.0	15.3
Graduate or Profession Degree	29	3.5	0.9	2.6	7.2

Source: U.S. Bureau of the Census, Census of Population and Housing 2000, STF 3A, General Profile; and Bay-Lake Regional Planning Commission, 2002.

## Income Levels

In 1989, the median household income in the City of Gillett was \$15,329. By 1997, the median household income for the city had increased by approximately \$4,583 up to \$19,912. By 1999, the city's median household income had increased by \$16,755 to \$36,667, an increase of 84 percent.

The per return income for residents in the City of Gillett has increased 31.5 percent for the period 1994 to 2000. Per return income is based on income tax returns filed in the year cited to the Wisconsin Department of Revenue

## Employment Characteristics

The civilian labor force for Oconto County has experienced both slight increases and decreases since 1991. The unemployment rate and the number of unemployed in 1999 was the lowest during the whole decade. For the period 1991 to 2001, the civilian labor force increased by 18.7 percent, the number of unemployed decreased 23.4 percent, and the number of employed increased 23.6 percent.

In 2000, the majority of employed persons in the City of Gillett were primarily in production, transportation and material moving occupations (35.2 percent) or in management, professional, and related occupations (24.9 percent). In addition, there was greater than 10 percent employment in sales and office occupations (14.8 percent), service occupations (13.2 percent) and construction, extraction and maintenance occupations (10.6 percent) (see Table 4.3). The City of Gillett has diverse employment by occupation, with most occupations containing at least ten percent of total employment.

## FORECASTS

Expanded text, tables, and figures are provided in later chapters to further explain and describe the forecasting methods used below.

## Population

An area's future population provides an important basis for planning and public policy making. Population projections are an important factor necessary to assess the area's future need for housing, community facilities, transportation, and other population-related facilities. They can also be used to forecast the area's future expenditures, revenues, and tax receipts. The

Commission has prepared alternative population projections to determine a range in growth for the City of Gillett.

Projections were found by using a ratio methodology, termed share-of-the-county, to distribute county projections to the community level. The limitations of population projections should be recognized. Population projections are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Smaller communities are also subject to more error because even minor changes in the community can result in significant changes in population projection estimates.

According to the Commission's linear trend projections, the projected year 2005 population for the City of Gillett is 1,260 persons. The projected year 2010 population is 1,263 persons, year 2015 population is 1,256, projected 2020 population is 1,249, and the projected year 2025 population for the city is 1,242 persons. Therefore, it is projected that the City of Gillett's 2000 population will decrease by seven persons, a decline of 0.6 percent, by the year 2025. The BLRPC linear projections create a "mid Growth" scenario for the city. It should be noted that although the population of the city is estimated to decline, these projections are based on past trends in which the population was at times declining. Small changes in the community or the region in the future may cause significant changes to these projections.

A "High Growth" projection was developed by using the 1970 to 2000 census figures and creating a growth series trend to the year 2025. This method identified a projected year 2005 population of 1,418 persons, a projected year 2010 population of 1,450 persons, an estimated 2015 population of 1,484, a projected year 2020 population of 1,518, and a projected year 2025 population 1,553. According to this "High Growth" projection, the City of Gillett's 2000 population will increase by 24 percent by the year 2025.

## **Housing**

The total number of housing units within the City of Gillett has steadily been increasing since 1970 (Table 3.7 and Figure 3.4). According to the U.S. Census, in 2000 there were 546 total housing units, a 7.1 percent increase since 1970. The Census housing unit count for 2000 has been challenged by the city due to the fact that it would indicate a loss of 82 housing units in a ten year period. This represents a decrease of more than 13 percent. The housing unit reports of building permits for the same time period indicate that more than 100 new units were added during the same period. The town of Gillett increased its housing units by 48 percent in the same time period from 1970 to 2000. In addition, the City of Gillett has seen a lower growth than have the county and the Bay-Lake region. From 1990 to 2000, the number of housing units in the city decreased by 13 percent. By comparison, the number of housing units in the town of Gillett increased by seven percent for the same period. The city increased its housing units by three percent for the period 1980 to 1990. From 1970 to 1980, there was a 20 percent increase, with 102 new housing units being constructed in the city.

Using the Census occupied housing unit counts from 1970 to 2000, and population information extrapolated from the Census data, the Commission developed a "high growth" and a "low growth" set of housing unit scenarios.

These scenarios use past housing unit trends and extend them into the future. If the "low growth" housing scenario occurs, there will be an estimated 77 additional occupied housing units in the

city in 2025. If the “high growth” housing scenario should occur, there will be an estimated 230 new housing units for permanent residents by 2025.

An average increase of 90 new units was used by the City of Gillett in order to determine the amount of land that needs to be allocated for possible residential growth during the 20-year planning period. Also, housing demand does not always mean the construction of new homes. It may also suggest occupying vacant units. According to the 2000 Census, Gillett had only 4 such vacant units.

### **Employment**

In 1990, employment data was available for each business within the City of Gillett and the number of employees each employer had. This data is now suppressed to ensure confidentiality of individual employers. Census information only provides the employment status of residents of the city, not the employment numbers of businesses in the city.

To determine the economic health of the city, it is important to determine the number of jobs available within the city. Therefore, the following methodology is used to determine an estimated number of people who are employed by businesses in the City of Gillett. In 1990, businesses in the city employed a total of 1,009 persons. Businesses in Oconto County employed a total of 7,136 persons in 1990. To determine the City of Gillett’s share of total county employment, the 1990 city employment number (1,009) is divided by the county employment number (7,136) resulting in 14.1 percent. Since the city data for 2000 is not available at this time, multiplying this number (14.1) by the available year 2000 employment figure for Oconto County (9,192), results in an estimated 2000 employment figure for the city of 1,300 persons. The resulting figure reveals a 28.8 percent increase in city employment since 1990. Revitalize Gillett, Inc. conducted a survey of employers in January 2002 which indicated that there were approximately 1,278 employees in the city at the time. It should be noted that in using this forecast, the assumption is made that the city’s share of total county employment in 1990 remained the same in 2000.

## **Chapter 2 - AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

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### **INTRODUCTION**

This element of the comprehensive plan is designed to detail the natural environment in which the City of Gillett resides within. Additionally, general goals have been identified along with supporting objectives, policies, and programs in order to develop a strategy of best managing the natural resources within the city's own jurisdictional boundaries (including its 1.5 mile extraterritorial jurisdiction) and the region as a whole.

The City of Gillett is a member of the Bay-Lake Regional Planning Commission (BLRPC). The Commission is comprised of eight counties in northeast Wisconsin: Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Oconto, and Sheboygan Counties. The region contains a total area of 5,325 square miles and a 2000 population of 554,565 persons.

The City of Gillett planning area consists of approximately 9,883 acres (15.4 square miles) and is located in the western portion of Oconto County. The city is located south of the intersections of State Highways 22 and 32, approximately forty miles northwest of the city of Green Bay. These highways provide linkages between the City of Gillett to other communities relatively close to the city including the cities of Oconto and Oconto Falls, and the villages of Cecil and Suring.

The city's planning area extends 1.5 miles from the city's municipal boundary. This extraterritorial jurisdiction lies wholly within the town of Gillett. Map 2.1 shows the location of the city of Gillett and its 1.5 mile planning area in relation to the Bay-Lake Region, while Map 2.2 illustrates the city.

The City of Gillett planning area contains a variety of natural resources. The natural resource base of the planning area is a very important determinant of its development potential and ability to provide a pleasant and habitable living environment, as well as a viable economic environment. The principal elements of the natural resource base are climate, topography, geology, soils, and natural areas, including woodlands, wetlands, and water resources. Knowledge and recognition of these elements and their interrelationships is essential so that human use and alteration of the natural environment does not advance at the risk of excessive costs in terms of major public expenditures and the destruction of nonrenewable or slowly renewable resources.

### **SUMMARY AND IMPLICATIONS**

The planning area on the outer edges of the City of Gillett is primarily agricultural with undeveloped open spaces. The planning area has many natural amenities including a portion of Christie Lake, Finnegan Lake, Newton Lake and a segment of the Oconto River, along with numerous tributaries, large stands of woodlands, numerous acres of wetlands, and an archeological site. The planning area also has developed sites that help enhance the quality of life of residents of the city and the area to include a river/boat access to the Oconto River, boat landing on Finnegan Lake, a city owned park and a county owned park, along with the Oconto County Recreational Trail. The city as well as its neighbors relies on a good groundwater source to provide its residents with safe drinkable water. At this time, land uses within the planning area pose only a moderate threat to the groundwater. Floodplains in the planning area exist mostly along the Oconto River and Christie Brook. Currently there are no ambient air quality concerns

for the planning area. Both threatened and endangered species exist within Oconto County and likely within the planning area. The planning area also provides ample room for a variety of plants and fauna.

In most cases, the natural resources within the planning area will need to be monitored and in some cases further protected in order to preserve them for future generations. As the city continues to grow and expand its conversion of land uses, the city will need to keep in mind possible future impacts on these natural resources and weigh these impacts against any proposed future gains. Overall, appearance and organization of the city will be of importance as well. Preserving/promoting a sense of place is key for all communities especially within the residential and commercial neighborhoods of the community. Protecting entryways into the planning area as well as considering the visual impacts along transportation corridors will greatly assist the planning area in reaching its vision on economic growth. Working closely with businesses, the town of Gillett and the county will be needed in order to best manage these high profile corridors.

## **RESOURCES STRATEGY**

The following Goals, Objectives, Policies, and Programs will help guide the City of Gillett in protecting and utilizing the natural resources within the city and the surrounding area. The following statements are a compilation of broad and specific statements reflecting many popular attitudes and beliefs of city residents, communities adjacent to the city, and state agencies.

### **Goal: Natural Resources**

1. Provide a safe, clean and orderly natural environment for the residents of the city of Gillett.
2. Protect the important natural landscape features such as woodlands, wetlands, floodplains, waterways, and the city's air quality.

### ***Objectives:***

1. Obtain a level of strict enforcement of existing regulations (federal, state, county, city) for lands within environmentally sensitive areas.
2. Encourage clustering of development to limit sprawl and its many negative attributes.
3. Have clearly identified natural areas for protection.
4. Plan development adjacent to water features and wetlands carefully. The burden of proof shall be on the developer. The developer needs to prove that a negative result on adjoining rivers, lakes, streams, or wetlands will not take place. If this cannot be determined then the development shall not occur.

### ***Policies:***

1. Develop an overlay district that would identify key natural resources and viewsheds the city wants to protect and establish a set of standards/criteria to apply within an "Environmental Corridor" overlay district with appropriate protective language governing the district.
2. Educate residents about flood risks, shoreland and wetland preservation, steep slope risks and discourage development within this plan's identified environmental corridors.

3. Limit uses within environmental corridors to conservancy, trails and other recreational activities which do not adversely impact the natural features and open spaces found within the corridor.
4. Explore the use of an overlay district with setbacks for rivers, lakes, streams, and wetlands requiring additional care and proof that development will not have a negative effect on these resources.
5. Coordinate the city's education and information efforts with adjoining municipalities and state agencies.
6. Work to ensure enforcement of floodplain zoning, conservancy zoning and shoreland zoning ordinances within the city's planning area to protect water quality.
7. Utilize the city's authority to create an Official Map and identify features the city plans on preserving through public ownership.
8. Establish a protective buffer area (a zone of no buildings) around delineated wetlands.
9. Make an effort to diversify the types of trees within the city.
10. Support the enforcement of rules on private sewage systems and encourage better state level enforcement of rules governing solid hazardous waste disposal and wells within the region and the city's planning area.
11. Promote environmentally responsible industry.
12. Support a noise ordinance which limits development of incompatible uses next to one another while promoting noise barriers/buffering.
13. Explore available grant programs to fund efforts to protect and restore the lakes and rivers in the area.

#### **Goals: Water Supply - Groundwater and Surface Water**

1. Maintain or improve groundwater and surface water quality.

#### ***Objectives:***

1. Accurately identify the recharge areas for wells to know the areas that need to be protected to ensure a safe drinking water supply (i.e. Wellhead Protection Plan).
2. Identify all potential contaminant sources (within the recharge area of the wells) in order to identify potential threats to the water resource.
3. Develop long-term plans to address potential recharge areas and their threats.

#### ***Policies:***

1. Support the development of long-term plans (Wellhead Protection or Source Water Protection plans) protecting the city's water resources.
2. Support the efforts in identifying recharge areas and their threat sources to the city's drinking water.
3. Adopt appropriate ordinances protecting water sources.
4. Work with neighboring jurisdictions in developing protective ordinances or plans for water protection that extend within the city's planning area or well recharge areas.
5. Continue to encourage the county in making sure all septic systems are in good working order and giving citations to neighboring residents that are not complying.

6. Educate residents about natural drainage approaches.
7. Support the town of Gillett's and Oconto County's agricultural and erosion control programs that are targeted to assist private landowners.

***Programs:***

1. Information and educators exist to inform local landowners on stormwater management plans, agriculture "Best Management Practices", erosion control ordinances, etc., to help preserve water quality.

**Goal: Agricultural Industries**

Maintain compatibility between uses, while providing for the orderly development of land that is currently or was historically in productive farm use for non-farm development.

***Objectives:***

1. Ensure future developments do not create incompatibility between uses.
2. Identify future development areas on the General Plan Design Map and inform the town of Gillett about these future development plans in order to best alleviate compatibility problems in the future and to allow a cohesive development strategy.
3. Ensure that city edges are well buffered (through distance or through the use of landscaping) to minimize noise, smells, dust, light pollution, etc., from farming industries.

***Policies:***

1. Review the Town of Gillett Comprehensive Plan to determine the best future growth locations within the city's planning area and promote intergovernmental cooperation between the governments.
2. Develop entire neighborhoods with the thought of compactness as opposed to a piece by piece method over long periods of time - to promote efficient development patterns, efficient street and service development, connectivity to the rest of the city, thus alleviating fragmentation of lands within the planning area and help lower development pressures and associated costs.
3. Direct large scale residential development away from prime farmlands in order to protect the farmer's "right to farm" while also minimizing conflicts of incompatible uses.
4. Explore regulatory options that establish buffer strips between farm operations and other adjacent developments to help minimize conflicts and possible nuisances.
5. Work with farmers looking to retire from farming and thus willing to explore alternative uses for their lands, in order to derive the best mutual benefits for the farmer and the city.

***Programs:***

1. The City Planning Committee is the lead agency at the city to investigate innovative “tools” to promote smart growth areas such as the future use of Transfer of Development Rights (TDR) within the planning area (especially lands adjacent to the city) and work with the county and state to get this program operational in Oconto County.
2. Wisconsin Farmland Preservation Program is to help preserve farmland through local planning and zoning. A plan exists for the town of Gillett, thus the city and town should review the plan in order to best plan future developments.

***Goal: Metallic and Non-Metallic Resources***

Future mining sites will not negatively impact the planning area or its residents.

***Objectives:***

1. All possible mining sites will be identified and mapped by Oconto County for the city’s use.
2. Incompatible uses with mining will not develop adjacent to one another.
3. Views, the natural environment and favorable community characteristics will not be harmed/degraded by mining operations.

***Policies:***

1. The city will acquire the Oconto County mining location maps and use them when deciding land use issues.
2. The city will steer incompatible uses away from identified mining sites.
3. The city will ensure all future mining operations will someday be reclaimed to a serviceable setting.

***Programs:***

1. The City Planning Committee is the designee that will work with Oconto County to locate possible mining sites within the planning area.
2. Through the City Planning Committee and City Clerks Office, the city will inform residents of any future mining sites/operations.
3. The city and its Planning Committee will work with the county, neighboring town of Gillett and land owners to ensure that incompatible uses do not develop adjacent to one another or in a location that will foster conflict.
4. Wisconsin Non-Metallic Mining Reclamation Program under Administrative Code NR 135, and information on NR 135 can be obtained from the Wisconsin Department of Natural Resources. Under s. 295.13 all Wisconsin counties will adopt a reclamation plan. Cities, villages, and towns may also enact an ordinance under s. 295.14 along with s. 61.34(1), 60.22, and 62.11(3) respectively which by law will supercede a county ordinance.

### **Goal: Historic, Archeological and Cultural Sites**

The city's historic, archeological and cultural locations and structures will remain preserved for current residents and future generations.

#### ***Objectives:***

1. To have preserved and enhanced buildings (churches, historic homes, buildings, etc.), structures (out buildings, bridges, etc.) and other landscape features (cemeteries, fence lines, etc.) that are the planning area's cultural history.
2. Information of these historical resources and their significance will be identified for the city residents for their continued knowledge of the history of the city.
3. Tie these significant locations into recreational/tourist sites while further enhancing them and their access, where appropriate.

#### ***Policies:***

1. The city will work to preserve appropriate locations of these sites (i.e. through use of Historic Preservation Ordinance).
2. Improve communication with county historical society, the State Historical Society of Wisconsin, and other appropriate organizations to identify, record, and promote the preservation of archeological sites, historic buildings, sites, structures and objects within the city's planning area.
3. The city will support tying these resources into recreational sites and trails.
4. The city will discourage the destruction of these sites and will work towards limiting incompatible uses adjacent to them that might have negative impacts on the resource.
5. Support and encourage the efforts of neighboring communities in protecting historically significant areas.

#### ***Programs:***

1. The city can work with federal, state and county agencies to ensure all sites are identified and appropriately protected. The City Plan Committee is the designated city agency that evaluates the protections needed for structures as well as any future integration of these sites into any future trails or recreation sites.
2. Wisconsin Historical Society, Office of Preservation and Planning (OPP) - is the agency that can assist local communities on providing information on how you can preserve and protect historical properties, assist in grassroots strategies for preservation and protection of historical properties, can provide information on state and federal laws and regulations.
3. Utilize existing city or area festivals/celebrations to honor historic individuals and/or historic events.

### **CLIMATE**

The climate in and around the City of Gillett is typical of northern Wisconsin. It is classified as continental climate with cold winters, heavy snowfall, and warm summers. The average annual rainfall is approximately thirty-one inches with the maximum occurring during June and July,

and the minimum during January and February. The growing season averages approximately 150 days.

Weather conditions are favorable for agricultural purposes. The climate is suitable for most urban and rural activities and does not severely interfere with the movement of vehicles and goods; however, construction activities can be affected by the extreme cold of winter.

## **GEOLOGY**

### **Bedrock Geology**

Ordovician and Cambrian rock units from the Paleozoic Era (approximately 425-500 million years in age) underlie the entire southern portion of Oconto County. These mainly sedimentary rock units consist of the Prairie du Chien group, consisting of dolomite with some sandstone and shale, and the Trempealeau, Tunnel City and Elk Mound Groups, consisting of undivided sandstone with some dolomite and shale. In most areas of southern Oconto County these rock units are approximately 300 feet thick and vary in depth from the surface from between zero to 100 feet. Map 2.3 shows the bedrock geology of the City of Gillett planning area (Sandstone & Dolomite, Prairie du Chien Group).

In the past, bedrock has not presented any significant problems to development. The areas where bedrock may cause problems, are where large stones and bedrock exist near the surface and have the potential for hindering excavation and considerably increasing the cost of construction. In addition, conventional on-site septic systems cannot function properly where bedrock is near the surface, possibly resulting in wastewater passing through the cracked bedrock and contaminating the groundwater.

### **Pleistocene Geology**

Oconto County is located in an area glaciated during the Pleistocene epoch. The glaciation caused the western and southern regions of Oconto County to be characterized by a broad, undulating, eastward sloping ground moraine with areas of outwash and lake deposits. Unstratified drift dominates the entire City of Gillett planning area. The eastern two-thirds of the planning area is ground moraine till consisting of clay, silt, sand, pebbles, cobbles and boulders. The western and southern portion of the planning area is an end moraine with till consisting of some minor ice-contact drift. These unstratified drifts vary in thickness from 100 to 300 feet within the planning area. Map 2.4 illustrates the Pleistocene geology of the City of Gillett planning area.

## **SOIL LIMITATIONS**

### **General Soils Description**

Soil is composed of varying proportions of sand, gravel, silt, clay and organic material. The composition of a soil affects the specific properties of that soil. These properties must be evaluated prior to any development. A detailed study of all soils in the county has been developed by the U.S. Department of Agriculture's Soil Conservation Service. There is only one general soil type within the entire planning area:

## **Onaway-Solona Association**

Soils in this association are found on uplands with nearly level to very steep slopes, are well drained to poorly drained and loamy. These soils are moderately permeable with moderate water capacity. These soils are mostly used for crops and woodland, with some pastureland. The main limitation is water erosion and wetness. The areas of gently sloping, well drained Onaway soils are suited to residential development, whereas the Solona soils are not due to seasonal high water tables.

## **Prime Agricultural Lands**

Roughly half of the planning area has soils classified as most productive. Most of these soils are located in the north, eastern and western parts of the planning area. Roughly a quarter of the planning area's soils are classified as productive. The rest of the soils are classified as least productive, which correspond to the large wetland areas in the planning area. Map 2.5 shows the productivity of the soils within the city's planning area.

## **TOPOGRAPHY**

The topography within the City of Gillett planning area reflects the previously described glaciation, with landscapes fluctuating from level to rolling. Elevations within the planning area vary by more than 100 feet. The highest elevations, 950 feet above mean sea level, are in the northwest portion of the planning area. The lowest elevations, approximately 740 feet above mean sea level, are on the banks of the Oconto River in the southeast portion of the planning area. A majority of the planning area maintains elevations of between 850 and 900 feet above sea level. Many of the areas of steep slope are present on the south side of the planning area. Map 2.6 illustrates the areas of steep slope (slope 12 percent or greater) based on soils characteristics within the planning area.

## **WATER RESOURCES**

### **Watersheds and Sub-Watersheds**

Two watersheds encompass the City of Gillett planning area. The Lower Oconto River watershed occupies the lower two-thirds of the planning area, and the Little River watershed is in the upper third. The Little River watershed was designated a priority watershed under the Wisconsin Nonpoint Source Water Pollution Abatement Program in 1983. This program selects priority watersheds based on numerous factors including unique species, potential to respond positively to nonpoint source controls and sensitivity to phosphorus loading. Governmental units within these priority watersheds can apply for grants for installing best management practices.

Within these two watersheds in the planning area, there are seven sub-watersheds. The Oconto River sub-watershed covers the lower section of the planning area. The Christie Brook and Christie Lake sub-watersheds are in the center of the planning area. Daly Creek along with Newton Lake cover the northeast quarter of the planning area. The Klaus/Spice Lakes sub-watershed is in the north central part of planning area. Finnegan Lake sub-watershed is a small area in the south central part of the planning area. These sub-watersheds are shown on Map 2.7.

## **Groundwater**

In Wisconsin the primary sources for groundwater contamination are agricultural activities, municipal landfills, leaky underground storage tanks, abandoned hazardous waste sites, and spills. Septic tanks and land application of wastewater are also sources for possible contamination. The most common ground water contaminant is nitrate-nitrogen, which comes from fertilizers, animal waste storage sites and feedlots, municipal and industrial wastewater and sludge disposal, refuse disposal areas, and leaking septic systems.

The City of Gillett planning area is part of a large aquifer system called the Cambrian-Ordovician aquifer system. It is the second largest source of groundwater for public supply, agricultural, and industrial use in the northern segment which consists of the four states of Wisconsin, Michigan, Minnesota, and Iowa. This aquifer is a complex multi-aquifer system with several aquifers separated by leaky confining units. The Maquoketa confining unit caps the whole system where it is overlain by younger bedrock.

In the City of Gillett, the groundwater comes from the Mount Simon aquifer, which is the lowermost aquifer of the Cambrian-Ordovician aquifer system. It consists of the coarse to fine grained Mount Simon Sandstone and the Bayfield Group in Wisconsin. The Mount Simon aquifer underlies the southern two-thirds of the state and has the broadest distribution of any of the aquifers in the Cambrian-Ordovician aquifer system. Wells penetrating the Mount Simon aquifer in Wisconsin generally are open to overlying Cambrian-Ordovician aquifers. These aquifers are collectively called the sandstone aquifer. The thickness of the aquifer is about 100 feet in the planning area. The water flows toward the cities of Green Bay and Milwaukee.

## **Lakes**

There are four named lakes according to the Wisconsin Department of Natural Resource's publication of Surface Water Resources of Oconto County, and two uninventoried lakes within the city and its planning area. Lakes are defined as all waters navigable, meandered, or public that hold water nine out of ten years. Map 2.8 illustrates the locations of these water bodies. The following is a brief description of these lakes:

### **Christie Lake**

This 387 acre, 10 foot deep hard water drained lake has slightly alkaline, light brown water. The entire shoreline is a wetland of shrub bog. The littoral zone is composed of muck. Both migratory and nesting waterfowl make extensive use of this lake, and furbearers, especially muskrat are common. No game fish population is present due to winterkill. Over 60 percent of the lake basin has moderate emergent aquatic vegetation. The City of Gillett does not provide public access to the lake, but an unimproved, or difficult type public access is located in the planning area of Underhill. No dwellings are located on the shoreline.

### **Finnegan Lake**

Finnegan Lake is a medium hard water seepage lake with slightly alkaline, light brown water of moderate transparency (Secchi disk depth of 7 feet). This 18 acre lake has a maximum depth of 38 feet. The shoreline is 85 percent upland with a mixture of hardwoods and conifers, and 15 percent wetland shrub meadow. The littoral zone 80 percent sand, 15 percent gravel, and five

percent muck. Waterfowl make limited use of this lake and the fish population is known to include walleye and perch. The planning area provides public access with parking.

### **Newton Lake**

Newton Lake is a 19.2 acre, 33 foot deep hard water drainage lake with slightly alkaline, clear water of high transparency (Secchi disk depth of 14 feet). Seventy percent of the shoreline is upland hardwoods with a limited area of pasture, and 30 percent wetland coniferous swamp. The littoral zone consists of 50 percent marl, 45 percent muck and 5 percent sand. Waterfowl make limited use of the lake. Fish species inhabiting the lake include northern pike, largemouth bass, bluegill and black crappie. The outlet flows to the Christie Brook. There is no public access to the lake.

### **Savage Lake and Kasten Lake**

These two water bodies comprise one of the largest natural features within the city and are under private ownership without public access. Water quality data is minimal and the lakes are not inventoried by the WDNR in the *Oconto Surface Water Resources Guide*. A challenge to preserving these lakes is to better manage the runoff and stormwater discharge into them. Currently, a four foot culvert that takes stormwater from a good portion of the city empties into the lakes. The lakes' current condition suffers from thick weed cover and algae growth, along with debris washed in with heavy rains. These lakes have suffered from fertilizers and chemicals washed in from nearby farms and lawns. In the late 1980s aerators had to be added to help the oxygen content and improve fishing.

### **Rivers and Streams**

According to the Wisconsin Department of Natural Resource's publication of Surface Water Resources of Oconto County, there are two named rivers/streams within the planning area. Rivers and streams are those which have a permanent flow, or any streams of intermittent (seasonal) flow which have significance for recreational purposes. Rivers and streams within the City of Gillett planning area are shown on Map 2.8.

### **Christie Brook**

This hard water stream has slightly alkaline, light brown water. It flows from Christie Lake to the Oconto River, with a total length of 5.2 miles. The fish population consists of forage species. Due to the small size, wildlife makes little use of the stream. Public access is available at two road crossings. Land use in the watershed is divided between agriculture and woodlands.

### **Oconto River**

The Oconto River flows through the southern part of the planning area. The hard water river has slightly alkaline, light brown water. Fish species inhabiting the river include northern pike, walleye, largemouth bass, smallmouth bass, panfish, carp and trout. Furbearers that make use of the river include muskrat, mink, beaver and otter. Puddle ducks nest on the river and migratory waterfowl use the river as a loafing area. Public access is available at twelve road crossings along the 44 mile stretch of the river. One of the twelve public access areas are located within the Planning area, another exists within the neighboring town of Gillett approximately two miles to the east.

## **Shoreland Corridors**

Shorelands are often viewed as valuable recreational and environmental resources in both urbanized and rural areas. As a result, the State of Wisconsin requires that counties adopt shoreland/floodplain zoning ordinances to address the problems associated with development in floodplain areas. Development in shoreland areas is generally permitted but specific design techniques must be considered. Development in these areas is strictly regulated and in some instances, is not permitted. The authority to enact and enforce these types of zoning provisions is set forth in Chapter 59.97 of the *Wisconsin Statutes* and Wisconsin Administrative Codes NR 115,116, and 117 and is established in the Oconto County Zoning Ordinance, Section 14.

Oconto County is currently administering its Shoreland/Floodplain Ordinance in its unincorporated areas within the city's planning area. If the city were to annex some of these lands in the future, the city would have the option of allowing the county to continue to administer the affected lands or the city would need to adopt minimum standards to meet the state's shoreland protection standards and thus enforce them through a city ordinance. The jurisdiction of the ordinance includes shoreland of navigable waters of the county which are 1,000 feet from the normal high water elevation of a lake, pond or flowage and 300 feet from the normal high water elevation of a river or stream, or to the landward side of a 100 year floodplain boundary, whichever distance is greater.

## **Floodplains**

Within the City of Gillett and its planning area, (Map 2.9) the floodplains are located along the Oconto River, Christie Lake and Christie Brook.

Floodplains are often viewed as valuable recreational and environmental resources. These areas provide for storm water retention, ground water recharge, and habitat for various kinds of wildlife unique to the water.

Development permitted to take place in these areas is susceptible to storm damage and can have an adverse effect on water quality and wildlife habitat. In addition, it can also result in increased development and maintenance costs such as: providing floodproofing, repairing damage associated with flooding and high water, increased flood insurance premiums, extensive site preparation, and repairing water related damage to roads, sewers, and water mains.

As a result, the state of Wisconsin requires that counties, cities and villages adopt shoreland/floodplain zoning ordinances to address the problems associated with development in floodplain areas. Development in shoreland areas is generally permitted, but specific design techniques must be considered. Development in floodplain areas is strictly regulated and in some instances is not permitted. For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year. Because of this chance of flooding, development in the floodplain should be discouraged and the development of park and open space in these areas encouraged.

The authority to enact and enforce these types of zoning provisions in counties is set forth in Chapter 59.97 of the Wisconsin Statutes and Wisconsin Administrative Code NR 116. This same authority is also vested to cities and villages in Chapter 62.23 of the Wisconsin Statutes.

## **Wetlands**

According to the Wisconsin Department of Natural Resources, wetlands are areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophilic vegetation. Other common names for wetlands are swamps, bogs, or marshes. Wetlands serve as a valuable natural resource. They provide scenic open spaces in both urban and rural areas. Wetlands act as natural pollution filters, making many lakes and streams cleaner and drinking water safer. They act as groundwater discharge areas, and retain floodwaters. Finally they provide valuable and irreplaceable habitat for many plants and animals. Because of their importance, there are strict state and federal regulations regarding wetlands.

Within the City of Gillett and its planning area, there are approximately 2,951 acres of wetlands, as identified by the Wisconsin Department of Natural Resources. The majority of the wetlands are wooded and located adjacent to Christie Lake and Christie Brook. Map 2.10 illustrates the wetlands within the City of Gillett and the planning area.

## **Woodlands**

There are a total of 5,515 acres of woodlands within the City of Gillett and its planning area. The majority of the woodlands are located in the western, eastern and southern portions of the planning area and many are considered to be in either WDNR identified wetlands or within FEMA identified floodplains, making residential, commercial or industrial development in these areas very difficult. Within the City of Gillett, wooded areas exist on the periphery with the largest stands in the north. Woodlands within the City of Gillett planning area are displayed on Map 2.11.

## **AIR QUALITY ISSUES**

There are no areas within the City of Gillett planning area which exceed the limits of the National Ambient Air Quality Standards (NAAQS) for ozone, particulates, or carbon monoxide. The nearest ozone monitoring sites are in Brown, Outagamie and Florence Counties, and all are within attainment standards.

## **WILDLIFE HABITAT**

Fish and wildlife habitat areas have been delineated according to their level of quality and importance in many of the coastal areas as part of a *1976 Fish and Wildlife Habitat Study* that was prepared by the WDNR. In this study habitat areas were identified as having either top, medium or low quality which measures the capability of supporting various types of wildlife habitat.

The rivers or streams within the City of Gillett planning area are not included in this study, therefore they are not ranked for quality. However, the Oconto River provides opportunities for northern pike and panfish and trout. The large wetland areas provide nesting and loafing areas for waterfowl, as well as habitat for beaver, muskrat, mink and other furbearers.

The fauna that lives within the planning area is quite diverse. Many animals such as the white-tailed deer, turkey, grouse, porcupine, beaver, muskrat, gray and red squirrel, and chipmunks are some of the more well known species found in the area. Migratory fowl also frequent the area during the summer months utilizing the lakes and streams to raise their young. Due to the large agricultural tracts of land in the planning area, mammals that require large areas of woodlands

for hunting and raising young, such as bear, coyote, and the bald eagle are not as prevalent in the planning area as they are in the northern communities.

### **THREATENED AND ENDANGERED SPECIES**

Oconto County has many rare, threatened, and endangered species. Endangered and threatened plant species include Holly Fern, Bog Bluegrass, Dwarf Huckleberry, Ram's Head Lady Slipper and others. Animals include the bald eagle, barn owl, terns, plovers, northern blue butterfly, western ribbon snake and others. Exact locations of these species are not published, but care should be taken before development occurs to not disturb potential habitats for these flora and fauna. Appendix C lists all the rare, threatened, and endangered species and natural communities in Oconto County identified in the WDNR Natural Heritage Inventory.

### **PARKS AND OPEN SPACES**

Recreational areas serve the city and the surrounding areas well. Recreation activities to include both active and passive are afforded. Boat access as well as pedestrian access to waterways are also provided. Serving the area are the Oconto Riverside Park, Zippel Park, Honey Park, Jones Family Complex, Finnegan Lake Boat access, Veterans Memorial Park, the Oconto County Recreation trail runs through the middle of the planning area as well as the city snowmobile trail. Park and recreation areas are discussed in greater detail in Chapter 6.

### **SCIENTIFIC AND NATURAL AREAS**

The planning area does not contain any designated scientific and natural areas. State Natural Areas are designated by the WDNR Bureau of Endangered Resources as tracts of land in a natural or near natural state, which are managed to serve several purposes including scientific research, teaching of resource management, and preservation of rare native plants and ecological communities.

### **HISTORIC, CULTURAL AND ARCHEOLOGICAL RESOURCES**

Within the City of Gillett, there is one site that has received formal recognition by the Wisconsin Historical Society under the Wisconsin Architectural & History Inventory. This site is the ST John's Lutheran Church constructed in 1916. Located on Main Street, this all brick Gothic Revival church had as its first congregation members from Germany, Poland, and Prussia. For further information, please contact the State Historical Society of Wisconsin, 816 State St., Madison, WI 53706.

The one listed archeological site in the planning area is a Potawatomi cemetery. It is located in the south central part of planning area north of the Oconto River on a sandy knoll.

Care should be taken when excavation is done within the City of Gillett or its planning area, since there is always the possibility of disturbing a historical or archeological site. The State of Wisconsin requires any findings of human bones to be reported (*Wisconsin Statute 157.70*) so an investigation can be done by the State Historical Society. Also, land developers trying to obtain state permits from the Wisconsin Department of Natural Resources or any development involving federal monies, are required to be in compliance with Section 106 of the National Historic Preservation Act and 36 CFR Part 800: Protection of Historic Properties. These state historic and archeological sites are shown on Map 2.12.

## **METALLIC AND NON METALLIC MINING RESOURCES**

Metallic mining in Wisconsin has occurred since the time it was settled. Metals mined in the state include copper, lead, iron, and zinc. Mining has economic value to multi-regional areas, but also has the ability to potentially harm natural resources. Any new mines need to have a permit granted by the WDNR, which includes a reclamation plan. This plan is a detailed technical document designed to meet the goals which lead to successful reclamation and will help reduce the effects to the environment once the mine is abandoned. The plan has minimum standards that must be met in order to be accepted. The WDNR defines successful reclamation as “the restoration of all areas disturbed by mining activities including aspects of the mine itself, waste disposal areas, buildings, roads and utility corridors”. Restoration is defined as, “returning of the site to a condition that minimizes erosion and sedimentation, supports productive and diverse plants and animal communities and allows for the desired post-mining land use”.

Sand, gravel, and crushed stone are needed for sub-base materials for road construction as well as a major component in concrete for foundations, basement walls, sidewalks, etc. As the city undergoes further growth and development there will be greater demands for sand, gravel, and crushed stone. Even though sand, gravel, and crushed stone are ubiquitous some deposits are of far better quality than other deposits. Gravel and crushed stone deposits with low chert content are best suited for concrete. Gravel deposits with low percentages of foliated metamorphic rock, gabbro, and basalt fragments are best suited for sub-base material and concrete. The best sources for better quality sand and gravel are outwash plains, kames, eskers, dunes, point bars, and stream channels.

Sand, gravel, and crushed stone have low intrinsic value but high place value. Intrinsic value refers to cash value of a given unit (weight or volume) of the product while place value refers to the cost of transporting a given unit of the product. Construction costs increase significantly as the distance from the source for sand, gravel, and crushed stone increases to the point than transportation costs may exceed production costs. There is currently no metallic mining in the planning area. There is also no active nonmetallic mining or quarrying within the planning area though sand, gravel, and crushed stone are the most likely nonmetallic resources to be mined in the area.

## **ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL AREAS**

Many of the Commission's planning activities require delineation of environmental corridors (comprehensive plans, watershed plans, sewer service area plans, etc.). Environmental corridors protect local water quality and wildlife habitat through identification and preservation of environmentally sensitive areas. They can be used as a means of controlling, moderating, and storing floodwaters while providing nutrient and sediment filtration. Environmental corridors can provide fish and wildlife habitat, recreational opportunities, and serve as buffers between land uses while improving the aesthetics of the community. Typically, environmental corridors contain wetlands, water features, floodplains, natural and scientific areas, woodlands, parks and recreation areas, areas of steep slope, and other unique natural features which overlap or are contiguous. The concept of a corridor is based on the delineation of environmental features adjacent to waterways and water related resources.

The Commission has identified environmental corridors for the city of Gillett planning area to help in identifying areas which have the greatest need for protection. These corridors were

delineated through the use of the Commission's Geographic Information System (GIS) to overlay a variety of features. The environmental corridors include: wetlands with a **25-foot buffer**, floodplains, areas of steep slope (slope 12 percent or greater), water resources and a 75-foot setback from these water resources, designated natural and scientific areas, and parks and recreation areas. Within the planning area there are 5,538 acres of environmental corridors. The environmental corridors are very dispersed throughout the planning area with large concentrations around Christie Lake and along the Oconto River. (Map 2.13).

## **COMMUNITY DESIGN**

Community design deals with the large-scale organization and design of the planning area, particularly the organization of the buildings and the space between them. An evaluation of community design is often subjective and requires personal judgment. In an effort to remove this subjectivity, the community design resources of the city of Gillett have been inventoried according to the following criteria that represent the building blocks and language of community design:

### ***Land Use Transitions***

As is typical of most older communities, a gradual transition occurs throughout them. Historically, the Main Street served as the focal point of the community with more intensive uses (primarily commercial and other services to include grocery stores, banks, churches, municipal buildings, post office, barber/beauty shops, shoe repair, hardware, and other shops). Outward from the Main Street were further developed uses of multi-family dwellings and then single-family homes and finally - countryside.

As communities develop, special attention needs to be paid to what has successfully worked in the past - gentle transition of uses from one use to another (especially between intensive uses-industrial and less intensive uses - residential single family).

Within Gillett there are areas exhibiting difficult transitions between uses, mostly associated with newer industrial development adjacent to existing older residential uses. It is strongly encouraged that as development takes place, the teachings of transitional uses within community design be followed.

### ***Colors***

The selection of colors for privately owned commercial buildings is generally an individual decision. However, the use of colors does have a significant effect on the overall appearance of a commercial area and thus the Community Character at large. Colors that clash with the overall visual character of the commercial area should be avoided. Colors should be selected to complement the colors of surrounding buildings and natural building materials such as wood, stone, and masonry, and the natural environment; and should be historically authentic.

### ***Building Scale***

As communities develop, another important element in community character is consistency in building scale (height, width, and floor space). With the exception of carefully designed and sited institutional uses, large differences in building scale on adjacent properties are disruptive to the urban fabric. Maintaining consistent building scale may be obtained through the application

of appropriate zoning districts and detailed design review with reference to surrounding properties and buildings.

### ***Signage***

Community character can be impacted quite dramatically by the type of signs allowed throughout the community and along transportation corridors such as along STH 32, STH 22, Main Street and McKenzie Street. In order to preserve a sense of place and to help define community character without it being dictated by competing signage, the community can follow the general standards (commonly used in municipalities) below:

1. Free standing signs (excepting those along highways and freeways) should never exceed a height of 20 feet, and only heights below eight feet are consistently considered as noticeably low. These low monument signs can be effectively landscaped to meet desired community visions while tall pylon signs are unable to readily achieve this. No buildings should be allowed more than one freestanding sign, to include either a single commercial use or a joint commercial center.
2. Wall signs should relate to the area of the wall on which they are located. No wall should contain more than one sign (except a joint commercial center type development). Commercial centers should maintain consistency between sign materials and location of signs. In a development with a number of business occupants, individual outside signage should not be allowed for every occupant but rather the smaller occupants should only have nameplate signs on a kiosk sign.

Many zoning ordinances prohibit types of signs that can distract drivers or cause a nuisance. Those signs that should be prohibited because of this and due to their being difficult to make and keep attractive include off-site advertising signs, roof signs and portable signs. Billboards can have the potential to degrade the community's entryways "doorways" (such as along STH 22 and 32 entering from the town of Gillett) and should be prohibited within these areas. Additional signs for prohibition include those that are inflatable, flashing, rippling or sparkling, strings of lights, use of tinsel, "pompoms", pinwheels, pennants, banners, and streamers. The community needs to evaluate whether changeable lettering, electronic message boards, and trademark color schemes are to be prohibited if considered disruptive to the community or detract from the visual character of the community. The community should also take on the added responsibility of informing the zoning authority of signs that are distracting and/or do not follow existing rules and ordinance so that they come into conformance and not establish a negative "Norm" for the community appearance.

### ***Architectural Details***

Architectural details and building ornamentation often represent historic elements of architecture and are important components of the overall character of a commercial area. The distinctiveness of older commercial buildings is directly associated with their architectural details. Unsympathetic design changes on a building can destroy both the architectural character of a building and the overall commercial streetscape as well. Significant architectural details, where they exist, should not be destroyed when existing buildings are renovated. Remodeling efforts should attempt to retain any rich architectural details. Efforts to transform an existing building

into an earlier period through the use of details that were not originally used on the structure do not usually retain the original architectural integrity of the building and should be avoided.

### ***Screening of Dumpsters and Mechanical Equipment***

Dumpsters and rooftop and grade-level mechanical equipment should be installed to be unobtrusive and should be screened from public view. Dumpsters should be screened on at least three sides by a solid wall or fence. The height of the wall or fence should at least equal the height of the dumpster.

### ***Street Design***

Communities often have a history of developing along existing street patterns rather than realigning the street to fit the needs of the development. In many older communities this has led to confusing and some times dangerous transportation corridors that suddenly end, have five or more streets intersecting, have very short blocks, have obstructed views, etc. the following are preferred community design characteristics of city street systems.

#### ***Street Intersections***

Streets should intersect each other at as near to right angles as topography and other limiting factors of design allow. In addition, the number of streets converging at one intersection should be held to a minimum, preferably to no more than two streets at one intersection. The number of intersections along arterial streets and highways should be held to a minimum, and the distance between such intersections should generally be no less than 600 feet. Land access street openings onto arterial streets should be minimized to improve traffic flow and reduce traffic hazard.

#### ***Street Alignment***

Land access and collector streets should not necessarily continue across arterial streets. Where appropriate, proposed streets should be continuous and in alignment with existing, planned, or platted streets with which they are to connect. Street jogs with centerline offsets of less than 250 feet along arterial streets or less than 125 feet along non-arterial streets should not be permitted.

#### ***Half Streets***

The platting of half streets should be avoided. Half streets put an unrealistic reliance on the chance that adjacent property owners will develop their property at the same time. If half streets are allowed and then improved, their narrow width may result in street maintenance as well as traffic circulation problems.

#### ***Cul-de-Sac Streets***

Cul-de-sacs which are designed to have one end permanently closed should generally not exceed 500 feet in length. Cul-de-sac streets should employ either a teardrop design with a planting island (as within the city's Orchard Circle), or a circular turn-around design with no planting island.

## ***Blocks***

The widths, lengths, and shapes of blocks should be suited to the planned use of the land; zoning requirements; the need for convenient access, control, and safety of street traffic; and the limitations of and opportunities provided by topography. Blocks in residential areas should be no less than 600 feet nor more than 1,200 feet in length unless otherwise dictated by exceptional topography or other limiting factors of good design. Pedestrian ways at least 10 feet wide should be located near the center and entirely across any block of more than 900 feet in length to provide adequate pedestrian circulation and access to schools, parks, shopping centers, churches, or transportation facilities. Blocks should be wide enough to provide for two tiers of lots of appropriate depth except where one tier of reverse frontage lots is necessary to separate residential development from arterial streets.

## ***Lot Design***

Preferably, the use of a lot should be directed to enhance the neighborhood it is located within, therefore, adhering to some general criteria helps ensure an orderly appearance as well as assists in traffic flow and increased pedestrian.

Double-frontage or "through" lots should be prohibited except where they are necessary to overcome specific disadvantages of topography or orientation. Likewise, the use of reverse frontage lots will help to limit arterial highway access. Lots adjacent to an existing or proposed arterial street or highway should not have direct access to the arterial. Reverse frontage lots should be located adjacent to the arterial, and a planting strip at least 20 feet in width should be provided adjacent to the street right-of-way to separate residential uses from arterial traffic. The normal lot depth should be increased by the width of the planting strip - keeping in mind that excessive depth of lots in relation to width should be avoided, and a proportion of three to one should be considered a maximum depth-to-width ratio.

## ***Landmarks***

Landmarks are important reference points that represent a prominent feature of the landscape and have the ability to distinguish a locality, mark the boundary of a piece of land, or symbolize an important event or turning point in the history of a community.

It is encouraged that wherever possible, public buildings, monuments and parks should be located at important intersections at the end of streets. In new developments, prominent sites should be reserved for civic buildings/parks/monuments. Current landmarks "points of reference" of the city include:

- Clock (ST Johns Lutheran Church);
- War Memorial Park;
- Gillett High School;
- Deli w/Mexican Mural;
- Mobile Home Park (east side of city);
- Ambulance Garage.

## ***Entryways***

Entryways are unique to the community they serve, and are most unlikely to be duplicated elsewhere within the community. They exist on the outer edge of the city highly visible to the rest of the region. Therefore, it is imperative that a community plan well these “doorways” for they give certain impressions to those that travel to your community (or through it) which most likely will influence whether or not they will want to patronize its businesses. These “Doorways” should be free of development clutter, have minimal overhead wiring, have community identity signage, have uniform informational “Wayfinding” signage to community destinations, off-site advertising should always be minimal if at all, have areas of open space with landscaping, have pedestrian paths, include improved decorative street lighting with hanging banners, etc. Planning in areas outside the city limits is also vital to preserving a well organized entryway. Key “Doorways” include:

- STH 22 & Finnegan Lake Road;
- STH 22 and 32;
- CTH BB and Green Bay Avenue;
- Richmond Street.

## ***Pathways***

Pathways are linear features that represent both vehicular and pedestrian movement. Pathways provide connections between places, as well as along them. Whether a major arterial, local street, or undefined woodland trail, pathways are hierarchical and represent a degree of usage. It is encouraged that major pathways (such as Main Street) receive special planning and control considerations (such as an overlay zoning district with strict appearance and development standards) to include site design reviews, lighting/signage/landscaping controls to ensure that a heavily used corridor (through the community) does not become an “eyesore” nor becomes a safety hazard due to a confusing stretch of roadway cluttered with competing signage and hard to access driveways. All this compounded by high traffic volumes and high traffic speeds would most likely be a liability to the community’s character and overall development potential.

The Major Corridors below should present an attractive route to encourage repeat visitors and tourism as well as a sense of place for residents. The city should also attempt to maintain the residential character within these corridors through such means as adding street tree enhancement, ensuring compatibility of setbacks for infill developments and redevelopment projects. As with major corridors, secondary corridors should not be overlooked, but regulations can be less restrictive.

### *Major:*

- State Highways 32 and 22 (Main Street);
- Main Street;
- McKenzie.

*Secondary:*

- County Highways BB;
- Christie Brook;
- Snowmobile;
- Park Street.

***Edges***

Like pathways, edges are linear. Edges are important organizing elements that represent boundaries that can be either soft or hard, real or perceived and are important elements for protecting community identity and ensuring the correct use of land. Edges should be well defined in order to allow the traveler to transition from one use to another and to keep certain uses from negatively affecting others. Clearly defined community edges create the distinction between the “city and the country”.

*Inner Edges*

The City of Gillett has clear cut inner edges in several locations. Certain edges identified within the city include:

- Finnegan Lake Road and Klaus Lake Road;
- Newtons Avenue;
- Pulcifer Avenue;
- Development edge of the city;
- STH 32 & 22 (Northside);
- Edge of the industrial development lands with natural landscape and residential uses
- Main Street and the surrounding residential.

*Outer Edges*

Outer edges help define the “Greater Gillett” area and need recognition. The edges help to foster a sense of common destiny between the city and the town, and being aware of them is important in the intergovernmental planning process. These areas should be integrated into the planning process of the city allowing it to “put its best foot forward”. These areas should include pedestrian and bike linkages to the city, have modest signage, good subdivision design, appropriate landscaping, development of high quality, proper screening of negative views (i.e. quarry operations, etc).

- Oconto River;
- Existing Municipal City Limits with town of Gillett;
- The Extraterritorial Jurisdictional Boundary;
- The existing natural features (woodlines, hedgerows) of the countryside.

### ***Districts***

Districts encompass areas of commonality. Examples of districts may include a residential district or central business district. These areas represent buildings and spaces where clearly defined and separate types of activities take place.

- Downtown Main Street
- Industrial Center/Park
- Northside residential district (North of Washington Street);
- Southern residential district (South of Main Street).

### ***Nodes***

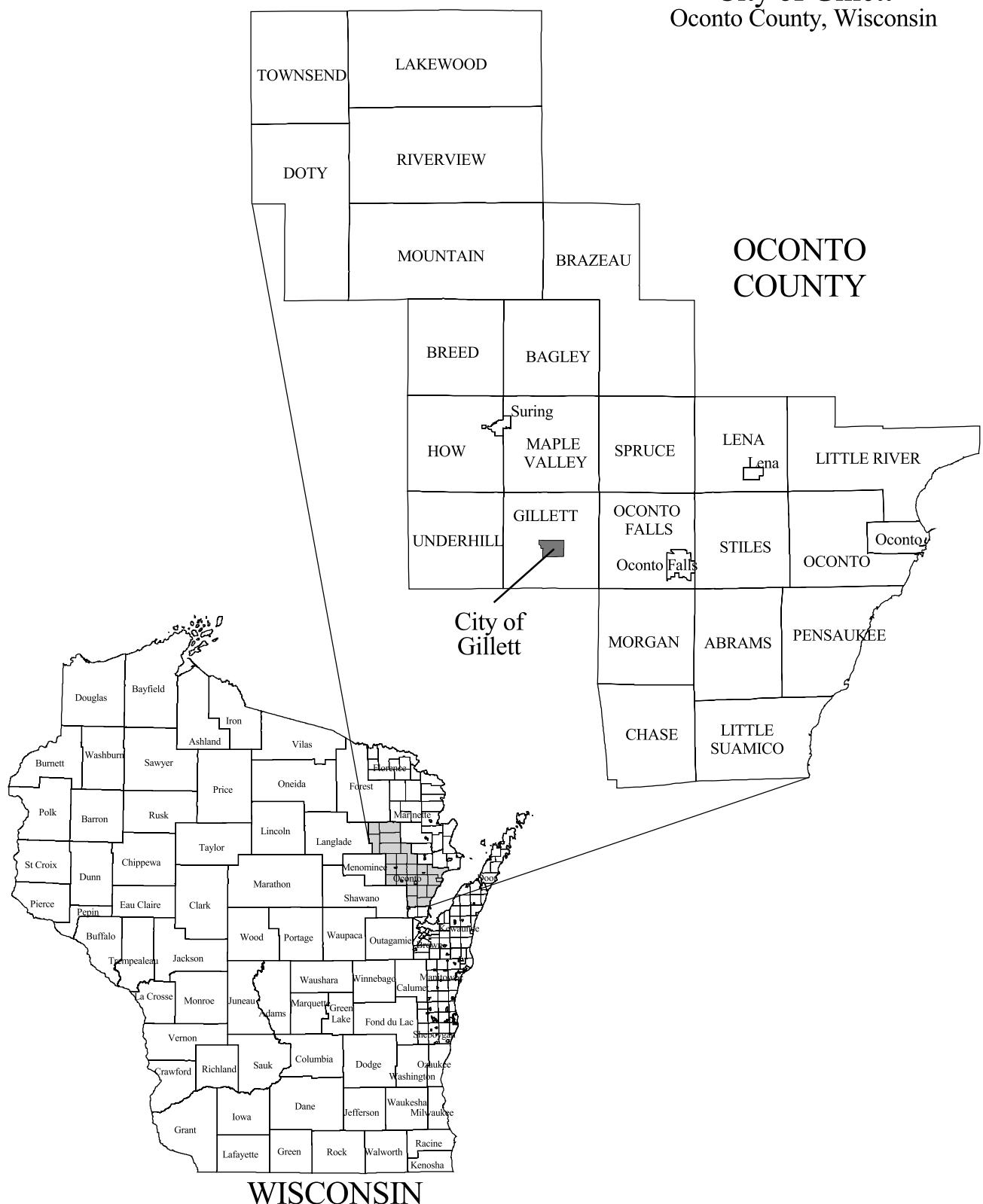
Nodes are specific points of recognition. They are destinations and very often represent the core or center of a district. In addition, nodes are closely associated with pathways as they provide access to and from districts. An example of nodes within a district may include separate areas for government functions versus entertainment activities within a central business district.

- City Hall;
- High School and Sports Complex;
- Industrial park.

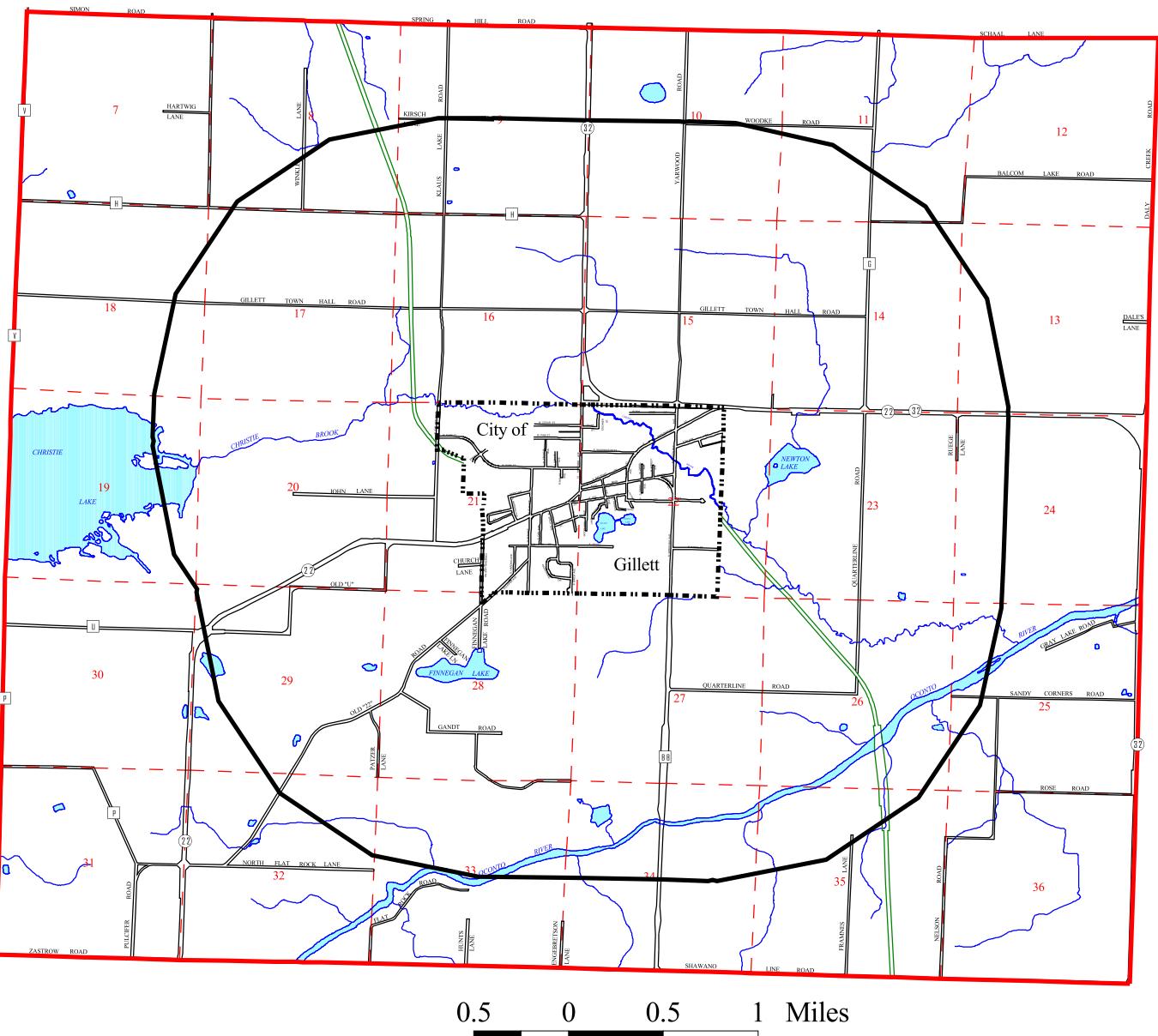
# Location Map

## City of Gillett

### Oconto County, Wisconsin



Source: Bay-Lake Regional Planning Commission, 2004.



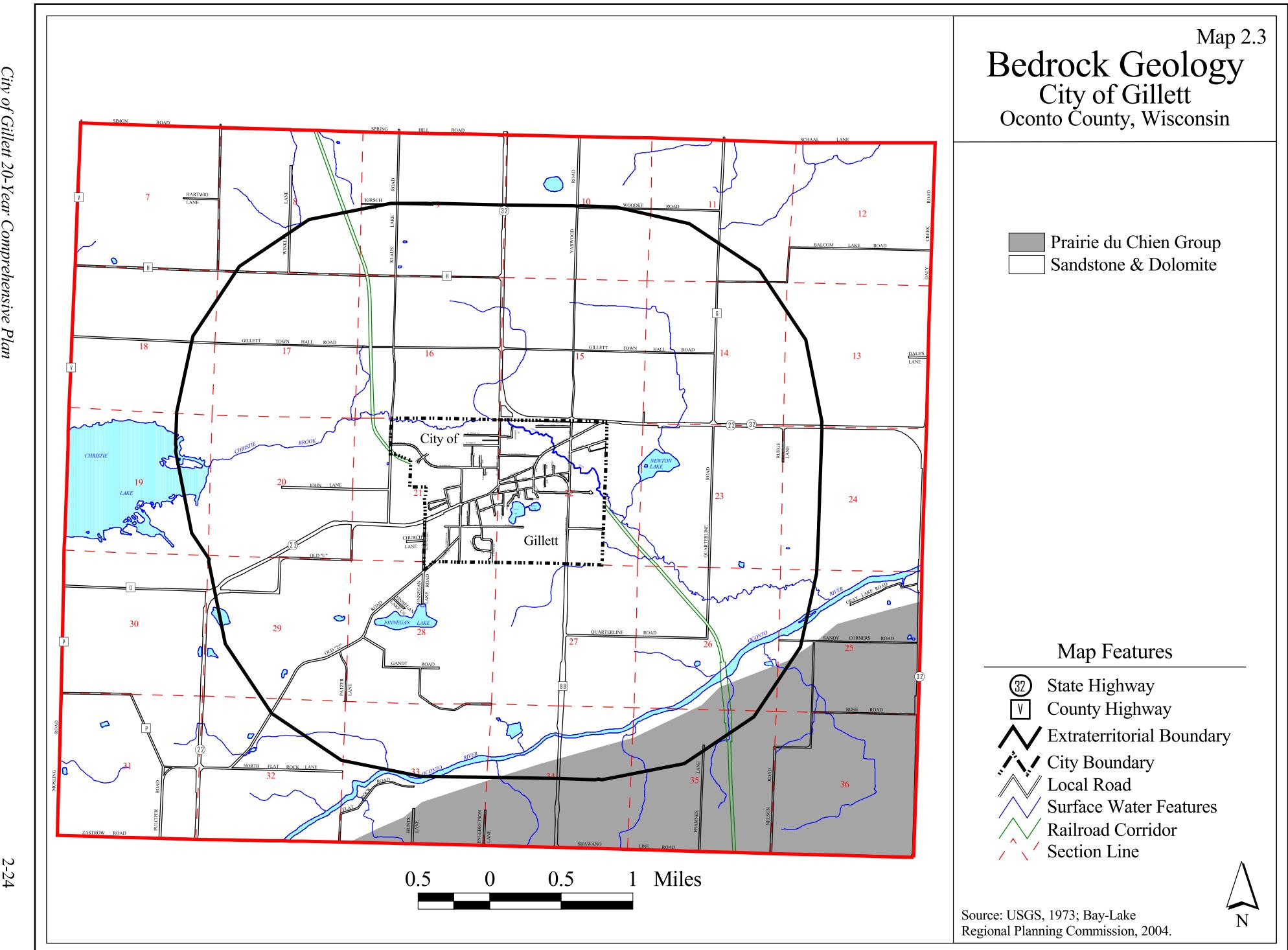
# Planning Area City of Gillett Oconto County, Wisconsin

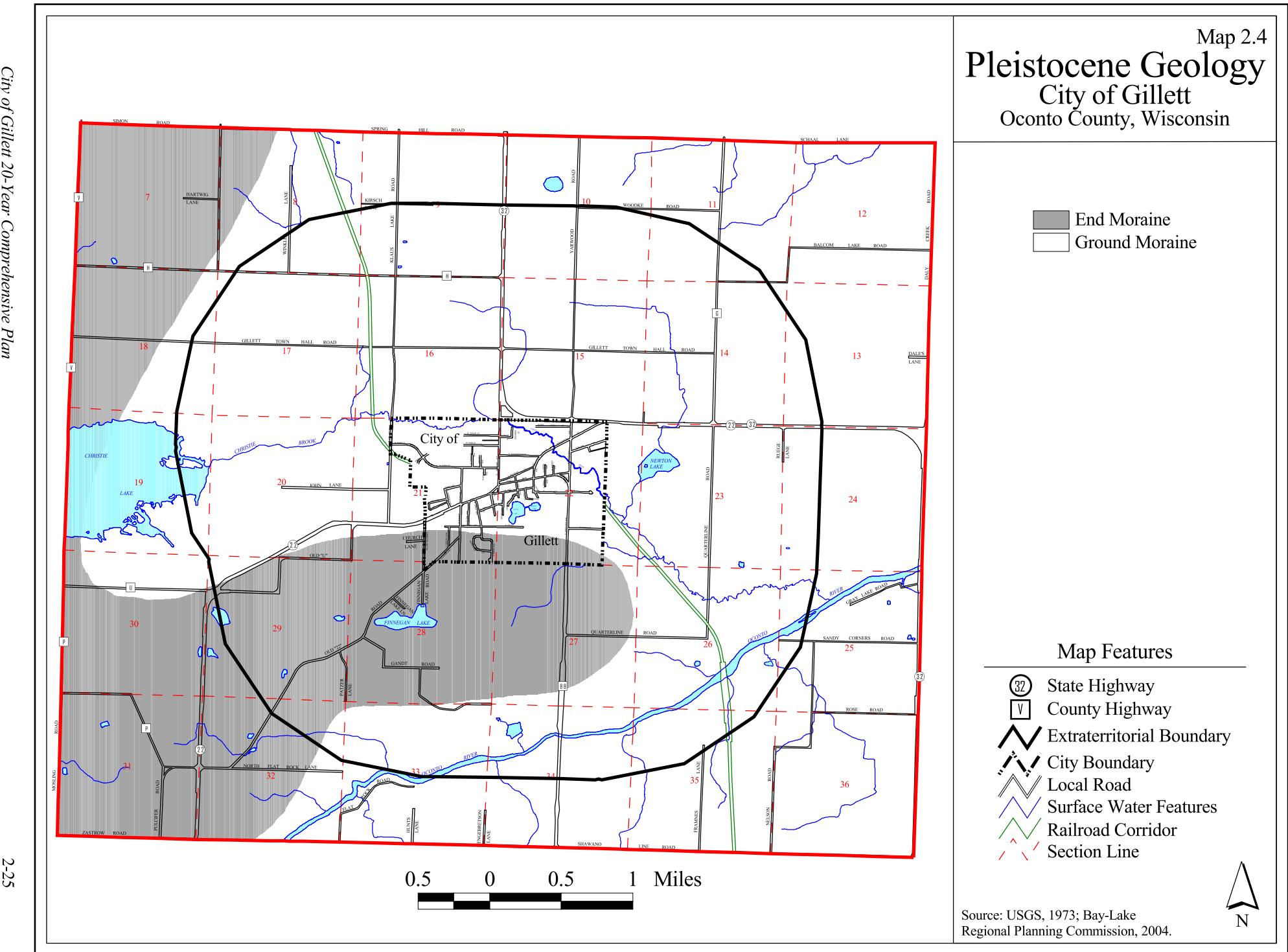
## Map Features

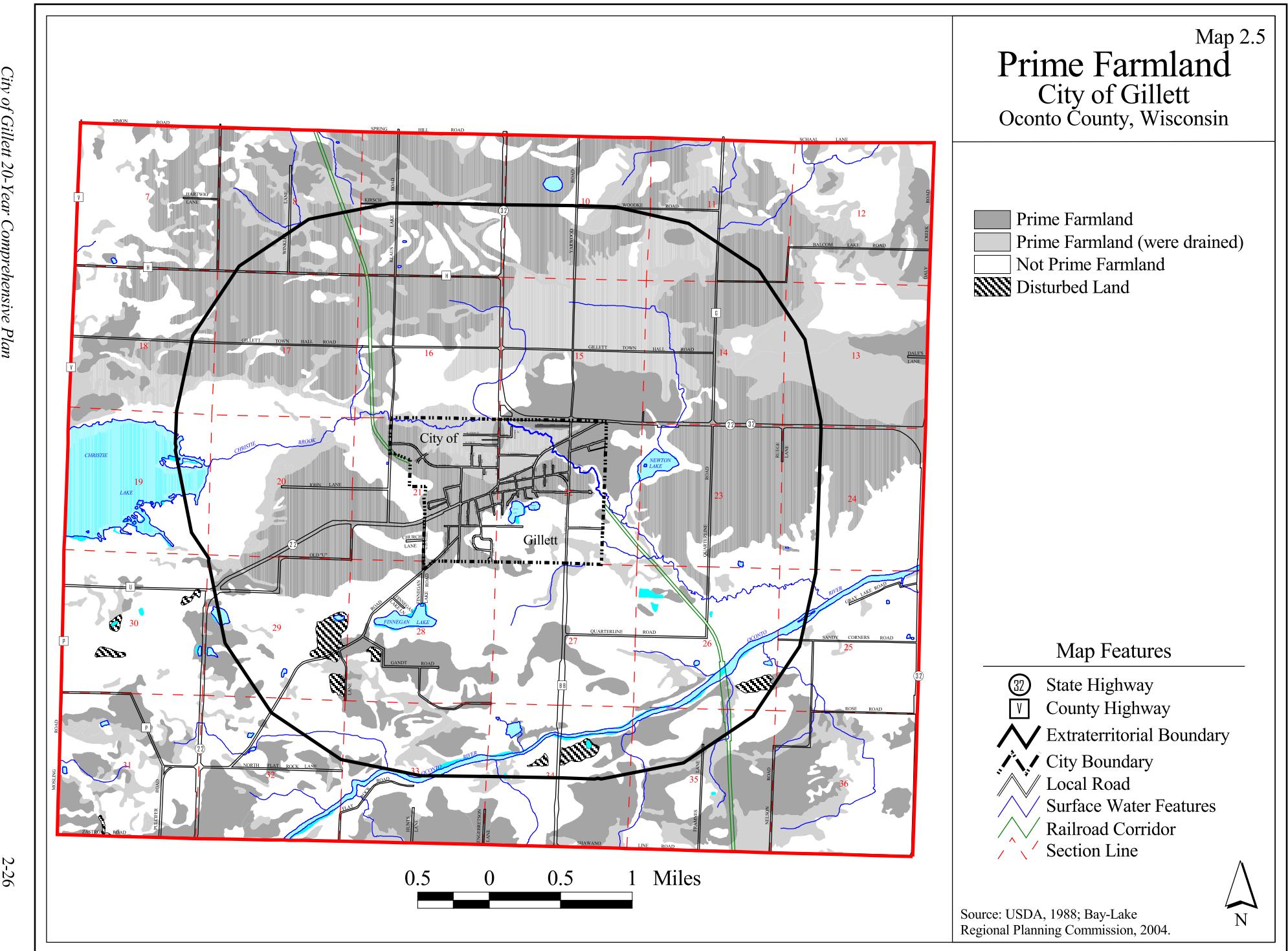
- 32 State Highway
- V County Highway
-  Extraterritorial Boundary
-  City Boundary
-  Local Road
-  Surface Water Features
-  Railroad Corridor
-  Section Line

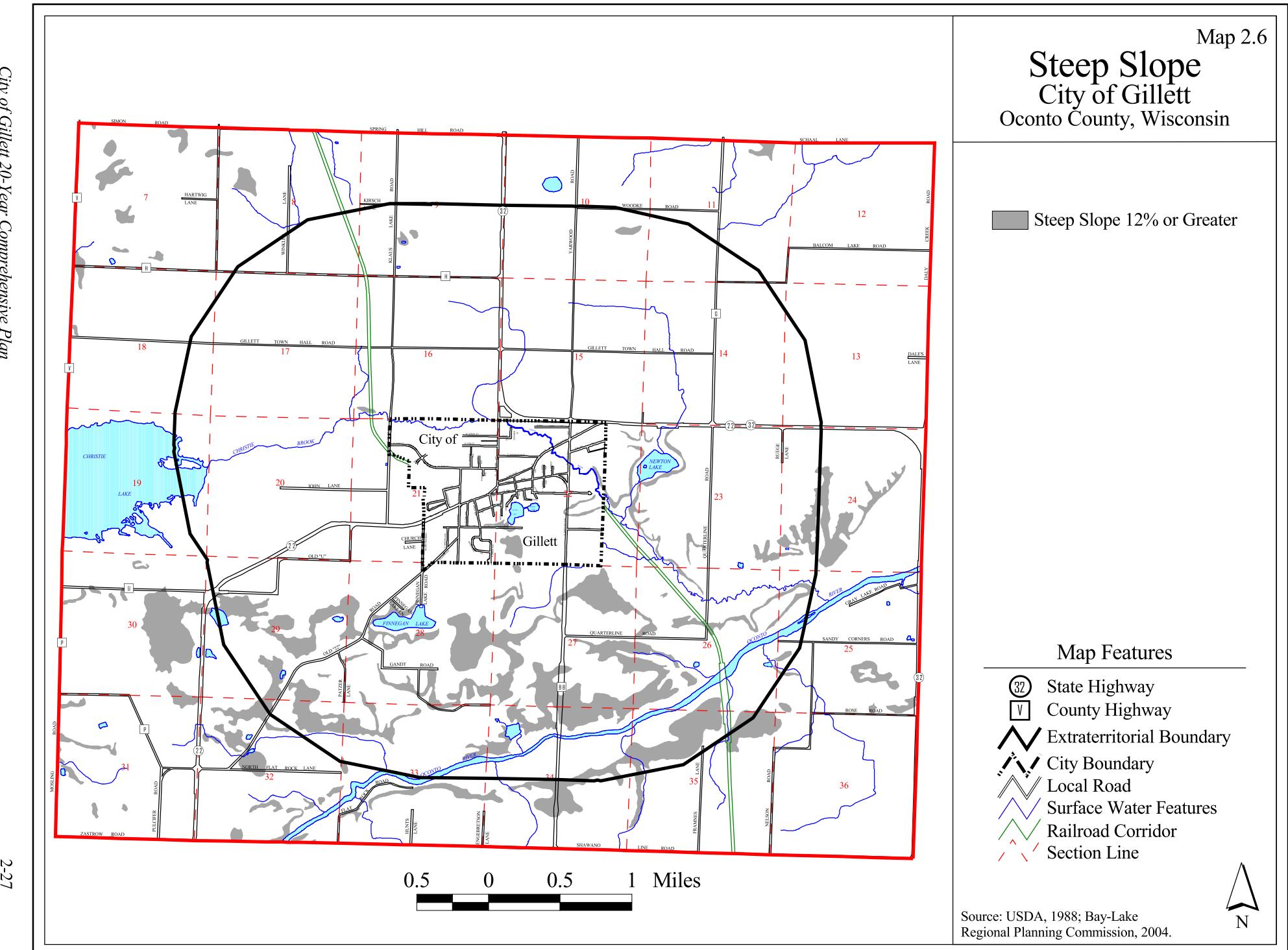
Source: Bay-Lake Regional Planning Commission, 2004.

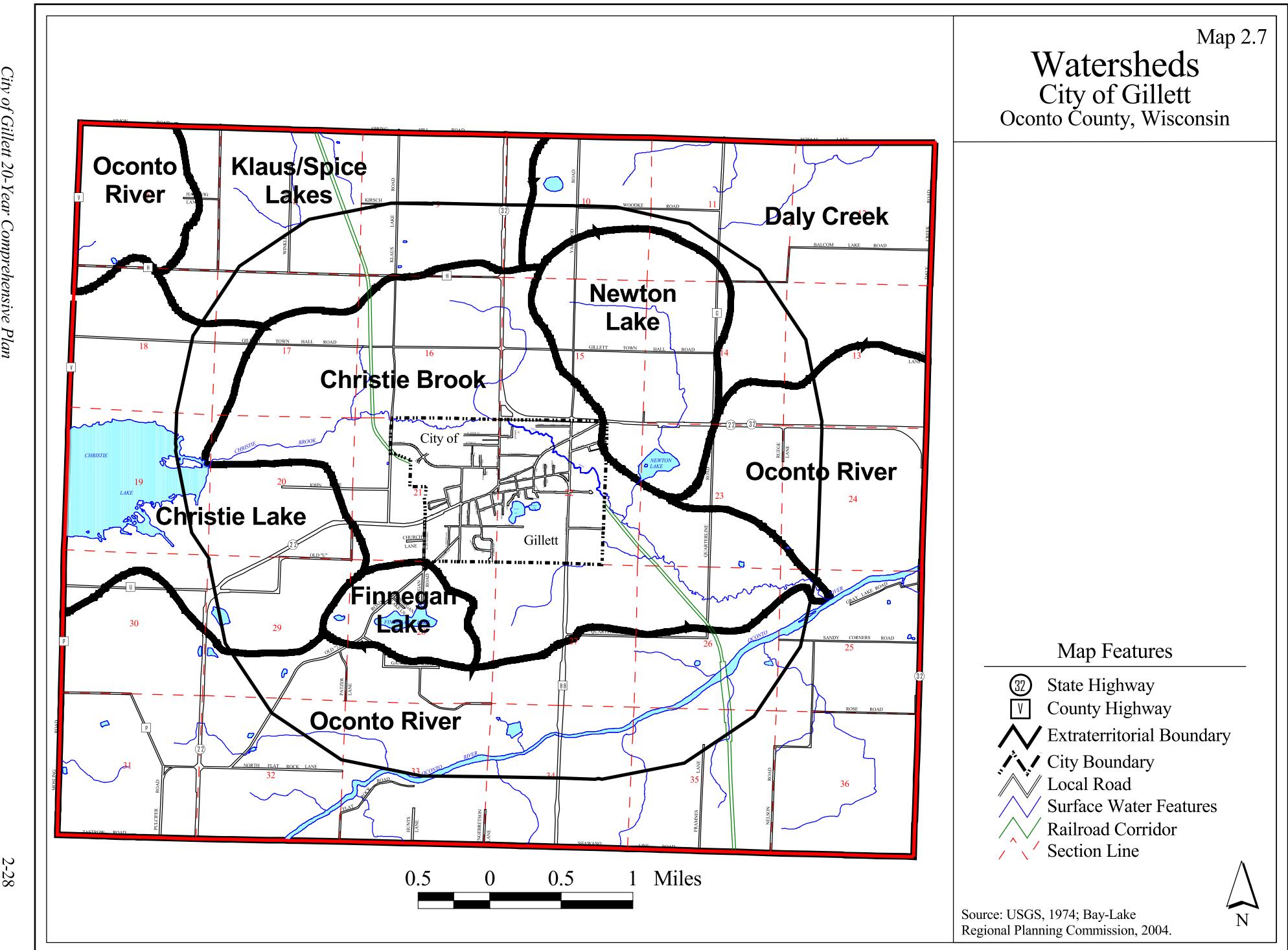


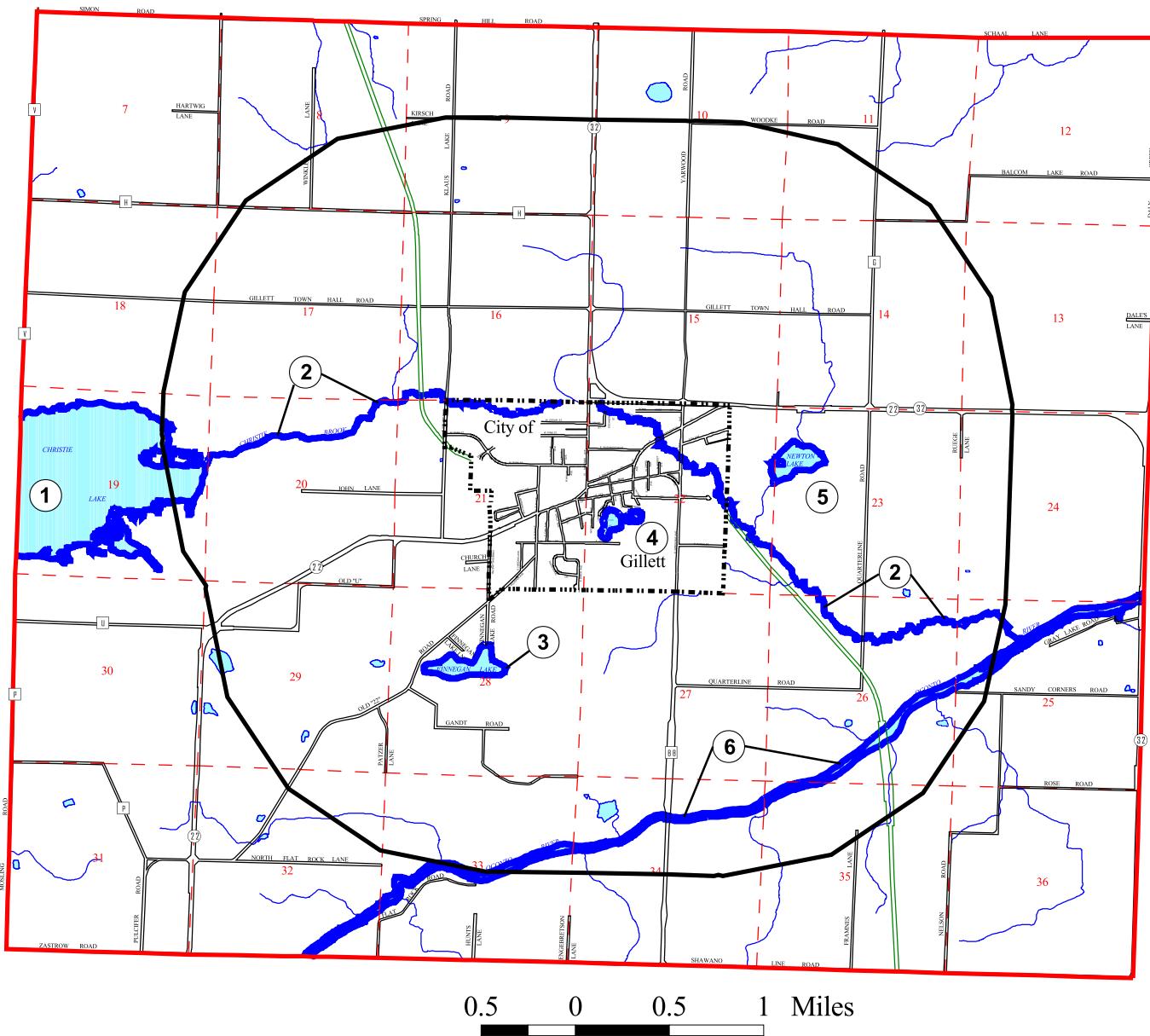












# Map 2.8

## Surface Water Features City of Gillett Oconto County, Wisconsin

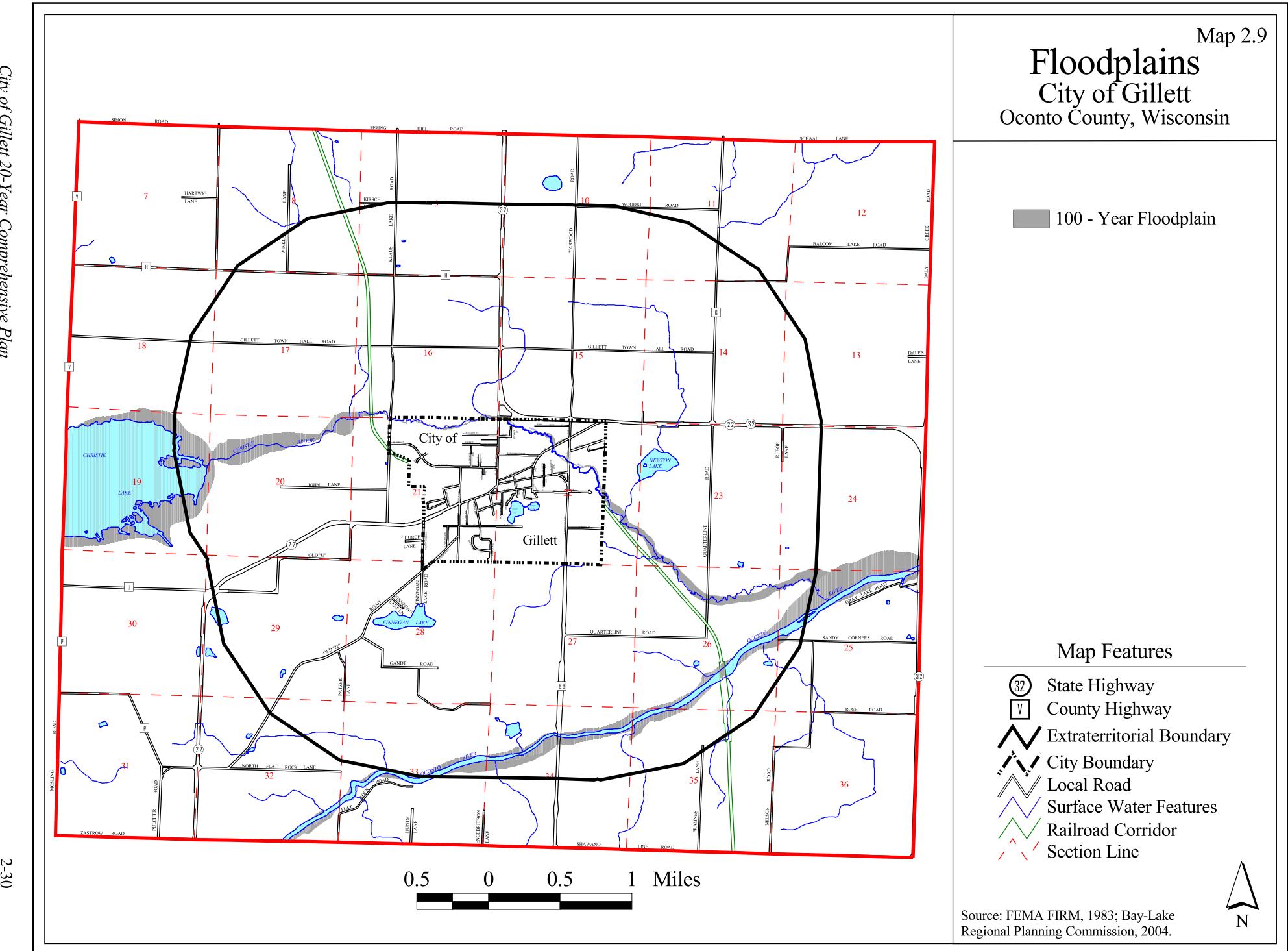
- ① Christie Lake
- ② Christie Brook
- ③ Finnegan Lake
- ④ Savage and Kasten Lake
- ⑤ Newton Lake
- ⑥ Oconto River

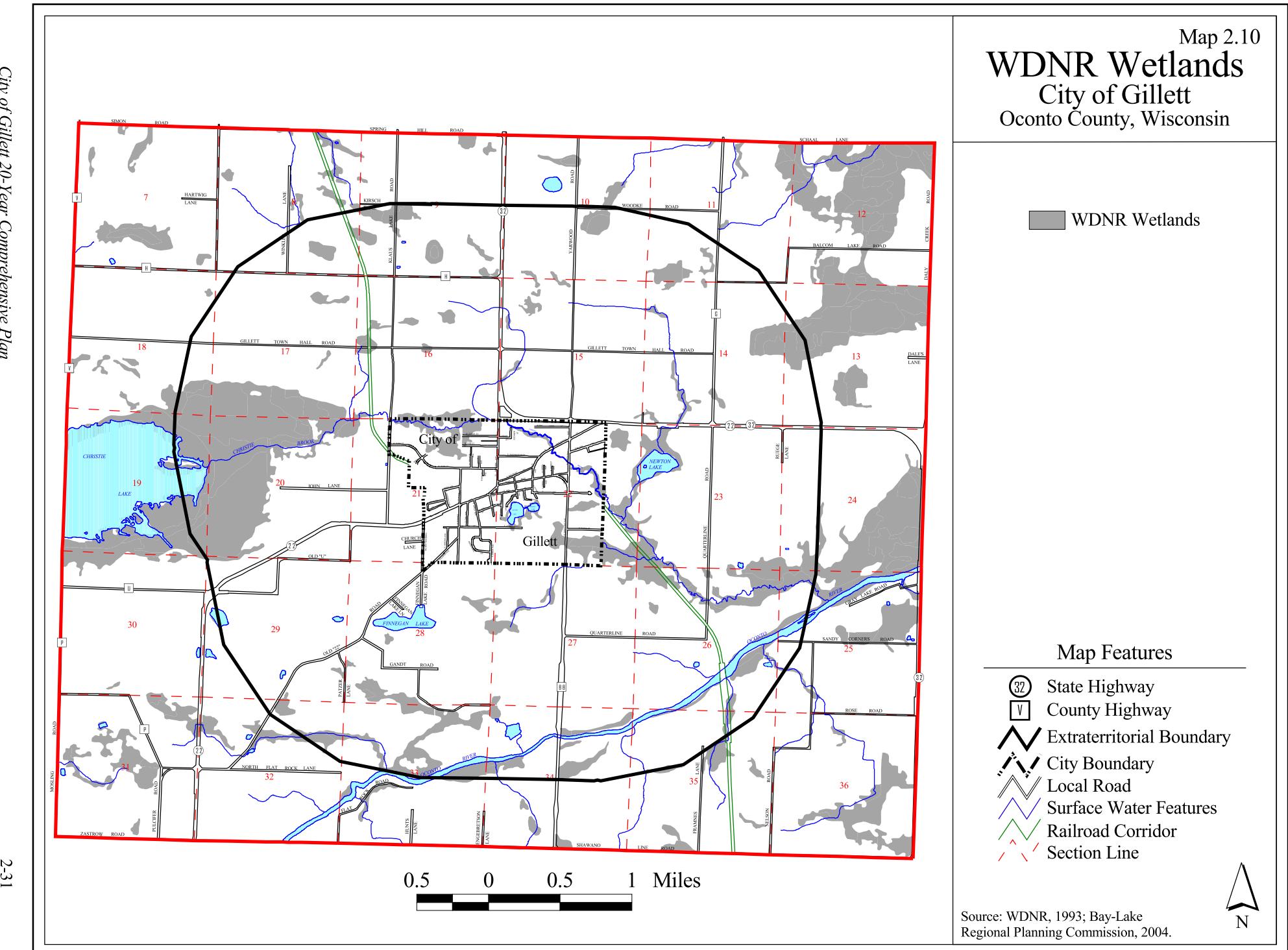
## Map Features

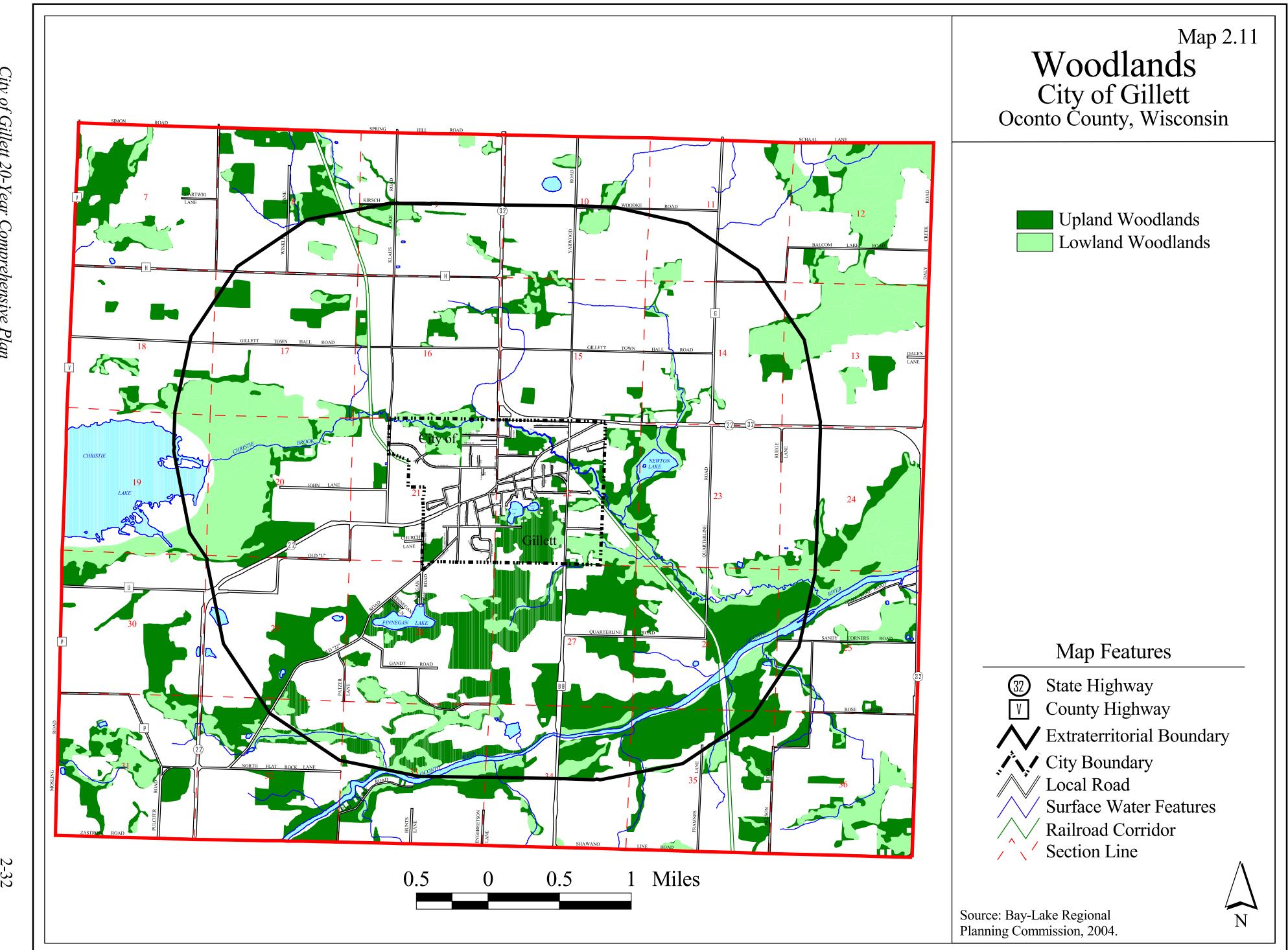
A legend containing eight entries, each with a unique symbol followed by a text label. The symbols are: a circle with the number 32 and a diagonal line for State Highway; a square with a diagonal line for County Highway; a black triangle pointing up and to the right for Extraterritorial Boundary; a black triangle pointing down and to the right for City Boundary; a black triangle pointing down and to the left for Local Road; a blue line for Surface Water Features; a green line for Railroad Corridor; and a red line for Section Line.

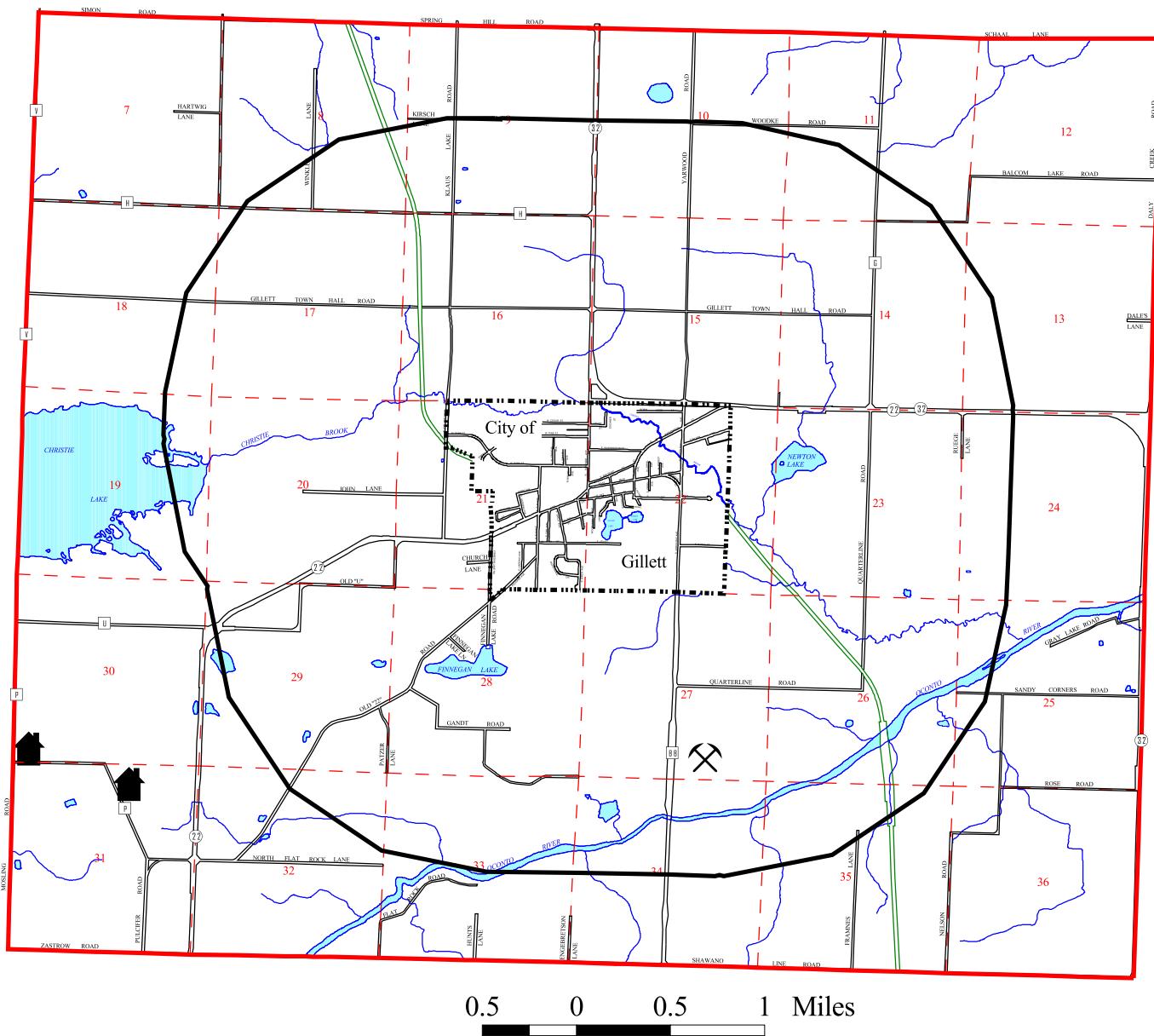
Source: WDNR, 1977; Bay-Lake Regional Planning Commission, 2004.











Map 2.12  
Historical &  
Archeological Sites  
City of Gillett  
Oconto County, Wisconsin

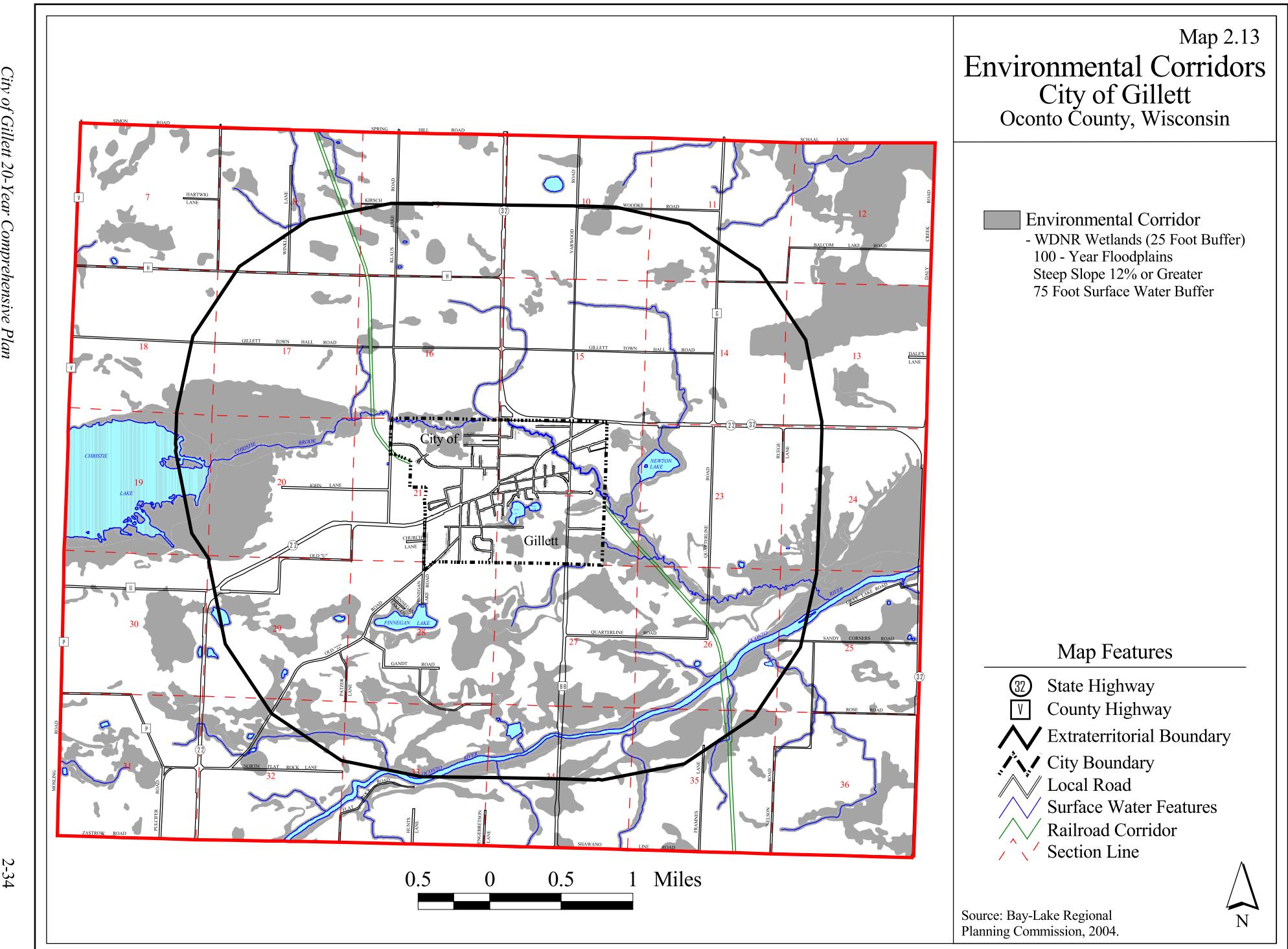
-  Archeological Sites
-  Historical Sites

## Map Features

- 32 State Highway
- V County Highway
-  Extraterritorial Boundary
-  City Boundary
-  Local Road
-  Surface Water Features
-  Railroad Corridor
-  Section Line

Source: Wisconsin State Historical Society, 1974; Bay-Lake Regional Planning Commission, 2004.





## **Chapter 3 - HOUSING AND POPULATION**

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### **INTRODUCTION**

Population change is the primary component in tracking the past growth of an area as well as predicting future population trends. Population characteristics relate directly to the city's housing, educational, community and recreational facility needs, and to its future economic development. It should be noted that over time, there are fluctuations in the local and regional economy and population that generally cannot be predicted. These fluctuations and changes may greatly influence the city's population growth and characteristics. This chapter will identify population and housing trends that may greatly affect the future of the City of Gillett.

The majority of the information within this chapter is based upon 1990 and 2000 Census information and serves as background data to help determine such things as: how much population growth the city can expect to accommodate over the next twenty years; the condition of the housing stock and what types of housing will be needed in the future.

### **SUMMARY AND IMPLICATIONS**

1. The city experienced a population of 1,256 persons in 2000, a 3.6 percent decrease from 1990.
2. According to Wisconsin Department of Administration (WDOA), the city's population is projected to decrease to 1,111 persons by 2025, a 1.2 percent decrease from 2000.
3. The largest age grouping is between 35 and 54 year olds, which is the age group traditionally having the highest earning power.
4. The city's median age in 2000 was 37 years which indicates a growing adult population. Implications are that an aging community will need additional specialized services to accommodate these age groups in the future.

The city's population has risen and fallen and risen again over the course of the last four decades. Projections developed after the 2000 Census indicate that the city's population was likely to drop through 2025. The 2000 Census indicates a drop in population to just below the 1970 level which indicates that the City of Gillett is continuing to lose population. The city has experienced (over the past three decades) an age structure shift towards the older age groups which has recently shifted towards a younger age group. This may lead the city to spend more on facilities to accommodate a younger population over the next twenty years.

5. The number of housing units in the City of Gillett had been continuously increasing until 1990. From 1990 to 2000, the city saw a drop in housing units of nearly 13 percent.
6. The household size for the city is expected to decline over the next 20 years from 2.2 to 2.1 persons per household.
7. At approximately 2.1 persons per household, the city can expect a housing projection of approximately 90 new housing units by 2025.

Throughout the planning period, with a younger population, there may be a demand for additional housing units within the city. An increased population, a demand for larger lot sizes and a trend towards smaller household sizes could increase the demand for residential

developments. The city will need to adequately identify areas to accommodate this change in land use while ensuring adequate services are provided. Additional housing does not always lead to a community making money. In most cases it can be shown that housing (though most preferred in many communities) is the most costly development based on the supporting services needed to accompany it. The city will need to monitor costs of future housing on the city's budget to control future property taxes.

8. Of the 542 housing units in the city in 2000, 33 percent (177 structures) were built before 1940.
9. In 2000, approximately 36 percent of renters were living in "non-affordable" housing, due to their paying 30 percent or more of their incomes towards rent.
10. In 2000, 31 percent of homeowners were paying 30 percent or more of their incomes towards housing payments.
11. According to the 2000 Census the median household income for the city in 1999 was \$36,667.

Approximately 73 percent of the housing within the City of Gillett is residential single family, yet many homes are over 60 years old. Several home owners as well as renters are considered to be living in non-affordable housing. Because of the above, it is likely that residents will need additional assistance regarding loans for housing rehabilitation as well as affordable housing. The city will need to support assistance efforts as well as look into actions that promote a mix of housing choices.

Due to the city experiencing a decrease in population and because the city experienced 41 new housing units constructed within the last ten years, this plan's future land use is projecting a range in the number of housing units to be between 172 and 278 new units over the twenty year planning period. Enough vacant land does exist (allowing for a mix in densities and services provided) within the city to accommodate these growth forecasts.

Overall, the city is expected to remain an agricultural community. The city supports the ideals of promoting housing for all residents, providing a range in housing, working towards gaining more financial assistance for its residents for rehabilitation of housing and rental assistance by working with county, state and federal agencies.

## **HOUSING STRATEGY**

The current legislation on comprehensive plans under s.66.1001 requires that the housing element will need to be integrated and made consistent with the other nine elements of the comprehensive plan. For example, implementing the goals and policies of the housing element will need to correspond to actions undertaken in other elements such as land use, economic development, transportation, and community facilities.

The following stated Goals, Objectives, Policies, and Programs are based on the information provided and detailed later within this chapter of the comprehensive plan.

### **Goal:**

To provide for a variety of quality housing opportunities for all segments of the city's current and future population.

***Objective:***

1. To develop and enforce policies and programs to assist citizens in obtaining affordable quality housing.

***Policies:***

1. The city will support the agencies and their programs that provide affordable housing to its residents.
2. When qualified, the city should apply for grants and become involved in programs to address the city's housing needs.
3. The city will assist residents by providing educational materials and information on financial programs and on home repairs.
4. The city will support local initiatives to improve the housing conditions within the city.
5. Provide adequate housing for all persons including low and moderate income, elderly, and residents with special needs.
6. Work towards rehabilitating and preserving the existing housing stock in the city.
7. Provide affordable housing information and assistance to first time home buyers.
8. Ensure that the city's zoning ordinance allows for and/or encourages the above policies.

***Programs:***

1. Work with federal, state, and county agencies to assist city residents in achieving home loans.
2. Work with the state, county and BLRPC to monitor the city's population characteristics to stay informed of changing demographics/characteristics within the city.
3. The city has identified areas, through its planning process, for a future mix of residential development with a variety of minimum densities to help in establishing a housing stock which meets differing needs of the community.
4. The city will review existing zoning and subdivision ordinances to identify antiquated standards that limit certain housing choices and to measure impacts that current ordinances have on the city's housing stock and future choices. The city will also work on any future controls affording more flexibility in regulations allowing for a greater variety of housing choices to include considering Conservation Subdivisions and clustering.

***Objective:***

2. Encourage new housing development in areas where it is needed and can be done in an environmentally and cost effective way.

***Policies:***

1. Encourage new housing in areas adjacent to areas in which community facilities currently exist.
2. Encourage single family development throughout the city, with higher densities adjacent to the City of Gillett to minimize conflicts with different types of land use.
3. The construction of new homes should be regulated by adequate building codes and ordinances.
4. Explore new development ideas which encourage a responsible use of land and the retention of natural or unique areas.
5. Identify areas in which new development should be restricted or maintained as open space.
6. Explore new development ideas to minimize possible negative impacts on the environment.

***Programs:***

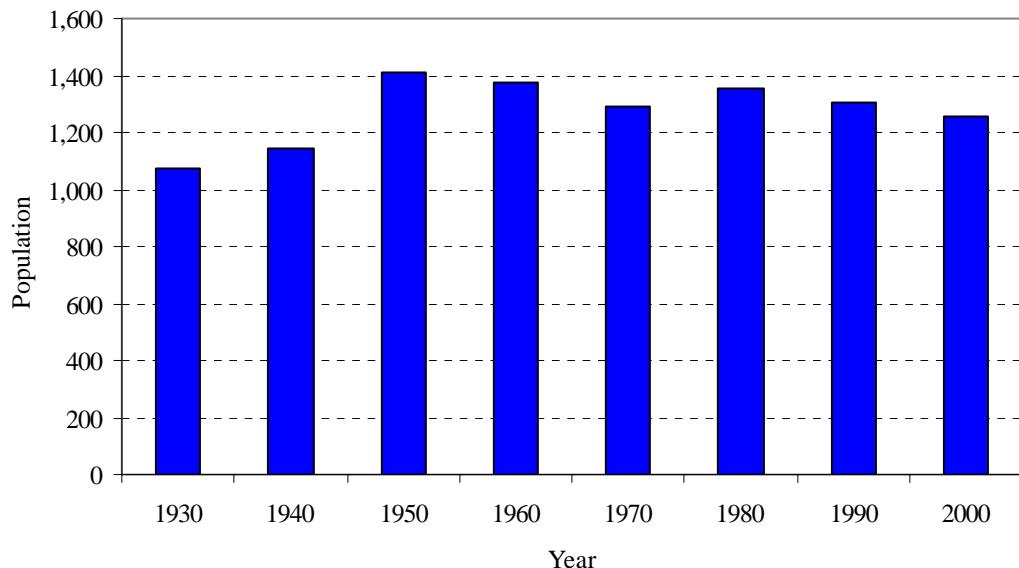
1. Establish a group or committee to investigate the use and to establish a set of standards/criteria in order to best develop regulations regarding the future use of development practices, i.e. conservation subdivisions and traditional neighborhoods, etc. When appropriate, work with neighboring communities, the county and BLRPC to develop a set of ordinances designed to further these developmental practices.

## **POPULATION CHARACTERISTICS**

### **Historical Population Levels**

Figure 3.1 displays the increases and decreases of the historic population trends for the City of Gillett. The population was at its highest level in 1950 with 1,410 persons. The City of Gillett's population generally declined from its peak in 1950 to a low of 1,256 in 2000.

Figure 3.1: Historical Population Levels, 1930-2000, City of Gillett



Source: General Population Characteristics 1840-1970, Bay-Lake Regional Planning Commission, December 1975; U.S. Bureau of the Census 1980-2000 and Bay-Lake Regional Planning Commission, 2002.

### **Population Trends**

The city of Gillett has experienced both increases and decreases in population since 1970 (see Table 3.1). Between 1970 and 1980 the population increased by 68 persons, 5.3 percent. A similar rate of growth was experienced by the county for the same period. From 1980 to 1990, the city's population decreased by 53 persons, or 3.9 percent. The surrounding Town of Gillett also experienced a decline in population for this period, but the county increased population by a small percentage. For the period 1990 to 2000, the City of Gillett declined by 3.6 percent, or 47 persons. For this period the Town of Gillett increased in population and Oconto County grew by a significant 17.9 percent.

In 2004, the WDOA Demographic Services Center prepared population projections to the year 2025 for the communities and counties of the state, utilizing a projection formula that calculates the annual population change over three varying time spans. From this formula, the WDOA indicated that the City of Gillett was projected to have 1,111 persons in 2025. According to the 2000 Census, the city currently has 1,256 persons.

Table 3.1: Population Trends, 1970-2025, City of Gillett & Selected Areas

Year	City of Gillett	Town of Gillett	Oconto County	Bay-Lake Region	State of Wisconsin
<b>Actual Population</b>					
1970	1,288	936	25,553	440,926	4,417,731
1980	1,356	1,059	28,947	476,134	4,705,767
1990	1,303	1,026	30,226	498,824	4,891,769
2000	1,256	1,085	35,634	554,565	5,363,675
<b>Population Projections</b>					
2005	1,236	1,099	37,720	574,762	5,563,896
2010	1,209	1,105	39,670	595,277	5,751,470
2015	1,178	1,107	41,385	614,541	5,931,386
2020	1,147	1,108	43,018	633,182	6,110,878
2025	1,111	1,103	44,351	650,262	6,274,867
<b>Number Change</b>					
1970-1980	68	123	3,394	35,208	288,036
1980-1990	-53	-33	1,279	22,690	186,002
1990-2000	-47	59	5,408	55,741	471,906
<b>Percent Change</b>					
1970-1980	5.3	13.1	13.3	8.0	6.5
1980-1990	-3.9	-3.1	4.4	4.8	4.0
1990-2000	-3.6	5.8	17.9	11.2	9.6

Source: General Population Characteristics 1840-1970, Bay-Lake Regional Planning Commission, December 1975; U.S. Bureau of the Census 1980-2000 and Bay-Lake Regional Planning Commission, 2002.

## Seasonal Population

The estimated seasonal population was found by multiplying the number of seasonal housing units by the average number of persons per household (see Table 3.2). In 2000, the City of Gillett had 4 total seasonal housing units, or 0.7 percent of total housing units in the city. This creates an estimated seasonal population of about 10 persons, or 0.8 percent of the population.

Table 3.2: Estimated Seasonal Population, 2000, City of Gillett & Selected Areas.

	Geographic Location			
	City of Gillett	Town of Gillett	Town of Maple Valley	Oconto County
Population	1,256	1,085	670	35,634
Persons Per Household	2.38	2.69	2.51	2.52
Total Housing Units	546	442	323	19,812
Total Seasonal Housing Units*	4	20	47	4,837
Percent of Housing Units Seasonal	0.7	4.5	14.6	24.4
Estimated Seasonal Population**	9.5	54	118	12,189
Percent Population Seasonal	0.8	5.0	17.6	34.2

\*Seasonal housing includes seasonal, recreational, or occasional use units, does not include other vacant

\*\*Estimated Seasonal Population = Seasonal Housing Units x Persons Per Household

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 1A; and Bay-Lake Regional Planning Commission, 2002.

## **Alternate Population Projections**

An area's future population provides an important basis for planning and public policy making. Population projections are an important factor necessary to assess the area's future need for housing, community facilities, transportation, and other population-related facilities. They can also be used to forecast the area's future expenditures, revenues, and tax receipts. The Commission has prepared alternative population projections to determine a range in growth for the City of Gillett.

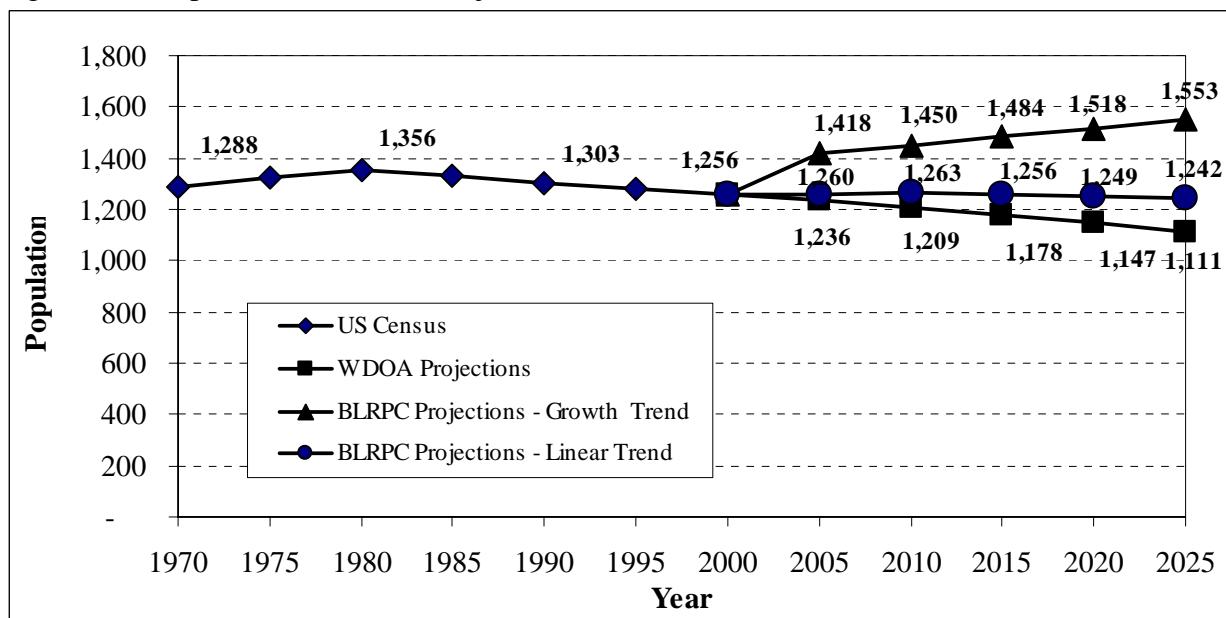
The limitations of population projections should be recognized. Population projections are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Smaller communities are also subject to more error because even minor changes in the community can result in significant changes in population projection estimates.

According to the Commission's linear trend projections, the projected year 2005 population for the City of Gillett is 1,260 persons. The projected year 2010 population is 1,263 persons, year 2015 population is 1,256, projected 2020 population is 1,249, and the projected year 2025 population for the city is 1,242 persons. Therefore, it is projected that the City of Gillett's 2000 population will decrease by 14 persons, a decline of 0.6 percent, by the year 2025. The BLRPC linear projections create a "mid Growth" scenario for the city. It should be noted that although the population of the city is estimated to decline, these projections are based on past trends in which the population was at times declining. Small changes in the community or the region in the future may cause significant changes to these projections.

A "High Growth" projection was developed by using the 1970 to 2000 census figures and creating a growth series trend to the year 2025. This method identified a projected year 2005 population of 1,418 persons, a projected year 2010 population of 1,450 persons, an estimated 2015 population of 1,484, and a projected year 2025 population of 1,518. According to this "High Growth" projection, the city of Gillett's 2000 population will increase by 20.9 percent by the year 2020.

Figure 3.2 displays the actual U.S. Census counts, WDOA projections, the "Mid Growth" linear projections, and the "High Growth" growth series trend based off Census data.

Figure 3.2: Population Trends & Projections, 1970-2025



Source: U.S. Bureau of the Census, Census of Population and Housing, 1970-2000; Wisconsin Department of Administration, Official Population Estimates and Projections, for years cited; and Bay-Lake Regional Planning Commission, 2004.

Table 3.3: Population Trends & Projections, 1970-2025

City of Gillett	1970	1980	1990	2000	2005	2010	2015	2020	2025	Percent Change
US Census	1,288	1,356	1,303	1,256						
WDOA Projections				1,256	1,236	1,209	1,178	1,147	1,111	-6.2%
BLRPC Projections - Growth Trend				1,256	1,418	1,450	1,484	1,518	1,553	20.9%
BLRPC Projections - Linear Trend				1,256	1,260	1,263	1,256	1,249	1,242	-0.6%

Source: U.S. Bureau of the Census, Census of Population and Housing, 1970-2000; Wisconsin Department of Administration, Official Population Estimates and Projections, for years cited; and Bay-Lake Regional Planning Commission, 2004.

### Population by Age and Sex

The city of Gillett consistently had more males than females for the period from 1970 to 2000 which is opposite the trend at the state and county. From 1970 to 1990 there were notable shifts in the age distribution of the population in the City of Gillett, as Table 3.4 displays. In 1970, 31 percent of the population was under the age of 15 and more than 40 percent under the age of 20. By 1980 the greatest percentage of the population was in the 25-34 age group with a high population still within lower age groups and somewhat lower numbers of people in older age groups. In 1990, the population was distributed within younger and middle age groups. A majority of the population was within the “Prime Earning” age group of between 25 and 54. By 2000, the population was still in the age group from 25 to 54, but there has been an increase in the number of people younger than 20. Figure 3.3 displays these population shifts for the city.

Table 3.4: Male and Female Distribution by Age and Sex, 1970-2000, City of Gillett  
**1970**

Age	Male			Female			Total	
	Count	Percent		Count	Percent		Count	Percent
		Male	Total		Female	Total		
75 & over	14	2.8	1.5	12	2.8	1.3	26	2.8
65-74	39	7.7	4.2	33	7.7	3.5	72	7.7
60-64	37	7.3	4.0	38	8.8	4.1	75	8.0
55-59	33	6.5	3.5	24	5.6	2.6	57	6.1
45-54	60	11.9	6.4	61	14.2	6.5	121	12.9
35-44	43	8.5	4.6	51	11.9	5.4	94	10.0
25-34	36	7.1	3.8	37	8.6	4.0	73	7.8
20-24	30	5.9	3.2	13	3.0	1.4	43	4.6
15-19	45	8.9	4.8	40	9.3	4.3	85	9.1
10-14	78	15.4	8.3	47	10.9	5.0	125	13.4
5-9	55	10.9	5.9	46	10.7	4.9	101	10.8
under 5	36	7.1	3.8	28	6.5	3.0	64	6.8
<b>TOTAL</b>	<b>506</b>	<b>100.0</b>	<b>54.1</b>	<b>430</b>	<b>100.0</b>	<b>45.9</b>	<b>936</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 118; and Bay-Lake Regional Planning Commission, 2002.

**1980**

Age	Male			Female			Total	
	Count	Percent		Count	Percent		Count	Percent
		Male	Total		Female	Total		
75 & over	64	10.2	4.7	92	12.6	6.8	156	11.5
65-74	98	15.6	7.2	125	17.2	9.2	223	16.4
60-64	35	5.6	2.6	56	7.7	4.1	91	6.7
55-59	26	4.1	1.9	34	4.7	2.5	60	4.4
45-54	51	8.1	3.8	71	9.8	5.2	122	9.0
35-44	69	11.0	5.1	57	7.8	4.2	126	9.3
25-34	72	11.5	5.3	70	9.6	5.2	142	10.5
20-24	35	5.6	2.6	48	6.6	3.5	83	6.1
15-19	62	9.9	4.6	60	8.2	4.4	122	9.0
10-14	39	6.2	2.9	41	5.6	3.0	80	5.9
5-9	34	5.4	2.5	29	4.0	2.1	63	4.6
under 5	43	6.8	3.2	45	6.2	3.3	88	6.5
<b>TOTAL</b>	<b>628</b>	<b>100.0</b>	<b>46.3</b>	<b>728</b>	<b>100.0</b>	<b>53.7</b>	<b>1,356</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 1980 Census of Population and Housing, STF 3A, Table 15; and Bay-Lake Regional Planning Commission, 2002.

Table 3.5: Male and Female Distribution by Age and Sex, 1970-2000, City of Gillett, cont.

**1990**

Age	Male			Female			Total	
	Count	Percent		Count	Percent		Count	Percent
		Male	Total		Female	Total		
75 & over	71	11.7	5.4	128	18.4	9.8	199	15.3
65-74	47	7.8	3.6	90	12.9	6.9	137	10.5
60-64	30	5.0	2.3	31	4.4	2.4	61	4.7
55-59	23	3.8	1.8	33	4.7	2.5	56	4.3
45-54	65	10.7	5.0	61	8.8	4.7	126	9.7
35-44	72	11.9	5.5	68	9.8	5.2	140	10.7
25-34	86	14.2	6.6	91	13.1	7.0	177	13.6
20-24	45	7.4	3.5	48	6.9	3.7	93	7.1
15-19	39	6.4	3.0	20	2.9	1.5	59	4.5
10-14	35	5.8	2.7	44	6.3	3.4	79	6.1
5-9	46	7.6	3.5	40	5.7	3.1	86	6.6
under 5	47	7.8	3.6	43	6.2	3.3	90	6.9
<b>TOTAL</b>	<b>606</b>	<b>100.0</b>	<b>46.5</b>	<b>697</b>	<b>100.0</b>	<b>53.5</b>	<b>1,303</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 1A, Table P012 and General Profiles; and Bay-Lake Regional Planning Commission, 2002.

**2000**

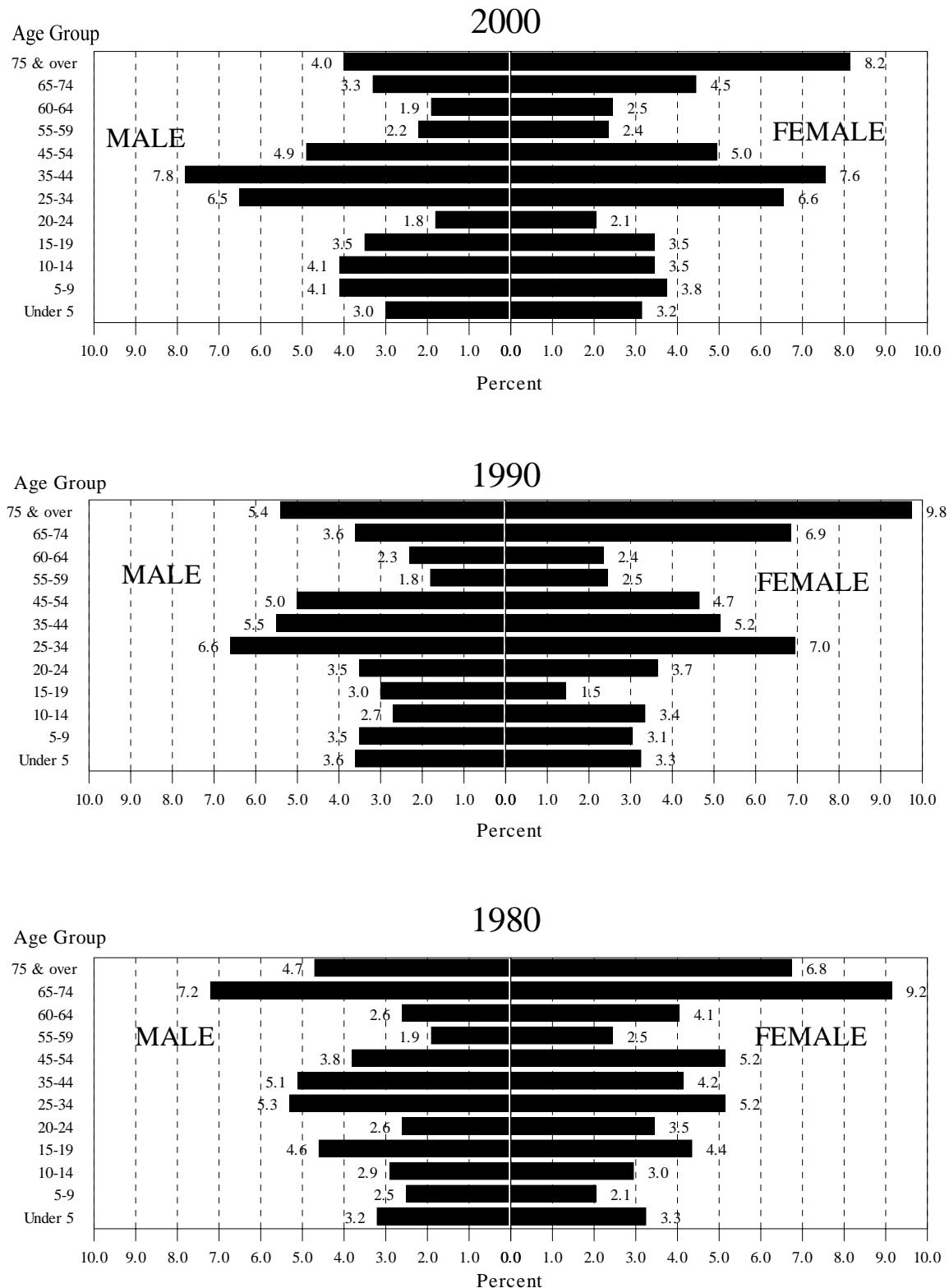
Age	Male			Female			Total	
	Count	Percent		Count	Percent		Count	Percent
		Male	Total		Female	Total		
75 & over	50	8.4	4.0	103	15.5	8.2	153	12.2
65-74	41	6.9	3.3	56	8.4	4.5	97	7.7
60-64	24	4.1	1.9	31	4.7	2.5	55	4.4
55-59	28	4.7	2.2	30	4.5	2.4	58	4.6
45-54	62	10.5	4.9	63	9.5	5.0	125	10.0
35-44	98	16.6	7.8	96	14.5	7.6	194	15.4
25-34	82	13.9	6.5	83	12.5	6.6	165	13.1
20-24	22	3.7	1.8	26	3.9	2.1	48	3.8
15-19	44	7.4	3.5	44	6.6	3.5	88	7.0
10-14	51	8.6	4.1	44	6.6	3.5	95	7.6
5-9	52	8.8	4.1	48	7.2	3.8	100	8.0
under 5	38	6.4	3.0	40	6.0	3.2	78	6.2
<b>TOTAL</b>	<b>592</b>	<b>100.0</b>	<b>47.1</b>	<b>664</b>	<b>100.0</b>	<b>52.9</b>	<b>1,256</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF 1; and Bay-Lake Regional Planning Commission, 2002.

**Decade Population Pyramids**

Figure 3.3 represents the distribution of the age and sex of the population of the City of Gillett for 1980, 1990, and 2000. The pyramids show how the population becomes fairly evenly distributed amongst the age groups throughout the three decades. There have also consistently been more males than females in the city.

Figure 3.3: Population Pyramids, 1980-2000, City of Gillett



Source: U.S. Bureau of the Census, 1970 Census of Population and Housing Census Tape Series 100; 1980 Census of Population and Housing, STF 3A, Table 15; 1990 Census of Population and Housing, STF 1A, Table P012; and Bay-Lake Regional Planning Commission, 2003.

## **School Age, Working Age, and Retirement Groups**

For this section, the population of the City of Gillett was divided into four age groups: the school age group (5-17), the working age group (15+), the voting age group (18+), and those of retirement age (65+). In 1990, the working age group accounts for 75 percent of the total population (Table 3.5). The city's population distribution among the age groups is very similar to the county and the state.

Table 3.5: Population by Age Groups and Sex, 2000, City of Gillett & Selected Areas

Age Groups	Total	City of Gillett		Percent	Oconto County Percent	Wisconsin Percent
		Male	Female			
<b>School Age</b>						
5-9	178	90	88	14.2	11.1	10.7
10-14	95	51	44	7.6	4.6	4.2
15-17	65	32	33	5.2	4.4	4.1
<b>Working and Voting Age</b>						
15+	983	451	532	78.3	75.7	76.3
15-64	733	360	373	58.4	59.2	63.0
18+	918	419	499	73.1	72.8	73.6
18-64	668	328	340	53.2	56.3	60.3
<b>Retirement Age</b>						
65+	250	91	159	19.9	16.5	13.3
<b>Total Population</b>	<b>1,256</b>	<b>592</b>	<b>664</b>			

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF 1, General Profiles, and Bay-Lake Regional Planning Commission, 2004.

## **Median Age**

The median age for all areas has been increasing or staying the same for the period 1970 to 2000, except for the City of Gillett (see Table 3.6). The city has shown a steady decrease in its median age defying the trend in other areas and the state as a whole. This indicates that the overall population of the city is getting younger. A younger population demands additional community services and facilities and can also mean additional economic opportunities.

Table 3.6: Median Age, 1970-2000, City of Gillett & Selected Areas.

Geographic Area	1970	1980	1990	2000
City of Gillett	44.2	42.7	39.5	37.1
Town of Gillett	31.8	31.8	33.4	38.4
Oconto County	30.8	31.3	35.0	38.8
Bay-Lake Region	29.6	30.7	34.6	38.9
State of Wisconsin	27.2	29.4	32.9	36.0

Source: U.S. Bureau of the Census, Census of Population, *General Population Characteristics*, Wisconsin, 1970 Tables 35, 33; 1980 Table 44; 1990 Tables 1, 2000 SF1; and Bay-Lake Regional Planning Commission, 2002.

## **HOUSING INVENTORY**

### **Total Housing Unit Levels by Decade**

The total number of housing units within the City of Gillett has steadily been increasing since 1970 (Table 3.7 and Figure 3.4). According to the U.S. Census, in 2000 there were 546 total housing units, a 7.1 percent increase since 1970. The Census housing unit count for 2000 has been challenged by the city due to the fact that it would indicate a loss of 82 housing units in a

ten year period. This represents a decrease of more than 13 percent. The housing unit reports of building permits for the same time period indicate that more than 100 new units were added during the same period. The Town of Gillett increased its housing units by 48 percent in the same time period from 1970 to 2000. In addition, the City of Gillett has seen a lower growth than have the county and the Bay-Lake region. From 1990 to 2000, the number of housing units in the city decreased by 13 percent. By comparison, the number of housing units in the Town of Gillett increased by seven percent for the same period. The city increased its housing units by three percent for the period 1980 to 1990. From 1970 to 1980, there was a 20 percent increase, with 102 new housing units being constructed in the city.

Table 3.7: Total Housing Units, 1970-2000, City of Gillett & Selected Areas

Area	Year				Percent Change			1970-2000
	1970	1980	1990	2000	1970-80	1980-90	1990-2000	
City of Gillett	510	612	628	546	20.0	2.6	-13.1	7.1
Town of Gillett	299	386	412	442	29.1	6.7	7.3	47.8
Oconto County	11,947	16,940	18,832	19,812	41.8	11.2	5.2	65.8
Bay-Lake Region	148,035	194,960	222,116	248,916	31.7	13.9	12.1	68.1
Wisconsin	1,472,466	1,863,897	2,055,774	2,321,144	26.6	10.3	12.9	57.6

Source: U.S. Bureau of the Census, 1970, Series 100, Table 2; 1980 Census of Population and Housing, STF 1A, Table 4; 1990 Census of Population and Housing, STF 1A; 2000 Census; and Bay-Lake Regional Planning Commission, 2004.

### **Historic and Projected Household Size**

According to the Wisconsin Department of Administration household size projections for Oconto County, the household size within the county is projected to decrease throughout the planning period. Tables 3.8 and 3.9 indicate that the number of persons per household will consistently decrease during the planning period from 2.5 in 2000 to 2.2 in 2020. This county trend will likely be reflected in the City of Gillett as well. Using the county's trend to project the City of Gillett's household size indicates a person per household number of 2.1 for the city by 2020.

Table 3.8: Household Projections by Household Type, 1990-2015, Oconto County

Characteristics	Planning Year				
	1990	2000	2005	2010	2015
Population	30,226	35,634	32,372	32,495	32,464
Persons Per Household	2.65	2.52	2.45	2.36	2.30
Households	11,283	13,979	13,031	13,530	13,892
Family Households (families)	8,368	10,046	9,725	10,089	10,305
Married-couple Family	7,334	8,479	8,571	8,914	9,134
Female Householder	685	958	762	775	771
Nonfamily Households	2,915	3,933	3,306	3,441	3,587
Householder Living Alone	2,536	3,283	2,882	3,016	3,170
Age 65 and over	1,414	1,492	1,557	1,636	1,782

Source: Wisconsin Department of Administration, Household Projections by Household Type 1990-2015, December 1993; and Official Municipal Population Projections, 2000-2025; Bay-Lake Regional Planning Commission, 2004.

Table 3.9: Persons Per Household Projections, 1990-2025, City of Gillett & Selected Areas

Geographic Area	Projections						
	1990	2000	2005	2010	2015	2020	2025
City of Gillett	2.20	2.38	2.31	2.23	2.17	2.10	2.03
Oconto County	2.65	2.52	2.45	2.36	2.30	2.23	2.15

Source: Department of Administration, Division of Energy & Intergovernmental Relations, Demographic Services Center, *Wisconsin Projections by Household Type 2000-2025*, 2004; Population and Housing 1980, STF 1A, Table 35, 1990 STF 1A, H017a; and Bay-Lake Regional Planning Commission, 2004.

## **Projected Housing Units**

In formulating a “best guess” for the future residential needs of the community, two methods were looked at in order to determine the most likely housing projection to 2025. The following are the two methods which were looked at.

### **Method One:**

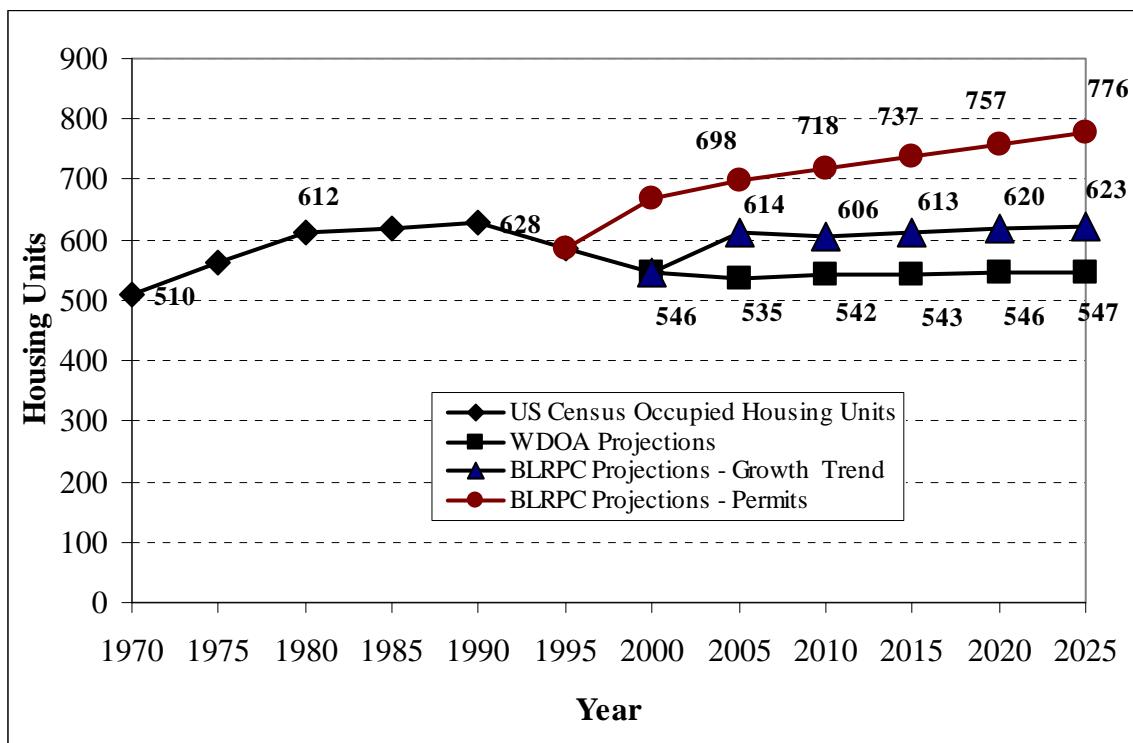
Using the housing permit data from 1990 to 2000, a linear trend was created to the year 2025. This created a housing unit projection which indicated that by 2025 the City of Gillett would have 776 total housing units, or an increase of 230 housing units over the 2000 Census count.

### **Method Two:**

A growth trend was also created to the year 2025 using the Census housing counts from 1970 to 2000. This created a housing unit projection which indicated that by 2025 the City of Gillett would have 623 total housing units or an increase of 77 housing units (Figure 3.4).

For the purposes of planning for future growth in the City of Gillett, an average of 90 new housing units was projected for 2025.

Figure 3.4: Housing Unit Trends & Projections, 1970-2025, City of Gillett



Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF 1A; 2000 Census, SF1; State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, July 18, 2000; and Bay-Lake Regional Planning Commission, 2004.

## Housing Types - Units in Structure

The majority of housing types in the City of Gillett in 2000 were one unit detached structures, over 72 percent. There were 66 housing units with three or more units, and 39 mobile homes. Oconto County also has the majority of its housing types being one unit detached structures, plus the county shows a higher percentage of mobile homes, 15 percent (Table 3.10).

Table 3.10: Units in Structure, 2000, City of Gillett & Selected Areas

Units	City of Gillett		Oconto County		Bay-Lake Region		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1 unit, detached	394	72.7	15,362	77.6	172,415	69.3	1,531,612	66.1
1 unit, attached	0	0.0	127	0.6	7,618	3.1	77,795	3.4
2 units	43	7.9	465	2.4	20,729	8.3	190,889	8.2
3 or 4 units	32	5.9	219	1.1	7,823	3.1	91,047	3.9
5 to 9 units	27	5.0	337	1.7	9,932	4.0	106,680	4.6
10 to 19 units	4	0.7	125	0.6	6,667	2.7	75,456	3.3
20 or more units	3	0.6	175	0.9	9,524	3.8	143,497	6.2
Mobile home	39	7.2	2,975	15.0	13,979	5.6	101,465	4.4
Total	542	100.0	19,785	100.0	248,687	100.0	2,318,441	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing; and Bay-Lake Regional Planning Commission, 2004.

## Housing Occupancy and Tenure

The city of Gillett had a low number of seasonal housing in 2000. Only 4 housing units (0.7 percent) out of a total of 546 housing units were for seasonal, recreational or occasional use. In 2000, the county had a significant number of seasonal housing units at 5,833. The majority of these seasonal units are found in the northern portions of the county.

Table 3.11 displays the housing occupancy and tenure in 2000. The City of Gillett had 515 occupied housing units (94.3 percent) and 31 vacant units (5.7 percent) in 2000. Of the 515 occupied units, 351 were owner occupied while 164 housing units were renter occupied. By comparison, the City of Gillett had a much higher percentage of occupied housing units than Oconto County due to the large number of seasonal housing units found in the county.

Table 3.11: Occupancy Status, City of Gillett & Selected Areas, 2000

Units	City of Gillett		Oconto County		Bay-Lake Region		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Occupied	515	94.3	13,979	70.6	216,709	87.1	2,084,544	89.8
Owner	351	64.3	11,598	58.5	156,040	62.7	1,426,361	61.5
Renter	164	30.0	2,381	12.0	60,669	24.4	658,183	28.4
Vacant	31	5.7	5,833	29.4	32,207	12.9	236,600	10.2
Seasonal, Recreational, Occasional Use	4	0.7	4,837	24.4	23,358	9.4	142,313	6.1
Other	27	4.9	996	5.0	8,849	3.6	94,287	4.1
Total Units	546	100.0	19,812	100.0	248,916	100.0	2,321,144	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF1, Tables H001, H002, H003, and H005; and Bay-Lake Regional Planning Commission, 2004.

## Age of Housing

According to the 2000 census, nearly 33 percent of housing units in the City of Gillett were built before 1940 (Table 3.12). Almost 60 percent of the housing units were built between 1940 and

1989. As a result, there are a substantial number of older homes within the City of Gillett, with less than 10 percent of new housing units built since 1990. The county, region, and state have a significant number of housing units built before 1940, however the City of Gillett shows the greatest percentage.

Table 3.12: Housing Units by Year Structure Built, 2000, City of Gillett & Selected Areas

Year Structure Built	City of Gillett		Oconto County		Bay-Lake Region		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1999 to March 2000	0	0.0	705	3.6	6,005	2.4	50,735	2.2
1995 to 1998	14	2.6	1,903	9.6	19,876	8.0	170,219	7.3
1990 to 1994	29	5.4	1,293	6.5	18,901	7.6	168,838	7.3
1980 to 1989	59	10.9	2,677	13.5	30,801	12.4	249,789	10.8
1970 to 1979	60	11.1	3,656	18.5	43,528	17.5	391,349	16.9
1960 to 1969	44	8.1	2,016	10.2	27,158	10.9	276,188	11.9
1940 to 1959	159	29.3	3,386	17.1	45,501	18.3	470,862	20.3
1939 or earlier	177	32.7	4,176	21.1	57,146	23.0	543,164	23.4
Total	542	100.0	19,812	100.0	248,916	100.0	2,321,144	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing; and Bay-Lake Regional Planning Commission, 2004.

### **Condition of Housing Stock**

Determining the number of substandard housing units in the City of Gillett is an indication of the condition of the overall housing stock. Those units which are determined to be substandard should not be considered as part of the overall housing supply. The definition of substandard can vary from community to community; it can also change over time. Often, determining a structure as substandard can be based solely on the age of the structure, however many older housing units have been remodeled or renovated and should not be considered substandard. In 2000, there were 177 structures built prior to 1940, many of which are not substandard. According to the 2000 Census, there were two housing units in the city which lacked complete kitchen facilities or did not have plumbing facilities. These units are considered substandard and are removed from being considered as part of the overall housing stock. A listening session was conducted in Oconto County regarding housing. Concerns regarding the aging of the housing stock were discussed including the fact that most rental properties were older structures, and that new affordable housing was not being built now, to be available to residents 10 years from today as a future affordable housing stock.

### **Household Relationship**

In 2000, 97 percent of people in the City of Gillett lived in households (Table 3.13) while 2.5 percent of the population was institutionalized. For Oconto County, 99 percent of people lived in households, with the remaining one percent of the people living in group quarters. This is similar for all areas compared.

Table 3.13: Household Type and Relationship, 2000, City of Gillett & Selected Areas

Relationship	City of Gillett		Oconto County		Bay-Lake Region		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
In Households	1,225	97.5	35,276	99.0	487,770	97.8	4,758,171	97.3
Householder	515	41.0	13,979	39.2	133,062	26.7	1,275,172	26.1
Spouse	257	20.5	8,479	23.8	113,758	22.8	1,048,010	21.4
Child	371	29.5	10,561	29.6	162,339	32.5	1,550,902	31.7
Other Relative	36	2.9	769	2.2	6,808	1.4	87,146	1.8
Non Relative	46	3.7	1,488	4.2	5,170	1.0	65,507	1.3
In Group Quarters	31	2.5	358	1.0	11,054	2.2	133,598	2.7
Institutionalized	31	2.5	290	0.8	7,872	1.6	71,288	1.5
Noninstitutionalized	0	0.0	68	0.2	3,182	0.6	62,310	1.3
Total Persons	1,256	100.0	35,634	100.0	498,824	100.0	4,891,769	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing; and Bay-Lake Regional Planning Commission, 2004.

## **Housing Values**

In 2000, the majority of housing units in the City of Gillett were valued between \$50,000 and \$99,999. The median value of specified owner-occupied housing units in the city was \$63,800, which was lower than the median value for the county.

Table 3.14: Values of Specified Owner-Occupied Housing Units, 2000, City of Gillett & Selected Areas

Value	City of Gillett		Town of Gillett		Oconto County		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Less than \$50,000	90	30.8	39	19.6	1,021	13.7	73,450	6.5
\$50,000 to \$99,999	174	59.6	120	60.3	3,335	44.9	396,893	35.4
\$100,000 to \$149,999	19	6.5	30	15.1	1,727	23.2	343,993	30.6
\$150,000 to \$199,999	9	3.1	10	5.0	814	11.0	173,519	15.5
\$200,000 to \$299,999	0	0.0	0	0.0	434	5.8	95,163	8.5
\$300,000 to \$499,999	0	0.0	0	0.0	81	1.1	30,507	2.7
\$500,000 to \$999,999	0	0.0	0	0.0	12	0.2	7,353	0.7
\$1,000,000 or more	0	0.0	0	0.0	4	0.1	1,589	0.1
Total Units	292	100.0	199	100.0	7,428	100.0	1,122,467	100.0
Median Value	\$63,800		\$77,000		\$89,900		\$112,200	

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing; and Bay-Lake Regional Planning Commission, 2004.

## **Housing Costs-Rents and Mortgage**

Providing affordable housing which meets the needs of future city of Gillett residents is an important element of planning. Housing influences the economy, transportation, infrastructure, natural features and various other aspects of a comprehensive plan. According to the U.S. Department of Housing and Urban Development (HUD), housing affordability is defined as paying no more than 30 percent of household income for housing. According to the 2000 U.S. Census, the median household income for the city in 1999 was \$36,667 while the median per return income in 1999 was \$29,876 as reported to the Wisconsin Department of Revenue. Therefore, assuming individuals made the median household income in 1999, the monthly amount a household can afford for housing is approximately \$747.

### **Rent and Income Comparison**

According to the 2000 Census, the median gross rent for renter-occupied housing units in Gillett was \$415 and \$369 for the town of Gillett. In 2000, 36 out of 159 renter-occupied housing units in Gillett paid 30 percent or more of their income in rent.

### **Owner Costs and Income Comparison**

In 2000, Census figures indicated that 31 out of 292 specified owner-occupied housing units paid 30 percent or more of their 1999 income for selected monthly owner costs. For owner-occupied housing units with a mortgage in 2000, the median monthly owner cost was \$720 in the City of Gillett. For owner-occupied units without a mortgage, the monthly cost was \$228.

### **Subsidized and Special Needs Housing**

Within the Oconto County area exists a variety of agencies which help find and develop housing for persons with various physical and mental disabilities or other special needs. The county does not have funding for these services. The Human Services Department of the County has information regarding the following agencies: WHEDA (920-406-0797), NEWCAP (920-834-4621), Housing Authority (920-834-3003), Housing Management Services (920-834-5150), DAK Management Company (608-437-5505), and Farmers' Home Administration (920-834-7066).

Within the City of Gillett, it is expected that assistance with home improvement and rent are the greatest needs. Based upon an ad-hoc listening session conducted within Oconto County in April of 2001, additional affordable housing and assistance with loans to improve aged housing units were key to residents and property owners attending. A study on housing within Oconto County (2000) was conducted and its results indicate that the County is weak on providing housing units to the elderly.

### **Housing Development Environment**

Within the City of Gillett planning area is a limited number of services due to the rural atmosphere of the city. Roads comprise the majority of public services within the city. Future housing will develop along already established transportation corridors of both the county and city, with local subdivision roads being added with future developments as needed.

## **ANALYSIS AND DEVELOPMENT OF COMMUNITY POLICIES AND PROGRAMS**

The following text (as well as the above housing and population data) were presented to city officials for their review and consideration and assisted in determining the overall policies and programs the city will follow over the planning period in order to provide the desired housing conditions within the community. These identified actions appear at the beginning of the chapter.

Although there are currently no programs, policies, or assistance programs specifically regarding housing in the city there are some programs available at the county, state, and federal level in which city residents would be eligible.

All communities in Wisconsin have a number of implementation options available to them. One important implementation option is ongoing education of citizens and local officials about the contents of this housing chapter and on the role of housing within the community. Citizens need

to understand the relationship of housing to economic development, land use, community facilities, and transportation.

Other implementation options available to communities include regulatory tools, such as zoning and subdivision ordinances, governmental and private non-profit programs available to encourage the maintenance and development of affordable housing.

### **Housing Programs**

A number of federal and state housing programs are available to help local communities promote the development of housing for individuals with lower incomes and certain special needs. Some communities may also want to explore developing their own programs. Below are agencies established to provide assistance to a wide variety of communities.

*Note: Not each program is available to the city, nor is each recommended. The programs are described in order to educate residents on specific agencies with their programs and to be an inclusive information source during planning discussions.*

#### **Federal programs and revenue sources**

The **Department of Housing and Urban Development (HUD)** is the federal agency with primary responsibility for housing programs and community development. It provides subsidized housing through low-income public housing and the Section 8 program which provides subsidies for rent in private apartments to low-income households. Both of these programs operate principally through local public housing authorities. To be eligible for these programs and others, a community may want to explore establishing a public housing authority under section 66.40 of the Wisconsin Statutes.

HUD also provides money to communities for a variety of housing purposes. Part of this money is distributed to entitlement jurisdictions (cities of over 50,000 population and designated urban counties) also to other communities through grants to states who distribute the money to non entitlement communities. In Wisconsin, the state agency that serves as the conduit for these funds is the Division of Housing & Intergovernmental Relations (DHIR) within the Department of Administration. It awards these funds through a competitive request for proposals process. Funding from other HUD programs is distributed through national competitions.

For information about programs that might be available for specific local initiatives, contact the Wisconsin HUD office which is located in Milwaukee. The general phone number is (414) 297-3214.

**Rural Development - United States Department of Agriculture (USDA-RD)** provides a variety of housing and community development programs for rural areas. Its programs are generally available in areas with populations of 10,000 or less. It provides support for rental housing development, direct and guaranteed mortgage loans for home buyers, and support for self-help and cooperative housing development.

USDA-RD has district offices serving most parts of Wisconsin. To find out about programs that might benefit your community, look in the phone book in the federal government listings under "Agriculture, Department of" for "Rural Development." You can also call the state office which is located in Stevens Point at (715) 345-7600, or explore the web site of the national office at

[www.rurdev.usda.gov](http://www.rurdev.usda.gov). Bay-Lake Regional Planning Commission is also available to assist you in gathering information.

### **State Programs and Revenue Sources**

**Department of Administration, Division of Housing & Intergovernmental Relations (DHIR)** is one of two state agencies that administer housing programs. It administers several programs that are funded by the state and many more that are funded by HUD. State programs funded by general purpose revenue cannot be used to invest directly in housing development. Instead these funds are used to help organizations develop the capacity to develop houses or to provide various types of financial assistance to home buyers or renters through grants to local governments or non-profit agencies.

Information about current programs administered by DHIR can be obtained by telephoning (608) 266-0288.

**Wisconsin Housing and Economic Development Authority (WHEDA)** is a quasi-governmental agency that finances housing development through the sale of bonds. It receives no direct state-tax support. It provides mortgage financing for first-time home buyers and financing for multifamily housing as well. Specific programs evolve and change with the needs of the housing market.

WHEDA also manages several federal housing programs. One program, the Low Income Housing Tax Credit Program, encourages housing development by providing private investors with income tax credits when they invest in low income housing development. Tax credits are allocated to housing projects on a competitive basis.

Information about WHEDA programs can be obtained by telephoning (800) 362-2761.

The *Northeast Wisconsin Community Action Program* (NEWCAP Inc.) has an assistance program available to residents in Oconto County, Florence County, Marinette County and Brown County. This program is the *Section 8 Voucher Housing Assistance* program which provides rental subsidies to low income families, senior citizens, handicapped, and disabled individuals who reside in rental housing.

### *References/Additional Resources*

A Guide Identifying Public Sources of Housing Financial and Informational Assistance for the Development of Low and Moderate-Income Rental Housing, October, 1999 Division of Housing and Intergovernmental Relations, Department of Administration. (Updated annually)

### **Local Programs and Revenue Sources**

**Housing trust fund.** A housing trust fund is a pool of money available for housing projects for middle or lower income households. The fund is used to fill financial gaps to make projects feasible. Trust funds may be replenished yearly or they may be designed to be perpetual and self-sustaining. Revolving funds are sustained by the payments of loan recipients which are then used to supply additional loans. Sources of revenue to begin or replenish housing trust funds include escheated or abandoned funds, sale of public land, general obligation bonds, general appropriations, endowments and grants, and surplus reserve funds.

Housing trust funds are particularly well-suited to meet the large and long-term capital investment needs of projects. Unlike funds that rely on the vagaries of state or local annual appropriations, a housing trust fund is a permanent dedication of a specified amount for housing. Trust fund money can be used in a number of ways. It may assist in home purchase, down payment assistance, security deposit assistance, housing construction, rehabilitation, maintenance, and operation, technical assistance for housing organizations, homeless shelters, debt or equity financing, and second mortgages. The City of Stevens Point, in central Wisconsin, is one example of a community that has established a housing trust fund. For information on how this fund was established and how it is used, contact the Housing Authority of the City of Stevens Point (715) 371-3444.

**Housing linkage programs.** Voluntary housing linkage programs encourage developers of office, commercial, retail, or institutional development to construct or make financial contributions towards affordable housing. The underlying rationale is that new non-residential development creates a need for housing by attracting employees to an area. Therefore, the developers should contribute towards satisfying this need. Linkage programs usually apply to new construction but they may also apply to expansion of existing space. The programs are popular with developers when they either reduce costs or add value to the project. Examples of incentives are density bonuses, reduced setbacks, and reduced parking requirements.

These programs benefit businesses, the developer, and the community. Developers benefit from the incentives while communities benefit from more affordable housing. Businesses benefit from a well-housed and accessible labor force. Office/housing linkage programs will be most useful in communities experiencing high growth rates where developers are more willing to take advantage of incentives and where linkage programs can reduce the pressure for housing.

### **Private Programs**

**Non-profit housing development corporations.** A non-profit corporation is an organization that may qualify for tax-deductible donations, foundation grants, and public funds. To be eligible, the organization must apply for and receive non-profit status from the IRS. Non-profits build and maintain housing in many areas of Wisconsin. Their projects help communities improve their range of housing opportunities.

Non-profits are eligible for state and federal financial resources, making them an important vehicle for publicly desired housing. They often work in collaboration with local governments, civic organizations, citizens groups, and for-profit developers. This improves communication and coordination in the community and creates an atmosphere for future projects. Municipalities too small to have their own housing staff or programs may contract with non-profits to provide services such as housing management and grant-writing. They may also be able to pool resources with the non-profit and other area communities. Non-profits can develop technical expertise and skills with regard to finance, construction, rehabilitation, and project management.

Wisconsin is unique in that it has a program to specifically assist nonprofit housing organizations. The program is called the Local Housing Organization Grant (LHOG) Program. It provides grants to nonprofits to increase their capacity. To find out if there is a non-profit housing developer serving your area or about LHOG, contact the Department of Administration, Division of Housing and Intergovernmental Relations at (608) 266-0288.

## **Housing Plan**

Below is a detailed discussion of how the community can achieve their desired housing for all of their residents utilizing information provided by the UW-Extension along with state programs. The three housing requirements as defined by s. 66.1001(2)(b) are detailed below - along with options/actions presented to meet these state requirements. An overall recommended community strategy is formulated at the beginning of this chapter which states specific policies and programs the city will follow to meet these requirements.

### **Requirement 1. Promoting the development of housing which provides a range of housing choices to meet the needs of persons of all income levels and of all age groups and persons with special needs.**

An increasing number of people cannot find housing in their community that is suitable for their stage of life--from young wage earners to couples with grown children. Local communities and their governments need to pursue strategies that encourage the development of a range of housing choices to meet the needs of people with different income levels and with various needs. People with special needs typically include the elderly, physically and mentally disabled persons and may include other classifications such as farm workers and migrant laborers. As the general population of Wisconsin ages, affordability, security, accessibility, proximity to services, transportation, food, and medical facilities will all become very important.

#### **Specific local actions**

Local governments affect the type and cost of housing available in their community through their regulations and policies. While most government regulations are implemented in order to serve specific community health, safety, and welfare needs they may have unintended adverse impacts on affordability. A review of local regulations may reveal areas where changes can be made to decrease the impact on affordability without compromising the protection of public health, safety, and welfare.

Some specific strategies to promote a range of housing choices to meet a variety of needs include the following:

##### ***Zoning and subdivision regulations for smaller lot size***

One technique for insuring a range of housing is to provide a range of densities and lot sizes. Traditional zoning ordinances may only allow a limited variety of lot sizes throughout a community for single-family residential development.

Land costs can be 25 percent or more of the total cost for a home. One way to reduce land costs is to reduce lot size. First, lot prices are less expensive for smaller parcels. Second, land development costs are less because they may be spread over a larger number of units. Third, less infrastructure is needed because development on smaller lots requires fewer miles of roads, sidewalks, gutters, and shorter utility runs. In a competitive market, reduced land development costs are passed on to consumers.

Smaller lot sizes which seek to increase overall density within the community can also be linked to other community planning objectives. For example, higher density development can (1) preserve farmland, open space, and environmentally sensitive areas by reducing the overall amount of land needed for housing; (2) improve the viability of mass transit, provide

opportunities for residents to live near their jobs, and thereby help reduce vehicle miles traveled; (3) use existing infrastructure more efficiently than less compact development thus reducing service costs and saving tax dollars.

Increasing density may meet with opposition from existing area residents. To address these concerns attention must be given to site design characteristics. For example, design elements such as the layout of streets, lots, mixing of lot and house sizes, variation in building setbacks and elevations, variation in exterior designs, and quality landscaping to provide privacy. The development must be attractive if it is to be accepted by the larger community.

*A word of caution: Concentrating the very lowest income households together in high densities has proven to have a negative effect upon the community, the residents, and the condition of the housing. A broader mix and range of housing choices throughout a community is, therefore, important.*

### **Standards in zoning and subdivision ordinances**

Many communities have zoning and/or subdivision ordinances that contain building requirements that may unnecessarily increase the cost of housing thereby limiting the range of housing choices available in the community. These include requirements setting forth minimum floor area size. By removing minimum floor area sizes, communities can increase the range of housing opportunities.

Many local subdivision regulations also include standards for how subdivisions are designed (e.g., road widths, sidewalks, tree plantings, setback, materials, land dedication, sidewalks or paths, location of the structure on the site, garages). Communities should review their subdivision ordinances to identify provisions that constrain housing. Old ordinances in particular may be in need of revision to meet current needs. Current neighborhood design emphasizes social, economic, and environmental aspects and endeavors to create neighborhoods that are more energy efficient and that have a greater range of housing options.

The following are some suggestions for reviewing subdivision regulations:

**Setbacks** - Large setbacks increase housing costs. They originated as a means of fire protection. Subdivision regulations should establish maximum front yard setbacks, either in addition to or instead of minimum setbacks. Side yard setbacks may also need to be decreased.

**Streets** - Narrower streets can reduce development costs.

**Lot layout** - Traditional platting design has been to site large, one-sized lots without regard to local climate, topography, or hydrology. Current practice emphasizes variety in lot size, shape, and use to increase housing options within the development.

**Lot design and vegetation** - Using breezes and topography and trying to capture winter sun and block summer sun can save residents money on fuel costs.

### **References/Additional Resources**

*Removing Regulatory Barriers to Affordable Housing in Wisconsin: A Report by the Governor's Task Force on Regulatory Barriers to Affordable Housing (1994).*

*Affordable Housing Techniques: A Primer for Local Government Officials* by the Municipal Research and Services Center of Washington (1992).

*Changing Development Standards for Affordable Housing* by Welford Sanders and David Mosena (American Planning Association, PAS Report # 371, 1982).

*Planning for Affordable Housing* by the Vermont Department of Housing and Community Affairs (1990).

*A Citizen's Guide to Conserving Land and Creating Affordable Housing* by the Burlington Community Land Trust and the Vermont Land Trust (1990).

*Smart Growth: Creating Communities for People* by Allison Semandel and Mike Kinde (Citizens for a Better Environment, 1999).

*Model Code Provisions - Urban Streets & Subdivisions* Washington State Department of Community, Trade and Economic Development (1998).

### ***Innovative zoning and subdivision techniques***

Innovative development techniques, such as ***mixed-use development***, ***zero lot lines***, and ***cluster development***, can also encourage a broader range of housing choices.

***Mixed-use development*** allows different land uses, such as commercial and residential, and allows several different housing densities within a single development. Mixed-use developments can range in size from single buildings with apartments located over retail uses, to large-scale projects that include office and commercial space along with housing.

With mixed uses, commercial uses may make housing development economically feasible when it otherwise would not be. Higher density housing in commercial zones may be more politically acceptable than increasing densities in established single-family areas. Sensitive design and site planning is critical with mixed-use developments.

Mixed-use developments can be regulated in various ways. Some communities allow residential uses by-right in certain identified commercial zones. Other communities consider housing in commercial areas as conditional uses. Other communities allow mixed uses within a planned development district (also commonly referred to as planned unit development or PUD) or in special mixed-use districts.

***Zero-lot-line***. Conventional zoning requires that the home be set back from every lot line. However, for small lots the "yards" created on each side of the house are very small, and usually useless. Zero-lot-line ordinances place the house on one of the side-lot lines and/or on the rear or front-lot line. By placing a house on the lot lines, the amount of useable space on the other sides is doubled.

Some communities permit houses to be sited on a common lot line so that they resemble duplexes. Other communities require that they be sited on alternate lot lines, to give the appearance of housing in a conventional development. The advantage of zero lot line is that it offers the lower costs associated with high-density development while still maintaining the privacy and appearance of traditional single-family detached housing.

***Cluster development*** allows housing units to be grouped within a residential development on lots smaller than those normally allowed. Clustering can help reduce housing costs because of

decreased lot sizes and because of decreased development costs. But, cluster development may increase site planning, design, and engineering costs. It can create common open space and protect environmentally sensitive land. It is a technique has been used in developing urban areas and in rural areas. Cluster developments are regulated in a number of ways. Zoning ordinances can specify zones in which cluster developments are permitted and/or allowed by special permit. Subdivision regulations can outline development standards for clustering. Cluster development may also occur as part of a planned development district.

### ***References/Additional Resources***

Southeastern Wisconsin Regional Planning Commission, *Rural Cluster Development Guide* (Planning Guide No. 7, 1996).

East Central Wisconsin Regional Planning Commission, *Rural Development Guide for East Central Wisconsin Governments and Landowners* (1999).

Randall Arendt, *Conservation Design for Subdivisions: A Practical Guide to Creating Open Space Networks* (Island Press, 1996).

### ***Density bonuses***

A *density bonus* allows a developer to build more units in a project than would otherwise be permitted. Bonuses may be offered in exchange for preservation of open space or other things valued by the community. Density bonuses increase the value of the overall project and may therefore make certain projects economically feasible when they otherwise would not be. Density bonuses offer a positive alternative to mandatory programs that may be resisted by developers. Developers may decide for themselves whether participation will be cost effective.

The community will need to decide the amount of increased density given in exchange for the desired development features. Because the market ultimately determines the success of density bonus programs, program designers will need a thorough understanding of the local and regional real estate market. For example, if current zoning already allows enough density to satisfy market demand, developers will have no interest in a density bonus. Density bonus programs may be implemented through zoning or subdivision ordinances, or both.

### ***Inclusionary zoning***

*Inclusionary zoning* requires that a certain number of units in a new development be set aside as affordable. Inclusionary programs may apply to both rental and owner-occupied units and may be mandatory or voluntary. Some communities have found that mandatory programs impose costs on developers that are too heavy and actually retard new construction of both affordable and market-rate units by making them economically unfeasible. If requirements are imposed, they should be modest enough to ensure developers an adequate return on their investment. Voluntary programs are preferable to mandatory programs if developers will use the incentives.

Voluntary programs provide incentives to allow developers to determine for themselves whether participation will be cost effective. Incentives may be density bonuses, waiving development fees, and financial assistance through federal, state, and local programs.

### **References/Additional Resources**

*Affordable Housing Techniques: A Primer for Local Government Officials* by the Municipal Research and Services Center of Washington (1992).

*Planning for Affordable Housing* by the Vermont Department of Housing and Community Affairs (1990).

*Affordable Housing: Proactive and Reactive Planning Strategies* by S. Mark White (American Planning Association, PAS Report #441, 1992).

### **Accessory or "granny" apartments**

An *accessory or "granny" apartment* is a living unit separate from the primary residential unit. It includes separate kitchen, sleeping, and bathroom facilities. Accessory apartments may be attached to the primary dwelling or detached. Attached accessory units typically involve some space in the existing home, such as an attic, garage, or basement family room. Detached units are sometimes also referred to as "accessory cottages." They may be guest or servant quarters, converted sheds, or garages.

Accessory apartments benefit elderly persons with limited resources living in large single-family homes with under-used space; households with an older relative who is still able to live substantially independently but requires some degree of assistance; and young adults who want to live independently while still being near to their parents.

Accessory units may already exist in the community without ordinances. Communities may want to adopt regulations to address the size of units, their concentration, their exterior appearance, and parking requirements. In some communities accessory units can only be used for a frail elderly person or caretaker and the kitchen must be removed when this permitted use ends.

### **References/Additional Resources**

*Accessory Apartments: Using Surplus Space in Single-family Houses* by Patrick H. Hare, Susan Conner, Dwight Merriam (American Planning Association, PAS Report #365, 1981).

### **Streamlined permitting processes**

The land-use permitting process affects the cost of housing. Delays in the review of proposed housing developments can add to development costs. A more efficient land-use review process can also result in a more cost-effective way to administer land-use regulations.

The following are ideas for streamlining the land use permitting process. Because each of these reform measures is designed to accomplish different objectives, they are best used in combinations:

**Self-assessment** - Begin by taking stock of the permitting process. For example, how long does a typical development review take from start to finish? Are there places where the system bogs down? Are there ways to eliminate or consolidate some of the steps in the approval process?

**Centralized one-stop permit desk** - This saves applicants from needlessly backtracking to different offices and departments. Include interdepartmental review to help coordinate the numerous departments that may be involved in the development process.

**Checklists and flow charts** - Consider publishing guidebooks that outline the local permit process.

**Zoning and subdivision ordinances should describe the application process from start to finish** - Ordinance language should be simple and direct and the sections and standards that relate to one another should be cross-referenced. Doing so benefits applicants and those who administer and enforce the ordinance.

**Pre-application conferences** - Formal or informal meetings with community staff to present concept or sketch plans, address requirements and save money by clarifying expectations before the expensive technical and engineering work begins.

**Concurrent review** - Concurrent review allows different steps in an application to proceed at the same time (like a petition for a zoning change and review of a subdivision plat) thus reducing the overall time needed.

**Staff discretion on administrative matters** - Minor subdivision approvals and issues involving mostly technical and minor changes to submittals can be handled by planning staff. Plan commission time should not be wasted on such matters.

**Fast-tracking** - Development projects that are desirable because of type or location can be encouraged by exempting them from certain permit requirements.

**Encourage innovation** - Innovative techniques may be encouraged by an expedited permit process and by allowing them as conditional uses or as overlays to existing zoning districts.

### **References/Additional Resources**

*Streamlining the Development Approval Process* by Debra Bassett (Land Development, Winter 1999, pp. 14-19).

*Streamlining Land Use Regulations: A Guidebook for Local Governments* by John Vranicar, Welford Sanders, and David Mosena (American Planning Association, 1982).

*Affordable Housing: Proactive and Reactive Planning Strategies* by S. Mark White (American Planning Association, PAS Report #441, 1992).

### **Impact fees**

*Impact fees* are fees imposed on development to mitigate the capital costs of new public facilities necessitated by the development. Public facilities include infrastructure for transportation, water, stormwater, parks, solid waste, and fire and police. However, impact fees cannot be used for school facilities. Under section 66.0617(7) of the Wisconsin Statutes, impact fee ordinances must provide for an exception from or a reduction in the amount of impact fees on developments that provide low-cost housing.

### **Requirement 2. Promoting the availability of land for the development or redevelopment of low-income and moderate-income housing.**

Communities must promote the availability of undeveloped or underused land as one way to meet the low and moderate-income housing needs identified in the housing element of s. 66.1001. Several options are available to communities. For example, communities should insure

an adequate supply of land is planned and zoned for multifamily housing and for development at higher densities to meet forecasted demand.

Promoting the availability of land for low and moderate-income housing also can be integrated with other planning issues. For example, urban communities may try to identify areas near transit lines or where new transit might be feasible because of higher density and mixed-use development.

Additional strategies for promoting the availability of land for the development or redevelopment of low and moderate-income housing include the following:

### **Specific local actions**

#### ***Community land trusts***

Community land trusts protect housing by keeping land from the speculative market. They typically work by owning the land and selling or leasing the buildings. Buyers or lessors agree to a limited appreciation should they decide to later sell or lease to another. The model works to preserve both existing residential units and new units built on the land. Also, it can be used to preserve affordable space for such things as community centers, health care facilities, small businesses, or day care centers. Community land trusts are similar to conservation land trusts which protect natural resources and open space.

Community land trusts provide the following benefits:

**Lower land costs** - Because land trusts remove land costs from the purchase price of a property, housing units can be sold or rented for less;

**Permanent affordability** - Removing land costs and limiting the amount of appreciation means that land trust housing will always be more affordable than market-rate housing for as long as the trust exists (which may be indefinitely);

**Retention of investment** - Grants, loans and other investments in a land trust are effectively recycled year after year through rents or sale prices, instead of requiring continuous financial support;

**Community stability** - Community land trusts are non-profit organizations controlled by local personalities. They are committed to stabilizing local housing costs for the long term and preserving a community's social fabric;

**Speed** - Land trusts can more quickly purchase properties that become available than can government.

The Madison Area Community Land Trust has been active since 1990 working with the City of Madison. For more information about the Madison Area Community Land Trust call (608) 255-6442.

#### ***References/Additional Resources***

Institute for Community Economics, 57 School Street, Springfield, MA 01105-1331. (413) 746-8660.

*A Citizen's Guide to Conserving Land and Creating Affordable Housing* by the Burlington Community Land Trust and the Vermont Land Trust (1990).

### ***Use of public or donated land for housing***

Development of housing on publicly owned land or land donated for affordable housing can substantially increase the financial feasibility of many housing projects. Communities can also seek to encourage the donation of land for affordable housing.

Lands acquired by the community through tax forfeiture may be appropriate for affordable housing. Local governments and nonprofits may also engage in a program to acquire land and hold it until the community is ready to develop housing. Funding to acquire land may be available from federal and state programs.

### ***Infrastructure improvements reserved for affordable housing***

Giving priority for sewer and water extension to projects that include housing units affordable to middle- and lower-income households can increase the likelihood that such housing will be built. The priority may be formalized in an ordinance or informally as a plan policy.

### ***Infill development***

*Infill* refers to development on vacant or under-used land within built-up urban areas. Infill can range from construction of single-family housing on one or two adjacent lots to development of entire city blocks containing both residential and commercial uses.

Infill development has several advantages. Infill areas are already served by public facilities, including roads, sewer and water, police, fire, utilities, schools, and transit. Infill opportunities may sometimes be located on higher-cost urban land. If this is the case, then multi-family housing and/or mixed-use projects which have lower per-unit development costs may be most appropriate. Density bonuses or faster permitting may also add to an infill project's economic feasibility.

Communities may encourage infill development by preparing an inventory of potential infill sites and distributing it to developers; adopting flexible regulations which allow development of irregular or substandard infill lots; allowing mixed uses for infill developments, which may enhance the economic feasibility of projects; assisting in the consolidation of infill lots into larger, more easily developed sites; and acquiring abandoned property and demolishing structures beyond rehabilitation.

To minimize neighbor concerns infill units should be designed to fit in with the massing and density of the existing neighborhood as much as possible. For example if the neighborhood is all two story houses with steep pitched roofs the infill units would probably be more acceptable if they had two stories with steeply pitched roofs. The Wisconsin Housing and Economic Development Authority have had a special financing program to support the development of infill housing. They used this program in several cities where they successfully added new structures to existing neighborhoods using modular homes.

### ***Adaptive reuse***

*Adaptive reuse* involves the conversion of surplus and/or outmoded buildings to economically viable new uses such as housing. Examples of outmoded buildings include old schools, hospitals, warehouses, and factories. It is one method for introducing housing into non-residential areas. Projects that involve historically or architecturally significant buildings may qualify for preservation tax credits.

Communities can facilitate adaptive reuse by developing flexible ordinances to facilitate adaptive reuse, by arranging for possible property transfers of publicly-owned buildings, and by providing assistance in obtaining sources of funding such as loans, grants, and rent subsidies.

### ***Manufactured Housing***

Manufactured housing can be an important source of low and moderate cost housing in a community. Communities may want to encourage manufactured housing as a means of expanding the range of housing opportunities. Manufactured housing is less expensive to build than site-built housing because of lower production costs. The term *manufactured housing* describes housing that is constructed in a factory and delivered to the site as a finished product. While these homes are often referred to as "mobile homes" fewer than 5 percent of manufactured homes are moved once placed on a site.

Local communities often try to prohibit the siting of manufactured housing due to concerns about the effect on the tax base since manufactured housing is often taxed as personal property. However, a study by the University of Wisconsin-Extension suggests that manufactured home communities may actually have a positive impact on local taxes. There also may be concerns about the effect on adjacent property values and the visual quality of manufactured homes. A University of Michigan study, however, concluded that manufactured home parks have little or no impact on adjacent residential property values.

Communities may want to review their zoning ordinances to be sure that their regulations do not unduly restrict the use of manufactured homes. For additional information regarding manufactured housing and integrating them into single-family neighborhoods, contact the Wisconsin Manufactured Housing Association at (800) 236-4663.

The Foundation for rural housing located in Madison has developed a program with the Wisconsin Manufactured Housing Association and the Department of Corrections to obtain donated manufactured homes, rehabilitate them with prison labor and make them available for low income housing. For information contact the Foundation at (608) 238-3448.

### ***References/Additional Resources***

*Manufactured Housing: Regulation, Design Innovations, and Development Options* by Welford Sanders (American Planning Association, PAS Report #478, 1998).

*Manufactured Housing Impacts on Adjacent Property Values* by Kate Warner and Jeff Scheuer (University of Michigan, 1993).

*Municipal Revenue Impact of Tax Exempt Mobile Homes: A Methodology for Extension Agents* by Richard Stauber (University of Wisconsin-Extension, 1995).

*Product Report: 'Manufactured Housing'* available from the American Association of Retired Persons website at [www.aarp.org/manhov1.html](http://www.aarp.org/manhov1.html).

*Manufactured Housing and Standards: Fact Sheet for Purchasers of Manufactured Homes* (1999) available from the U.S. Department of Housing and Urban Development website at [hud.gov/fha/sfh/mhs/mhssht3.html](http://hud.gov/fha/sfh/mhs/mhssht3.html).

*Regulating Manufactured Housing* by Welford Sanders (American Planning Association, PAS Report # 398, 1986).

### **Requirement 3. Maintaining or rehabilitating existing housing stock**

It is important that the communities housing plan consider conservation of the communities existing housing stock. The existing stock often is the primary source of affordable housing. In many communities this existing housing is aging and may need investment to maintain its utility. Communities and local governments should develop strategies that prevent neglect and encourage reinvestment in the existing housing stock.

#### **Specific local actions**

##### ***Building code***

The State of Wisconsin has a uniform dwelling code which must be followed for the construction and inspection of all one- and two-family dwellings in the state. Local communities in the state have certain responsibilities for enforcement of the code. The uniform dwelling code is administered by the Wisconsin Department of Commerce and is found in the Administrative Rules for the Department of Commerce (COM 20 - COM 25).

##### ***Historic building code***

The standard state building codes may make rehabilitation of certain older homes prohibitively expensive or impractical. Communities in Wisconsin which have adopted historic preservation ordinances certified by the State Historical Society of Wisconsin can use the Wisconsin Historic Building Code for locally designated historic buildings. The Historic Building Code, administered by the Wisconsin Department of Commerce, permits a flexible and cost-effective approach to rehabilitating historic buildings. The code is found in the Administrative Rules for the Department of Commerce (COM 70). Information is also available from the Division of Historic Preservation at the State Historical Society of Wisconsin at (608) 264-6500.

##### ***Housing code***

All communities in Wisconsin can enact housing codes under their general authority to protect public health, safety, and welfare. Housing codes provide standards for how a dwelling unit is to be used and maintained over time.

It is important for communities to review housing code enforcement efforts to determine if they need to be increased or modified to make them more effective. Communities can intensify housing code enforcement programs to help maintain housing and upgrade deteriorating housing stock. In some communities code enforcement capacity is so limited that routine inspections are scheduled only once in ten years. Communities could consider focusing enforcement efforts on select neighborhoods, publicizing code provisions, and complaint procedures.

### ***Community paint/fix up events***

Local governments should target home maintenance/rehabilitation programs at the neighborhood level because the visibility can help create peer pressure to motivate others to fix up their homes. One strategy is to organize painting/fix-up events in partnership with local professional and civic groups to encourage volunteers to help with exterior maintenance of target residences.

### ***Rehabilitation loans and grants***

Code enforcement can be supplemented with financial and technical assistance to homeowners and tenants. Communities may establish loan or grant programs to assist owner occupants with repairs. Such programs are commonly funded by federal Community Development Block Grant dollars. The programs often focus on specific census tracts or neighborhoods where the concentration of deferred maintenance is highest. In addition to keeping housing units functioning, maintenance and rehabilitation are also worthwhile because they build pride among residents, stimulate others to repair their homes, encourage long-term investment and maintenance, and reduce potential neighborhood problems.

### ***Occupant education and cooperation***

Many repairs are simple enough that most homeowners can help if given some guidance. Educational programs to train homeowners and renters can help ensure that the homes are rehabilitated and maintained in good condition. These educational programs help property owners better understand the responsibilities.

## **Chapter 4 - ECONOMIC DEVELOPMENT**

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### **INTRODUCTION**

Throughout the planning process, many factors contribute to economic development opportunities and needs within a community. For this reason, labor force characteristics and economic base indicators were analyzed at the local, county, regional and state level to determine trends, opportunities and needs for the City of Gillett.

### **SUMMARY AND IMPLICATIONS**

1. Federal, state, regional, county, and local programs exist to promote opportunities within the city.
2. Employment opportunities for city residents exist within the City of Gillett, nearby village of Suring, city of Oconto Falls, village of Pulaski, and other communities that are within an hour drive of the city.
3. The greatest number of job types that existed for city residents were in production, transportation, and material moving occupations. The most employed numbers of city residents was in the manufacturing industry group.
4. For the period 1991-2001, the civilian labor force increased by 18.7 percent, the number of unemployed decreased 23.4 percent, and the number of employed increased 23.6 percent.
5. According to the Department of Workforce Development, the manufacturing group occupation is expected to increase, however the rate of increase will slow down.
6. In 1999, the city had a median household income of \$36,667, resulting in a 139 percent increase from 1989.
7. Financially, the city had an existing debt of \$1,425,920 as of December 2000, and \$654,110 available to borrow.

The city is in a good position for continued business development given its many positive attributes including:

- an abundance of area for future growth,
- access to state and county highways,
- being centrally located within the town of Gillett, at a crossroads of two state highways (State Highways 22 & 32).

The city can look to expand its tax revenue, plus capitalize on nearby communities future growth to afford greater job opportunities to its residents. In addition, the majority of the respondents of the community survey were in favor of the city cooperating with the town of Gillett to expand on the existing industrial park for future commercial/industrial development, even if it meant expanding into the town. It is expected that this will help to attract businesses and create more jobs for area residents.

Knowing location and how much of a type of business the city wants is going to be the key to the city's long range planning regarding its vision. Therefore, the City Council will need to closely monitor this type of growth, its impacts on existing infrastructure and determine the needed

regulations to minimize any negative impacts they may have. A cost benefit analysis should be conducted in order to determine all aspects of future development of industries throughout the planning period.

The plan will direct development to designated commercial and industrial areas in the future, in order to steer incompatible uses away from the city's defined residential areas (See General Plan Design Map). This will help to enhance other land uses by minimizing and controlling likely nuisances.

## **COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGIES**

The following Goals, Objectives, Policies, and Programs will help guide the city in developing areas within its borders for economic growth. The following statements are both broad and specific and reflect city residents' views for how development should occur within the city.

### ***Goal:***

Provide for development in the City of Gillett by seeking balanced economic growth in business and industry, while providing jobs for residents, and increasing personal income.

### ***Objective:***

To enhance and promote the community character of the City of Gillett, future businesses will be in areas specified in the general plan design map, found in Chapter 8 of this document.

### ***Policies:***

1. Locate commercial development dependent on automobile traffic and easy access, such as gas stations, fast-food restaurants, along STH 22 and STH 32 bordering the city of Gillett, in order to provide commercial service to local and through traffic.
2. Strengthen the local economy by encouraging economic development projects that involve one or more of the following: public and private participation; an increase in productivity; utilize modern technology; employment of persons with low to moderate skills; and the upgrading of jobs and training of employees to improve job skills.
3. Work with the town of Gillett to expand services to future commercial businesses or industries that locate within the town.

### ***Programs:***

1. Closely monitor the capacity of existing infrastructure, roads, electricity, public safety services, etc, to accommodate new development and weigh the costs to potential benefits.
2. Work with the county and the Main Street Program in promoting the types of commercial development wanted by the city.
3. Work with businesses to apply for grants and loans to establish or expand businesses.

4. Work with future developers and local residents to approve established compatible hours of operation, signage, lighting, parking, and landscaping to meet the city's desire for well planned growth.
5. Cooperate with the town of Gillett to discuss expansion of the existing industrial park to bring jobs into area.
6. Support standards to minimize pollution and adverse impacts on the environment.

## **PROGRAMS**

### **Local**

The Gillett Industrial Development Corporation, the Gillett Main Street Program and the Gillett Business Association are involved in marketing and promoting the city's business areas.

### **County**

The Oconto County Economic Development Corporation considers itself the single point contact for development assistance in Oconto County. Through this agency, the City of Gillett would have access to both a county-wide revolving loan fund and a tri-county revolving loan fund. In addition, the entire county has been designated as a community development zone by the Department of Commerce and is entitled to tax credits. For additional information about this agency, please contact the corporation's Executive Director at (920) 834-6969.

### **Regional**

The Bay-Lake Regional Planning Commission annually creates a *Comprehensive Economic Development Strategy (CEDS)* report which evaluates local and regional population and economic activity. Economic development trends, opportunities and needs are identified within the *CEDS* report. All communities which are served by the Commission, including the City of Gillett, are invited to identify future projects for economic development that the community would like to undertake. Those projects are included within the *CEDS* and may become eligible for federal funding through the Economic Development Administration (EDA) (See Federal).

### **State**

The Wisconsin Department of Commerce has several grant programs that would be available to the City of Gillett. The federally funded Community Development Block Grant (CDBG) program can be used for housing, economic development and public facility improvements. The program is designed to assist economically distressed smaller communities with improvements to such things as utilities and streets, fire stations, community centers, and housing rehabilitation, as well as many other improvements needed by a community. Specifically, the CDBG-Public Facilities for Economic Development (PFED) program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community. The CDBG-Economic Development (ED) program assists businesses that will invest private funds and create jobs as they expand or relocate in Wisconsin. Funds are awarded to a community, which then loans the funds to a business. The community may retain the repaid loan to capitalize a local revolving loan fund.

## **Federal**

Some examples of federal programs that could assist the City of Gillett in economic development include:

### ***USDA Wisconsin Rural Development Programs***

- Rural Business Opportunity Grants Program**

Rural Business Opportunity Grant Funds provide for technical assistance, training, and planning activities that improve economic conditions in rural areas of 50,000 people or less.

- Rural Economic Development Loans and Grants**

The purpose of this program is to develop projects that will result in a sustainable increase in economic productivity, job creation, and incomes in rural areas. Projects may include business start-ups and expansion, community development, incubator projects, medical and training projects, and feasibility studies.

- Rural Business Enterprise Grants Program**

This program provides grant funds for financing and developing small and emerging private businesses with less than \$1 million in revenues, and that will have fewer than 50 new employees.

### ***US Department of Commerce, Economic Development Administration Programs***

- Public Works and Economic Development Program**

The Public Works Program empowers distressed communities in economic decline to revitalize, expand, and upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs and investment. This program could address economic development within the town of Gillett by possibly assisting with public utility projects.

## **LABOR FORCE CHARACTERISTICS**

The labor force is comprised of employed persons and those seeking employment, and excludes persons in the armed forces and those under age 16. Variations in the number of persons in the labor force are the result of many factors. Shifts in the age and sex characteristics of the population, changes in the number of residents aged 16 and over, the proportion of this group (16 and over) working or seeking employment, and seasonal elements are all factors affecting the size of the labor force.

### **Place of Work**

In 2000, approximately 62 percent of workers who were 16 years and older in the City of Gillett worked in Oconto County (see Table 4.1). A majority of those traveling outside the county worked in the cities of Green Bay and Shawano and the villages of Ashwaubenon and Pulaski. Retaining the workforce within the county or the city will be a key element needed for future economic development of the area. Table 4.2 indicates that a majority of people employed in Gillett live in Oconto County while Shawano County residents also find employment opportunities within the city.

**Table 4.1: Place of Work, 2000, City of Gillett Residents**

Place of Work	City of Gillett	
	Number	Percent
Worked in state of residence	552	100.0
Worked in county of residence	343	62.1
City of Gillett	186	33.7
Other Areas	157	28.4
Worked outside county of residence	209	37.9
Brown County	135	24.5
Forest County	3	0.5
Marinette County	2	0.4
Menominee County	4	0.7
Outagamie County	7	1.3
Shawano County	58	10.5

Source: U.S. Bureau of the Census, 2000; and Bay-Lake Regional Planning Commission, 2004.

**Table 4.2: Place of Residence, 2000, City of Gillett Workers**

Place of Residence	City of Gillett	
	Number	Percent
Residence in Wisconsin	760	100.0
Residence in Oconto County	594	78.2
City of Gillett	186	24.5
Other Areas	408	53.7
Residence Outside County	166	21.8
Brown	21	2.8
Fond du Lac	6	0.8
Forest	2	0.3
Langlade	2	0.3
Marathon	2	0.3
Marinette	26	3.4
Menominee	3	0.4
Milwaukee	9	1.2
Shawano	86	11.3
Waupaca	4	0.5
Winnebago	5	0.7

Source: U.S. Bureau of the Census, 2000; and Bay-Lake Regional Planning Commission, 2004.

## **Occupation**

In 2000, the majority of employed persons in the City of Gillett were primarily in production, transportation and material moving occupations (35.2 percent) or in management, professional, and related occupations (24.9 percent). In addition, there was greater than 10 percent employment in sales and office occupations (14.8 percent), service occupations (13.2 percent) and construction, extraction and maintenance occupations (10.6 percent) (see Table 4.3). The City of Gillett has diverse employment by occupation, with most occupations containing at least 10 percent of total employment. This trend is also found in county employment and for the town of Gillett; however, the City of Gillett does show the highest percentage of employment within one occupation in the production, transportation and material moving category while the town of

Gillett has the highest employment (28.0 percent) in the management, professional and related occupations category.

**Table 4.3: Employed Persons by Occupation, 2000, City of Gillett & Selected Areas**

	City of Gillett		Town of Gillett		Oconto County	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Management, professional, and related occupations	139	24.9	161	28.0	4,234	23.9
Service occupations	74	13.2	81	14.1	2,504	14.2
Sales and office occupations	83	14.8	94	16.4	3,580	20.2
Farming, fishing, and forestry occupations	7	1.3	25	4.4	428	2.4
Construction, extraction, and maintenance occupations	59	10.6	62	10.8	2,093	11.8
Production, transportation, and material moving occupations	197	35.2	151	26.3	4,841	27.4
<b>Total</b>	<b>559</b>	<b>100.0</b>	<b>574</b>	<b>100.0</b>	<b>17,680</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, Census of Population and Housing 2000, SF3, General Profile; and Bay-Lake Regional Planning Commission, 2002.

### **Industry**

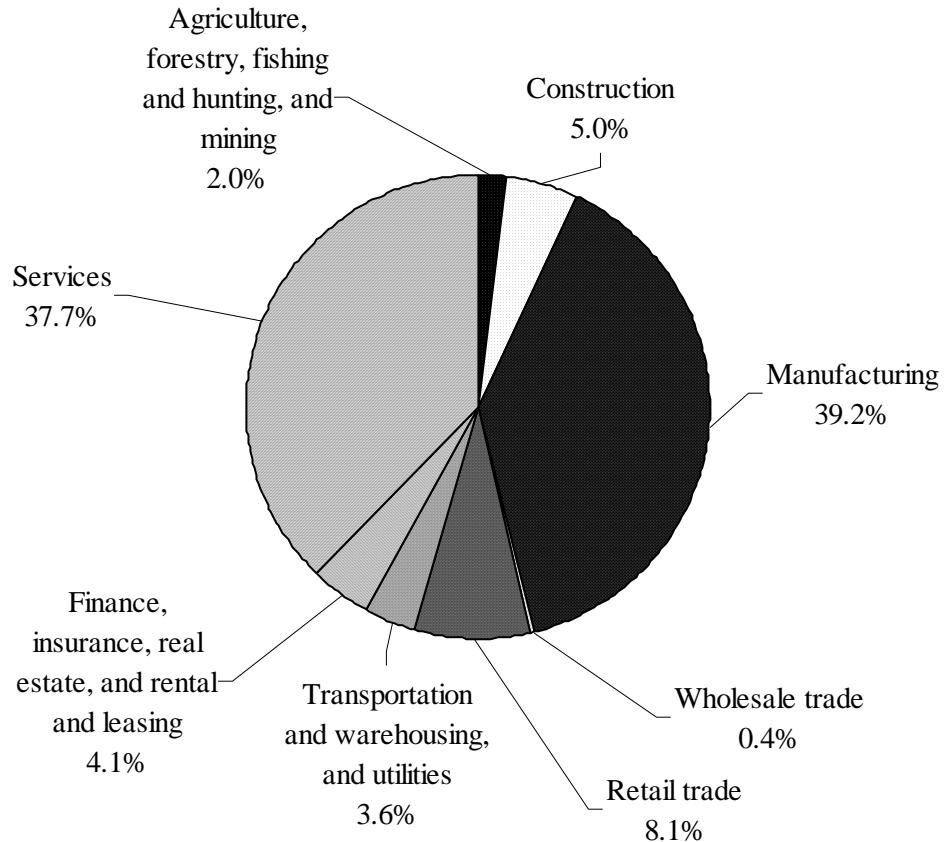
Table 4.4 displays the number and percent of employed persons by industry group in the City of Gillett, the town of Gillett, and Oconto County for 2000. The greatest percentage of employment for the city, the town of Gillett, and the county was in the manufacturing industry with 39.2 percent, 22.8 percent, and 29.0 percent, respectively. The second greatest employment group for the City of Gillett and the county was in the educational, health and social services sector at 23.8 and 15.4 percent respectively. The second greatest employment group for the town of Gillett was in the agriculture, forestry, fishing and hunting, and mining industry with 19.3 percent. Figure 4.1 represents the percent employment by major industry group for the City of Gillett in 2000.

**Table 4.4: Employed Persons by Industry Group, 2000, City of Gillett & Selected Areas**

Industry	City of Gillett		Town of Gillett		Oconto County	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	11	2.0	111	19.3	1,112	6.3
Construction	28	5.0	39	6.8	1,346	7.6
Manufacturing	219	39.2	131	22.8	5,126	29.0
Wholesale trade	2	0.4	8	1.4	463	2.6
Retail trade	45	8.1	67	11.7	1,517	8.6
Transportation and warehousing, and utilities	20	3.6	42	7.3	1,263	7.1
Information	0	0.0	0	0.0	210	1.2
Finance, insurance, real estate, and rental and leasing	23	4.1	18	3.1	733	4.1
Professional, scientific, management, administrative, and waste management services	13	2.3	15	2.6	730	4.1
Educational, health and social services	133	23.8	87	15.2	2,723	15.4
Arts, entertainment, recreation, accommodation and food services	35	6.3	21	3.7	1,286	7.3
Other services (except public administration)	19	3.4	28	4.9	640	3.6
Public administration	11	2.0	7	1.2	531	3.0
<b>Total</b>	<b>559</b>	<b>100.0</b>	<b>574</b>	<b>100.0</b>	<b>17,680</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, Census of Population and Housing 2000, SF3, General Profile; and Bay-Lake Regional Planning Commission, 2002.

Figure 4.1: Percent Employment by Industry Group, 2000, City of Gillett



Source: U.S. Bureau of the Census, Census of Population and Housing 2000, SF 3, General Profile; and Bay-Lake Regional Planning Commission, 2002.

### Unemployment Rate

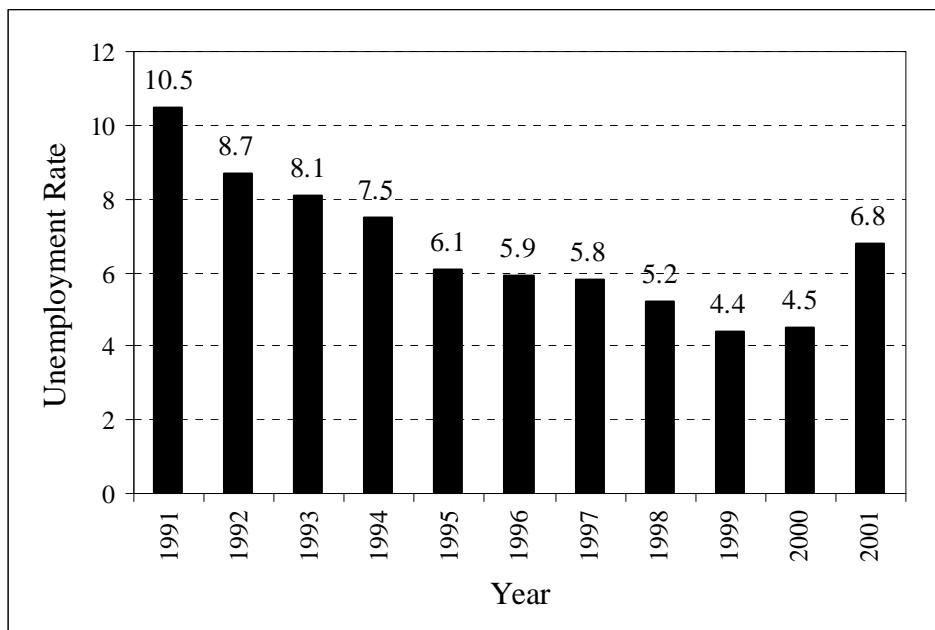
The civilian labor force for Oconto County has experienced both slight increases and decreases since 1991 (see Table 4.5). The unemployment rate and the number of unemployed in 1999 was the lowest during the whole decade (see Figure 4.2). For the period 1991 to 2001, the civilian labor force increased by 18.7 percent, the number of unemployed decreased 23.4 percent, and the number of employed increased 23.6 percent.

Table 4.5: Average Civilian Labor Force Estimates, 1991-2001, Oconto County

Year	Civilian Labor Force	Unemployed	% Civilian Labor Force	Employed
1991	14,237	1,494	10.5	12,743
1992	14,210	1,234	8.7	12,976
1993	14,482	1,170	8.1	13,312
1994	14,745	1,109	7.5	13,636
1995	14,778	905	6.1	13,873
1996	15,137	897	5.9	14,240
1997	15,355	895	5.8	14,460
1998	15,715	810	5.2	14,905
1999	15,446	684	4.4	14,762
2000	15,935	725	4.5	15,210
2001	16,896	1,144	6.8	15,752

Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, for years cited; and Bay-Lake Regional Planning Commission, 2002.

Figure 4.2: Unemployment Rate, 1991-2001, Oconto County



Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimate, for years cited; and Bay-Lake Regional Planning Commission, 2002.

### **Employment Forecast**

In 1996, the Wisconsin Department of Workforce Development created projections for industries, occupations, and the labor force called the *Northeast Wisconsin Projections: 1992-2005*. These projections are for all of Northeast Wisconsin, including Oconto County. The study concluded that overall employment is expected to increase by more than 20 percent in the region. Unemployment rates will remain low through 2005, and labor shortages may be common in some occupations.

In 2005, the manufacturing industry is projected to continue to be the industry with the largest share of employment. However, although manufacturing jobs will continue to increase, the rate of increase will slow down. Occupations in manufacturing are expected to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and new available technology.

Service industry employers will add approximately 18,400 jobs to the region's labor market by 2005. The largest divisions within this industry group will be business and health services with a similar growth in professional or technical jobs. With the aging of the population, the demand for such services will continue to increase. The overall health of the Northeast Wisconsin economy is projected to be strong with no major projected decreases in any occupation or industry.

### **Local Employment Forecast**

In 1990, employment data was available for each business within the City of Gillett and the number of employees each employer had. This data is now suppressed to ensure confidentiality of individual employers. Census information only provides the employment status of residents of the city, not the employment numbers of businesses in the city.

To determine the economic health of the city, it is important to determine the number of jobs available within the city. Therefore, the following methodology is used to determine an estimated number of people who are employed by businesses in the City of Gillett. In 1990, businesses in the city employed a total of 1,009 persons. Businesses in Oconto County employed a total of 7,136 persons in 1990. To determine the City of Gillett's share of total county employment, the 1990 city employment number (1,009) is divided by the county employment number (7,136) resulting in 14.1 percent. Since the city data for 2000 is not available at this time, multiplying this number (14.1) by the available year 2000 employment figure for Oconto County (9,192), results in an estimated 2000 employment figure for the city of 1,300 persons. The resulting figure reveals a 28.8 percent increase in city employment since 1990. Revitalize Gillett, Inc. conducted a survey of employers in January 2002 which indicated that there were approximately 1,278 employees in the city at the time. It should be noted that in using this forecast, the assumption is made that the city's share of total county employment in 1990 remained the same in 2000.

### **Median Household Income**

In 1989, the median household income in the City of Gillett was \$15,329. This was lower than the town of Maple Valley, town of Gillett and Oconto County (see Table 4.6). By 1997, the median household income for the city had increased by approximately \$4,583 up to \$19,912. By 1999, the city's median household income had increased by \$16,755 to \$36,667, an increase of 84 percent. Smaller increases of the median household income were evident in the surrounding communities.

Table 4.6: Median Household Income, 1989, 1997 & 1999, City of Gillett & Selected Areas

Area	1989	1997	1999
City of Gillett	\$15,329	\$19,912	\$36,667
Town of Gillett	\$25,852	\$33,582	\$41,053
Town of Maple Valley	\$21,667	\$28,145	\$35,795
Oconto County	\$22,927	\$29,911	\$41,201

Source: U.S. Bureau of the Census, Census of Population and Housing 1990, STF 3A Table P080A, Census 2000, SF3; and Bay-Lake Regional Planning Commission, 2002.

### **Personal Income**

The per return income for residents in the City of Gillett has increased 31.5 percent for the period 1994 to 2000 (see Table 4.7). This increase is lower than the county, region and the state increases for the same period. However, the town of Gillett has not increased its personal income as much as the City of Gillett. The 2000 personal income for the City of Gillett was the lowest when compared to other areas. Per return income is based on income tax returns filed in the year cited to the Wisconsin Department of Revenue.

Table 4.7: Municipal Per Return Income, 1994-2000, City of Gillett & Selected Areas

Area	(Dollars)							Percent Change 1994-2000
	1994	1995	1996	1997	1998	1999	2000	
City of Gillett	20,574	21,062	24,576	24,543	27,364	29,876	27,051	31.5
Town of Gillett	21,487	22,582	22,944	28,499	27,231	30,764	28,005	30.3
Oconto County	23,186	24,099	25,617	27,544	29,571	31,300	32,367	39.6
Bay-Lake Region	26,225	27,444	28,733	30,268	32,518	34,216	35,589	35.7
Wisconsin	30,014	31,427	32,793	34,716	36,996	38,930	40,570	35.2

Source: Wisconsin Municipal Per Return Income Report, for years cited, Wisconsin Department of Revenue, Division of Research and Analysis; and Bay-Lake Regional Planning Commission, 2002.

### **ECONOMIC BASE**

#### **Employment by Economic Division**

The future of the City of Gillett's population requires an understanding of the local and county economy. The Economic Base Analysis technique divides the economy into basic and non-basic sectors. The basic sector is made up of local businesses that are dependent on external factors. Manufacturing and local resource-oriented firms (like logging or mining) are usually considered to be basic sector firms because their fortunes depend largely upon non-local factors, and they usually export their goods. The non-basic sector, in contrast, is composed of those firms that depend largely upon local business conditions. Economic Base Theory asserts that the means of strengthening and growing the local economy is to develop and enhance the basic sector.

There are nine basic economic divisions that are used for Economic Base Analysis. There are four goods-producing sectors: agriculture, forestry, and fishing; mining; construction; and manufacturing. There are five services-producing sectors: transportation and public utilities; wholesale trade; retail trade; finance, insurance, and real estate; and services.

#### **Location Quotient Analysis**

The Location Quotient analysis technique compares the local economy, Oconto County, to the United States. This allows for identifying specializations in the Oconto County economy (see

Table 4.8). If the Location Quotient (LQ) is less than 1.0, all employment is considered non-basic, therefore that industry is not meeting local demand for a given good or service. An LQ equal to 1.0 suggests that the local employment is exactly sufficient to meet the local demand for a given good or service, employment is still considered non-basic. An LQ greater than 1.0 suggests that local employment produces more goods and services than the local economy can use, therefore these goods and services are exported to non-local areas, which makes them basic sector employment.

Table 4.8: Employment by Industry Group, 1990-1998, Oconto County and United States, Location Quotient Analysis

Item	Oconto County		United States		Percent Change 1990-1998		Oconto Location Quotient	
	1990	1998	1990	1998	Oconto	U.S.	1990	1998
Total full-time and part-time employment	12,104	13,684	139,426,900	160,198,700	13.1	14.9		
Farm employment	1,582	1,427	3,153,000	3,127,000	-9.8	-0.8	5.78	5.34
Nonfarm employment	10,522	12,257	136,273,900	157,071,700	16.5	15.3	0.89	0.91
Private employment	8,951	10,437	115,077,900	135,123,700	16.6	17.4	0.90	0.90
Ag. Services, forestry, fishing, & other	118	(D)	1,453,000	2,042,600	NA	40.6	0.94	NA
Mining	52	(D)	1,044,100	855,500	NA	-18.1	0.57	NA
Construction	560	875	7,260,800	8,799,100	56.3	21.2	0.89	1.16
Manufacturing	2,878	2,952	19,697,200	19,568,500	2.6	-0.7	1.68	1.77
Transportation and public utilities	543	649	6,568,600	7,668,300	19.5	16.7	0.95	0.99
Wholesale trade	286	253	6,711,500	7,351,900	-11.5	9.5	0.49	0.40
Retail trade	1,847	2,363	22,920,500	26,710,200	27.9	16.5	0.93	1.04
Finance, insurance, and real estate	472	547	10,712,600	12,229,900	15.9	14.2	0.51	0.52
Services	2,195	2,580	38,709,600	49,897,700	17.5	28.9	0.65	0.61

Source: U.S. Department of Commerce, Bureau of Economic Analysis, REIS 1969-98; and Bay-Lake Regional Planning Commission, 2000.

(D) Not shown to avoid disclosure of confidential information, but the estimates for this item are included in the totals.

## Threshold Analysis

### **Export Base (Basic Employment)**

There are four areas within the 1998 Oconto County economy which can be considered basic employment areas: farm employment, construction, manufacturing, and retail trade. These four areas produce more goods and services than the local economy can use. When LQs increase over time, this suggests that the Oconto County economy is getting closer to reaching and exceeding local demand. For example, retail trade had gone from 0.93 in 1990, to 1.04 in 1998. Having basic employment also suggests that if a downturn in the local economy occurs, these sectors will not be strongly affected because they're dependent more on non-local economies. Having strong basic sector employment and industry will strengthen the local economy.

### **Non-Basic Employment and Industry**

Under private employment, there are four areas which can be considered non-basic: transportation and public utilities; wholesale trade; finance, insurance, and real estate; and services. These industries are not meeting local demand for a given good or service. For example, the wholesale trade industry LQ actually decreased since 1990; however, the Oconto County economy could support more of this industry. There is currently no industry with an LQ equal to one which would indicate that local demand is being met and services are not being exported, however there are several industries which are very close.

## **STRENGTHS AND WEAKNESSES ANALYSIS**

### **Introduction**

This element of the plan looks at conditions within the city as either a strength, a weakness, or as a general statement of fact for retaining or attracting businesses. These factors may greatly influence the future economic climate over the next two decades and thus are important for the community to identify as part of this plan in order to understand exactly their community's continued economic viability and future draw for new businesses. This portion of the element gives a perspective from a business point of view and reflects concerns, issues, questions current and future business owners would ask about a community in formulating a plan, or before expanding their business. Within these categories are assumptions and statements based on information available on the community, as well as information derived from the local planning committee/committee.

### **Physical Capabilities**

#### **Utilities**

##### ***Strengths:***

Electric services are provided by Wisconsin Electric Power Company (WEPCO) and natural gas services are provided by Wisconsin Gas. The City of Gillett is centrally located and can provide potential new commercial or industrial businesses with the infrastructure that the surrounding town lacks. The city currently has a public water and sewer system to offer potential commercial businesses

##### ***Weaknesses:***

Some areas in the city have not had storm sewer drainage installed and are drained by open ditches. These areas occasionally have drainage problems.

#### **Telecommunications**

Telephone service (local and long distance) are provided with digital switching provided. There are no major differences in the quality of telephone service between the city and other municipalities within the county. The city also has internet access. Cable is also accessible by various satellite dish providers.

#### **Transportation**

##### ***Strengths:***

The city has access to State Highways 22 and 32 which are pathways that provide highway exposure to the city. Another pathway that gives the city some added exposure is the Oconto County Recreational Trail, which guides users of the trail to the city from the east and west in the town.

**Weaknesses:**

The city does not have its own access to rail or air service.

**Local Labor Force Characteristics**

**Strengths:**

The employment rates for the county grew approximately 18 percent over the last ten years.

**Weaknesses:**

The unemployment rates within the county have been increasing (6.8 percent in 2001). At the same time, there are current, and may be future labor shortages due to low numbers in the age group of 16-24, and due to the large number of traditional businesses and farming operations within the area employing/needling large numbers of young workers. In addition, more of these younger individuals are moving away to find employment and housing opportunities elsewhere.

**Industrial/Commercial Site Availability**

The city has ample space for commercial/light industrial development within its industrial park. The areas adjacent to State Highways 22 and 32 provide for highway access, ease of access and good visibility. The City of Gillett also has areas designated for future commercial and industrial businesses. These areas can offer adequate infrastructure and better marketing.

**Programmatic Capabilities**

**Existing Business Base Analysis**

The city has approximately 73 acres dedicated to industrial and commercial uses, or approximately 15 percent of its developed lands. Businesses within the city include banks, grocery store, gas station, restaurant, clinic, retail shops, etc.

**Available Government Services**

The city has an adopted Comprehensive Plan, a Subdivision Ordinance, Zoning Ordinance, Floodplain Ordinance, and Shoreland Wetland Ordinance. Police and fire services are provided by the city and ambulance services are provided by Gillett Area Ambulance. Postal services are provided by the Gillett post office. Government assistance comes from a City Council, Plan Commission, City Clerk/Treasurer, and various planning agencies who assist the city with writing grant applications and monitoring these grants (park acquisitions/improvements, community developments, housing improvements, etc).

**Specific Inhibitors to Economic Development**

Rail and air services do not exist within the city or nearby area.

## **Training Programs**

### ***Strengths:***

The city has access to training from UW-Green Bay, UW- Marinette, the UW-Extension services (providing education and training seminars and courses), Cooperative Education Service Agency 8 and Northeast Wisconsin Technical College.

### ***Weakness:***

Many of the formal training sites are between 30 minutes and an hour (by automobile) away.

## **Financial Capabilities**

### **Tax Base Comparisons**

The city had a 2000 Full Value equal to \$41,600,600, which was the lowest of any city in Oconto County. The Full Value Effective Rate for the city in 2000 was 0.01966, which was also lower than the county's "city average" of 0.02123.

### **Incentives for Development**

The City of Gillett has a Main Street Program.

### **Banking Capability and Capacity**

The city and its residents have access to numerous lending firms throughout the county, state and nation. With today's linking of lending agencies via telecommunication's networks and other "high speed" services a borrower can have a lender in distant locations to include other nations.

A common problem is the "template" approach to many lending agencies. Borrowers fitting standard criteria are quickly approved for loans, while those deviating or not meeting the well defined criteria are often denied a loan. The local lender does not have the flexibility they once held years ago, especially since many lenders no longer personally "know" personally their borrower due to the availability of high speed telecommunications.

## **Quality of Life**

### **Housing Prices**

Approximately 22 percent of city residents paid more than 30 percent of their incomes towards housing costs in 2000. In 1999 the median household income was \$36,667. Based on the household income median, a median housing payment would be \$916 or approximately a home valued around \$140,000.

### **Aesthetics**

The city is a small urban community with tree lined streets and sidewalks throughout most of the area. Two small lakes and a tributary to the Oconto River along with wetland and woodlands corridors make up much of the city's visual appeal.

## **Environment**

Within the city there are areas of woodlands, lakes, streams, and acres of wetlands. The city has ordinances protecting and enhancing the environment.

## **Education and Health Care**

The city is within the Gillett School District. Health care is available in the communities of Gillett, Oconto, Oconto Falls, Shawano, Marinette, and Green Bay. Dental services exist within the City of Gillett.

## **SITES FOR BUSINESS AND INDUSTRIAL DEVELOPMENT**

### **Existing Site Inventory and Analysis**

The City of Gillett has approximately 23 acres of commercial lands developed comprising of a grocery store, gas station, restaurants, clinic, and other retail businesses. Commercial development has been located along State Highways 22 and 32 and along Main Street. Future sites would most likely continue to locate in the downtown area of Gillett and along State Highways 22 and 32. These sites would likely capitalize on the location affording high visibility and a good access to a large customer base, both local and transient.

The city has approximately 50 acres of industrial lands, primarily located in the city's west side industrial park and along the rail corridor through the city. The city will identify specific policies and locations for industrial to accommodate future market forces and needs of the area. Future development is likely to be in or adjacent to the city's industrial park where adequate services are located to better handle the needs of both light and heavy industrial uses.

### **Evaluation of Environmentally Contaminated Sites**

Recently the WDNR and EPA have been urging the clean up of contaminated commercial or industrial sites so they may be utilized for more productive uses. According to the WDNR list of Leaking Underground Storage Tanks (LUST) sites, the City of Gillett currently has seven of these sites. In addition, the town of Gillett currently has approximately four of these sites. The city also has one site which is designated as part of the WDNR Environmental Repair Program (ERP). These sites are areas other than LUSTs that have contaminated soil and/or groundwater. In addition, there are seven areas within the city in which spills have occurred that have potentially contaminated the soil. Appendix F contains a detailed list of these contaminated sites. Refer to the Bureau for Remediation and Redevelopment Tracking System (BRRTS) on the WDNR website, or contact the WDNR for more information.

## **Designation of Business and Industrial Development**

### ***Commercial Uses:***

The comprehensive plan has identified, for the city, that throughout the planning period the city will work towards establishing well defined commercial areas/corridors to better enhance the city's look, to minimize conflicts between differing uses, and to maximize service efficiency. Commercial locations shall have good visibility and access, and may require additional buffering and landscaping to meet the city's desired vision on community character. The city will allow home occupational business to continue as well as those scattered types of businesses providing needed services to locals.

### ***Industrial Uses***

The town of Gillett 2020 Comprehensive Plan recommended that the majority of the future industrial uses located within the city of Gillett Industrial Park. However, if additional space is needed, the town intends to provide well defined, well designed areas for industrial activities to accommodate those businesses located within the town and any future business use. Any future location of industry along STH 32/22, needs to be well landscaped with a buffer to add aesthetic qualities to the communities entryways into the city. It is important that if this use were to develop, that a detailed landscape plan, signage plan, street access plan and lighting plan be done that would fit the character of the town and not detract or negatively impact adjacent land uses. Lands off of main corridors will also need to be buffered in order to minimize the negative impacts to adjacent properties.

The City of Gillett will also cooperate with the town of Gillett regarding possible expansion of areas in the city for future industry or commercial businesses.

### **Acreage Projections**

The city will designate acreage associated with business needs as well as for industrial development. For more information see the General Plan Design which has specified locations within the city along with approximate acreage totals.

## **COMMUNITY FINANCES**

A community must be concerned about its ability to generate sufficient public revenues to provide the types and levels of services demanded by its citizens. Tables 4.9 and 4.10 provide a history of the taxes levied in the City of Gillett. The full value increased 60.8 percent for the period 1995 to 2002. The total property tax also increased 23.7 percent for the same period, falling slightly from 2001 to 2002.

Table 4.9: Comparative Tax Appropriations, 1995-2002, City of Gillett

Year Levied	Full Value	Percent Assm't Level	Full Value Excluding TIF	Total Property Tax	State Tax Credit	Full Value Rate			Taxing Jurisdiction Share			
						Gross	Effective	School	Vocational	County	Local	Other
1995	29,014,200	83.75	28,255,400	809,543	49,033	0.02790	0.02621	449,738	38,897	155,754	138,331	26,823
1996	31,491,100	77.53	30,724,400	749,492	69,676	0.02380	0.02158	376,747	39,657	152,550	156,144	24,392
1997	33,436,900	104.34	32,603,200	736,214	69,385	0.02201	0.01994	341,026	40,908	155,996	173,407	24,877
1998	38,895,800	89.51	37,940,400	817,653	67,085	0.02102	0.01929	369,069	49,312	197,045	174,555	27,672
1999	35,302,600	93.52	34,140,700	784,910	64,713	0.02223	0.02040	347,860	45,929	179,347	179,113	32,662
2000	41,600,600	85.30	40,419,400	878,990	60,914	0.02112	0.01966	358,770	56,221	217,553	213,405	33,042
2001	45,720,800	79.99	44,203,700	1,004,426	59,467	0.02196	0.02066	375,758	71,657	252,146	262,783	42,082
2002	46,643,200	79.06	45,179,300	1,001,765	57,557	0.02147	0.02024	355,250	73,054	257,073	275,912	40,476

Source: Wisconsin Department of Revenue, *Town, Village and City Taxes*, for years cited; and Bay-Lake Regional Planning Commission, 2004.

The ability to finance community projects is measured by general obligation debt capacity. According to the Wisconsin Constitution there are limits on how much a municipality may borrow. They are limited to an amount equal to five percent of the equalized value, or full value, of the unit of government. The city's existing debt as of December 31, 2002, was \$1,251,587, with a debt margin of \$1,080,573.

Table 4.10: Public Indebtedness, City of Gillett, 1998-2002

Year	Full Value	Debt Limit*	Existing Debt	Debt Margin
1998	38,895,800	1,944,790	1,428,360	516,430
1999	35,302,600	1,765,130	1,335,703	429,427
2000	41,600,600	2,080,030	1,425,920	654,110
2001	45,720,800	2,286,040	1,105,565	1,180,475
2002	46,643,200	2,332,160	1,251,587	1,080,573

\*Debt Limit equals five percent of full value.

Source: Wisconsin Department of Revenue, *Town, Village and City Taxes*, for years cited; and Bay-Lake Regional Planning Commission, 2004.

## Chapter 5 - TRANSPORTATION

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### **INTRODUCTION**

This section of the Comprehensive Plan presents the communities transportation goals, objectives, and policies. This section of the plan compares local plans to transportation plans developed at the state, regional and county level as well as inventorying existing transportation facilities that serve the City of Gillett in Oconto County and address the future transportation needs and concerns of the community. The inventory includes descriptions of the various modal elements of the city's transportation system. Those elements include transit systems (where applicable), elderly and disabled transportation system, intercity bus, bicycle transportation, pedestrian transportation, waterborne, rail, air service, trucking, and, most importantly, a detailed description of the city's highway and road system. The detailed description of the highway and road system includes the functional classification of roads within the city and planning area, traffic counts, traffic flow capacity, vehicle crashes, access controls, and an evaluation of the current internal traffic circulation system. This chapter includes an inventory and analysis of applicable transportation plans, including county functional and jurisdictional studies, transportation corridor plans, rural transportation plans, state and local airport plans, state railroad plans, state, regional and local bicycle plans, state and local pedestrian plans, state and local transit plans, as well as any other special transportation plans that are applicable to the city. At the conclusion of the chapter, specific transportation system recommendations are presented and include design standards, recommended improvements, capacity additions to existing facilities, new road alignments, highway expansion projects, and improvements to other transportation modes.

### **TRANSPORTATION STRATEGY**

#### **Transportation System Development Goals, Objectives, Policies and Programs**

Transportation in its many forms is the link that connects the city's land uses into a cohesive pattern. The following transportation objectives have been adopted to represent and define the importance of transportation in achieving the goals of the City of Gillett 20-Year Comprehensive Plan.

#### **Transportation Goal:**

To establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the city's adopted 20-Year Comprehensive Plan.

#### **Objectives:**

1. To develop a transportation system that provides for all transportation modes, and is harmonious with surrounding land uses.
2. Assure that safety issues are addressed for all transportation modes.

3. Provide for adequate traffic controls and convenient efficient vehicular movement near all commercial, industrial, and public facilities located along the STH 32, STH 32/22 and the STH 22 corridors.
4. Provide for adequate traffic controls (i.e. turning lanes, frontage roads) near businesses located along the STH 32, STH 32/22 and STH 22 corridors.
5. To provide and maintain aesthetically pleasing transportation corridors.
6. Provide a safe system of bicycle, walking and motorized recreational vehicle paths and trails through the city.
7. Plan for and designate future road rights-of-way within the city and planning area.
8. Develop a transportation system which reduces accident exposure and provides for increased travel safety.
9. Develop a transportation system which minimizes adverse effects upon the property tax base and the natural and cultural resource base.
10. Develop a transportation system which preserves a high aesthetic quality and possesses a positive visual relation to the land.

***Policies:***

1. The proper use of land for, and adjacent to, transportation facilities should be pursued in accordance with the city's land use development objectives.
2. The total amount of land used for transportation facilities should be minimized.
3. The destruction of, or negative impacts to, historic buildings and of historic, scenic, scientific, archaeological, and cultural sites as caused by the reconstruction of existing or the construction of planned transportation facilities and terminals should be minimized.
4. Transportation facilities should be located to minimize impacts on visually pleasing buildings, structures, and natural features; and to enhance vistas to such features.
5. The location of transportation facilities in or through environmental corridors and natural areas should be avoided.
6. Adverse impacts on significant natural habitat, with special attention to endangered species should be avoided.
7. Abandoned rail and/or utility right-of-way corridors should be maintained for future transportation facilities such as bicycle, pedestrian and recreational vehicles.
8. Identify and address any dangerous intersections within the city.
9. Bicyclists and pedestrians should be accorded a comfortable margin of safety on all roads and highways by ensuring compliance with American Association of State Highway and Transportation Officials (AASHTO) and Manual of Uniform Traffic Control Devices (MUTCD) guidelines and standards.

10. Bicycle lanes or wide curb lanes should be constructed on high volume roads to provide a comfortable margin of safety.

## **TRANSPORTATION FUNDING PROGRAMS**

The following provides a brief description of transportation related funding programs that are administered by the Wisconsin Department of Transportation (WisDOT). The programs are divided into two categories: 1) formula driven programs for which funding is based on population and/or road mileage; and 2) competitive funding programs.

### **Wisconsin Department of Transportation**

#### ***General Transportation Aid (GTA)***

City road improvements, construction and maintenance is funded, in part, through the state's disbursement of general transportation aids. The state provides a payment to each county and municipality in the state that pays a portion of local governments' costs for such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, marking pavement, and repair of curb and gutters. The statutory "rate per mile" is \$1,755 for 2002. Beginning in 2000, each municipality was required to establish and administer a separate segregated account from which moneys may be used only for purposes related to local highways and must deposit into that account all state or federal money for local highway purposes.

#### ***Local Mileage Certification***

Each local government that increased or decreased the mileage of its roads is required to file a certified plat with WisDOT by December 15 of each year. Local governments that have no changes in total local road miles are required to file a certified plat or a certified statement that no mileage increases have occurred. Beginning in 2001, the requirement for local governments to file certified plats with county clerks is eliminated and the mileage certification process was changed from an every other year activity to an annual activity. State GTA payments is based on the certified mileage of each local unit of government.

#### ***Local Roads Improvement Program (LRIP)***

This program provides funding to local units of government for the costs associated with improving seriously deteriorating county highways, town roads, and municipal streets in cities and villages under the authority of the local unit of government. Projects are required to have a minimal design life of 10 years. This a biennial program and all funds are distributed the first year. Applications are submitted through the county highway commissioners by November 15 of the odd numbered years.

There are three entitlement components for funding road improvements: 1) County Highway Improvement component (CHIP); 2) Town Road Improvement component (TRIP); and 3) cities and villages under Municipal Street Improvement component (MSIP).

In addition LRIP funds three statewide discretionary programs: 1) CHIP-D County Highway Discretionary Improvement Program; 2) TRIP-D Town Road Discretionary Improvement Program; and 3) MSIP-D Municipal Street Discretionary Improvement Program for cities and villages.

All LRIP projects are locally led, with up to 50 percent of the costs reimbursed by WisDOT upon completion, and the remainder matched by the local unit of government. Eligible projects include but are not limited to design and feasibility studies, bridge replacement or rehabilitation, reconstruction, and resurfacing. Ineligible projects include, but are not limited to: new roads, seal coats, ditch repair, and/or curb and gutter construction.

### ***Local Bridge Program***

This program includes two separate programs 1) a statewide local bridge entitlement program and 2) a high cost local bridge program (High cost bridges are those that cost more than \$5 million and exceed 475 feet in length.)

This program funds 80 percent of project costs to replace and rehabilitate structures on the Federal Bridge Register, in excess of 20 feet. Bridges with sufficiency ratings less than 50 are eligible for replacement and those with sufficiency ratings less than 80 are eligible for rehabilitation.

Counties set priorities for funding within their area, with projects funded on a statewide basis.

Local bridge projects are solicited by local WisDOT transportation Office (District 3) staff in winter of the odd numbered years, with program approval in summer of the odd numbered years. The program has a three-year cycle.

### ***Flood Damage Aids***

This program provides local governments with financial assistance for replacing or improving roads or roadway structures that have had major damages caused by flooding.

### ***County Forest Aid Program***

This program provides assistance to counties that have eligible roads located within county forests. It is intended to defray the costs for the improvement and maintenance of public roads within a county forest.

### ***Rural and Small Urban Area Public Transportation Assistance Program - Section 5311***

Allocations to the State are set at the federal level. Funds may be used for operating assistance, and capital assistance. Eligible public transportation services include public transportation service operating or designed to operate in non-urbanized areas (a non-urbanized area is one that has a population of 50,000 or less).

### ***Specialized Transportation Assistance Program for Counties - Section 85.21***

Allocations under this formula program are based upon the proportion of the state's elderly and disabled population located in each county, subject to two minimums: no county can receive less than a ½ percent of the total annual appropriation; and no county can receive an allocation smaller than they received in 1992. A local match of 20 percent is required.

Eligible expenditures include:

- directly provided transportation service for the elderly and disabled;
- purchase of transportation service from any public or private organization;
- a user-subsidy for the elderly or disabled passenger for their use of the transportation service;

- volunteer driver escort reimbursement;
- performing or purchasing planning or management studies on transportation;
- coordinating transportation services;
- performing or purchasing in-service training relating to transportation services; and/or
- purchasing capital equipment (buses, vans etc.) for transportation services.

The following provides a brief description of competitive (transportation related) grant programs that are federally and state funded:

***Local Transportation Enhancement Program (TE)***

Administered by WisDOT the TE program provides funding to local governments and state agencies for projects that enhance a transportation project. There are 12 eligible project categories;

- providing facilities for bicycles and pedestrians;
- providing safety and educational activities for pedestrians and bicyclists;
- acquiring scenic easements and scenic or historic sites;
- sponsoring scenic or historic highway programs; including the provision of tourist and welcome centers;
- landscaping and other scenic beautification;
- preserving historic sites;
- rehabilitating and operating historic transportation buildings and structures;
- preserving abandoned railway corridors;
- controlling and removing outdoor advertising;
- conducting archaeological planning and research;
- mitigating water pollution due to highway runoff or reducing vehicle caused wildlife mortality; and
- establishing transportation museums.

Federal funds will cover up to 80 percent of the project, while the project sponsor is responsible for providing at least a 20 percent match.

***Surface Transportation Program - Discretionary (STP-D)***

This program encourages projects that foster alternatives to single occupancy vehicle trips. Such as rehabilitation and purchase of replacement vehicle for transit systems, facilities for pedestrians and bicycles, system-wide bicycle planning, and a wide range of transportation demand management (TDM) projects. Communities over 5,000 are eligible to apply for the funds through the competitive application process.

***Transportation Demand Management Programs (TDM)***

Transportation Demand Management consists of policies and programs designed to reduce the number of single occupant vehicles (SOV) trips in a region, especially during peak travel periods.

There are two grant programs: TDM Grant Program; and Wisconsin Employment Transportation Assistance Program (WETAP).

## 1. TDM Grant Program

The TDM Grant Program provides funding to successful grant recipients to implement projects that encourage innovative solutions and alternatives to reducing SOV trips. WisDOT accepts applications annually. Eligible applicants may include local governments, chambers of commerce, and others as defined by the program. The required local match is 20 percent of the project costs.

## 2. Wisconsin Employment Transportation Assistance Program (WETAP)

As a joint program between the Wisconsin Department of Workforce Development (DWD) and WisDOT, it provides funding to help low-income people access, or retain or advance in employment with the goal of meeting the entire population's transportation needs. This program is funded with combined federal and state dollars, and requires a local match.

Application requirements include the development of regional job access plans that identify the need for transportation services and illustrate the alternatives proposed for the program. Plans should be developed between public transit providers, local units of government, transportation planners, human service agencies, low-income individuals and other interested parties

### ***Transportation Economic Assistance (TEA Grant) Program***

This program provides a 50 percent state grant to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that are necessary to help attract employers to Wisconsin, or to encourage business and industry to remain and expand in Wisconsin.

## **Federal Highway Administration**

### ***Transportation and Community and System Preservation Pilot Program (TCSP)***

The TCSP program is an initiative that assists communities as they work to solve interrelated problems involving transportation, land development, environmental protection, public safety and economic development. It was established in the Transportation Equity Act for the 21st Century (TEA-21), the six-year surface transportation law signed into law by President Clinton on June 9, 1998.

The TCSP program is administered by the U.S. Department of Transportation's Federal Highway Administration in partnership with the Environmental Protection Agency and the Department's Federal Transit Administration, Federal Railroad Administration, and Research and Special Programs Administration. Funding for this program has been authorized through 2003.

TCSP funds are used to help achieve locally determined goals such as improving transportation efficiency; reducing the negative effects of transportation on the environment; providing better access to jobs, services and trade centers; reducing the need for costly future infrastructure; and revitalizing underdeveloped and brownfield sites. Grants also can be used to examine urban development patterns and create strategies that encourage private companies to work toward these goals in designing new developments. The grants will help communities become more livable by preserving green space, easing traffic congestion and employing smart growth strategies while promoting strong, sustainable economic growth.

Grants may be awarded to improve conditions for bicycling and walking; better and safer operation of existing roads, signals and transit systems; development of new types of transportation financing and land use alternatives; development of new programs and tools to measure success; and the creation of new planning tools and policies necessary to implement TCSP-related initiatives. Implementation activities may include community preservation activities to implement transit oriented development plans, traffic calming measures or other coordinated transportation and community and system preservation practices.

There is no local match required under this program; projects are fully funded although priority is given to those applications that demonstrate a commitment of non-Federal resources.

## **INVENTORY OF TRANSPORTATION FACILITIES**

### **Elderly and Disabled Transportation System**

Elderly and disabled transportation systems refer to those programs that provide rides through scheduled bus services, volunteer programs with private vehicles etc. Current transportation services for elderly and disabled persons living within the City of Gillett are provided through programs administered by the Oconto County Commission on Aging. Transportation is provided by wheelchair accessible buses, an eight-passenger van and by volunteer drivers using personal vehicles. The Oconto County Department of Health & Human Services also provides limited transportation service to the county's disabled population. Service is provided by appointment, and involves door-to-door transportation.

Medical related and nutritional related trip purposes receive priority, followed by work related and recreational and/or business related trip needs. A four member advisory committee to the County's Commission on Aging provides coordination of the special transportation services that are available within the city. The committee sets policy and oversees transportation services. The transportation is provided by paid and volunteer staff utilizing both publicly and privately-owned vehicles. The cost of the special transportation services is borne by state subsidy through the Wisconsin Department of Transportation's Section 85.21 (*Special Transportation for the Elderly and Disabled Transportation*) grant program, county funds (20 percent of the state grant), donations and fares collected from passengers.

### **Inter-County Bus Service (WETAP)**

In 2001, the Marinette/Oconto County Job Services Center in cooperation with Oconto County obtained a grant to initiate an inter-county transit system pilot program that will provide transportation service to lower-income workers between major employment centers in the two counties.

The funding for this program is provided by a combination of state Temporary Assistance for Needy Families (TANF) and federal DOT Job Access and Reverse Commute Program (JARC) funds. The purpose of the grant is to provide employment related group transportation assistance to people earning less than 200 percent of the Federal Poverty Level. However, non-eligible persons may ride if there is space available. Employment related purposes include education, work experience, private and public employment, program appointments and services, etc.

The grant funding will pay 80 percent of the net deficit of the cost of the service after fares are deducted. A local match of 20 percent of the total system costs is required. A Transportation Coordination Committee will be established to coordinate the program.

Initially, four routes (two servicing Oconto County) were to be established. One route would travel between the village of Suring, City of Gillett, and the City of Oconto Falls. The second will travel between the city of Oconto Falls and the city of Oconto looping up into Stiles Junction and the village of Lena, and going beyond into the cities of Peshtigo and Marinette, in Marinette County.

The WETAP program will provide startup and operational funding for three years, after which other sources of funding such as Section 18, will need to be obtained to provide continued service.

### **Intercity Bus**

In the past, nearly every small community in the state was connected by an intercity bus service which traditionally served the elderly, those who could not drive, students, and those individuals unable to afford alternative forms of transportation. Following World War II, intercity bus systems helped to fill a void for “affordable transportation” that was created by the decline of passenger rail service. Unfortunately, intercity bus service suffered the same fate as passenger rail; as intercity bus ridership decreased, the number of intercity bus routes operating within the state also declined drastically. Intercity bus routes tend to serve only the largest urban centers and those smaller urban areas that just happen to be adjacent to a route that connects two larger cities.

Greyhound Bus currently provides service twice daily through the eastern portion of Oconto County on USH 41, with both trips originating in the city of Green Bay.

Connections to Milwaukee, Chicago, and Madison can be made in the city of Green Bay, and trips to the western portion of the state, and Minneapolis, can be made either in Green Bay or Shawano.

### **Bicycle Transportation System**

At this time, there are no county or city facilities dedicated solely to the use of bicyclists. Bicycle travel is permitted on all highways and roads located within the city. There is a multi-purpose recreational trail that traverses east and west through the city. The trail enters from the south along the former rail bed and is well defined until it crosses Green Bay Avenue. From Green Bay Avenue the trail takes a somewhat circuitous route through the Chiquita property.

### **Rail**

There are currently no rail facilities currently operating within the City of Gillett. In 1978 the Chicago and Northwestern Railroad (C&NW) was granted right of abandonment of their Gillett to Scott Lake line which ran somewhat parallel and east of STH 32 through the city and town. Prior to abandonment, this segment extended north from the City of Gillett, 87.2 miles through Oconto, Forest, and Florence County to its intersection with a C&NW west to east mainline at Scott Lake. Shipments on the line which were generally destined to paper production industries located in the city of Green Bay and the Fox River Valley declined dramatically after 1973. The principal causes for the decline in activity was declines in the pulpwood market and production and the fact that shippers were shifting to trucks as a means of transporting their wood to the markets.

## **Air Service**

The inventory of air transportation systems and facilities includes both public airports that service the region and also the private or semi-public airport facilities that service private commercial and recreational interest.

At the regional level, the primary commercial-passenger and air freight service for residents of the City of Gillett is provided by Austin Straubel International Airport, located near the city of Green Bay. The facility is owned and operated by Brown County. Austin Straubel International Airport is a full service regional connector that in 1999 is providing direct service flights to four major cities, including Milwaukee, Wisconsin; Chicago, Illinois; Detroit, Michigan; and Minneapolis, Minnesota. Flights are provided on six airlines with approximately 32 arrivals and departures daily. An alternative choice for passenger service is Mitchell International Airport located in Milwaukee, which is able to provide a wider range of continental and international destinations, as well as services and fares unavailable at Austin Straubel International Airport.

In addition to the full service airport located at Green Bay, Oconto County owns and operates a facility on approximately 240 acres located in the town of Oconto, immediately to the southwest of the city of Oconto, adjacent to the east side of Airport Road. The Oconto Municipal Airport is classified as general utility airport facility and is capable of handling single and larger twin engine aircraft as well as smaller corporate jets. The area is also served by the Shawano Municipal Airport to the west. The airport is owned and operated jointly by Shawano County and the city of Shawano. Facilities at the Shawano Municipal Airport currently include a paved 3,900-foot primary runway and a 1,650-foot turf airstrip. The airport plans to add a crosswind runway that will be paved and approximately 2,500 feet in length.

There are also several privately owned airstrips located within Oconto County providing general small craft services and/or recreational flights to the public. These small, private airport facilities offer minimal services, and are generally utilized by recreational fliers.

Private airport facilities are required to obtain a certificate of approval or permit from the Wisconsin Department of Transportation's Bureau of Aeronautics. The permit is issued if the Department determines that the location of the proposed airport is compatible with existing and planned transportation facilities in the area. Generally, permits are granted provided that the proposed air-strip is located that approaching and departing aircraft clear all public roads, highways, railroads, waterways or other traverse ways by a height which complies with applicable federal standards. The permit is issued upon the applications review by WisDOT, the county and the town in which the facility is located and by the appropriate regional planning commission.

Private facilities are generally characterized by short (2,000 - 3,000 feet) turf covered runways which can accommodate small single engine and light twin engine aircraft. There are two privately owned facilities, available for public use near the City of Gillett. One is located near the village of Suring (Piso Airport) and the other near Lakewood (Lakewood Country Club Airport).

## **Trucking**

There are two commercial trucking terminals located within the city.

## **Streets and Highways**

There are several basic considerations useful in assessing the road system within a community. Those considerations include the functional classification of the existing road system, the annual average daily traffic on roads within the city, and an evaluation of the system's capability to handle present and projected future traffic volumes. In addition, vehicle crash data is useful in determining problem areas relative to road safety. This information can provide an indication of the road improvements that may be needed during the planning period.

### **Functional Class**

Roads, which are the principal component of the circulation system, may be divided into three categories: arterial, collector and local. The three categories of roads are determined by the function that the road serves in relation to traffic patterns, land use, land access needs and traffic volumes. The road system for the City of Gillett shown in Map 5.1 has been functionally classified based on criteria identified in Table 5.1.

#### **Arterial Roads**

The function of an arterial road is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely and efficiently. Arterial roads are further categorized into either "major" or "minor" arterial roads based on traffic volumes. There are two arterial roads located within the City of Gillett, STH 32 and STH 22. A portion of STH 22 runs concurrent with STH 32 from the east to the City of Gillett, where STH 32 then proceeds north and STH 22 proceeds south.

STH 32, also designated the "32nd Division Memorial Highway," commemorating the 32nd Division for obvious 'numerical' reasons, is the primary access route to the City of Gillett for northbound cottage dwellers and tourists traveling from Green Bay, the Fox River Valley, Milwaukee and the southeastern part of the state. The southern terminus of STH 32 is the Wisconsin/Illinois state line at Pleasant Prairie south of Kenosha. The northern terminus is the Michigan state line (concurrent with USH 45) at Land O'Lakes. From Illinois to Michigan the highway traverses approximately 325 miles through the state of Wisconsin through Milwaukee and Green Bay. From Michigan, STH 32 traverses south and eastward through Monico and Crandon. At Crandon, the highway traverses due east into Laona concurrent with USH 8. At Laona, the highway traverses southward through Wabeno, Carter, Townsend, Lakewood, and then through the Oconto County communities of Mountain, Suring and Gillett. From Oconto County, STH 32 continues southward, connecting with STH 29 at a point just west of the city of Green Bay.

STH 22 (which runs concurrent to STH 32) is a primary east-west connector for the city to Oconto Falls and Oconto. From Gillett, STH 22 provides a direct southern route to STH 29 at Shawano. The northern terminus of STH 22 is its intersection with USH 41 in the city of Oconto. The highway, from that point, travels west crossing USH 141, and then through the city of Oconto Falls, city of Gillett and from the city of Gillett to STH 29 at Shawano. From Shawano the highway travels in a southwesterly direction through Waupaca before terminating at USH 51 and STH 60 at Arlington, just north of Madison. STH 22 accounts for one mile of the city's 11.9 mile road system.

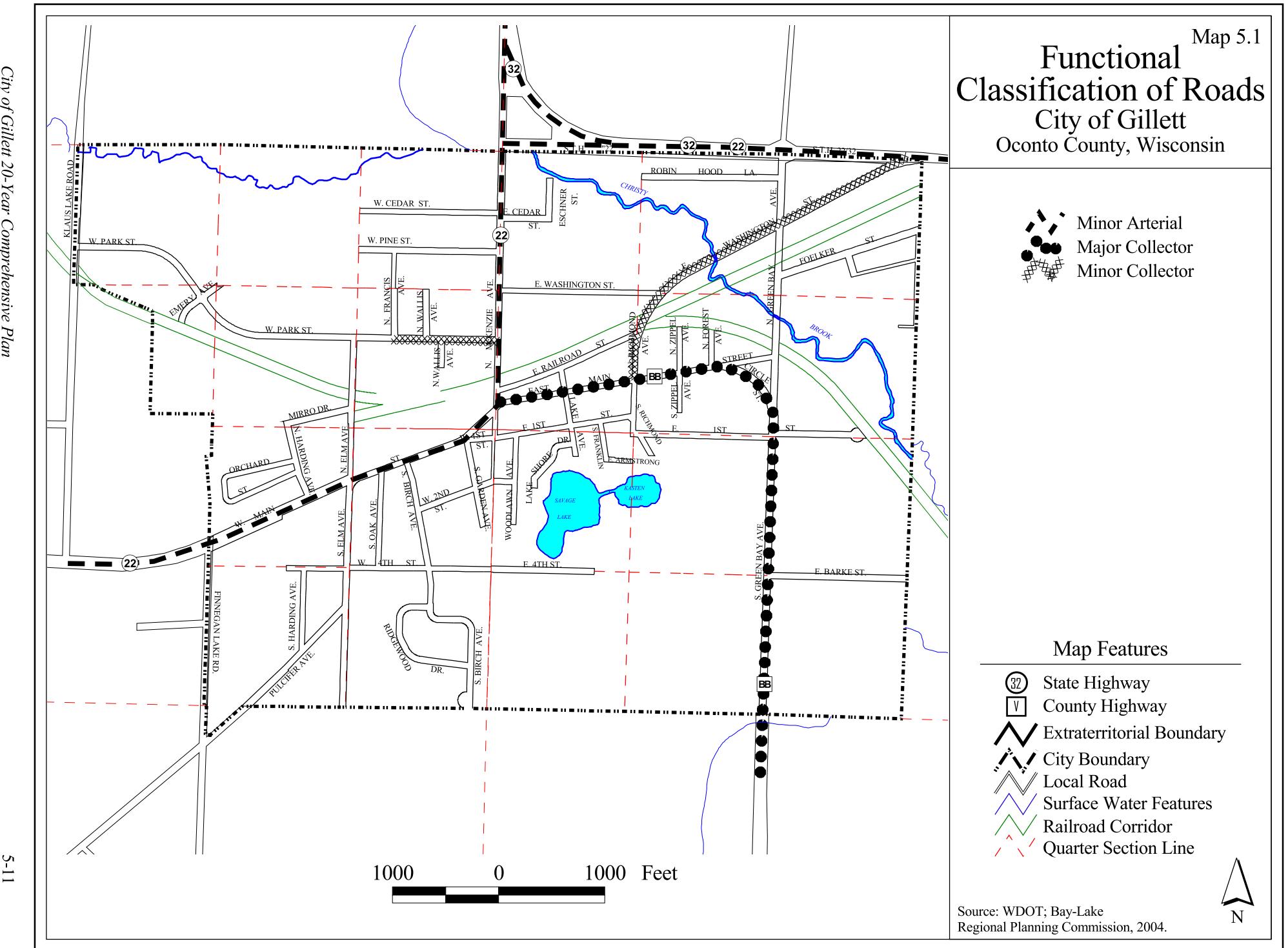


Table 5.1: Functional Classification Criteria for Rural Roads and Highways

Rural Principal Arterials								
County Population Density (Rural)	Basic Criteria				Supplemental Criteria <b>OR</b> must meet both of these plus 90% of Traffic Volume	Mileage Percent of System Range		
	Must meet any 2 of these							
	Population Service	Land Use Service	Spacing	Traffic Volume				
>43	Connect places 50,000 with other places of 50,000.	Provide access to major recreation areas of the state.	Maximum 30 miles	>6,000		2.0-4.0% statewide		
	Connect places 5,000 with places of 50,000.			>2,000				
Rural Minor Arterials								
>43	Connect places 5,000 with other places 5,000.	Serve all traffic generating activities with an annual visitation of 300,000 if not served by a principal arterial.	Maximum 30 miles	>2,000	1. Alternate population connection 2. Major river crossing/ restrictive topography	4.0-8.0% statewide		
	Connect places 1,150 with places 5,000 or with principal arterials			>1,000				

Table 5.1: Functional Classification Criteria for Rural Roads and Highways, Continued

Rural Major Collector								
County Population Density (Rural)	Basic Criteria				Supplemental Criteria <b>OR</b> Must meet 2 of these plus 90% of Traffic Volume	Mileage Percent of System Range		
	Must meet any 2 of these <b>OR</b> the Parenthetical Traffic Volume Alone							
	Population Service	Land Use Service	Spacing	Traffic Volume				
>43	Connect places 1,150 with other places 1,150.  Connect places 575 with places 1,150 or higher function route.	Land Use Service Index > or = 16.	Maximum 10 miles	>1,000 (>4,000)	1. Alternate population connection 2. Major river crossing 3. Restrictive topography 4. Interchanges with a freeway 5. Parallel to a principal arterial.	5.0-18.0% countywide		
<43	Connect places 575 with other places 1,150 Or higher function route.  Connect places 115 with places 575 or higher function route.	Land Use Service Index > or = 12.		>400 (>1600)		Most counties should be at 7.0 - 14.0%		

\* Note: Loop routes and stub ended routes less than 5 miles long and meeting the basic criteria for a major collector should be

Table 5.1: Functional Classification Criteria for Rural Roads and Highways, Continued

Rural Minor Collectors						
County Population Density (Rural)	Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
	Must meet any <b>2</b> of these <b>OR</b> the Parenthetical Traffic Volume Alone				<b>OR</b> Must meet <b>2</b> of these plus 90% of Traffic Volume	
	Population Service	Land Use Service	Spacing	Traffic Volume		
>43	Connect places 115 with other places 115.	Land Use Service Index > or = 8.	Maximum 10 miles	>400 (>1,600)	1. Alternate population connection 2. Major river crossing 3. Restrictive topography 4. Interchanges with a freeway 5. Parallel to a principal arterial.	5.0-10.0% countywide
<43	Connect places 60 with places 115 or with higher function route.	Land Use Service Index > or = 5.		>200 (>800)		
Locals						
All public roads not classified as arterials or collectors						65.0-75.0% countywide Most counties should be at 68.0 - 72.0%

Table 5.1: Functional Classification Criteria for Rural Roads and Highways, Continued

<b>Minor Collectors in Communities under 5,000 (Chart C's)</b>		
Must meet <b>ONE</b> of these plus Traffic Volume <b>OR</b> the Parenthetical Traffic Volume Alone		
Land Use Service  The following land uses should be within 1/8 mile:  a. Type 1,2,3,4 & 5 airport. b. Regional, community or neighborhood shopping center c. College, high school, middle school, or elementary school d. Community/regional, sub-community, or neighborhood park e. Industrial plant f. Office buildings g. Hospital or clinic h. Golf course i. Warehouse j. Marina k. Arena or stadium	System Continuity  May include the logical street system for circulation in the CBD	Traffic Volume  >450 (>1,750)

## **Collector Roads**

The primary function of roads classified as "collectors" is to provide general "area to area" routes for local traffic. Collector roads take traffic from the local roads (and the land based activities supported by the local roads) and provide relatively fast and efficient routes to farm markets, agricultural service centers and larger urban areas. With an overall socioeconomic trend that is characterized by the decline of small and medium agricultural concerns, and a significant increase in the number of rural single-family residential properties, collector roads generally serve the same function but with different trip purposes. Collector roads typically serve low to moderate vehicle volumes and medium trip lengths between commercial centers at moderate speeds. Collector roads serve to distribute traffic between local and arterial roads, between home and the work place, home and the place of worship, home and school and between the home and those places where business and commerce are conducted.

In the city of Gillett, CTH BB is classified as a major collector and North Richmond/Washington Street is classified as a minor collector from East Main Street to STH 32/22.

## **Local Roads**

The primary and most important function of local roads is to provide direct access to land adjacent to the road. Local roads are constructed to serve individual parcels of land and properties. They also tend to serve the ends of most trips within the rural area. All roads that are not classified as arterial or collector facilities within the town are classified as local roads

Local roads should be designed to move traffic from an individual lot (more often than not, a person's home, cottage or farm) to collector roads that in turn serve areas of business, commerce and employment. Local roads should not be designed or located in such a manner that they would or might be utilized by through traffic. In total, there are more than 9.2 miles of local roads under the jurisdiction of the city, comprising approximately 77 percent of the total road mileage located within the city.

## **Local Mileage Certification**

Each local government that increased or decreased the mileage of its roads and streets is required to file a certified plat with WisDOT by December 15 of each year. Local governments that have no changes in total local road miles are required to file a certified plat or a certified statement that no mileage statements have occurred. In addition, beginning in 2001, the town is required to provide WisDOT with a numeric based evaluation of the pavement condition of each segment of city street within their jurisdiction.

## **Traffic Counts**

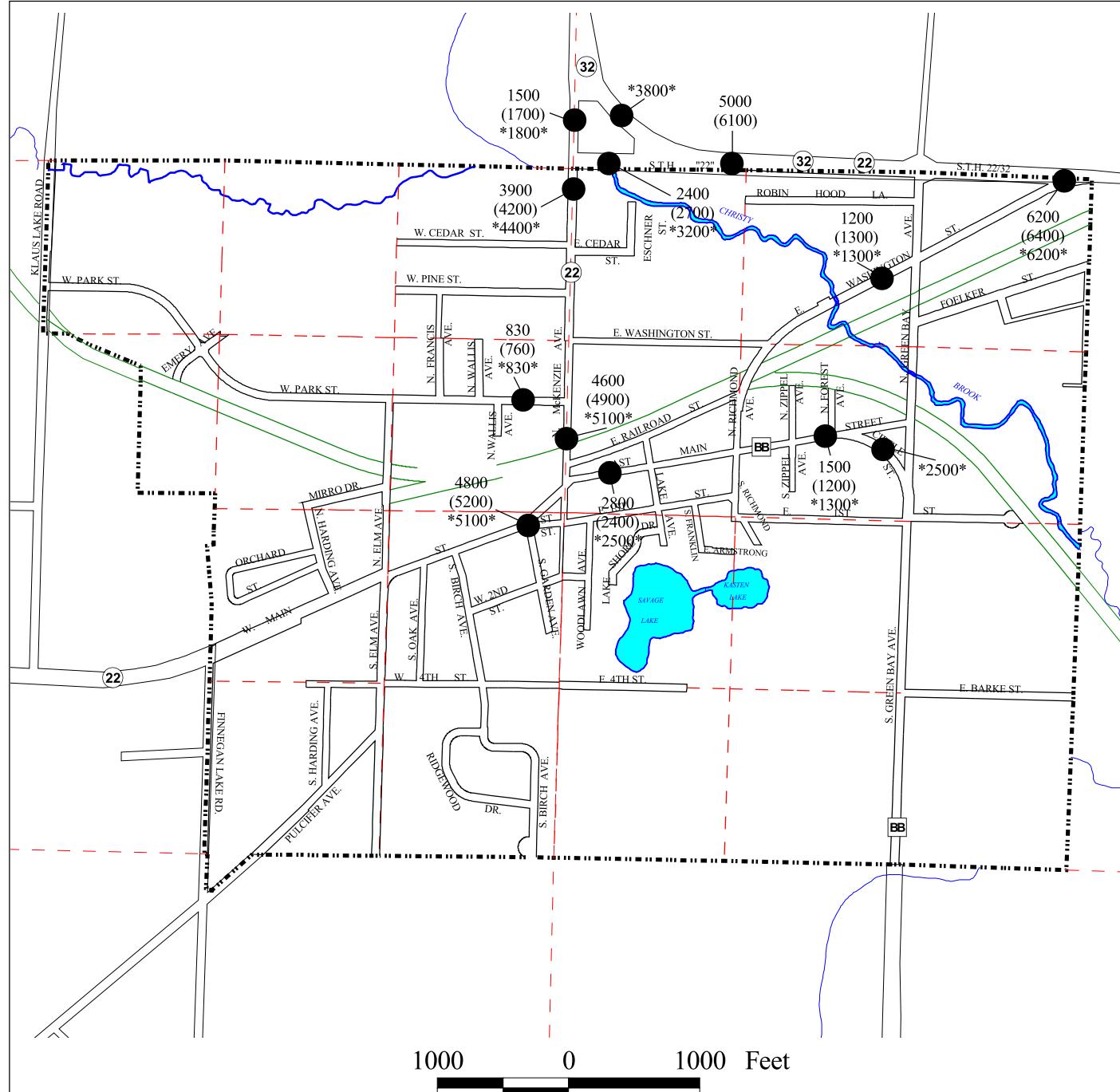
An analysis of past and present traffic volumes is beneficial in determining the traffic conditions in a community. Traffic volumes are usually presented as an Annual Average Daily Traffic (AADT) figure, and are calculated for a particular intersection or stretch of roadway. The Wisconsin Department of Transportation, as part of its traffic count program, provides highway traffic volumes from selected roads for all state communities on a rotating basis, providing those counts for a community once every three years. For the City of Gillett, traffic volumes were last counted in 2001. Counts were also taken in 1998 and 1995. The average daily traffic volumes on

principal and minor arterial roadways within the city for those years are listed in Table 5.2, and are shown on Map 5.2. The daily traffic counts are taken for 48 hours, and are reported as a 24-hour average weekday count for a specific data collection period.

Table 5.2: Average Annual Daily Traffic 1995, 1998, and 2001; Number Change 1995-1998 and 1998- 2001; Percent Change 1995-1998 and 1998-2001, City of Gillett

Street Counter Location	1995 Average Daily Traffic	1998 Average Daily Traffic	Number Change 1995 to 1998	Percent Change 1995 to 1998	2001 Average Daily Traffic	Number Change 1999 to 2001	Percent Change 1998 to 2001
<b>State Highway 22/32</b>							
at east city limits	6200	6400	200	3.23	6200	-200	-3.13
east of STH 22	5000	6100	1100	22.00	n/a		
STH 32 on curve						3800	
STH 22 east of MacKenzie St.	2400	2700	300	12.50	3200	500	18.52
Washington Street southwest of N. Green Bay Ave.	1200	1300	100	8.33	1300	0	0.00
Circle Street between Green Bay Ave and E. Main St.		-				2500	
<b>East Main Street (CTH BB)</b>							
west of Circle Street	1500	1200	-300	-20.00	1300	100	8.33
east of MacKenzie	2800	2400	-400	-14.29	2500	100	4.17
<b>West Main Street (STH 22)</b>							
west of MacKenzie	4800	5200	400	8.33	5100	-100	-1.92
<b>MacKenzie</b>							
north of West Main Street	4600	4900	300	6.52	5100	200	4.08
south of STH 22	3900	4200	300	7.69	4400	200	4.76
north of STH 22	1500	1700	200	13.33	1800	100	5.88
East Park Street west of MacKenzie	830	760	-70	-8.43	830	70	9.21

Source: Wisconsin Department of Transportation Wisconsin Highway traffic Volume Data for 1995, 1998, and 2001; and, Bay-Lake Regional Planning Commission, 2002.



## **Traffic Flow Capacity**

The roads that serve the state, the region and the local community are designed and engineered to accommodate a maximum level of traffic (Table 5.3). The maximum total capacity of a two-lane, two-way highway (such as STH 32 and STH 22) under ideal conditions is 2,000 vehicles per hour in both lanes, as determined by the Peak Hourly Traffic (PHT), regardless of traffic distribution by direction. The maximum capacity values given in Table 5.3 should be considered as the average maximum volume on various types of roads under ideal conditions.

Table 5.3: Uninterrupted Traffic Flow Capacities Under Ideal Conditions

Highway Type	Capacity Peak Hourly Traffic
Multi-Lane and Divided Highways	2,000 vehicles per lane
Two-Lane, Two-Way Highways	2,000 vehicles both lanes
Three-Lane, Two-Way Highways	4,000 vehicles both lanes

Source: Highway Capacity Manual, Highway Research Board of the Division of Engineering and Industrial Research, 1985; Bay-Lake Regional Planning Commission, 2001.

As the comparison of the recorded average annual daily traffic, peak hourly traffic and the traffic flow capacities indicate, at present, there are no roads or road segments located within the city that have approached or appear to be approaching the roads design capacity.

## **Traffic Crashes**

Vehicle crash reports, filed with the Oconto County Sheriff's Department and also with the Wisconsin Department of Transportation, provide the detail of the time, location, type and severity of the accident that has occurred. These reports are often excellent indicators of problems with road alignments, roadway construction, and geometric design of the road. The number, location and severity of accidents can often indicate problem areas (in terms of traffic safety) which may be alleviated through a variety of measures. Alterations in the road geometry, enlargement of the intersection turning radii, and placement of more prominent signs, relocation of access drives and speed changes are just a few of the physical alterations and adjustments that can be made to make a specific intersection or area safer.

## **Access Controls**

Access management is a means to maintain the safe and efficient movement of traffic along arterial highways by controlling the number and location of intersecting roads and driveways. State statutes allow counties, cities and villages (through an adopted ordinance) to control access on county highways that have traffic counts in excess of 1,000 vehicles daily.

## **Driveway Permits**

Driveways to local city streets may also impair vehicle safety, if improperly sited and/or designed.

Wisconsin State Statutes allow city's to issue permits for all new driveways which can allow the city to prohibit driveways which due to location (at the base or top of hills, within a specified distance from an intersection, etc,) are unsafe. The permit process can also regulate the size and design of driveway.

## **Speed Limit Controls**

Local units of government can change speed limits for their roads under authority and guidelines in the Wisconsin Statutes. Local officials play a key role in setting speed limits. They must balance the competing concerns and the opinions of a diverse range of interest including drivers (who tend to choose speeds that seem reasonable for conditions) and land owners or residents (who frequently prefer and request lower speed limits than those posted), law enforcement agencies with statutory requirements, and engineering study recommendations.

The prevailing speed, the one which most drivers choose - is a major consideration in setting appropriate speed limits. Engineers recommend setting limits at the 85th percentile speed, where 85 percent of the freely flowing traffic travels at or below that speed. An engineering study measuring average speeds is required to determine the 85th percentile speed limit. Other considerations include the roads design limit. This is the highest and safest speed for which the road was designed, and takes into account the road type, geometry, and adjoining land use.

Speeds should be consistent, safe, and reasonable; and enforceable. When 85 percent of the drivers voluntarily comply with posted speed limits, it is possible and reasonable to enforce the limits with the 15 percent who drive too fast. Unreasonably low speed limits tend to promote disregard for the posted limits and make enforcement much more difficult. They may also promote a false sense of security among residents and pedestrians who may expect that posting lower limits will change driver's speed behavior.

## **EVALUATION OF CURRENT INTERNAL TRAFFIC CIRCULATION SYSTEM**

The city's internal traffic circulation system consists of a north/south and east/west grid road pattern serving commercial and residential properties along two major corridors. The general movement of traffic is northeast to southwest following STH 22.

The town is also served by CTH BB, a major collector that connects to CTH E to the south.

In order to improve traffic safety and to maintain the efficiency of STH 22 the city should continue to direct and promote development that minimizes, as much as is possible, direct access to the state highways. This can be achieved by requiring adequately spaced driveways, by requiring frontage roads that access numerous properties or driveway accesses that can serve more than one property.

## **INVENTORY AND ANALYSIS OF APPLICABLE TRANSPORTATION PLANS AND PROGRAMS**

The following section of this chapter presents information on existing state, regional, county, and local transportation related plans that apply within the town.

### **Six-Year Highway Improvement Plan**

The Wisconsin Department of Transportation develops a *Six-Year Highway Improvement Plan* which addresses the *rehabilitation* of Wisconsin's state highways. Rehabilitation falls into three major categories (*resurfacing, reconditioning and reconstruction*) giving it the often used abbreviation 3-R Program.

*Resurfacing* entails provision of a new surface for a better ride and extended pavement life.

*Reconditioning* entails addition of safety features such as wider lanes, or softening of curves and steep grades.

*Reconstruction* entails complete replacement of worn roads including the road base and rebuilding roads to modern standards.

The State's six-year plan indicates that STH 22 will be reconstructed in 2002; and STH 32 from the City of Gillett north to the village of Suring will be reconstructed between 2005 and 2007.

### **State Airport Plans**

The Wisconsin State Airport System Plan 2020 (SASP 2020) provides a framework for the preservation and enhancement of the system of public-use airports adequate to meet current and future aviation needs of Wisconsin. The plan determines the number, location and type of aviation facilities required to adequately serve the state's aviation needs over a 21-year planning period, 2000 through 2020. The plan defines the State Airport System and establishes the current and future role of each airport in the system.

### **State Railroad Plans**

An update of the State Rail Plan is in progress. Although there are no rail lines currently operating within the city, the former C&NW rail line does traverse north to south through the entire city. The state has and will continue to recommend that public ownership of the former right-of-way be maintained.

### **State, Regional and Local Bicycle Plans**

The *Wisconsin Bicycle Transportation Plan 2020* has as its two primary goals:

- ◆ Increase levels of bicycling throughout Wisconsin, doubling the number of trips made by bicycles by the year 2010 (with additional increases achieved by 2020).
- ◆ Reduce crashes involving bicyclists and motor vehicles by at least 10 percent by the year 2010 (with additional increases achieved by 2020)

Recommended actions include: 1) developing local bicycle transportation plans; 2) providing suitable space for bicyclists when designing roadway projects; 3) following accepted bikeway guidance and standards; and 4) routinely considering bicyclists when developing roadway projects.

A *Bicycle Transportation Facilities Plan for the Bay-Lake Region* was adopted by the Commission in 2002. The plan provides an inventory of the existing bicycle facility plans and existing bicycle facilities for the entire Bay-Lake Region (including Oconto County and the City of Gillett) and, more importantly, includes recommended bicycle transportation facility improvements needed to accommodate the safe and efficient operation of bicycles on the existing road and highway system. The Plan recommends construction of wide-paved shoulders to the rural sections of STH 22, STH 32 and CTH BB. The Plan did not make recommendations for urban streets, including those located within the City of Gillett.

There are currently no county or local bicycle plans currently addressing bicycling or bicycle facilities.

## **Funding the City Street System**

The cost of constructing, maintaining and operating roads under local jurisdiction (city streets) is defrayed through the provision of General Transportation Aids (authorized in Section 86.30 of the Wisconsin Statutes). General Transportation Aids are distributed to all Wisconsin cities through a highway aids formula administered by the Wisconsin Department of Transportation. Under the formula, local aid is distributed either as a share of eligible highway-related expenditures incurred by the city or on a per-mile basis, whichever is higher.

Eligible expenditures generally include all road construction and maintenance within the right-of-way, as well as a percentage of eligible law enforcement, street lighting maintenance and construction, and storm sewer construction.

The 2002 flat rate has been set at \$1,755 per mile. Transportation Aids for cities, as well as all other local units of government and counties, are derived primarily from motor fuel taxes and vehicle registration fees

## **TRANSPORTATION RECOMMENDATIONS**

### **Initiate a Pavement Management Program**

Streets are rehabilitated, repaired and maintained with funds provided by the State's Local Roads Program (LRP). This program provides each local unit of government in the state with financial support derived from state taxes on gasoline and other transportation/vehicle related surcharges for local street maintenance and repair.

It is recommended that a "pavement management" program be developed and utilized by the city. The program provides a detailed inventory and description of all streets within the city, provides a detailed surface condition survey of those streets, defines the goals and objectives of the city with respect to its street maintenance and repair, and establishes a long-term maintenance schedule which would prioritize the street maintenance and repair needs.

A pavement management program is simply a Capital Improvement Program geared specifically to the city's streets. The pavement management program provides the city with a detailed, defensible document, which will assist elected and appointed officials in making informed decisions regarding street maintenance and repair.

### **Employ Adequate Design Standards**

New highways and streets, in the optimum setting, should be designed for their projected and desired use. Design standards should be applied to all new construction and, where possible, existing roads which are to undergo major repair and reconstruction shall undergo this work according to the standards set forth in this plan.

In examining the design of city streets, the "street-scape" of these facilities should also be considered. The "street-scape" includes the area adjacent to the street and within the established right-of-way or the ditch that serves as a vegetative buffer between the street and the adjacent lots, a location for traffic signs and for utility lines.

The reconstruction of STH 22 in 2002 and STH 32 in 2005 would be an opportune time to assess intersections with the state highways and incorporate improvements into the reconstruction of the state highway if needed.

## **Apply Traffic Considerations**

Traffic considerations which the city should take into account when planning for future development may include the following:

1. Adequate vehicular and pedestrian access should be provided to all parcels of land.
2. Local street systems should be designed to minimize through traffic movement.
3. The street pattern should minimize excessive travel.
4. A simple and comprehensible system of street names and house numbering should be provided.
5. Traffic generators located within new subdivisions (such as schools, churches and parks) should be considered in the local circulation pattern.
6. The planning and construction of local residential streets should clearly indicate their function.
7. The local streets should be designed for a relatively uniform and low volume of traffic.
8. Local streets should be designed to discourage excessive speeds.
9. Minimize intersections.
10. Devote a minimal but adequate amount of space to street uses.
11. Streets are a function of land use, and therefore should not unduly hinder the development of land.
12. Pedestrian and bicycle paths should be separated from vehicle paths where possible.

## **Assess Special Transportation Needs**

Transportation services for elderly and disabled persons are provided by the county and by private nonprofit and for profit carriers. The city should play as active a role as possible in the support, development and maintenance of special transportation services for the elderly and disabled population of the city.

## **Chapter 6 - UTILITIES AND COMMUNITY FACILITIES**

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### **INTRODUCTION**

As part of the comprehensive planning program, the City of Gillett's utilities and community facilities were inventoried and evaluated as to their present condition and adequacy to meet the city's present and future needs. Data and information were obtained through discussions with city and county officials and their employees.

To maintain a quality level of public services, the city must upgrade and expand its existing facilities as its population increases. The recommendations contained in this section are based on general long-range planning considerations and should not be substituted for detailed architectural or engineering studies required before expending substantial community resources and undertaking specific public works projects.

### **UTILITY AND COMMUNITY FACILITY STRATEGY**

#### **Goal: Community Facilities**

To provide quality community services to all the residents of the City of Gillett and to provide for orderly development of the city through the planned development of public and community facilities.

#### ***Objective:***

1. To maintain and upgrade desired levels of municipal facilities and services to keep up with the existing population and anticipated growth.

#### ***Policies:***

1. Improve the conditions and maintenance of the roads in the City of Gillett.
2. To continue to provide effective and efficient fire and emergency medical services.
3. Ensure adequate law enforcement services within the city.
4. To continue to provide adequate solid waste disposal services.
5. Maintain the sanitary sewage system to protect the groundwater
6. To provide and require the fair and equitable distribution of benefits and costs for the extension of public facilities.

#### ***Programs:***

1. Continue to work with Oconto County, the town of Gillett and adjacent communities to provide the best level of police, fire and rescue services.

#### **Goal: Parks and Recreational Lands**

Ensure residents have safe recreational sites within the city that provides a number of activities.

***Objectives:***

1. Maintain existing recreational areas and plan for additional recreation within the city.

***Policies:***

1. The city should work with other municipalities to consider the development of future recreational lands within and around the City of Gillett.
2. The city needs to discuss future trailway development with residents as well as affected property owners.
3. Utilize natural features for enhancing recreational opportunities within the city.
4. Future recreational areas should be interconnected with a trail system.
5. Consider access for the disabled, elderly and very young when planning, designing, and constructing all new recreation projects, including parking, trails, etc.

***Programs:***

1. Establish a sub-committee to work with the county and adjacent municipalities in identifying future recreational areas.
2. Continue to cooperate with the town of Gillett, Oconto County and surrounding communities to develop additional recreational sites in the city.
3. Work with state agencies to ensure the segment of recreational trails that exist within the city remain in good condition.
4. Explore all available resources to further enhance the quality of the city's recreational systems.
5. Recognize the potential of public and private donations for funding park system improvements.

**BOARDS AND COMMITTEES**

The City of Gillett is divided into three wards, represented by two alderpersons in each ward who with the Mayor form the City Council.

The city has an established City Planning Committee to adopt, review, amend, and implement the comprehensive plan for the city. The City Council should refer all matters related to the comprehensive plan to the Planning Committee for their review, analysis, comment and input prior to making a decision. After a Planning Committee recommendation, the City Council will base its decisions in light of the information contained within the comprehensive plan to ensure consistency and compliance.

In addition to the City Council and Planning Committee, the city has the following committees to assist in the future planning and implementation of city goals: Board of Public Works, Finance and Personnel Committee, Health, Protection and License Committee, Parks and Cemetery Committee, Utility Committee, Occupational Safety and Health Committee.

## **PUBLIC FACILITIES**

### **Electric Service**

#### **Wisconsin Electric Power Company (WEPCO)**



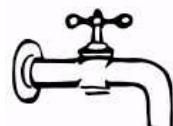
The city's electrical service is provided by WEPCO. There is one substation that serves the area and is located in the City of Gillett on North Richmond Ave., one block north of CTH BB. The White Clay bulk substation is the source that transmits electricity to the Gillett substation. Approximately 1,000 customers are served by the substation including the residents of the City of Gillett. The voltage capacity of the substation is 12.47/7.2 KV (phase to ground). Future improvement plans include adding a second 34.5-12.47 KV transformer at the Gillett substation.

### **Natural Gas**

Wisconsin Gas provides natural gas service for the City of Gillett. The gate station is located near the intersection of E. Foelker Street and Newton Avenue in the City of Gillett. Approximately 625 customers in the area receive natural gas services. The peak pressure of the system is 100,000 cubic feet/hr. Other than some minor improvements in the next five years, there are no long-term improvement plans for the natural gas service at this time.

### **Public Water System**

The City of Gillett provides water service to the entire community. At the present time, there are 114 fire hydrants and two pumping stations. The city has three water wells, a 300,000 gallon water tower and two water reservoirs which gives the city a total of 475,000 gallons of water to use at any given time. The current system distributes water throughout the city by a series of water lines ranging in size. A 2004 analysis of the water system indicated that the city would need to add capacity in the future to continue to provide fire protection and process water for industry. The study recommended that the city build a new well within the next few years.



### **Sanitary Sewer Service**

A majority of the City of Gillett is served by the city's sewer system. Most of the city's sanitary sewer system is gravity flow with six lift stations; other portions of the community are on a conventional sewer system. The city has an anaerobic treatment system with the effluent from the system discharged into the Oconto River. The current system consists of a variety of mains with different sizes. The existing system is considered adequate; however, the city will continue to make improvements to infrastructure and the wastewater treatment facility.

### **Storm Sewer System**

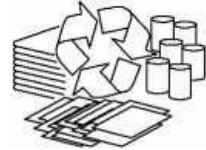
A majority of the city's storm sewer system consists of curbed streets, sewer drainage and a variety of mains ranging from 8 inches to 48 inches. Areas within the city that have drainage problems are found where no storm sewer has been installed and open ditches drain the area. Improvement plans for the storm sewer system include installing storm drainage and curb and gutter within the entire industrial park area of the city.

## **Sidewalks**

Sidewalks exist throughout much of the city linking many of the commercial areas and community services with residential neighborhoods.

## **Solid Waste and Recycling Facilities**

Refuse is picked up once a week by the City. The City of Gillett utilizes a sticker system for refuse pickup. Any bag put out for pickup must be a translucent bag and must have a refuse sticker on it. The city has ordinances regulating storage of garbage and refuse.



Recycling is mandatory in the City of Gillett. The city offers two options for residents to choose from. First, recyclable items may be picked up curbside. In order to participate in this option, residents must purchase special recycling bins at the Gillett City Hall. Residents are required to use these bins to participate. Recyclables are picked up every other Tuesday in the early morning hours. The second option is the recycling center located on West Park Street. Items taken to the recycling center must be sorted; however, the special bins are not required. The center is open to both City and Town of Gillett residents on Wednesdays from 1:00 P.M. to 5:00 P.M. and Saturdays from 8:00 A.M. to 1:00 P.M.

## **Telecommunications Facilities**

The City of Gillett has telephone service provided by Century Telephone and Cellcom Communications, located in the city of Gillett. Special lines are also provided for internet access in the community. Currently, the city has one telecommunication tower. It is believed that the services are adequate and can provide for growth that may occur in the future. Some future improvement plans include installing voice mail, upgrading and improving all plant facilities in the area (2 to 5 year plans), plus other upgrades and additions to the Gillett host switch. Cable television is accessible to the city by various satellite dish providers.

## **COMMUNITY FACILITIES**

### **City Hall**

The Gillett City Hall is located at 150 N. McKenzie Avenue in Gillett. City Hall houses the Police Department along with the City Clerk/Treasurer offices and Public Works Supervisor's office.

### **Road and Other Maintenance**

The everyday maintenance of roads and other facilities within the city are performed by the city of Gillett. Residents of the city have indicated that the road conditions and road maintenance in the city are good.

## **Postal Services**



Postal services in the City of Gillett are provided by the post office located at 205 East Main Street. Built in 1958, the 1,450 square foot structure currently houses 580 lock boxes and is handicapped accessible. Parking at the facility is thought to be inadequate since the lot can only accommodate three cars. The size of the building is also inadequate due to the amount of business that it receives. Future postal service improvement plans include building a new facility within the next ten years.

## **Cemeteries**

Currently there are four cemeteries that serve the City and town of Gillett. Two of the four cemeteries recently have been expanded to allow for future use by the city and surrounding communities. It is believed that the cemetery facilities in the city are adequate and no major improvements are planned for the next 10 to 20 years.

## **Police Station**

Police protection for the City of Gillett is provided by the City of Gillett Police Department supported by the Oconto County Sheriff's Department as needed. The Sheriff's Department is located in the city of Oconto.

## **Fire Station**

Fire protection for the City of Gillett is provided by the city of Gillett Fire Department. The Fire Department is currently housed at the new fire station located in the industrial park. The department currently operates with a 1982 Ford 8000 series diesel 1250 gpm pumper, a 1966 H-R72 Howe International, 750 gpm waterous pumper, both fully equipped, and a refurbished 1955 incident command/ equipment van. The department still maintains the 1925 fire truck and original hose cart which is used during the Fourth of July parade. The department recently purchased a 1982 Pierce 65 foot Snorkel that was completely refurbished and UL tested in 1996. Presently, the City of Gillett Fire Department facilities are seen as being adequate for the community. The current roster for the department is comprised of 25 volunteer members. The fire department has four organized companies: Hose, Hook & Ladder, S.C.B.A. and Snorkel. Training includes mandatory State of Wisconsin firefighter classes along with monthly drills. Fire services are accessed by calling the 911 system, which in turn pages the volunteers.



## **Insurance Service Office (ISO) Grading**

The adequacy of fire protection within the city is evaluated by the Insurance Service Office (ISO) through the use of the *Grading Schedule for Municipal Fire Protection*. The schedule provides criteria to be used by insurance grading engineers in classifying the fire defenses and physical conditions of municipalities. Gradings obtained under the schedule are used throughout the United States in establishing base rates for fire insurance. While ISO does not presume to dictate the level of fire protection services that should be provided, it generally contains serious deficiencies found, and over the years has been accepted as a guide by many municipal officials in planning improvements to their fire fighting services.

The grading is obtained by ISO by its Municipal Survey Office based upon their analysis of several components of fire protection including:

- Fire department equipment
- Alarm systems
- Water supply system
- Fire prevention programs
- Building construction
- Distance of potential hazard areas from a fire station

In rating a community, total deficiency points in the areas of evaluation are used to assign a numerical rating of one to ten, with one (1) representing the best protection and ten (10) representing an unprotected community. In 2000, the City of Gillett was rated a 4 while the Town of Gillett was rated eight by the ISO. By comparison, the Towns of Maple Valley, Underhill, and Oconto Falls, all received a rating of a nine. Table 6.1 illustrates these ratings.

Table 6.1: ISO Fire Protection Ratings, 2000

Municipality	Fire Protection Rating
City of Gillett	3
Town of Gillett	8
Town of Maple Valley	9
Town of Underhill	9
Town of Oconto Falls	9

Source: ISO Commercial Risk Service Inc. 2001; and Bay-Lake Regional Planning Commission, 2001.

## Future Growth Considerations

As a community grows, the need for adequate fire protection increases. Normally, newly developing residential and commercial areas are located further from the existing fire protection facilities, thereby increasing response times. A plan for the installation of new facilities should be determined prior to this growth. Property location/acquisition and water system improvements can be determined utilizing the Official Mapping and Capital Improvement Program procedures.

The location of a new fire protection facility can be based on several aspects. The rule utilized by the National Board of Underwriters recommends a maximum four-mile radius for service to a fire district, but different standards exist. The fire protection facility needs in the City of Gillett can be evaluated with the standards given in Table 6.2. The current location of the city's fire department is a reasonable site.

Table 6.2: Recommended Distribution Standards for Fire Protection

Type of Land Use	Suggested Service Radius	
	Engine or Pumper Company	Ladder Company
Commercial/Industrial	.75-1.0 miles	1.0 miles
Medium/High Density Residential (<100 ft between structures)	2.0 miles	3.0 miles
Scattered Residential (>100 ft between structures)	4.0 miles	4.0 miles

Source: *Small City Planning Handbook*, American Planning Assoc., 1988; and Bay-Lake Regional Planning Commission, 1999.

## Emergency Services



Ambulance services for the City of Gillett are provided by the Gillett Area Ambulance. The ambulance service is housed in two locations. One vehicle is located in the City of Gillett and the other can be found in the village of Suring. This volunteer organization, consisting of 20 EMTs, 4 First Responders and 5 drivers, serves the towns of Gillett, Maple Valley, Breed, How, Underhill, and Green Valley, the City of Gillett, and the village of Suring. The emergency calls are handled through Oconto County's 911 system. The ambulance service also provides backup to fire calls and non-emergency patient transports from nursing homes to clinics and hospitals. Currently, the types of equipment the Gillett Area Ambulance Service possesses includes two Type 3 ambulances, Jaws of Life equipment, two defibrillators, and other usual rescue equipment and supplies. At this time, the level of emergency medical service and equipment are felt to be adequate for the community. No major improvements are planned for the emergency services within the next 10 to 20 years.

## Library

The Gillett Public Library is located on Main Street in the City of Gillett. The structure is owned and maintained by the city and is open year round, 39 hours per week as follows:

Tues., Thurs.:	10AM-8PM
Wednesday and Friday:	10AM-5PM
Saturday:	9AM-2PM



There are two librarians with one support staff and a governing board working at the library. Built in 1996, the structure is handicapped accessible and contains a meeting room that seats up to 90 people. The meeting room is used by several organizations. The library also sponsors an annual summer reading program. The facility's average monthly circulation is approximately 2000 volumes per month. There are no future improvement plans for the facility in the near future.

## Schools



The City of Gillett is located within the Gillett school district. The Gillett Schools, located within the City of Gillett, educate grades PreK-12 and has a current student enrollment of 844. The school facilities are thought to be adequate for the community at this time. No major improvements are planned for the school facilities within the next 10 to 20 years.

## Child Care Facilities

Public child care facilities are provided by the Sunshine Child Center Inc. located on First Street in the City of Gillett. This private facility currently has 45 children enrolled and the facility is only licensed for 35. There is also a waiting list for more children to be enrolled at the facility. For this reason the facility is not adequate enough to serve the community. Future improvement plans are underway for a new facility which will be licensed for 50 children with room for expansion. This new facility will be located in the industrial park in the City of Gillett.

## Health Care Facilities

There are no existing hospital facilities in the city of Gillett. City residents have access to hospital facilities located in the surrounding communities of Oconto Falls, Oconto, Green Bay, Shawano and Marinette. For additional medical assistance the city residents can utilize the Primary Care Clinic. A long-term care and elder care facility is located on Robin Hood Lane in the city. Gillett Dental Care, an optometrist and chiropractor are located on Main Street. Currently, the city does not have any future improvement plans for health care facilities.



## OUTDOOR RECREATION INVENTORY

### City Owned Sites

#### **Zippel Park**

Zippel Park was donated by the Zippel Family to the City of Gillett. The park includes approximately 17 acres of property in the center of the City. The park is used not only for the Oconto County Fair but also for the local 4th of July celebration, an annual corn roast, Cancer Society functions, and many family reunions and other group functions. The park boasts a nice playground area with new equipment, volleyball courts, horseshoe pits, band shell, one large picnic shelter and three smaller shelters with tables and grills. There is a recreational diamond in the park. Zippel Park is open to the public.

#### **Honey Park**

Honey Park is named for the late Honey Ansorge, wife of Emery Ansorge. A new shelter and new buildings for the Oconto County Fair have been erected. Playground equipment has been placed near the shelter for enjoyment of the children. The park is used in conjunction with Zippel Park as the Oconto County Fairgrounds. The Northern Gardeners Club planted the burm surrounding the Honey Park sign and turned it into a beautiful flower and shrub garden. The spring color is fantastic.

## **Jones Family Complex**

Mr. Orby Jones sold a 15 acre parcel of land to the City of Gillett to be used to develop a complex that would house several facilities, including baseball diamond, softball/little league diamonds, volleyball courts, tennis courts, basketball courts, horseshoe pits, and playground area. The baseball diamond is used by the Gillett Tiger Varsity Baseball team and by the Gillett Babe Ruth team. The smaller diamonds are used by the Gillett Varsity and JV Softball teams, Gillett Little League teams and Gillett Girls Babe Ruth team. A basketball court and a volleyball court are available for use at the complex. The newly constructed pavilion/picnic area was completed by Orby Jones and his assistants.

## **Memorial Park**

Veterans Memorial Park is owned by the City of Gillett and is maintained by the Krause-Simpson Post 300 of the American Legion of Gillett. Annually on Memorial Day the Local VFW Post sponsors a march to the Memorial Park where services are held honoring the local war dead.

## **National, State and County Facilities**

### **Oconto County Recreation Trail**

The Oconto County Recreation Trail is an abandoned railroad right-of-way that extends from Gillett north to Townsend. Through the city, the trail runs southeast to northwest and provides views of farmland, wetlands, and forested areas. The trail can be used for hiking, biking, horseback riding and ATV's. However, only hiking, biking, and horseback riding are recommended on the trail north of Gillett in the non-winter months and snowmobiling during the winter.

### **Oconto Riverside Park**

The Oconto Riverside Park is owned by Oconto County and is located approximately one mile south of the City of Gillett on County Highway BB. The park has access to the Oconto River and is a favorite spot for the local youth to gather.

### **Finnigan Lake**

Finnigan Lake is a small lake south-west of the City of Gillett. It is located at the end of Finnigan Lake Road in the Township of Gillett. The lake access provides a boat landing and is used extensively by locals for ice fishing. During the winter months the frozen lake is dotted with ice fishing shanties. There is a small swimming area located to the west of the boat landing.

### **Patzer Park (Hintz)**

Patzer Park in Hintz is owned and maintained by Oconto County. It is located on the Oconto River where County Trunk H crosses at the small town of Hintz. This is north of Gillett approximately one mile then west on H another four miles. In 1996 the county blacktopped a boat landing into the Oconto River. The site also includes a pier on the west side of the river, benches, public toilet facilities and a large parking area.

### **Other Recreation Facilities**

There are also three boat landings within the town of Gillett. One of these landings exists on Finnegan Lake and two are on the Oconto River.

### **Future Improvement Plans**

The City is investigating acquisition of property on Savages Lake for park development and public access.

The Planning Committee, the Fair Board and Revitalize Gillett have been working on a planned event center to replace the old pavilion and exhibit buildings in Zippel Park. A new fair building is projected to be completed in time for the 2005 fair in August of 2005 and the event center is projected to follow within the next one to two years.

A skateboard park is planned for development within the city within the next one to two years at an undetermined location.

### **SUMMARY AND IMPLICATIONS**

At present, the city of Gillett offers a full set of community facilities, supplemented by Oconto County and outlying areas for some of its services. Overall, the residents of the city of Gillett rate the variety of utilities and services provided as being good. These services enhance the quality of life within the city, as well as look out for the general welfare, health and safety of the city residents. However, with the city of Gillett at a crossroads of two state highways, continued growth can constantly be expected and the city may need to upgrade and expand the current services and facilities they offer.

Nonetheless, the city of Gillett is in a great position for future expansion. All amenities such as fire protection, police protection, health and education facilities are available to residents. Regardless, the city must continue to monitor and work towards keeping these public and community facilities up to date and constantly look into ways of improving them.

### **UTILITY AND COMMUNITY FACILITY RECOMMENDATIONS**

- Continue to invest in new public works equipment to adequately and economically perform required duties.
- Continually monitor resident satisfaction of private waste haulers.
- Continually monitor resident satisfaction with the Recycling Center in the City of Gillett.
- Continually monitor fire protection, ambulance and police protection equipment to provide adequate and cost effective emergency services to the community.
- Promote continued cooperation and communication between the Gillett School District and City Council to collectively provide for quality educational opportunities.
- Promote the construction of a new child care facility for the area.
- Work with Oconto County, town of Gillett and adjacent municipalities to identify specific needs and improvements for local parks.

## **Chapter 7 - INTERGOVERNMENTAL COOPERATION**

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### **INTRODUCTION**

The City of Gillett's relationship with neighboring communities and school districts can impact city residents in terms of planning, the provision of services, and siting of public facilities. An examination of these relationships and the identification of existing or potential conflicts can help the City address these situations in a productive manner.

### **INTERGOVERNMENTAL COOPERATION STRATEGY**

#### **Goal:**

Promote cooperation between the City of Gillett and any other governmental agency that makes decisions impacting the town.

#### **Objectives:**

1. Coordination and sharing of community facilities and services whenever possible.
2. Coordination with adjacent communities on future planning projects to maintain the rural character of the surrounding area.

#### **Policies:**

1. Work with neighboring communities regarding any water issues affecting rivers, lakes and other land uses which lie across municipal boundaries.
2. Explore the possibility of jointly developing and managing future recreational facilities.
3. Work with surrounding municipalities to address possible boundary issues to minimize conflicts.

#### **Programs:**

1. Promote cooperation and coordination between Oconto County and the City of Gillett regarding any county plans.
2. Work with the WDNR, Army Corps of Engineers and the Environmental Protection Agency to insure compliance with water quality regulations.
3. Continue to work with the Bay-Lake Regional Planning Commission or other planning agencies on city planning activities, and county and/or regional planning activities.
4. Continue to make the City Plan Commission or City Council aware of any planning activities that may impact the City of Gillett.

## **EXISTING ACTIVITIES**

### **Adjacent Governmental Units**

The City of Gillett is located in the center of the town of Gillett and shares its borders with the town of Gillett. Other municipalities in the area include the towns of How, Maple Valley, Spruce, Oconto Falls, Underhill, and Morgan in Oconto County and the town of Green Valley in Shawano County.

#### ***Relationship***

The City of Gillett and the town of Gillett have a relationship that is described as cooperative. Periodic conflicts do occur, and efforts have been made to better the cooperation between the two municipalities on land use issues. The City of Gillett, being an incorporated municipality, has the power to annex land from the town. This power can strain relations between the Town and the City, but the town of Gillett has stated that it is comfortable with the idea of annexation if it will be beneficial to both communities.

#### ***Siting Public Facilities***

Due to the rural nature of the City of Gillett and the surrounding municipalities in central Oconto County, Gillett shares several facilities with neighboring communities. The Gillett Area Ambulance has facilities located in both the City of Gillett and the village of Suring. Also, the library facility and recycling center located in the City of Gillett are utilized by town residents. Currently, the city of Gillett has no future plans to jointly site public facilities with another governmental unit.

#### ***Sharing Public Services***

Currently the city of Gillett has several intergovernmental agreements with neighboring communities in regards to public services. Gillett's ambulance services are shared by the towns of Gillett, Maple Valley, Breed, How, Underhill, and Green Valley, and the village of Suring.

### **School District**

The City of Gillett is located within the Gillett School District.

#### ***Relationship***

The City of Gillett's relationship with the School Districts is best described as limited. The School District tends to operate rather independently and interaction with the City tends to be minimal.

#### ***Siting School Facilities***

The siting of new school facilities is mainly conducted by the School District. The city may want to become more involved in the siting of future schools to ensure that the goals and objectives of this plan can be met.

#### ***Sharing School Facilities***

The city has no formal agreement with the School District for shared use of the schools facilities. However, the schools outdoor recreational facilities provide opportunities to residents of the city.

### **County**

The City of Gillett is located in Oconto County and maintains open communication with the County in order to build a good working relationship of both general agreement and respect.

### **Region**

The City of Gillett is located in Oconto County, which is located in the northeast region of the State of Wisconsin. Oconto County is a member of the Bay-Lake Regional Planning Commission (BLRPC) which is the regional entity that the town is involved with. The BLRPC has a number of programs and plans in place covering natural resources, population projections, community plans, transportation plans, bike plans, etc.

### **State**

The town's relationship with the State of Wisconsin is one which deals mainly with issues related to transportation (WisDOT) and natural resources (WDNR).

## **INVENTORY OF PLANS AND AGREEMENTS**

State Statutes 66.0307 and 66.0301 allow municipalities to enter into agreements regarding the location of municipal boundaries. The Cooperative Boundary Plan is any combination of cities, villages, and towns that may determine the boundary lines between themselves under a cooperative plan approved by the DOA. The cooperative plan must be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the territory covered by the plan which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or general welfare. Cooperative boundary plans cover at least a 10-year period. Additionally, Cooperative boundary agreements are a tool that could also be used for service sharing between local units of government.

The majority of Cooperative Boundary Plans or Agreements are conducted between a town and a city or village. However, in order to promote harmonious development in the area, the town may want to discuss Boundary Agreements with adjacent municipalities in the future. Currently, the City of Gillett has not entered into a boundary agreement with any municipality.

### **Extra-territorial subdivision regulation**

State Statutes allow an incorporated village or city to extend Extra Territorial Plat review over surrounding unincorporated areas. The extra territorial area extends for 1.5 miles for villages and cities under 10,000 people, cities over 10,000 the area extends to 3 miles. The City of Gillett has extra territorial jurisdiction within the town of Gillett. The city currently has a population of less than 10,000 (1,256) and has a right to exercise extra territorial plat review jurisdictions and thereby influence the division of land within 1.5 miles of its border with the Town.

### **Extra-territorial Zoning**

State Statutes allow an incorporated village or city to extend Extra Territorial Zoning over surrounding unincorporated areas. The extra territorial area extends for 1.5 miles for villages and cities under 10,000 people, cities over 10,000 the area extends to 3 miles, however the entire jurisdiction does not need to be included in the zoning. Extra Territorial Zoning requires a joint

effort between the town and the city or village to develop a plan for the area to be zoned. The extra-territorial zoning is then established according to the developed plan. Extra territorial zoning is not currently being administered in the City of Gillett.

## **INVENTORY OF EXISTING OR POTENTIAL CONFLICTS**

On May 16, 2001, a nominal group process was held at the Gillett Town Hall with surrounding municipalities, school districts, WDNR, WisDOT, etc. to identify the major issues all participants face, and discuss possible ways to help resolve the issues in the future. Participants generated a list and voted on the issues to reveal the top five concerns facing the town and surrounding areas. Of the issues discussed, developing plans that balance agricultural, manufacturing, recreational, and residential land uses was the top issue, along with the protection of ground water. Overall the majority of the comments illustrated a strong interest in two major areas:

1. Balancing individual property rights and community interests
2. Protection of water resources

A complete listing of the issues discussed from the workshop can be found in Appendix D.

## **PROPOSED CONFLICT RESOLUTION PROCESS**

After the participating individuals identified the existing or potential concerns, they also began to generate a list of possible solutions to address the issues mentioned at the nominal group session. The following ideas were developed by reviewing the list of concerns and issues, and then “brainstorming” for possible solutions.

### ***Possible Conflict Resolutions***

- More meetings among governmental units on specific issues.
- Educate citizens on land use planning utilizing the newspapers and quarterly newsletters
- Establish a process in the comprehensive plan for facilitating intergovernmental cooperation
- Help in determining the costs of growth
- Work with the county to improve zoning

## **Summary and Conclusions**

The intergovernmental cooperation issues identified are fairly consistent and helped reinforce the issues and concerns found in the community survey that was completed early in the planning process. As the communities gain more understanding and sophistication in planning, their ability and comfort in using tools (i.e. land trusts, purchase of development rights, conservation subdivision design, etc.) will be a key in making their plans effective. Learning how to make effective use of these tools may serve as a joint goal of planning communities in the area. Overall, it is anticipated that the intergovernmental cooperation workshop could serve as the starting point for future collaborative planning efforts in and around the City of Gillett.

# Chapter 8 - LAND USE

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## **INTRODUCTION**

This chapter presents information on the current (2000) land use and land use ordinances within the City of Gillett, Oconto County, Wisconsin. In addition, a projection of future land use demands based upon population projections, discussions on land-use issues and land-use controls are included.

## **LAND USE STRATEGY**

### **Goal:**

Promote the distribution of land uses that will preserve and enhance the character of the City of Gillett by establishing land development guides designed to promote environmental protection, meet social and economic needs, provide for adequate services and facilities, conserve natural resources, and ensure compatibility of land uses.

### **Objectives:**

1. Ensure that growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with rural character for both existing and future residents.
2. Encourage harmonious and well-planned commercial development that will serve the needs of the city and area residents, visitors and the specialized needs of the rural area.
3. Encourage preservation of water resources, unique open spaces, and other cultural and natural resources.

### **Policies:**

1. Utilize the Comprehensive Plan as an illustration of the city's development policy.
2. Work with Oconto County towards updating the county zoning ordinance, map and subdivision ordinance to be consistent with the Comprehensive Plan.
3. Provide orderly development to allow for proper distribution of community services.
4. Establish a set of design standards to be followed by developers in planning their projects.
5. Cooperate with the town of Gillett on expanding the industrial park.
6. Promote residential subdivisions that relate to natural and cultural features.
7. To preserve buildings (churches, historic homes and buildings), structures (out buildings, bridges, etc.) and other landscape features (cemeteries, fence lines, etc.) that are the city's cultural history.

## **INVENTORY OF EXISTING LAND USE CONTROLS**

This section inventories and discusses the land use controls that currently exist within the City of Gillett, which may affect, or restrict, the use of land for specific purposes. These controls should be reviewed periodically to make sure that they assist in implementing the general plan design for future development within the City of Gillett.

### **Existing Comprehensive Plans**

This will be an update to the 1977 City of Gillett Comprehensive Plan. Several surrounding communities have completed plans, or are in the process of developing a plan. The plans for the towns of Maple Valley, Underhill, and How are complete. These plans should be referenced to gather ideas as to how surrounding communities are progressing with “smart growth”, and to avoid any conflicts in future land use decisions.

### **Farmland Preservation Plan**

The Oconto County Farmland Preservation Plan, published in May, 1985 by the Bay-Lake Regional Planning Commission, identifies areas that are of prime agricultural importance for which the owners may partake in allowable tax credits under the Farmland Preservation Program. The overall goal of the Oconto County Farmland Preservation Plan is stated as, “...to preserve productive and potentially productive agricultural land, forest land, and environmentally significant areas, while providing for well planned urban growth that is compatible with the agricultural, recreational and natural resources of the county.” Farmland Preservation Categories that are available for the tax credit include (Map 8.1):

#### **Agricultural Preservation Areas**

Areas that are currently cultivated (in agricultural use) that are part or wholly consist of 100 contiguous acres at a minimum. This definition is intended to include all types of farmland and agricultural uses in order to provide the option of participating in the preservation program to the greatest number of farmers as possible. Farmers in agricultural preservation areas are eligible to sign contracts for ten to twenty years. Within the City of Gillett there is no land designated as agricultural preservation areas, nor any that meet the size qualification. However, there is land that presently is, or qualifies to be an agricultural preservation area within the planning area.

#### **Transitional Areas**

Transitional areas are those areas that are currently in agricultural use, but in the short-term are expected to convert to non-farm uses, such as residential, commercial or industrial uses. Transitional areas include incorporated areas in agricultural use and areas around developed unincorporated areas that are serviced by existing roads and public services. Transitional areas must be a minimum of 35 acres in size. Farmers who have land in a transitional area may sign a contract agreeing not to develop their lands for a period of five to twenty years. The City of Gillett does not have any land designated as transitional areas. However, there is land that presently is, or qualifies to be transitional within the planning area.

#### **Environmental Areas**

The following areas are considered to be environmental areas: wetlands, woodlands, cultural, historic, or archaeological sites, the 100-year floodplain, public lands, lakes, rivers, and streams.

Environmental areas are eligible for Wisconsin Farmland Preservation tax credits if the cultivated area of the farm unit, of which they must be a part of, are eligible for a tax credit. Approximately seven percent (1,540 acres) of the City of Gillett planning area is within an area classified as environmental.

### **Excluded Areas**

Excluded areas are considered ineligible for the Wisconsin Farmland Preservation Program. They include airports, landfills, quarries, developed incorporated and unincorporated areas, platted subdivisions, quasi-public lands (gun clubs, golf courses, etc.) cemeteries, transitional areas under 35 acres, all 10-acre or larger non-agricultural related uses, and all land zoned for non-agricultural use. All area within the city limits of Gillett is considered excluded.

### **Zoning Ordinances**

Oconto County has ordinances in effect in the planning area but not within the city limits. The City of Gillett has its own ordinances with the purpose of promoting the public health, safety, and general welfare of the community. In order to accomplish this purpose, the ordinance regulates and restricts the use of property. The ordinance divides the City of Gillett into districts for the purpose of regulating: 1) the height, number and size of building structures; 2) the percentage of a lot that may be occupied; 3) the size of yards, courts and other open spaces; 4) the density of the population; 5) the regulation of nonconforming uses; 6) the location and use of buildings, structures and land for trade, industry, residence or other purposes provided that there shall be no discrimination against temporary structures.

The Wisconsin enabling legislation requires that zoning ordinances be made in accordance with a comprehensive plan. This has been interpreted by planning professionals to mean that the zoning ordinance must be based on a master plan or land use plan and that the ordinance must seek to implement that plan. The City of Gillett Zoning Ordinance was adopted in 1989 and revised in 1999 and is one of several communities within the county that have individual plans. The individual comprehensive plans use common future land use categories developed by the regional planning commission that allow for local flexibility and re-coding of more detailed local land use categories into a county and regional framework, while also allowing for re-coding to County Zoning Districts.

### **City of Gillett Zoning Districts**

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- Residential District
- Residence - Ridgewood
- Multi-Family District
- Multi-Family Overlay District
- Business Commercial District
- Industrial District
- Mobile Home Park

## **Residential District**

This district is intended to provide for residential land uses and to maintain a low density character of existing and newly established neighborhoods with primarily single-family and two-family residential uses.

### **Residence - Ridgewood**

This district is intended to provide an attractive community and to insure the best use, and most appropriate development and improvement of each building site.

### **Multi-Family District**

This district is intended to provide for high density residential development of three or more units in the city.

### **Multi-Family Overlay District**

This district is intended to provide for high density residential development of three or more units in the city.

### **Business Commercial District**

This district is intended to establish and preserve general business areas consisting of buildings or premises used for permitted uses.

### **Industrial District**

The purpose of this district is to establish and preserve areas of the city for industrial use, recognizing existing and possible future uses as well as the needs of the surrounding area.

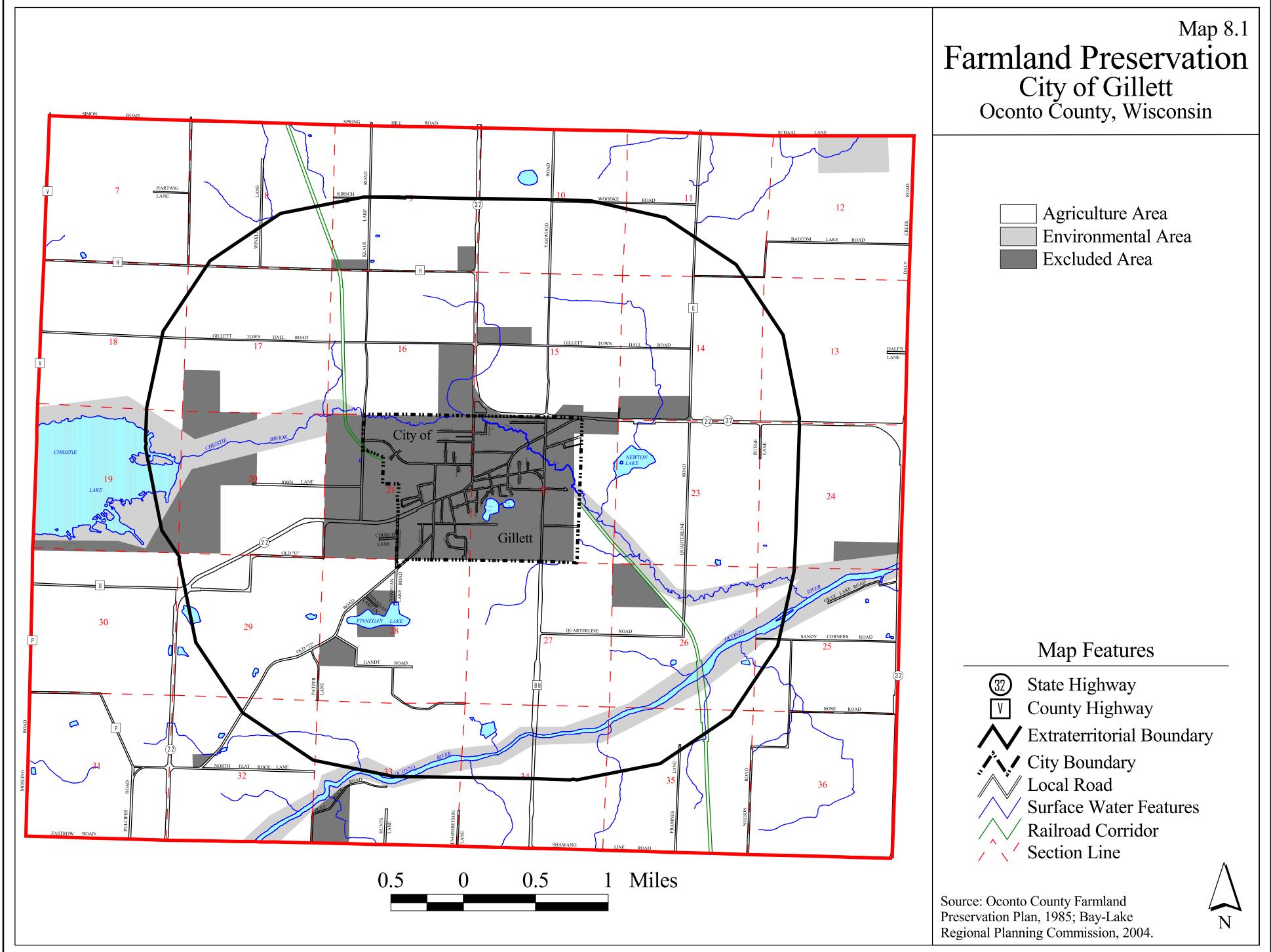
### **Mobile Home Park**

This district is intended to provide for mobile home park developments in areas of the city.

Refer to the City of Gillett Zoning Ordinance for a detailed explanation, and information on the restrictions of each of the zoning districts.

### **City of Gillett Water and Sewer Utility Ordinance**

The City of Gillett Sanitary Ordinance is contained within Chapter 6 of the City of Gillett Ordinances and regulates the operation and maintenance of the water and sewer systems of all residential, commercial, industrial, and governmental uses within the city of Gillett. Although this ordinance does not directly determine land uses, it does have an impact on the locations of future development based on soil suitability for on-site treatment systems.



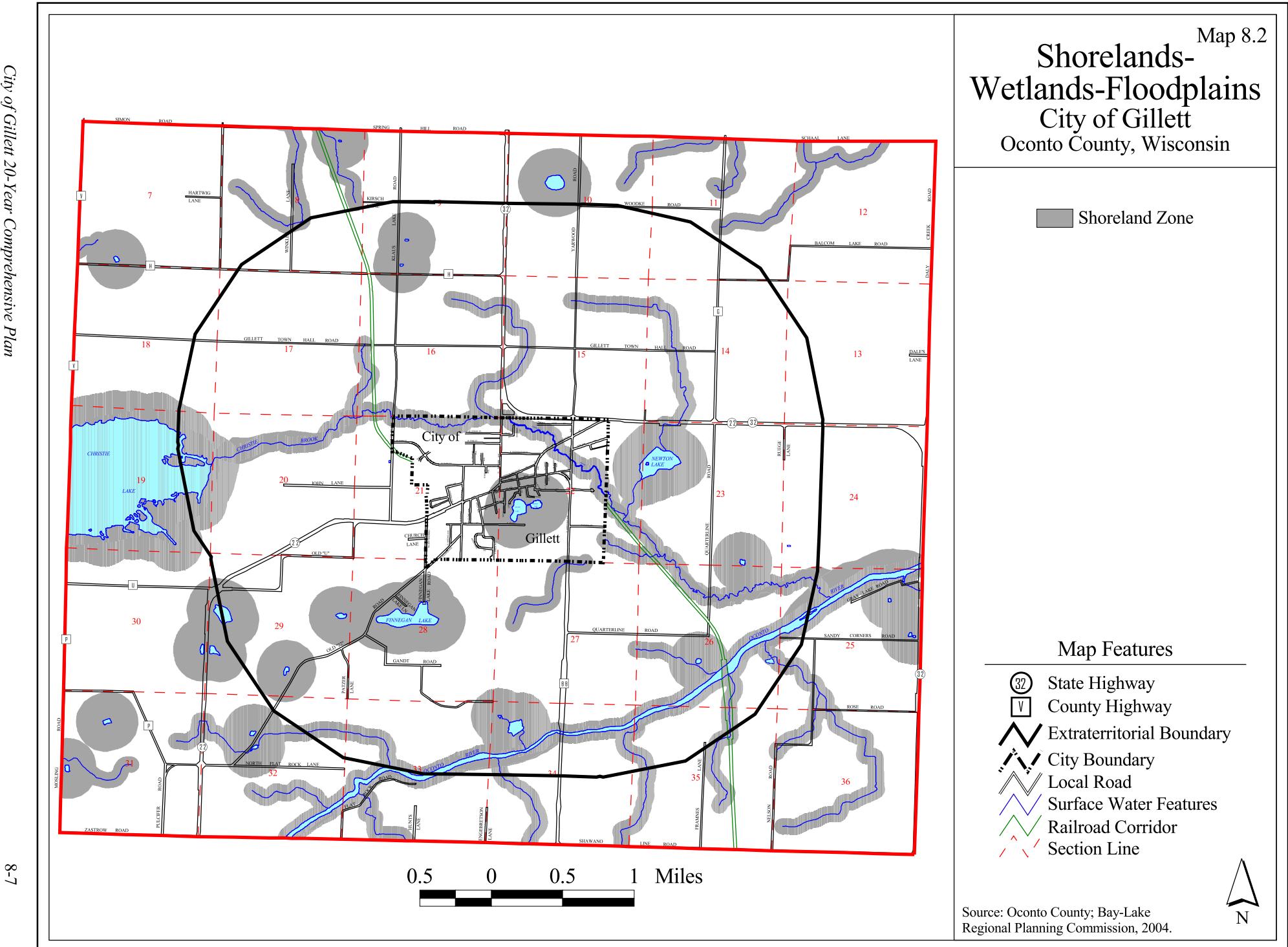
## **Shoreland-Wetland-Floodplain Zoning Ordinance**

The *Shoreland-Wetland-Floodplain Zoning Ordinance* was adopted by the City of Gillett in 1994. The purpose of this zoning ordinance is to promote the public health, safety, convenience, and general welfare; maintain the storm and flood water storage capacity of wetlands; prevent and control water pollution by preserving wetlands that filter or store sediments, nutrients, heavy metals or organic compounds that would otherwise drain into navigable waters; protect fish, their spawning grounds, other aquatic life and wildlife by preserving wetlands and other aquatic habitat; prohibit certain uses detrimental to the shoreland-wetland-floodplain area; and preserve shore cover and natural beauty by restricting the removal of natural shoreland cover and controlling shoreland-wetland-floodplain excavation, filling and other earth-moving activities.

The Shoreland-Wetland-Floodplain Zoning District includes all wetlands in the municipality that are five acres or more and are shown on the final Wetland Inventory Map that has been adopted and made a part of this ordinance and that are:

- (1) Within 1,000 feet of the ordinary high-water mark of navigable lakes, ponds or flowages. Lakes, ponds or flowages in the municipality shall be presumed to be navigable if they are shown on the United States Geological Survey quadrangle maps or other zoning base maps that have been incorporated by reference and made a part of this ordinance.
- (2) Within 300 feet of the ordinary high-water mark of navigable rivers or streams, or to the landward side of the floodplain, whichever distance is greater. Rivers and streams shall be presumed to be navigable if they are designated as either continuous or intermittent waterways on the United States Geological Survey quadrangle maps or other zoning base maps that have been incorporated by reference and made a part of this ordinance.

The City of Gillett Shoreland-Wetland-Floodplain Zoning Ordinance requires a zoning permit before any new development or any change in the use of an existing building or structure is initiated. A “development” is any man-made change to improved or unimproved real estate, including, but not limited to, the construction of buildings, structures or accessory structures; the construction of additions or substantial alterations to buildings, structures or accessory structures; the placement of buildings or structures; ditching, lagooning, dredging, filling, grading, paving, excavation or drilling operations; and the deposition or extraction of earthen materials. Refer to Map 8.2 for an illustration of these areas that are covered by the City of Gillett Shoreland-Wetland-Floodplain Zoning Ordinance.



## **CURRENT LAND USE INVENTORY**

In the fall of 2000, the Bay-Lake Regional Planning Commission conducted a detailed field inventory of land uses in the City of Gillett. This land use inventory was updated by the Planning Commission in 2002. This land use information was then compiled into generalized land use categories and is presented in Table 8.1 and Map 8.3. As a result of this inventory, a number of conclusions and issues have been identified, and recommendations have been made to help guide future land use planning efforts.

Table 8.1: City of Gillett, Land Use Summary, 2002

Land Use Type	Total Acres	Percentage Total Land	Percentage Developed Land
<b>DEVELOPED</b>			
Residential	191.1	21.9	41.5
Single Family Residential	177.1	20.3	38.5
Two Family	1.0	0.1	0.2
Multi-Family	5.1	0.6	1.1
Mobile Homes	7.7	0.9	1.7
Vacant Residence	0.2	0.0	0.0
Commercial	22.6	2.6	4.9
Industrial	48.8	5.6	10.6
Transportation	112.2	12.9	24.4
Communications/Utilities	5.0	0.6	1.1
Institutional/Governmental	36.1	4.1	7.8
Outdoor Recreation	44.3	5.1	9.6
<b>Total Developed Acres</b>	<b>460.1</b>	<b>52.7</b>	<b>100.0</b>
<b>UNDEVELOPED</b>			
Croplands/Pasture	45.1	5.2	10.9
Woodlands	262.4	30.1	63.5
Open/Vacant Space	57.0	6.5	13.8
Other Natural Areas	36.5	4.2	8.8
Water Features	11.9	1.4	2.9
<b>Total Undeveloped Acres</b>	<b>412.9</b>	<b>47.3</b>	<b>100.0</b>
<b>Total Land Area</b>	<b>873.0</b>	<b>100.0</b>	

Note: Appendix E contains the detailed land use calculations.

Source: Bay-Lake Regional Planning Commission, 2002.

## **Planning Area**

The City of Gillett encompasses approximately 873 total acres of land. Of this, 460 acres, or 53 percent of the city, is developed, leaving 413 acres (47 percent) undeveloped land. Of these undeveloped lands, the vast majority (64 percent) of the acreage is woodlands.

## **Residential Land**

The residential development in the City of Gillett is quite amply distributed throughout the city. Residential land uses account for 191 acres or 22 percent of the total land area and 42 percent of

the developed land area within the city. The City of Gillett has a residential density of about 400 housing units per square mile.

### **Commercial Land**

There are various commercial land uses within the City of Gillett. The majority of the commercial uses in the city are located along East Main Street, which is made up of many small retail businesses. Commercial land uses make up 23 acres of the land within the city.

### **Industrial Land**

Industrial uses occupy approximately 49 acres of land, which is 10.6 percent of all developed land in the city and is comprised primarily of manufacturing. The industrial uses of the city are found mostly within the industrial park located on the western edge of the city off West Park Street, and around North Green Bay Street.

### **Transportation**

Transportation land uses within the City of Gillett consist of the entire street network and off-street parking. Transportation uses account for approximately 112 acres of land, or 24.4 percent of all developed land. Transportation uses account for 13 percent of all land within the city.

### **Communication/Utilities**

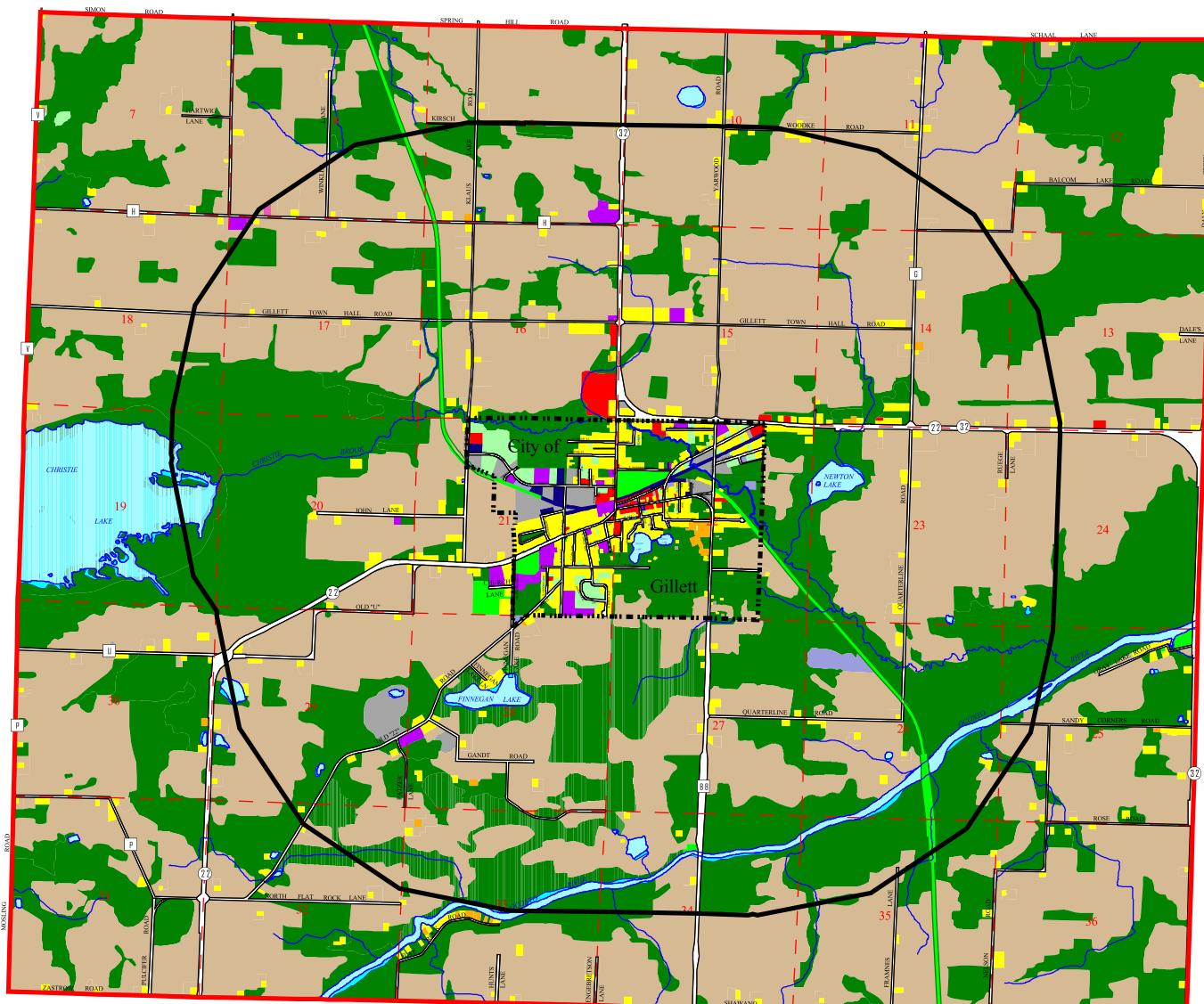
The Communication/Utilities category usually contains items such as electrical substations, radio antennas, power plants, solid waste processing, etc. Communications/Utilities account for five acres of land in the City of Gillett, which is one percent of the developed land and less than one percent of the total land area of the city. The sewage treatment plant, which is owned by the City of Gillett, makes up the majority of the land in this category.

### **Institutional/Governmental**

Institutional/Governmental uses generally include schools, clinics, government buildings, churches, etc. The land uses in this category consist of approximately 36 acres of land in the city, which is about 8 percent of the developed land and 4 percent of the total land area. Institutional/Governmental land uses in the city of Gillett include the city hall, fire station, municipal garage, churches and cemeteries. The primary and secondary schools, as well as the Cooperative Educational Service Agency (CESA 8) located in the Industrial Park, make up the majority of this land use category.

### **Outdoor Recreation**

Various recreation opportunities exist within the City of Gillett, as evidenced by the 44 acres of land (ten percent of developed land) dedicated to this use. The Oconto County Recreation Trail, which makes its way through the City of Gillett and the town, accounts for most of the 7 acres of trails in the city. In addition, Memorial Park, located in the center of the city, and Jones Family Complex, located in the southwest corner, make up a large portion of the land in this category. Several small parks, picnic areas and playfields account for the remainder of the land in this area.



- Residential
- Mobile Homes
- Commercial
- Industrial
- Roads
- Transportation
- Communications/Utilities
- Governmental/Institutional
- Parks and Recreation
- Open Space/Fallow Fields
- Agricultural
- Water Features
- Land Under Development
- Woodlands/Wetlands

#### Map Features

- (32) State Highway
- (V) County Highway
- Extraterritorial Boundary
- City Boundary
- Local Road
- Surface Water Features
- Railroad Corridor
- Section Line

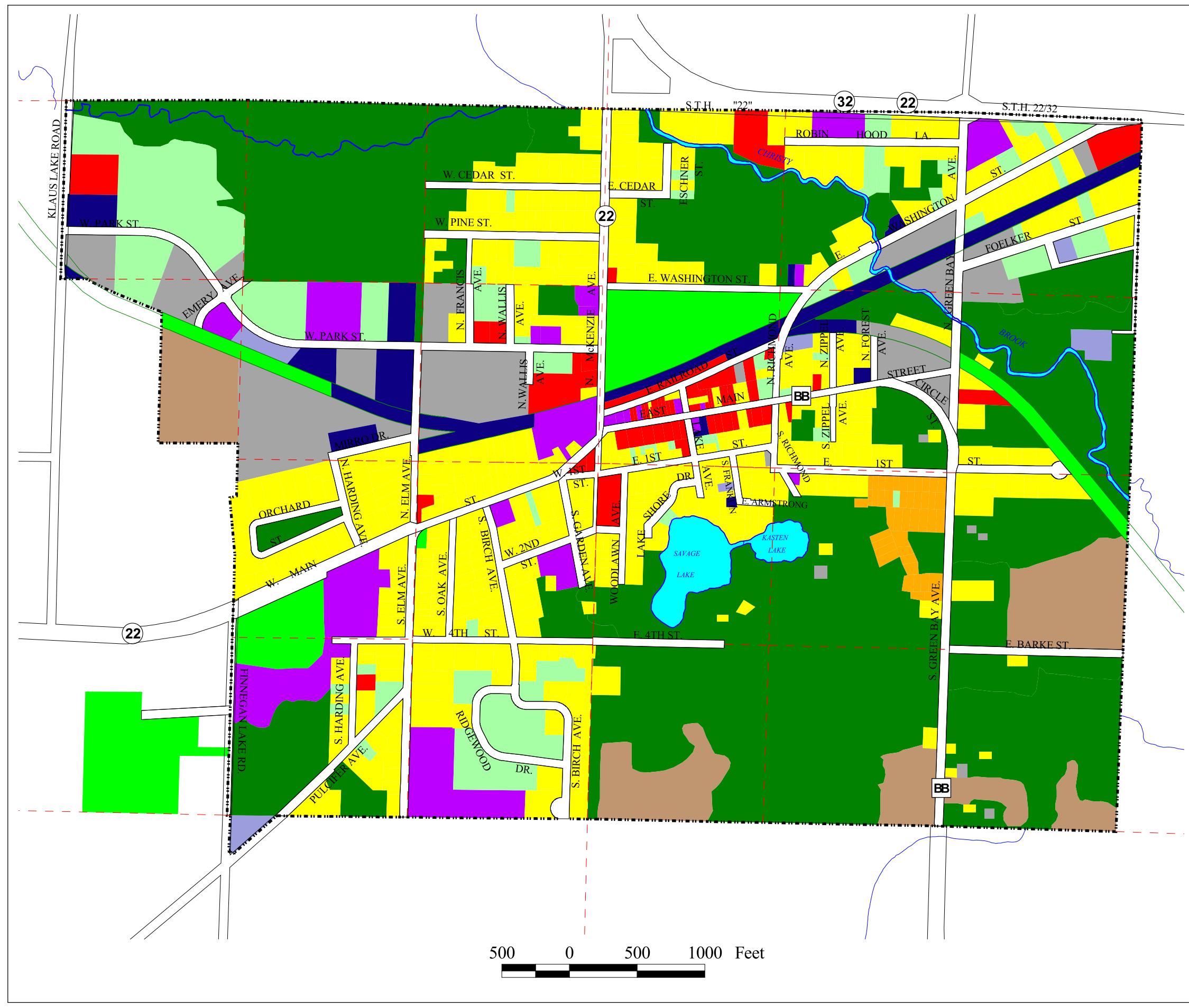
Source: Oconto County; Bay-Lake  
Regional Planning Commission, 2004.



# 2001 Land Use

## City of Gillett

Oconto County, Wisconsin



## **Open Space**

Open space is used to classify vacant lots in urban settings. Open space accounts for 57 acres of land in the city, which is 6.5 percent of the undeveloped land area and 14 percent of the total land area. Many of these areas may be development in the future, such as the Ridgewood Heights Subdivision.

## **Croplands/Pasture**

Croplands/Pasture make up very little of the area within the city limits. This land use category occupies 45 acres (5.2 percent) of the entire city and 11 percent of the undeveloped land area. The agricultural areas of the city are primarily located in the southeastern corner. However, most of the croplands/pasture areas are found outside the City of Gillett.

## **Woodlands**

Woodlands are scattered throughout the city and account for 262 acres of land, or 30 percent of the city of Gillett and 63.5 percent of the undeveloped area. Large areas of woodlands can be found along Christie Brook, the northeast portion of the city, and in the area from the southeast side of Savage and Kasten Lakes to the southeastern corner of the city.

## **Water Features**

Christie Brook and Savage and Kasten Lakes encompass the water features located in the City of Gillett. Water features total 12 acres of land, or 1.4 percent of the City of Gillett.

## **Other Natural Areas**

Natural areas consist of land not actively farmed, but also not considered woodlands or water, and include marshes, wetlands and grassy-floodplain areas. Other natural areas account for approximately 37 acres of the total land area, or 4 percent of the City of Gillett and 9 percent of the undeveloped land area.

## **LAND SUPPLY**

### **Amount**

Currently the City of Gillett allows for ample room to develop with residential, commercial, park and recreation, institutional, etc., while preserving the natural amenities that give the city its character. Design elements that promote open space, natural buffering, etc. are recommended to minimize any negative impacts and reduce conflicts between land uses.

The amount of land available for development within Gillett is determined by factoring in the existing development and areas not recommended for development, such as environmental corridors (wetlands with a 25 foot setback, floodplains, areas of steep slope, water resources with a 75-foot setback from the water resources, designated natural and scientific areas, parks and recreation areas, etc.). It is also the intent of the plan to preserve the prime agricultural lands within the city. Taking in account the various factors that may affect development, it is determined that an adequate amount of developable lands exist within the City of Gillett for the planning period.

## **Price**

The price of developable lands vary depending on the surrounding land uses, location, access, services, along with other subjective factors. For example, residential prices can depend on whether a parcel has water frontage, is wooded, or has a vast amount of open space in and around it. Waterfront properties generally attract higher price listings. Information obtained from the Wisconsin Department of Revenue indicates that the average price for developable residential property in the City of Gillett in 2001 was approximately \$5,000 for an unimproved lot, while commercial lands were approximately \$15,000 for an unimproved lot. The land prices in the city will continue to fluctuate as the market continues to change. Contact any local realtor or the City of Gillett Assessor to obtain more information on residential, commercial, industrial and other land prices within the city.

## **Demand**

Based on building permit information from the Wisconsin Department of Administration and Oconto County, the City of Gillett experienced an average of just over four (4.1) housing permits per year for new residential construction from 1990 to 1999. If the trend were to continue, the city could expect approximately 78 new homes in the next 20 years. Additionally, the trend for many families has been to move from the large city to smaller peaceful communities or lower density areas within the region, and commute an hour or more to work.

The demand for commercial and industrial lands in the city has been relatively calm the last 10 years. Many businesses have been locating in the larger cities. With the increased development of highway commercial businesses, the demand for highway commercial in the City of Gillett may likely increase along major highway corridors such as STH 22 or STH 32 during the planning period.

## **Redevelopment/Rehabilitation Opportunities**

The City of Gillett has several key areas for redevelopment within city limits and within its 1.5 mile planning area. Areas with the possibility for redevelopment include:

- Downtown business and residential sites that are beyond repair should be redeveloped in a way that maintains the overall downtown character, including scale, architectural styles, etc.
- Evaluate and devise a plan for the redevelopment of existing contaminated sites. Since the nature of the contamination and clean up for these areas differs by site, the redevelopment plans for each specific site may also differ.
- Target blighted areas within existing neighborhoods for rehabilitation in such a manner that maintains the existing character of the surrounding neighborhood.
- Evaluate and encourage a detailed waterfront development plan that will recommend new development, and redevelopment and enhancement of existing land uses.

## **LAND USE ISSUES AND CONFLICTS**

The current development within the City of Gillett and surrounding extraterritorial area has occurred over several decades with few conflicts between uses. The city has maintained a zoning map with compliance for both permitted and conditional uses. However, opportunities for conflict can arise, especially as residential growth occurs in historically agricultural areas, and

commercial or industrial development occurs adjacent to residential uses. Future ordinances stipulating adequate buffers, lighting, screening and setbacks will alleviate much of the incompatibility.

The General Plan Design addresses areas for uses with regards to their neighboring parcels and in many cases there are recommendations for additional steps to make the development practicable while limiting potential incompatibilities. For example, areas identified for possible highway commercial could include recommendations for additional design standards, to be determined by the city, to allow the least impact on neighboring uses.

### **ANTICIPATED LAND USE TRENDS**

Analyzing data within previous chapters, the following land use trends were developed for the planning period. It is expected that these trends will influence the city's future growth and preservation. The city will need to address these trends over the next two decades in order to reach its desired vision. The following land use trends were used to provide direction in the development of the General Plan Design, along with the city's goals, objectives, and policies, the issue identification and the city wide survey results.

1. The demand for larger lot sizes will increase and the ratio of persons per household will decrease resulting in greater acreage needs to accommodate future residential growth.
2. Existing neighborhoods of higher density development will continue as new areas on the periphery of the city develop at lower densities.
3. The City of Gillett can expect an increase in the number of dwelling units through the 20 year planning period.
4. Main Street and the surrounding downtown area will become the focus of multipurpose commercial activity (small retail, professional services, general purpose shopping)
5. The city businesses will continue to rely on both transient traffic and local area residents for business sales.
6. Commercial uses will likely continue to increase along main transportation corridors (STH 22 and STH 32) to capitalize on good visibility and ease of access.
7. The city will experience a demand in services as the median population age increases.

### **DEVELOPMENT CONSIDERATIONS**

As the Gillett Planning Committee and the Bay-Lake Regional Planning Commission staff prepared the General Plan Design map, consideration was not only given to the public input received for desired future development, but also included looking into both the future public utility options along with specific criteria deemed reasonable to apply to the city over the next 20 years.

### **Environmental and Public Utility Considerations**

The population projections found in Chapter 3 of this document are utilized to provide the city with an estimate of the number of acres that will be needed to accommodate future growth. The following environmental and public utility considerations should also be utilized to provide the city with an indication of which acreage of the municipality is best suited for development.

Undeveloped lands exist within the city and its planning area, which will make it unnecessary to propose development within the city's remaining "environmental corridors" that are delineated in the General Plan Design Map. These areas need to be preserved and integrated into the overall development of the city for future generations to enjoy. The city's planning area has areas of these unique areas including wetlands, floodplains, and woodlands that can add significantly to the aesthetic appeal of the community while providing important ecological and environmental functions such as stormwater retention, groundwater filtration and flood control.

The city provides municipal sewer and water to its residents. The plan recommends that future developments continue to be serviced by sewer and water systems. Also, an adequate network of arterial, collector, and local roads are already in place throughout the city, which could readily serve future traffic flows generated from any increased growth. An Official Map can identify future residential streets to assist the city and its residents in ensuring compatible street designs and layouts.

### **Planning Criteria**

Planning criteria are developed in order to give a community a sense in which to base their land use recommendations. Criteria make the planning process defensible when presenting scenarios to the general public and when modifying or developing alternative sites for land use developments. Most of the criteria used by the city, when developing the General Plan Design, was based upon values identified by the State (Smart Growth Criteria), and the City of Gillett Goals, Objectives and Policies - identified at the beginnings of each preceding chapter of this plan (See each chapter's strategies section).

The following *State of Wisconsin criteria* are based upon Smart Growth criteria (s. 66.1001) highly encouraged within community plans:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
6. Preservation of cultural, historic and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.

10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promotion of the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

## **DESIGN YEAR LAND USE PROJECTIONS**

Map 8.5 was developed based on the information contained in previous chapters of this document including demographics, land use projections, physical characteristics, the goals, objectives, policies and programs, and city-wide survey results. Over a 20-month period, the Gillett Plan Commission met more than 14 times to review background data and growth options. From these meetings and presentations to the public, a 2025 General Plan Design was developed and approved.

### **Five Year Incremental Land Use Projections**

Wisconsin statutes require comprehensive plans to include projections, in five-year increments, for future residential, commercial, industrial and agricultural land uses in the community over the twenty year planning period. The following text details this specific requirement for the city.

#### **Residential Projections**

The methodology used to project the city's future residential land use acreage includes: the projected housing needs presented in Chapter 3 of this document, a recommended dwelling unit per 1/3 acre ratio for each housing type, and a multiplication factor ranging from 1.25 to 2.0 to allow for market flexibility. Based on this methodology, the city would need to accommodate approximately 18 acres for future permanent residential development over the next five years, 21 acres between 2005 and 2010, 25 acres between 2010 and 2015, and 29 acres between 2015 and 2020, for a total of 93 acres needed by 2020. This is a net total for residential development. However, there are several other factors that must be taken into consideration including,

- it is **not** the intent of the plan to see the entire area within a classification to be developed, rather the specified uses shall be allowed if consistent with the type, location, and density of the development;
- some of the lands identified may hinder development based on the nature of the area;
- within residential growth areas, lands must be allocated for future roads, parks, and recreation areas.

In most standard residential developments, these additional factors generally account for approximately 25 - 30 percent of the gross land area. Therefore, the gross total for land allocated

for residential development should be approximately 125 acres in the city. On the 2025 General Plan Design Map, the City of Gillett has allocated an adequate amount of land for future residential growth over the next 20 years (297 acres).

### **Commercial Projections**

To calculate commercial land use projections, the BLRPC compared the current ratio of residential acreage to commercial land use acreage by parcel in the city (8:1) based on the 2002 land use inventory. Based on this methodology, the city would need to accommodate about two acres for future commercial development over the next five years, approximately three between 2005 and 2010, three acres between 2010 and 2015, and almost four acres between 2015 to 2020 for a total of 12 commercial acres in the next twenty years. These allocations do not take into account the redevelopment of existing commercial properties found in the city. To properly site commercial, enough land should be designated in order to provide adequate parking, landscaping, and to ensure an adequate buffer strip exists from the street.

### **Industrial Projections**

Industrial lands are projected in the same manner as the commercial lands. According to the 2002 land use inventory, the current ratio of residential acreage to industrial land use acreage is 4:1. Therefore, the city would need to accommodate about four acres for future industrial development over the next five years, five between 2005 and 2010, six acres between 2010 and 2015, and seven acres between 2015 and 2020 for approximately 23 acres over the next 20 years. Also, like commercial lands, enough land should be designated in order to provide adequate parking, landscaping, and to ensure an adequate buffer strip exists from the street.

### **Agricultural Projections**

The City of Gillett has little agricultural lands within the existing city limits; but a large amount within the 1.5 mile extraterritorial planning area. As a result, consumption of the prime agricultural lands would be limited to annexed areas through the planning period. An overall change in agricultural lands for the 20-year planning period can be found in Table 8.2. In addition, in order to preserve the prime farmland in the surrounding area, future land developments are encouraged to locate near existing development where adequate facilities and services are available.

## **DEVELOPMENT STANDARDS**

### **General Plan Design Classifications**

The following text discusses each of the major future land use classifications as depicted on the 2025 General Plan Design map. It should be noted that the specified classification does not designate individual areas within the classification for development, rather, it designates the entire area for that use to occur. Also, it is not the intent of the plan to see the entire area within a classification develop, rather the specified uses be allowed if consistent with the type, location, and density of the development in the event of a land conversion. The type and density of the land use is identified within the classifications.

The General Plan Design has 13 classes of future land use. The classifications generally correspond to the districts within the *Gillett Zoning Ordinance* to ease future implementation of the plan (however, minimums may vary in areas the city wishes to preserve). The classifications and their locations are discussed in the following:

1. Single Family Residential	8. Utilities
2. Two Family Residential	9. Park and Recreation
3. High Density Residential	10. Open Space
4. Mobile Homes	11. Agriculture
5. Commercial	12. Woodlands/Wetlands
6. Industrial	13. Environmental Corridors
7. Governmental/Institutional	

### **Single Family Residential**

This category identifies existing and potential residential developments within the City of Gillett planning area. The category consists of primarily single family dwelling units at medium to high densities. Infill of vacant residential lots is encouraged within existing neighborhoods.

### **Two Family Residential**

This category identifies existing two-family residential developments within the municipal limits of Gillett.

### **High Density Residential**

This category identifies areas of existing and potential high intensity residential developments. The developments consist primarily of apartments and assisted living facilities.

### **Mobile Homes**

This category identifies the existing mobile home development as a continuing use.

### **Commercial**

The Commercial category identifies areas of existing and recommended commercial uses ranging from neighborhood office and professional business in downtown Gillett to highway commercial businesses along Gillett's major transportation corridors. In addition, a number of these structures also contain residential units in the upper apartments, plus existing residential structures are mixed throughout the downtown area. Gillett's downtown will continue to enhance the character and aesthetics of the community through preservation of the historic areas, restoration, redevelopment, landscaping, signage and other design standards. Highway commercial businesses primarily attract transient traffic, however many businesses are also neighborhood based.

### **Industrial**

This category identifies existing, or recommended areas for industrial uses. Expansion of existing industrial uses is encouraged adjacent to existing development. New development is

recommended to locate within the existing industrial park. Design standards and landscaping that maintains the aesthetics of the city should be enforced.

### **Governmental/Institutional**

This category identifies governmental facilities, schools, churches, and cemeteries located within the City of Gillett.

### **Utilities**

Existing and potential utility sites within the City of Gillett planning area are identified within this category.

### **Park and Recreation**

This category identifies existing or recommended parks, trails, and other recreational facilities within the City of Gillett and its planning area.

### **Open Space**

This category identifies areas of undeveloped open space within the city that are recommended to remain in their current state. These areas act as visual buffers and passive recreation areas.

### **Agriculture**

This category identifies areas of active agricultural lands that are not expected to develop within the planning period.

### **Woodlands/Wetlands**

The Woodlands/Wetlands category identifies areas that are not expected to develop or would not be desirable for development. These areas are part of the visual character of the community.

### **Environmental Corridors**

This category is an overlay to all other categories and includes significant features or areas identified by the city to be preserved. Elements include: 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA); WDNR wetlands with a 25-foot buffer, areas of 12 percent or greater slopes, and a 75-foot setback from all navigable waterways. Existing development is excluded from the corridor.

## **RECOMMENDED DEVELOPMENT STRATEGY**

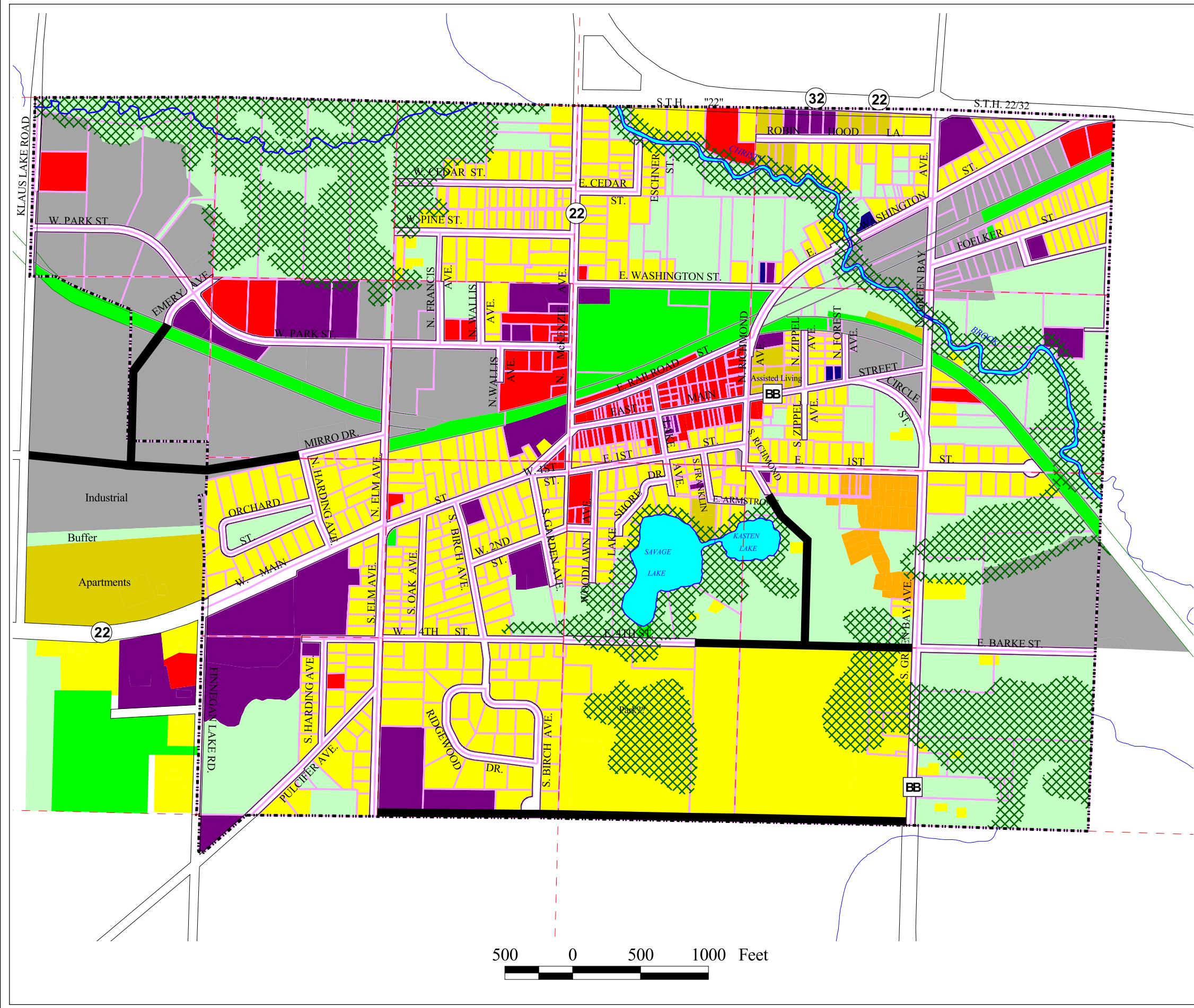
The classifications detail the type, location and density of use. This portion of the plan will detail further recommendations on the land uses within the city. The following text discusses each of the major future land use classifications as depicted on the General Plan Design map. It should be noted that the specified classification does not designate individual areas within the classification for development, rather, it designates the entire area for that use to occur. Also, it is not the intent of the plan to see the entire area within a classification to develop, rather the specified uses be allowed if consistent with the type, location, and density of the development in the event of a land conversion.

### Map 8.5

# 2025 General Plan Design

## City of Gillett

### Oconto County, Wisconsin



Source: Oconto County; Bay-Lake Regional Planning Commission, 2004.



## **Recommended Development Strategies**

The existing development patterns within the City of Gillett are proposed to continue throughout the 20-year planning period. However, recommendations for the undeveloped portions of the city as well as opportunities for rehabilitation and redevelopment are discussed within this section.

# **Residential**

## ***Single Family Residential Classification***

The purpose of this classification is to maintain the city's character with new development and through the rehabilitation and redevelopment of existing residential areas. This classification includes a mix of residential developments found within the city including single-family and two family dwellings.

*Recommendations:*

1. **Existing residential neighborhoods throughout the City of Gillett are proposed to remain intact.** Residential developments found throughout the city will continue throughout the 20-year planning period with the possibility of infill developments and rehabilitation or redevelopment of existing structures.
2. **New residential development types (single-family and two-family) should conform with surrounding uses.** New development should correspond with the existing neighborhood residential types to avoid incompatibilities and to minimize potential negative impacts in existing neighborhoods. Duplexes and single-family homes are recommended to share the same neighborhood. This is done through careful planning and design resulting in higher densities without any noticeable change in the neighborhood character. The city should monitor dramatic changes that would alter a neighborhoods identity (i.e. replacing single family structures with new apartment developments).
3. **New residential developments within the city will comply with the Gillett Zoning Code.** The current trend is larger residential lot sizes, although densities in new areas of development will be left to the discretion of the city. The zoning will need to reflect any changes with new residential development if it does not follow the current standards. The city's zoning standards for infill and new developments should correspond to existing development.
4. **New housing developments should ideally enhance and improve the neighborhoods in which they are sited.** Future development with building criteria that is similar in scale and density to the surrounding land uses is preferred, especially on a variety of infill lots. Building standards are recommended for new two-family structures in existing neighborhoods in order to make them aesthetically appealing and maintain the city's "small town" feel. Whenever possible the two-family dwelling units should be located on vacant corner lots in existing neighborhoods for aesthetic purposes. In addition, corner lot duplexes should be situated so that the entrance of each unit faces a different street.

5. **The rehabilitation of existing residential structures is encouraged.** In older portions of the city, an emphasis should be placed on structures that are in need of repair. According to the 2000 Census, 33 percent of homes in the city are over 60 years old. The city should continue to work with the Main Street Program and the property owners for the preservation of historical structures or structures of architectural significance. The rehabilitation should be similar to the original style and architecture, and should maintain the character of the surrounding neighborhood. Residents should continue to be provided with educational materials and information on financial programs and on home repairs.
6. **Ensure that there is adequate housing available for all persons.** Housing should be promoted for people with low to moderate income, the elderly, and residents with special needs. A mix of new housing is recommended, including starter homes, making home ownership more attainable by lowering costs and expenses. Gillett should continue to apply for grants and be involved in programs to address the city's housing needs.
7. **Elderly and assisted care housing facilities (single or two-family) are recommended near the downtown area.** Downtown Gillett has various public amenities nearby for special needs citizens and it is a pedestrian friendly area. Facilities available in the downtown area include shopping, open space and park areas, religious establishments, etc.
8. **The manufactured home parks are recommended to continue.** Throughout the planning period, the manufactured home park in the city will continue (Map 8.5) with infill development allowed. Expansion of lands adjacent to the park is preferred over developing additional manufactured park sites. Buffers should be considered around the park for aesthetic purposes.
9. **Future residential developments shall be sensitive to natural features within the city and its extraterritorial area.** Environmentally sensitive lands in new areas of development should be preserved to the greatest extent possible to preserve the wildlife habitat and promote these lands for recreational uses within and around the city. Lands within the environmental corridors along Christy Brook are recommended for a common space to recreate as residential development occurs. In addition, Gillett should continue its efforts in planting and maintenance of the community's trees. Specifically, the city should encourage preserving the mature trees that line the city streets within Gillett to the greatest extent possible.
10. **Promote structure turnover.** When existing homes become vacated, the city should promote these vacant structures for a beneficial use (i.e. affordable housing) versus building dwellings.
11. **Continue the city's policy of annexation.** It is recommended that the city continue its policy of requiring annexation prior to extending municipal water and sewer to areas surrounding the city.
12. **Work with adjacent municipalities regarding developments on the city's periphery.** The city should work with the surrounding town to determine potential

boundary conflicts and explore new development techniques which maintain a balance between green space and new development.

### ***High Density Residential Classification***

The High Density Residential classification identifies existing and potential multi-family apartment structures. These areas should develop in a way that complements the city's character while providing adequate housing for all persons.

#### *Recommendations:*

1. **Existing apartment developments throughout the City of Gillett are proposed to remain intact.** Apartment developments found throughout the city will continue to thrive throughout the 20-year planning period with the possibility of infill developments that fit the character of the neighboring developments. Rehabilitation or redevelopment of existing structures is encouraged whenever it is needed.
2. **Apartment developments should conform to surrounding uses.** New development should correspond with the existing neighborhood residential types to avoid incompatibilities and to minimize potential negative impacts in existing neighborhoods. Single family dwellings and high density apartment structures are encouraged to be developed in similar locales. However the uses should not be intermixed, rather grouped according to type. This will help to create a more diverse and multi-dimensional community.
3. **New apartment developments should ideally enhance and improve the neighborhoods in which they are sited.** Future development with building criteria that is similar in scale and density to the surrounding land uses is preferred. Design layout and building standards are recommended for new apartment structures in order to make them aesthetically appealing and maintain the city's "small town" feel.
4. **Promote apartments as a viable housing opportunity.** Apartments will be promoted to people with low to moderate income, the elderly, and residents with special needs. This would be a beneficial housing type for those individuals who cannot afford the cost of a home or perform the maintenance (repairs, yard work, etc.) that is associated with owning a home, since the property owners take care of the majority, if not all, of the maintenance.
5. **High density uses should be located near community amenities.** Multi-family apartments within the city should be located near public open spaces or park lands with trails and other pedestrian linkages integrated into all site designs.
6. **Future apartment developments shall be sensitive to natural features within the city.** Environmentally sensitive lands in new areas of development should be preserved to the greatest extent possible to promote these lands for recreational uses near the structures.

# Commercial

The existing commercial development patterns within the city are proposed to continue throughout the 20-year planning period. In addition, home-based businesses are also allowed under this classification.

## *Mixed Commercial District Classification*

The Mixed Commercial category identifies the downtown area for primarily commercial uses and professional services, along with residential uses. This area shall remain the focal point of the city since much of its historic character is located in this general vicinity. The majority of the city's new commercial developments should be directed to the downtown area. The city will also look to beautify the downtown through renovations, rehabilitation, landscaping, etc. to make the area more viable.

### *Recommendations:*

- 1. The existing downtown area will remain intact throughout the planning period.**  
The downtown area, centered along Main Street reflects much of the city's historic development. The area offers a mixture of uses including residential, multi-purpose commercial, small retail, general purpose shopping, professional services and businesses, etc. During the planning period, similar businesses should be directed to the downtown district, with the primary use being neighborhood commercial and professional type establishments in order to maintain the core of the city. Parking requirements should acknowledge that downtown is an area of parking shared among establishments and pedestrian activity. The city should also explore additional on and off-street parking opportunities in the downtown area. The area will continue to be pedestrian friendly and easily accessible by surrounding neighborhoods.
- 2. Offer a diverse range of sites for different kinds of commercial development.**  
These sites could include areas for small scale infill buildings, expansion of existing structures, preserved and restored historic structures, and buildings replaced with new structures which conform to the surrounding area. The physical design of the downtown area should be made compatible by managing the transitions between new and existing buildings so as not to detract from the character of downtown. Redevelopment in this area should maintain similar scale, design standards, signage, etc.
- 3. Revitalize Downtown.** It is recommended that the city continue to apply for CDBG grants, work with the Gillett Main Street program or other enhancement programs in order to reinforce the design and identity of downtown. Possible enhancements should include refurbishing and preserving buildings or other landmarks of architectural or historical significance to their original appearance, establish design standards for storefronts, attractive landscaping, decorative lighting, signage, street furniture, etc. The signage in the downtown area should be based on a common theme which is recommended to be utilized throughout the remainder of the city. Lighting in the downtown area should be designed in a way that does not conflict with adjacent land uses. The area is also recommended to be enhanced to make walking safer by ensuring

areas are clean and well-lit and offer pedestrian amenities, such as benches, that encourage foot traffic.

4. **Existing neighborhood commercial within the city shall remain for the planning period.** Existing neighborhood businesses within the city shall remain. All new developments adjacent to residential neighborhoods shall contain similar scale and style of the surrounding residential properties. These small-scale businesses may be similar to those found in the Main Street area but, are also allowed to be mixed with other land use types found in the city.
5. **Home-based businesses are envisioned to remain.** With the access to the internet and the ability of faxes and computers, home-based businesses are a viable economic resource. This plan intends to have compatible businesses remain as home-based throughout the city - which are those described as being not discernable from the road or edge of property except with the use of a small sign. Those businesses that have discernable traffic, noise, odor, outside storage are to be considered a commercial use and required to be within a commercially designated area. This will assist in maintaining the character of the residential neighborhoods along with minimizing conflicts.
6. **Whenever possible, existing vacant structures should be utilized for more viable uses.** Structures in the downtown area that are outdated should be considered for adaptive re-use, converting the structure to a more economically viable use. For example, old factories, warehouses or municipal structures could be converted into residential uses.
7. **The majority of commercial development will locate within the downtown area, however commercial uses along STH 22 and STH 32 are envisioned to continue.** It is expected that a mix of future commercial will locate along these significant highways in a linear pattern scattered along the route. Highway commercial developments should have ample landscaping to break-up the parking areas as well as to shield the view from the highway, and do not negatively impact neighboring residential properties. It is important for the city to closely involve itself in the design of future establishments through building scale and appearance, and to ensure that its major transportation corridors are not cluttered with distracting and potentially dangerous intersections. Each project will need to be scrutinized on a case by case basis.
8. **Developments adjacent to the city will be monitored in order to protect the city's identity.** New developments on the city's periphery shall not detract from the overall identity of the city, rather the surrounding areas should be developed with the appropriate styles and at recommended scales and densities that match Gillett's overall character.
9. **Enhance the city's major entryways to better protect the city's identity.** STH 22 and STH 32 are the major "doorways" to the city and should receive the most scrutiny when being developed. Building facades, architectural styles, signage, lighting, and landscaping need to reflect the city's character before development is allowed. Recommended commercial signage for these areas should provide a common theme. All lighting shall be properly shielded so light shining outward and upward does not

inhibit the nighttime views or negatively impact surrounding developments. Landscaping shall be composed of natural vegetation, and shall buffer commercial parking lots as well as be integrated within the parking area to break-up large expanses of asphalt/concrete. It is important for the city to control these aspects of commercial use, for an area filled with blaring lights, competing signage, and vast areas of asphalt and concrete distract drivers, detract from the look of the city and create a negative vision for the remainder of the community.

10. **Access to the highway commercial areas should be maintained to one or two areas and not individual lots along the highway.** This will assist with more efficient traffic flow and provide for better safety.
11. **The city will ensure that the proper services and utilities are provided to future commercial sites.** The city will continue to monitor the capacities of the existing services to ensure that the services provided are as effective and efficient as reasonably possible.
12. **Commercial signage will continue to be controlled.** In order to control sign's appearances, rather than allowing signs to control the city's appearance, the city will need to review and possibly strengthen its sign controls under general zoning. The city should recommend a city-wide theme for its signage. Several sign designs, billboards, along with signs that are inflatable, glittering, flashing, rippling, sparkling, strings of lights, made with tinsel, "pompoms", pinwheels, pennants, banners, and streamers can have the potential to degrade the city's entryways ("doorways") and need to be limited in these areas. It is also recommended that changeable lettering, electronic messaging, and vibrant colors be prohibited because they are often deemed disruptive.

## Industrial

This plan will allow industrial uses which reflect the character of the city and do not negatively impact the surrounding land or its uses. It also supports all existing industrial uses which are expected to remain throughout the 20-year planning period and directs new industry to the existing industrial parks. The designated industrial areas should be managed in such a way that enhances the aesthetics of the city. This is especially important for areas on the city's edge and along the highways that serve as the entryways to the city.

### *Recommendations:*

1. **Existing industrial sites within the city are expected to remain throughout the planning period.** Many of the existing industrial sites within the city are located within the industrial parks or near adequate traffic routes. These industrial sites are expected to continue, with the majority of additional industrial developments to occur within the existing industrial parks.
2. **New industries are encouraged to utilize vacated structures, whenever possible.** The city should have discussions with potential industries regarding the possible use of existing vacant structures, rather than constructing new industrial facilities.

3. **Any new industrial developments as well as any future expansions shall be reviewed closely.** This is to ensure they do not negatively impact or alter neighboring uses (especially residential neighborhoods) or the environment. New industrial development should fit with the scale of the city, provide diversity, be environmentally friendly, etc. Also, the city will need to monitor the provision of utilities and services to new industrial sites to ensure their adequacy. The types of industrial uses allowed according to the City's zoning ordinance should be reviewed to determine if some uses do not comply with the city's vision for industrial development.
4. **Enhance the city's major entryways to better protect the city's identity.** The state highways that enter the City of Gillett are the major "doorways" to the city, thus industrial sites should receive scrutiny when being developed since they are, or would be viewable while entering the city. As with the Commercial classification, industrial developments should follow design standards in order to maintain/enhance the aesthetics of the city. It is recommended that the city develop a set of standards for industries regarding landscaping, building design, lighting, parking, signage, etc.
5. **Lessen potential conflicts between industrial developments and residential development.** The types of industry that locate near residential developments shall be encouraged for light industrial development. The industry should have minimal or no truck traffic in order to limit conflicts, along with improved safety near residential activities.
6. **Encourage buffers to prevent incompatibilities with existing land uses.** Industrial developments near residential developments shall incorporate buffers to lessen conflicts and maintain the character of the adjacent neighborhoods.
7. **Redevelopment of existing industrial sites.** The city also has several existing environmentally contaminated sites (see Chapter 4 and Appendix F for a list of these sites). This plan is recommending the assessment and cleanup of these sites and utilizing them for more productive uses. The city should have these individual sites evaluated and devise a plan for the redevelopment of contaminated areas. Since the nature of the contamination and clean up for these areas differs by site, the redevelopment plans for each specific site may also differ.
8. **Potential industrial sites:** The area to the east of Green Bay Avenue, on the city's east side, has the potential for industrial development. An additional area adjacent to and south of the existing industrial park has also been designated for future growth. The area is located adjacent to existing sites and would have access to public utilities. The city shall follow the previously mentioned industrial recommendations if these areas develop with industrial uses.

## Governmental/Institutional/Utilities

This plan identifies the Gillett City Hall, other government buildings, fire department, public institutions, utility sites (water towers, sewer treatment, recycling center), churches, cemeteries etc.

*Recommendations:*

1. **The City will continue to monitor services provided to city residents and businesses.** According to the city-wide survey, the majority of respondents indicated that the utilities and services provided to them by the city were adequate. However, as development pressures grow, the city will continue to monitor the capacities of the existing utilities and services to ensure that the services provided are as effective and efficient as reasonably possible.
2. **Maintain a county presence in the city.** The city is encouraged to work with Oconto County to maintain the county's presence (Human Services, etc.) in Gillett and keep a share of county assets.
3. **Explore options for future services.** The city should continually explore options for future recycling services and disposal of solid waste, which could be more cost effective and more efficient.
4. **Maintenance of the existing governmental/institutional facilities** is recommended in order to maintain their visual appearance and historical appeal.
5. **The city will address the issue of telecommunication towers and antennas with its neighbors.** In the future, the city may experience a demand for the locating of telecommunication antennas and towers with the expanding use of "cell phones". However, problems can arise when new towers, often hundreds of feet high, are built near people's homes, next to historic buildings, or in rural scenic areas adjacent to the city. In many cases these towers often do not fit in with their surroundings and destroy scenic vistas. This is a nationwide occurrence and is a common sight in the state of Wisconsin.
6. **Work with other agencies to address the telecommunication towers and antennas.** To address the telecommunication tower issue, it is recommended that the city, along with UW-Extension, and other professional agencies develop a program to educate community officials and citizens on the existing rules and regulations associated with these structures (i.e. north side water tower). In addition, the program should be used to discuss issues such as alternate structures, joint use of new and existing towers, and visual and other potential adverse impacts of telecommunication towers. In addition, the city must be informed as to when and where possible telecommunication towers may be constructed in the city and its 1.5 mile extraterritorial planning area.
7. **Communication and Utility structures will complement the community.** Future locations of utilities shall be sensitive to developed areas as well as the aesthetics of the city. High tension wires, transformer substations, communication towers, highway structures, etc. can have quite a negative effect on adjoining uses. Many are put in because of ease of the location or because they are central to the area but many do not consider the effects they have on adjoining property values, their views, etc.
  - Transmission lines shall not unnecessarily cross over/through residential developments in the city or areas set aside for natural resource protection or recreation. Likewise, utility lines shall be encouraged to follow edges of

natural features (that parallel roads) rather than roadways to maintain aesthetics of the city by minimizing their negative visual effects.

- Types of substations shall be heavily screened with natural vegetation from neighboring properties and roadways for aesthetic purposes.

8. **Require annexation for new developments on the periphery of the city.** It is recommended that the city continue its policy of requiring annexation prior to extending municipal water and sewer to surrounding areas.
9. **Ensure the updating of the City of Gillett Zoning Ordinance.** The city will continue to update its Zoning Ordinance in order to best protect the residents' quality of life, while providing the needed controls over incompatible uses.

## Park and Recreation

This plan promotes the existing recreational facilities, trails, parks and open spaces within the City of Gillett. These uses are expected to remain available to the residents of the city throughout the 20-year planning period and will ensure that existing and future neighborhoods within the city are served with park facilities, providing a variety of parks ranging from passive to active.

### *Recommendations*

1. **Develop a Comprehensive Outdoor Recreation Plan.** An outdoor recreation plan inventories current facilities and identifies future needs and plans for outdoor recreation within the city and its planning area. With expansion of the city and new parks being created, the city is encouraged to develop a Recreation Plan.
2. **Encourage the maintenance, expansion and updating of parks and recreational facilities.** The intent is to see a continuation and possible extension and update of park and recreation opportunities and maintenance of facilities. This also includes upgrading facilities to meet the needs of citizens with special needs along with providing opportunities for all ages of the population. Ensure that the recreational facilities are properly maintained and are compliant with the Americans with Disabilities Act (ADA) safety regulations.
3. **As neighborhoods develop a small neighborhood park is recommended.** The city will monitor the residential developments in order to determine the need for additional recreational facilities. New recreational areas should provide for both passive and active recreation. The areas that should be monitored closely are the sites recommended for residential development in the northwestern and northeastern portions of the city.
4. **Promote the Oconto County Recreation Trail.** Continue to promote these trails as viable recreational resources.
5. **Utilize defined environmental corridors as possible recreational sites.** This will help preserve the many natural features located within and around the city, the wildlife habitat and could provide for possible linkages to trails. This is best illustrated in the northwestern portion of the city recommended for new development. Lands within the

environmental corridors along Christy Brook are recommended for a common space to recreate as residential development occurs

6. **Cooperation in planning park and recreational facilities.** If future recreational development occurs, it is recommended that the city cooperate with developing agency(ies) and Oconto County and the town of Gillett to promote connectivity of recreational uses such as trails, especially linking residential areas to nearby parks, and other trail systems. These parks shall be accessible to all residents including those with disabilities.
7. **Explore possible funding resources for park upgrades or future park development.** The city should seek public and private donations for funding recreational facilities. The city is encouraged to contact agencies (i.e. WDNR, Bay-Lake RPC, etc.) to further enhance the quality of the city's recreational resources.

## Transportation

The transportation network in the city is more than adequate, given the network of city roads, various county highways, and several state highways (22 and 32) that are found within the city. The role that the major roadway corridors play in organizing the city should be highlighted using streetscape, landscape, and building placement guidelines that reinforce the particular character and function of the corridors. In addition, the plan envisions the city addressing the following:

### *Recommendations:*

1. Update the city's "Official Map" to delineate future road extensions. The Official Map should be consulted when the City Plan Commission and City Council reviews development requests to ensure that all new developments conform to the Official Map. In addition all new subdivision's streets must conform to the Official Map by extending to identified intersections;
2. Continue to ensure that minimum transportation standards are met for new developments. This is especially important along the major roadways (STH 22 and STH 32) which should be highlighted using streetscape, and building placement guidelines, etc.;
3. Ensure adequate parking with future commercial development. Parking lots are encouraged to have adequate landscaping;
4. Address any potential parking issues within the city;
5. The city is encouraged to address the pedestrian and bicycle safety problems near the schools and near the retail/commercial establishments;
6. Encourage both pedestrian and vehicular movement throughout the downtown area;
7. Continue to maintain the sidewalks throughout the city by utilizing the city's sidewalk plan to help ensure efficient and safe pedestrian movement;
8. Explore traffic calming techniques at trouble intersections including accessibility throughout the city;

9. Continue to monitor the conditions of streets and bridges and maintain them as needed;
10. It is also highly recommended that the city continue to utilize the PASER pavement rating system. The information derived from the PASER survey is used to assess the overall condition of road pavements and to determine the city's road maintenance, restoration and construction needs.

## Open Space/Woodlands/Agricultural

The majority of these lands are found in Gillett's planning area. These areas will remain for agricultural purposes and/or developments rural in nature throughout the 20-year planning period until a time it can be converted to a higher best use. Other lands in the periphery include natural features, woodlands, recreational and scattered development. Densities in this classification will generally be low in order to preserve the rural nature of the planning area.

Agricultural uses should be buffered from existing city development to limit incompatible land uses and limit nuisance complaints. For any proposed development within areas designated for agricultural use, the City Plan Commission and City Council will decide on a case by case basis which proposed subdivisions should be allowed. Through the use of the city's Extraterritorial Planning Jurisdiction, the city could deny any proposed subdivision planned for the extraterritorial area that does not fit with city's future vision.

It is recommended that the city continue its policy of requiring annexation of these lands prior to the city extending municipal sewer and water to them.

## Environmental Corridors

The preservation and protection of natural areas within the City of Gillett and its planning area will become increasingly important as population and development pressures increase. Many natural features are either unsuitable for development, enhance the appearance of the city, or improve natural processes such as flood control, water retention or groundwater recharge. Wetlands, floodplains, the various water features within and around the city are all significant natural features for the City of Gillett.

1. **This plan recommends that the environmental corridors within the city and its 1.5 mile planning area remain in their natural state or be minimally modified for possible recreational uses.** The environmental corridors are represented by four elements including; (1) 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA), (2) WDNR wetlands, (3) steep slopes of 12 percent or greater, (4) and a water setback for buildings from all navigable waterways. These four elements provide serious limitations to development and the floodplains, wetlands and the building setback are generally regulated by either the federal, state, or county government. Together, these elements represent the areas of the city that are most sensitive to development and are intended to be preserved. The corridors are an overlay to the recommended plan (Map 8.5) and should be utilized as a reference showing these sensitive areas.
2. **Educate residents on conservation practices and include private and public agencies to assist the city in preservation techniques.** The city survey identified

that it is important to the city residents to preserve/restore the natural habitat within and around the city. Gaining education materials from preservation groups as well as agencies in charge of natural resource control will be very helpful in educating the public to the benefits of preservation. Information detailing the existence of agencies willing to compensate property owners for their development rights as well as information on sources of money to help purchase sensitive lands should be presented.

3. **Utilize natural areas to enhance new residential areas.** It is encouraged that the city preserve large natural areas and/or features within possible developments to enhance/retain buffers near residential uses. This is envisioned to occur in the northwestern portion of the city where new residential development is recommended. By using the General Plan Design's mapped Environmental Corridors, the city will recommend a common space/open area that will prohibit future developments from disrupting the city's remaining natural areas. These areas along Christy Brook should be utilized for open spaces, developing trails, walkways, and other recreational resources.

## **URBAN DESIGN**

Urban Design is a way to protect and promote quality of life and livability for the citizens of Gillett. This plan recommends the City of Gillett, with assistance from the Main Street Program, establish specific urban design methods in order to enhance its overall appearance while maintaining its park-like atmosphere. The following are several recommendations.

The city can enhance its urban design through a variety of ways. The city may adopt design standards which reflect the character of a particular portion of the city (i.e. new development, historic downtown development, pedestrian oriented, and vehicular related areas). Some standards may include a connecting network of sidewalks, standards for building facades, trees lining the streets, etc. Other design issues include maintaining the scale and densities of the specific neighborhoods in the city, while providing for a variety of options that meet the diverse needs of all citizens.

Areas of the city with significant commercial and industrial activity shall enhance the properties through standards for landscaping, lighting, signage, facade and parking design, etc. This is especially important at the gateways into the city. The city should also look to preserve, rehabilitate and enhance the downtown area. Rehabilitation and restoration of the historical structures, decorative street lighting, street furniture and landscaping are possible ways downtown Gillett could be enhanced.

The city can also continue to beautify and enhance its many public spaces. This could be done through requiring decorative signage that is uniform throughout the city and displaying decorative pieces of public art. The city shall continue to enhance its existing recreational areas and pursue additional recreational sites.

Possible design issues related to transportation may include additions or changes that occur to the existing city street network. City street patterns should be designed to provide interconnected patterns that promote effective circulation of car, bicycle, and foot traffic, which may help take

some of the pressure off the major arterial streets in the city as it grows. Streetscapes in the transportation network should be appealing to transient traffic to enhance the city's aesthetics.

### **IDENTIFIED SMART GROWTH AREAS**

During the planning process, the Gillett Plan Commission developed a recommended land use plan (Map 8.5) which identifies how the city will develop and preserve its lands throughout the planning period. During this process the Plan Commission identified areas that are considered "smart growth areas". According to s. 16.965, Wis. Stats., a "smart growth area" is "an area that will enable the development and redevelopment of lands within existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low utility and municipal and state governmental costs."

The "smart growth areas" of the City of Gillett encourage infilling along with new developments that are contiguous with existing city developments. These "smart growth areas" allow for more orderly and efficient development patterns within existing and proposed neighborhoods. The city's "smart growth areas" also allow for adequate provision of services, with the possibility of the city expanding these public services to outlying communities. The commercial, industrial and residential lands identified within the city's plan will also allow for a variety of uses. Redevelopment/rehabilitation of existing residential properties, the downtown area and lands located adjacent to the primary entryways of the city (i.e. STH 22 and STH 32) are encouraged to enhance aesthetics and maintain the city's small town atmosphere.

### **SUMMARY**

Overall, the City of Gillett 20-Year Comprehensive Plan is the result of over 24 months of preparation and work done by the Gillett Plan Commission which generally works towards several issues including:

1. finding a balance between individual property rights (the right to develop) and community wide interests and goals (the right to preserve);
2. steering residential developments to areas designated within the city in order to minimize land use conflicts;
3. understanding the value of environmental corridors and wildlife habitats by steering development away from these areas;
4. promoting environmental corridors to serve as natural buffers which will help lessen conflicts;
5. maintaining the city's "small town" atmosphere;
6. work with the surrounding towns to maintain the city's 1.5 mile planning area in order to promote more efficient development patterns in the area;
7. cooperation with Oconto County and surrounding town;
8. identify enough land to accommodate a variety of development over a 20-year planning period.

The effect that this comprehensive plan will have on the city is twofold: (1) first, it identifies a responsible program to improve the overall condition and delivery of public facilities and services; and (2) second, it provides a future development scheme which is not only cost-effective but is also compatible with the city's existing development patterns and provides for the achievement of the city's vision and goals outlined within the plan.

In simple terms, the city must not only plan for new development that may occur, but must also plan on the timing and location of the new development that is within the general framework of this plan design. To accomplish this, the Gillett City Plan Commission, City Council and all city residents must work together in an organized and cooperative manner on all future planning efforts within the community. This may require unique agreements and joint planning with the adjacent town of Gillett and Oconto County.

Table 8.2 contains a summary of the year 2025 land uses which have been designated on the General Plan Design map for the City of Gillett along with their approximate acreage totals.

Table 8.2: 2025 General Plan Design Acreage Calculations, City of Gillett.

CODE	LAND USE CLASSIFICATION	ACRES
100	<b>RESIDENTIAL</b>	<b>297.08</b>
110	Single Family Residential	264.037
130	Two Family	0.927
150	Multi-Family	22.158
170	Group Quarters	2.255
180	Mobile Homes	7.706
200	<b>COMMERCIAL</b>	<b>24.67</b>
300	<b>INDUSTRIAL</b>	<b>115.88</b>
400	<b>TRANSPORTATION</b>	<b>102.06</b>
414	Local Streets and Roads	87.087
440	Transportation Related	14.974
500	<b>COMMUNICATION/UTILITIES</b>	<b>5.03</b>
600	<b>INSTITUTIONAL/GOVERNMENTAL FACILITIES</b>	<b>35.16</b>
700	<b>OUTDOOR RECREATION</b>	<b>57.81</b>
800	<b>AGRICULTURE/SILVICULTURE</b>	<b>50.33</b>
805	Open Space	44.183
810	Croplands/Pastures	6.149
900	<b>NATURAL AREAS</b>	<b>250.65</b>
911	Lakes	11.931
950	Other Natural Areas	238.723
<b>TOTAL ACREAGE</b>		<b>938.68</b>

Source: Bay-Lake Regional Planning Commission, 2003.

## **Chapter 9 - IMPLEMENTATION**

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This chapter provides information on the comprehensive plan amendment/update process and its overall use by the City of Gillett. More detailed information on various statutory powers which the city may utilize to implement the 20-Year Comprehensive Plan are also included in this chapter (under specific powers, the plan has identified recommendations for the city to consider in order to best bring about the vision identified in Chapter 1 of this document).

The final element in a comprehensive planning program is the implementation of the approved 20-Year Comprehensive Plan. Implementation can take the form of:

1. Carrying out the recommendations in the plan for specific projects, for example, creating an ordinance, establishing a park, etc;
2. Using the plan as a guide to public and private decision-making on matters that relate to the development of the city, for example, a rezoning request or a capital expenditure, and;
3. Reviewing and amending the plan as changes in the demographics, economy or political climate changes.

### **Role of the Plan and City Planning Committee**

Wisconsin Statute 66.1001 (3) stipulates that the land controls governing within the city and its extraterritorial area be consistent with the city's adopted comprehensive plan. The City Planning Committee's primary responsibility is to implement the comprehensive plan and to ensure that all supporting city ordinances are consistent with the plan. When reviewing any petition or when amending any land controls within the city, the comprehensive plan shall be reviewed and a recommendation will be derived from its identified statements, goals, objectives, vision statement and General Plan Design. If a decision is made that is inconsistent with the comprehensive plan, then before the decision can take effect, the comprehensive plan must be amended to include this change in policy.

The Planning Committee will need to ensure that the comprehensive plan is updated at least once every 10 years per s. 66.1001 (2) (i). Members of the Planning Committee need to become very familiar with the plan's maps and text as well as its stated vision statement, goals, policies, and programs. An annual review of the vision statement, goals, objectives and policies is recommended to keep them current.

### **Role of the Elected Officials**

The elected officials must make their decisions from the standpoint of overall community impact-tempered by site specific factors. In this task elected officials must balance the recommendations made by plans and policies, the objectives of the applicant, the technical advice of staff, and the politically neutral recommendations of advisory boards, with their own judgment on the matter at hand.

The comprehensive plan will provide much of the factual information elected officials need in making a decision. Thus, the prime responsibility of implementing and updating the comprehensive plan falls on the shoulders of the City Planning Committee however, elected officials should also become familiar with this important community plan and assert that

community support and resources are maintained to ensure the comprehensive plan stays current and viable.

## **LAND USE PLANNING CONTROLS RECOMMENDATIONS**

### **Zoning**

The City of Gillett has a well established Zoning Ordinance. Several of the future land use recommendations may need re-zoning in order to take place. The city will need to continue to stand firm on minimum zoning standards regarding natural features and should veto any attempts to relax regulations. The plan recognizes that the preferred land use has a horizon year of 15 to 20 years in the future while zoning's authority is immediate upon adoption and posting. Therefore, instances of current use and planned use may conflict, yet it would not be prudent to immediately make a current use non-conforming to meet the preferred land use. Much of the timing of re-zoning will depend heavily on the market forces, the current political climate, and accuracy of the plan's assumptions.

- The comprehensive plan's preferred land uses need to be compared to the zoning map to determine compatibility and realignment within various districts. The City Planning Committee and City Council will need to judge when re-zoning will occur, for it is not the intent that the zoning ordinance become a direct reflection of the plan in all instances. The comprehensive plan looks out to the future while the ordinance deals with present day.
- The City Planning Committee should consider updating specific lighting, signage, and landscaping design standards in order to protect the character of the city, regarding commercial and industrial uses.
- Additional ordinances may be developed by the city in order to meet the "vision" listed in Chapter 1 of this plan.
- The city should consider updating its zoning map into a digital format that is easily accessible to citizens and other interested individuals.

### **Official Maps**

Under §62.23(6), the city council/village board/town board (under village powers) "...may by ordinance or resolution adopt an official map showing the streets, highways, parkways, parks and playgrounds laid out, adopted and established by law." "The council/board may amend the map to establish the exterior lines of planned new streets, highways, parkways, parks, or playgrounds, or to widen, narrow, extend or close existing streets, highways, parkways, railroad rights-of-way, public transit facilities, waterways, parks or playgrounds." Once an area is identified on an official map, no building permit may be issued for that site, unless the map is amended.

The official map serves several important functions:

1. It helps assure that when the city/village/town acquires lands for streets, etc., it will be at a lower vacant land price;
2. It establishes future streets that subdividers must adhere to unless the map is amended; and,
3. It makes potential buyers of land aware that land has been designated for public use.

- Given the amount of lands designated for future development, it is recommended that the city review its official map for conformance to the comprehensive plan. Future residential areas need to have planned roads conducive to this type of activity/development as do areas for industry and commercial uses.
- A recommended technique for consistency with road alignments is to require area development plans prior to the approval of certified survey maps or subdivision plats. The city would maintain full discretion in the design and approval of any area development plans and if approved by the city, the plans would be incorporated as part of the official map for the specified area. Thus, developers would be required to ensure the city that their proposals will result in planned, orderly growth and development. In effect, roads and utilities would be planned to include areas beyond the land originally proposed to be platted. This would help the city avoid dead ends and looped streets that are characteristic of developments that have not considered adjacent lands owned by other parties.

### **Sign Regulations**

Many communities are finding themselves having to regulate signage, especially along transportation corridors, in order to preserve a sense of place and community character. As signs become more bold, have greater illumination, and have greater square footage, the sides of roadways along community centers become places of growing confusion as each sign attempts to gain your attention.

- The city should consider reviewing its sign controls in order to preserve its aesthetics. Special attention should be given to the minimum requirements within the commercial/industrial parcels. The number of signs permitted and the overall square footage of signs can best be managed if tied to the parcel's size and the commercial building's square footage.

### **Erosion and Storm Water Control Ordinances**

Under s. 62.234 of the Wisconsin Statutes, the city may enact a construction site erosion control and storm water management zoning ordinance. The purpose of such an ordinance is to protect water quality and to minimize the amount of sediment and other pollutants carried by runoff or discharged from construction sites to lakes, streams, and wetlands.

- The city of Gillett does not have an Erosion and Storm Water Control Ordinance, however in the long term, the city may wish to enforce such an ordinance.

### **Historic Preservation Ordinances**

Historic preservation ordinances can assist communities in protecting their culture and history. The ordinances provide identification, protection, enhancement, perpetuation and use of buildings, structures, objects, sites and districts within a community that reflect special elements of a communities historical, architectural, archaeological, cultural, or aesthetic heritage. The ordinances can also set standards for alterations, design, restoration, demolition or new construction, ensuring that the features/neighborhoods maintain their historical significance. In addition, historic preservation can increase the economic benefits to a community and its residents, protect/increase property values, and enhance the overall visual character of a community.

- The city has adopted an historical preservation ordinance identifying historical districts, structures, landmarks, etc. The ordinance provides the city with the means to renovate and restore structures or sites that reflect Gillett's history. The city should continue working with the Gillett Main Street Organization to preserve the city's prominent historical areas and structures.

### **Design Review Ordinances**

Design review can accompany many different development aspects and will assist communities in achieving the identified look and character they expressed within their vision statements and goals. These ordinances however, need to be based upon well defined sets of criteria. Signage, lighting, exterior building material types and colors would be specifically identified within the ordinance.

- The city may wish to explore the use of such design review ordinances to promote a specific vision for an identified area within the city. Examples include new residential subdivisions, areas along identified commercial corridors (i.e. STH 22 and STH 32), the downtown area, or within established industrial areas. The city should work with the Gillett Main Street Organization during the development of such ordinances.

### **Economic Development Committee**

An Economic Development Committee (EDC) is a not-for-profit organization representing the interests of both the public and private sectors within a community. EDCs have been formed in a number of communities to handle the municipality's economic development activities and bridge the communication gap that oftentimes exists between the public and private sectors. Typical activities undertaken by an EDC include commercial and industrial development, business retention and recruitment, and tourism. EDCs consist of a Council of Directors and professional staff members. Council members typically depict a broad representation of the community's business, labor and educational sectors and are jointly appointed by the community and its Chamber of Commerce or other existing business associations. The Council sets policy for the EDC and is responsible for all actions undertaken.

- It is recommended that the commercial and industrial needs of the city be expressed to the Gillett Main Street Organization, and the Oconto County Economic Development Corporation in order to attract the desired commercial and industrial growth in the future.

### **Building/Housing Codes**

The city should adopt a Housing Code indicating minimum requirements and standards for living space, lighting, heating, maintenance, etc. This would ensure that properties are adequately maintained to preserve the character of the community and to protect property values. This is important especially for those older areas within the city and for properties that are not owner occupied.

### **Floodplain Ordinance**

The city has adopted controls (Chapter 12 of its Municipal Code) regulating development in flood hazard areas to protect life, health and property. These regulations will limit development

within identified areas. In some instances it will be important to re-adjust the floodplain boundaries in specific areas or within the entire city. To do so the city must follow three steps:

1. Hire an engineering firm to conduct hydrologic and hydraulic engineering models to calculate floodplain boundaries for the specified area.
2. Submit the re-calculated floodplain boundaries to the WDNR Bureau of Watershed Management and the FEMA for their review.
3. If approved, amend existing zoning maps to reflect the re-calculated floodplain boundaries.

### **Sanitary Codes**

The city is encouraged to adopt specific sanitary controls regulating sewer usage and sewer charges to ensure the greatest protections to the city residents. Groundwater protection is of great importance to the city and surrounding communities. Uncontrolled waste can have detrimental and wide ranging impacts on health and property values.

### **Subdivision Ordinances**

The city does not have an ordinance regulating subdivisions and platting of land. A subdivision ordinance regulates the division of land into lots and parcels within the city, or within the city's 1.5 mile extra territorial plat review jurisdiction, for development to promote public health, safety and general welfare; to further the orderly layout and use of land; to prevent the overcrowding of land, etc. The subdivision ordinance is related to the zoning ordinance in that the zoning ordinance regulates the lot size, density, and use of the land, while the subdivision ordinance regulates the platting, or mapping, of newly created lots, streets, easements, and open areas. Most importantly, the subdivision ordinance helps implement the comprehensive plan. A basis of the approval of a subdivision is its conformance or consistency with a local comprehensive plan (as well as the City Official Map and Zoning Ordinance). The subdivision ordinance allows the city to encourage well designed neighborhoods and ensure the creation of adequate land records. In addition the subdivision ordinance allows the city to set construction and design standards, and timelines for improvements such as streets, and parklands identified in the comprehensive plan and Official Map.

The Subdivision ordinance can also require Area Development Plans by the subdivider to adjacent surrounding undeveloped areas in order to update and amend the City's Official Map. Area Development Plans will ensure the split will be adequately served by future roads adjacent to it and will also guide future development and infrastructure around it in an orderly systematic approach.

### **COMPREHENSIVE PLAN INTERNAL CONSISTENCY**

The comprehensive plan was developed sequentially in order to develop a plan with supportive goals, objectives, policies, and programs. Utilizing community surveys as a base, key issues were identified within each of the nine elements of the plan. Using these issues along with factual information regarding natural features, past population and housing data and infrastructure, a set of goals, objectives, policies and programs were developed in order to determine a desired vision which would be used throughout the planning period. The identified vision, goals and strategies expressed within this plan were utilized to determine the final General Plan Design as well as the

specified implementation actions the city will undertake throughout the planning period. Any amendment to the plan shall be accompanied with an overall review of the nine elements along with their identified goals, objectives, policies and programs, in order to ensure that inconsistency within and between elements does not occur in the future.

## **IMPLEMENTATION MILESTONES**

Implementation Timeline										
Category	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	YEAR 6	YEAR 7	YEAR 8	YEAR 9	YEAR 10
<b>Planning Elements</b>			Review Chapter's Goals Evaluate Against WDOA Estimates		Review Chapter's Goals Evaluate Against WDOA Estimates				Plan Commission Gather Needed Information to Update The Plan	Review & Update Plan
<b>Governmental</b>	Ongoing Education/training of Plan Commission				Review Chapters Projections & Compare to Latest Information			Contact Consultant to Update Plan		Adopt Plan By Ordinance
<b>Ordinances</b>	Initiate Ordinance Update	Complete Ordinance Update			Revise Ordinances appropriately					Review And Amend Ordinances
<b>Intergovernmental</b>	Establish Meetings to work with other Communities	Ongoing Evaluation of Shared Goals			Evaluate Shared Goals					Continue Intergovernmental Cooperation

## **PROCESS FOR UPDATING PLAN**

As directed by s. 66.1001, any Planning Committee or other body of a local governmental unit authorized to prepare or amend a comprehensive plan may recommend the adoption or amendment of a comprehensive plan only by adopting a resolution by a majority vote of the entire commission (or governmental unit). This plan shall be amended/updated following s. 66.1001 (4)(b) and the adopted written community procedures for fostering public participation.

## **ACTION PLAN**

The following is a summary of the key implementation activities needed to be followed to ensure initial progress is made after the adoption of the comprehensive plan. The Action Plan identifies the activity (**What**) and the appropriate body (**Who**) that would have the responsibility for carrying out the activity. The timeframe the activity needs to be initiated (**When**) is also identified and should begin within the first year of the plan's adoption or reviewed for continued applicability. The actions are as follows:

## **City of Gillett Action Plan**

**1. Activity**      Attend workshops and training programs designed to educate Plan Commission members on duties and responsibilities.

**Who:**                      City Planning Committee Members  
**When:**                      Ongoing continuous effort

**2. Activity**      Discuss the city's intentions regarding future commercial and industrial development within the city and its planning area with Oconto County, Gillett Main Street Organization, etc. to inform them that the city is looking to promote this type of growth and has set aside lands for its development.

**Who:**                      Planning Committee and Chief Elected Officials  
**When:**                      Fall 2003 and ongoing effort

**3. Activity**      Administer the Comprehensive plan's recommendations, and monitor/update the statistical projections within the comprehensive plan.

**Who:**                      City Planning Committee  
**When:**                      Ongoing/ Minor update of Plan's components every 3 to 5 Years,  
                                    Complete Update of Plan at 10 Years

**4. Activity**      Communicate with the town of Gillett in an effort to identify shared goals, visions, and efforts to further the city's and surrounding area's developments.

**Who:**                      Chief Elected Officials, City Planning Committee  
**When:**                      Fall 2003 initially, and ongoing effort

**5. Activity**      Review the city's ordinances for conformance with the comprehensive plan as well as to update per recommendations of this plan.

**Who:**                      Chief Elected Officials, City Planning Committee  
**When:**                      Fall 2003, shortly after the adoption of the comprehensive plan, and ongoing effort

**6. Activity** Update the city's Official Map to include future roadways prior to allowing any new developments within planned areas of the city and the planning area.

**Who:** City Planning Committee, Chief Elected Officials  
**When:** Spring 2004

**7. Activity** Explore design options for future use within commercial and industrial areas of the city to further community character protections as recommended within this plan.

**Who:** City Planning Committee  
**When:** Initiate Spring/Summer 2004, ongoing effort

**8. Activity** Work towards and submit applications for grants for preserving/enhancing the city's historic attributes and other natural areas within the city.

**Who:** City Planning Committee, BLRPC, Oconto County  
**When:** Fall 2003 and ongoing

**9. Activity** Work on educating the City Planning Committee Members, Chief Elected Officials and residents on non-traditional methods of development such as Conservation Subdivisions, Cluster Districts, Traditional Neighborhoods - that will promote the plans of the city to allow creative development opportunities while protecting and enhancing the natural resources found within city and surrounding area.

**Who:** City Planning Committee  
**When:** Summer/Fall 2003, ongoing effort

**10. Activity** Monitor public facility needs and improvements so as to be able to determine their associated impacts on the plan's proposed development goals regarding future land development.

**Who:** City Planning Committee with assistance from City Staff  
**When:** Ongoing continuous effort

**11. Activity** Continue to apply for grants to improve the city's public facilities, economic viability and housing (affordability, rehabilitation, etc.).

**Who:** Chief Elected Officials  
**When:** Ongoing continuous effort

The work plan activities listed in the following tables represent both ongoing and individual initiatives.

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
<b>GOAL: Natural Resources</b> To provide a safe, clean and orderly natural environment for the residents of the city of Gillett.				
<b>GOAL: Natural Resources</b> To protect the important natural landscape features such as woodlands, wetlands, floodplains, waterways, and the city's air quality.				
1. <i>Obtain a level of strict enforcement of existing regulations (federal, state, county, city) for lands within environmentally sensitive areas.</i>				
2. <i>Encourage clustering of development to limit sprawl and its many negative attributes.</i>				
3. <i>Clearly identify natural areas for protection.</i>				
4. <i>Plan development adjacent to water features and wetlands carefully. The burden of proof shall be on the developer. The developer needs to prove that a negative result on adjoining rivers, lakes, streams, or wetlands will not take place. If this cannot be determined than the development shall not occur.</i>				
Develop an overlay district that would identify key natural resources and viewsheds the city wants to protect and establish a set of standards/criteria to apply within the district.	Planning Committee	UW-Extension, BLRPC	WDNR	2004-2006
Accurately identify key natural resources for protection and protect them through using an "Environmental Corridor" overlay district with appropriate protective language governing the district. Uses within environmental corridors shall be limited to conservancy, trails and other recreational activities which do not adversely impact the natural features and open spaces found within the corridor. Educate residents about flood risks, shoreland and wetland preservation, steep slope risks and discourage development within this plan's identified environmental corridors.	Planning Committee	UW-Extension, WDNR	WDNR	2004-2006
Explore the use of an overlay district with setbacks for rivers, lakes, streams, and wetlands requiring additional care and proof that development will not have a negative effect on these resources.	Planning Committee	UW-Extension, WDNR	WDNR	2004-2006

<b>Activity</b>	<b>Lead</b>	<b>Cooperators</b>	<b>Potential Funding Sources</b>	<b>Time Period</b>
Coordinate the city's efforts with adjoining municipalities and state agencies such as Oconto County, neighboring communities and public/private agencies/groups on informational programs and brochures regarding natural resources to educate and inform the public.	Council	Planning Committee, UW-Extension		On-Going
Work to ensure enforcement of floodplain zoning, conservancy zoning and shoreland zoning ordinances within the city's planning area and throughout the region to protect water quality.	Planning Committee	Oconto County Zoning		On-Going
Utilize the city's authority to create an Official Map and identify features the city plans on preserving through public ownership.	Planning Committee			2004-2006
Establish a protective buffer area (a zone of no buildings) around delineated wetlands.	Planning Committee			2004-2006
Make an effort to diversify the types of trees within the city.	Park Committee	Planning Committee		On-Going
Support the enforcement of rules on private sewage systems and encourage better state level enforcement of rules governing solid hazardous waste disposal and wells within the region and the city's planning area.	Board of Public Works, Utility Committee	Planning Committee		On-Going
Promote environmentally responsible industry.	Planning Committee			On-Going
Support a noise ordinance which limits development of incompatible uses next to one another while promoting noise barriers/buffering.	Health Committee	Planning Committee		2004-2006
Explore available funding sources which provide funding to protect and improve the water quality of rivers, lakes and their ecosystems.	Planning Committee	Utility Committee, Finance Committee	WDNR	On-Going

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
<b>GOAL: Water supply - Groundwater and Surface Water</b>				
To maintain or improve groundwater and surface water quality.				
<ol style="list-style-type: none"> <li>1. Accurately identify the recharge areas for wells to know the areas that need to be protected to ensure a safe drinking water supply.</li> <li>2. Identify all potential contaminant sources (within the recharge area of the wells) in order to identify potential threats to the water resource.</li> <li>3. Establish long-term plans to address potential recharge areas and their threats.</li> </ol>				
Support the development of long-term plans (Wellhead Protection or Source Water Protection plans) protecting the city's water resources.	Utility Committee	Planning Committee, WDNR, UW-Extension	WDNR	2004-2006
Support the efforts in identifying recharge areas and their threat sources to the city's drinking water.	Utility Committee	Planning Committee, WDNR, Oconto County Land Conservation		2005-2007
Adopt appropriate ordinances protecting water sources.	Utility Committee	Planning Committee, Council		2005-2007
<b>GOAL: Agricultural Resources</b>				
To maintain compatibility between uses, while providing for the orderly development of land that is currently or was historically in productive farm use for non-farm development.				
<ol style="list-style-type: none"> <li>1. Ensure future developments do not create incompatibility between uses.</li> <li>2. Identify future development areas on the General Plan Design Map and inform the town of Gillett about these future development plans in order to best alleviate compatibility problems in the future and to allow a cohesive development strategy.</li> <li>3. Ensure that city edges are well buffered (through distance or through the use of landscaping) to minimize noise, smells, dust, light pollution, etc., from farming operations.</li> </ol>				
Review the Town of Gillett Comprehensive Plan to determine the best future growth locations within the city's planning area and promote intergovernmental cooperation between the governments.	Planning Committee			On-Going 2004
Develop entire neighborhoods with the thought of compactness as opposed to a piece by piece method over long periods of time - to promote efficient development patterns, efficient street and service development, connectivity to the rest of the city, thus alleviating fragmentation of lands within the planning area and help lower development pressures and associated costs.	Planning Committee			On-Going

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
Direct large scale residential development away from prime farmlands in order to protect the farmer's "right to farm" while also minimizing conflicts of incompatible uses.	Planning Committee	Oconto County Land Conservation, Council		On-Going
Explore regulatory options that establish buffer strips between farm operations and other adjacent developments to help minimize conflicts and possible nuisances.	Oconto County Land Conservation	Planning Committee		2004-2006
Work with farmers looking to cease farming operations and thus willing to explore alternative uses for their lands, in order to derive the best mutual benefits for the farmer and the city.	Planning Committee	Oconto County Land Conservation		On-Going
<b>GOAL: Metallic and Non-Metallic Resources</b> To ensure that future mining sites will not negatively impact the planning area or its residents.				
1. <i>Work with Oconto County to identify and map all possible mining sites for the city's use.</i>				
2. <i>Do not develop incompatible uses with mining adjacent to one another.</i>				
3. <i>Do not allow mining operations to harm or degrade views, the natural environment and favorable community characteristics.</i>				
Acquire the Oconto County mining location maps and use them when deciding land use issues.	Planning Committee	Oconto County Zoning		2004
Steer incompatible uses away from identified mining sites.	Planning Committee	Oconto County Zoning		On-Going
Ensure all future mining operations will be reclaimed to a serviceable setting in the future.	Planning Committee	Oconto County Zoning		On-Going
<b>GOAL: Historic, Archeological and Cultural Sites</b> To preserve the city's historic, archeological and cultural locations and structures for current residents and future generations.				
1. <i>Preserve and enhance buildings (churches, historic homes, buildings, etc.), structures (out buildings, bridges, etc.) and other landscape features (cemeteries, fence lines, etc.) that are the planning area's cultural history.</i>				
2. <i>Provide information on these historical resources and their significance to city residents for their continued knowledge of the history of the city.</i>				
3. <i>Tie these significant locations into recreational/tourist sites while further enhancing them and their access, where appropriate.</i>				
Work to preserve appropriate locations of these sites (i.e. through use of Historic Preservation Ordinance).	Historic Preservation Committee, Gillett Historic Society	State Historical Society, Oconto County Historic Society		On-Going

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
Improve communication with county historical society, the State Historical Society of Wisconsin, and other appropriate organizations to identify, record, and promote the preservation of archeological sites, historic buildings, sites, structures and objects within the city's planning area.	Historic Preservation Committee	State Historical Society, Oconto County Historic Society		2004-2005
Support tying these resources into recreational sites and trails.	Historic Preservation Committee	Planning Committee, State Historical Society, Oconto County Historic Society		On-Going
Discourage the destruction of these sites and work towards limiting incompatible uses adjacent to them that might have negative impacts on the resource.	Historic Preservation Committee	State Historical Society, Oconto County Historic Society		On-Going
Support and encourage the efforts of neighboring communities in protecting historically significant areas.	Historic Preservation Committee	State Historical Society, Oconto County Historic Society, Town of Gillett		On-Going
<b><i>GOAL: Housing</i></b> To work with the U.S. Census Bureau to ensure that the population and housing counts in future Censuses are completed accurately.				
<b><i>GOAL: Housing</i></b> To provide for a variety of quality housing opportunities for all segments of the city's current and future population.				
<i>1. Develop and enforce policies and programs to assist citizens in obtaining affordable quality housing.</i>				
The city will support the agencies and their programs that provide affordable housing to its residents.	Planning Committee			On-Going
When qualified, the city should apply for grants and become involved in programs to address the city's housing needs.	Planning Committee, Community Development Authority	BLRPC, OCEDC		On-Going
The city will support local initiatives to improve the housing conditions and existing housing stock within the city.	Health Committee			On-Going
Ensure that the city's zoning ordinance allows for and/or encourages the above policies.	Planning Committee			On-Going

<b>Activity</b>	<b>Lead</b>	<b>Cooperators</b>	<b>Potential Funding Sources</b>	<b>Time Period</b>
<i>2. Encourage new housing development in areas where it is needed and can be done in an environmentally and cost effective way.</i>				
Encourage new housing in areas adjacent to areas in which community facilities currently exist.	Planning Committee			On-Going
The construction of new homes should be regulated by adequate building codes and ordinances.	Planning Committee	Health Committee, Building Inspector		On-Going
Explore new development ideas which encourage a responsible use of land, the retention of natural or unique areas and/or which minimize possible negative impacts on the environment.	Planning Committee			On-Going
Identify areas in which new development should be restricted or maintained as open space.	Planning Committee			2004-2005
<b>GOAL: Economic Development</b>				
To provide for development in the city of Gillett by seeking balanced economic growth in business and industry, while providing jobs for residents, and increasing personal income.				
<i>1. Locate future businesses in areas specified in the general plan design map (found in Chapter 8 of this document) to enhance and promote the community character of the city of Gillett.</i>				
Work towards locating commercial development dependent on automobile traffic and easy access, such as gas stations, fast-food restaurants, along STH 22 and STH 32 bordering the city of Gillett, in order to provide commercial service to local and through traffic.	Community Development Authority	Gillett Business Association, Planning Committee, Health Committee		On-Going
Encourage new business development in the downtown area.	Community Development Authority	Planning Committee, Gillett Business Association, Revitalize Gillett Inc.		On-Going
Work towards strengthening the local economy by encouraging economic development projects that involve one or more of the following: public and private participation; an increase in productivity; utilization of modern technology; employment of persons with low to moderate skills; and the upgrading of jobs and training of employees to improve job skills.	Community Development Authority	Planning Committee, Gillett Business Association, Revitalize Gillett Inc.	TechZone	On-Going

<b>Activity</b>	<b>Lead</b>	<b>Cooperators</b>	<b>Potential Funding Sources</b>	<b>Time Period</b>
Work with the town of Gillett to expand services to future commercial businesses or industries that locate within the town.	City Council	Committees		On-Going
<b><i>GOAL: Transportation</i></b>				
To establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the city's adopted 20-Year Comprehensive Plan.				
<ol style="list-style-type: none"> <li>1. <i>Develop a transportation system that provides for motor vehicles, pedestrians, and bicycles, and is harmonious with surrounding land uses.</i></li> <li>2. <i>Assure that safety issues are addressed for all transportation modes.</i></li> <li>3. <i>Ensure that the state and county provide for adequate traffic controls and convenient efficient vehicular movement near all commercial, industrial, and public facilities located along the STH 32, STH 32/22, STH 22 and CTH BB corridors.</i></li> <li>4. <i>Ensure that the state and county provide for adequate traffic controls (i.e. turning lanes, frontage roads) near businesses located along the STH 32, STH 32/22, STH 22 and CTH BB corridors.</i></li> <li>5. <i>Encourage development of a safe system of bicycle, walking and motorized recreational vehicle paths and trails through the city.</i></li> <li>6. <i>Plan for and designate future road rights-of-way within the city and planning area.</i></li> <li>7. <i>Encourage development of a transportation system which reduces accident exposure and provides for increased travel safety.</i></li> <li>8. <i>Encourage development of a transportation system which minimizes adverse effects upon the property tax base and the natural and cultural resource base.</i></li> <li>9. <i>Encourage development of a transportation system which preserves a high aesthetic quality and possesses a positive visual relation to the land.</i></li> </ol>				
The proper use of land for, and adjacent to, transportation facilities should be pursued in accordance with the city's land use development objectives.	Planning Committee	WisDOT		On-Going
The total amount of land used for transportation facilities should be minimized.	Board of Public Works	Planning Committee, WisDOT		On-Going
The destruction of, or negative impacts to, historic buildings and of historic, scenic, scientific, archaeological, and cultural sites caused by the reconstruction of existing or the construction of planned transportation facilities and terminals should be minimized.	Historic Preservation Committee	Planning Committee, Gillett Historic Society, WisDOT, SHS		On-Going
Transportation facilities should be located to minimize impacts on visually pleasing buildings, structures, and natural features; and to enhance vistas to such features.	Board of Public Works	Planning Committee, WisDOT	WisDOT	On-Going

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
The location of transportation facilities in or through environmental corridors and natural areas should be avoided.	Board of Public Works	Planning Committee, WisDOT, WDNR		On-Going
Adverse impacts on significant natural habitat, with special attention to endangered species should be avoided.	Planning Committee	WisDOT, WDNR		On-Going
Abandoned rail and/or utility right-of-way corridors should be maintained for future transportation facilities such as bicycle, pedestrian and recreational vehicles.	Parks Committee	Planning Committee, WisDOT, RGI	WisDOT, WDNR	On-Going
Identify and address any dangerous intersections within the city.	Board of Public Works	Health Committee, WisDOT	WisDOT	2004
Bicyclists and pedestrians should be accorded a comfortable margin of safety on all roads and highways by ensuring compliance with American Association of State Highway and Transportation Officials (AASHTO) and Manual of Uniform Traffic Control Devices (MUTCD) guidelines and standards.	Board of Public Works	WisDOT		On-Going
Bicycle lanes or wide curb lanes should be constructed on high volume roads to provide a comfortable margin of safety.	Board of Public Works	WisDOT	WisDOT	On-Going
<b>GOAL: Community Facilities</b>				
To provide quality community services to all the residents of the city of Gillett and to provide for orderly development of the city through the planned development of public and community facilities.				
<i>1. To maintain and upgrade desired levels of municipal facilities and services to keep up with the existing population and anticipated growth.</i>				
Improve the conditions and maintenance of the roads in the city of Gillett.	Board of Public Works	WisDOT, Oconto County Highway	WisDOT	2004-2010
Continue to provide effective and efficient fire and emergency medical services.	Health Committee	Fire Department/Ambulance	WDNR	On-Going
Ensure adequate law enforcement services within the city.	City Police, Health Committee	Sheriff/County Law Enforcement Committee		On-Going
Continue to provide adequate solid waste disposal services.	Board of Public Works	County Zoning, Utility Committee, Board of Public Works		On-Going

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
Maintain the sanitary sewage system to protect the groundwater	Utility Committee	Council, WDNR	WDNR, EPA	On-Going
Provide and require the fair and equitable distribution of benefits and costs for the extension of public facilities.	Planning Committee	Utility Committee, Board of Public Works	WDNR	On-Going
<b>GOAL: Parks and Recreational Lands</b>				
To ensure residents have safe recreational sites within the city that provide a number of activities.				
<i>1. Maintain existing recreational areas and plan for additional recreation within the city.</i>				
Work with other municipalities to consider the development of future recreational lands within and around the city of Gillett.	Parks Committee	Planning Committee, Town of Gillett, Oconto County	WDNR	On-Going
Discuss future trailway development with residents as well as affected property owners.	Parks Committee	Town of Gillett, Oconto County, RGI, Shawano County, WDNR	WDNR	2004-2014
Utilize natural features for enhancing recreational opportunities within the city.	Parks Committee		WDNR	On-Going
Future recreational areas should be interconnected with a trail system.	Parks Committee	Town of Gillett, Oconto County, RGI, Shawano County, WDNR	WDNR	On-Going
Consider access for the disabled, elderly and very young when planning, designing, and constructing all new recreation projects, including parking, trails, etc.	Parks Committee	Planning Committee, Health Committee	WDNR, WisDOT	On-Going
<b>GOAL: Intergovernmental Cooperation</b>				
To promote cooperation between the city of Gillett and any other governmental agency that makes decisions impacting the city.				
<i>1. Encourage coordination and sharing of community facilities and services whenever possible.</i>				
<i>2. Coordinate with adjacent communities on future planning projects to maintain the rural character of the surrounding area.</i>				
Work with neighboring communities regarding any water issues affecting rivers, lakes and other land uses which lie across municipal boundaries.	Planning Committee	Town of Gillett, Oconto County, WDNR	WDNR	On-Going
Explore the possibility of jointly developing and managing future recreational facilities.	Parks Committee	Town of Gillett, Oconto County, Shawano County, WDNR	WDNR	On-Going
Work with surrounding municipalities to address possible boundary issues to minimize conflicts.	Council	Town of Gillett, Oconto County, Committees		On-Going

Activity	Lead	Cooperators	Potential Funding Sources	Time Period
<b>GOAL: Land Use</b>				
To promote the distribution of land uses that will preserve and enhance the character of the city of Gillett by establishing land development guides designed to promote environmental protection, meet social and economic needs, provide for adequate services and facilities, conserve natural resources, and ensure compatibility of land uses..				
<ol style="list-style-type: none"> <li>1. <i>Ensure that growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with community character for both existing and future residents.</i></li> <li>2. <i>Encourage harmonious and well-planned commercial development that will serve the needs of the city and area residents, visitors and the specialized needs of the rural area.</i></li> <li>3. <i>Encourage preservation of water resources, unique open spaces, and other cultural and natural resources.</i></li> </ol>				
Implement the adopted comprehensive plan.	Planning Committee	City Council		2004-2025
Utilize the General Plan Design map as an illustration of the City's overall development policy	Planning Committee	City Council		On-Going

#### **List of Abbreviations for Table:**

BLRPC – Bay-Lake Regional Planning Commission  
 OCEDC – Oconto County Economic Development Corporation  
 RGI – Revitalize Gillett Incorporated  
 SHS – State Historical Society  
 WDNR – Wisconsin Department of Natural Resources  
 WisDOT – Wisconsin Department of Transportation

## **APPENDIX A**

## **PUBLIC PARTICIPATION PROCEDURES**

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**City of Gillett  
Oconto County, Wisconsin**

**Procedures  
for Public Participation  
for Adoption or Amendment of the  
City of Gillett  
Comprehensive Plan**

CITY OF GILLETT  
OCONTO COUNTY, WISCONSIN  
RESOLTUION NO. 2-2002

**RESOLUTION ADOPTING WRITTEN PUBLIC PARTICIPATION  
PROCEDURES**

**WHEREAS**, the City of Gillett is preparing a Comprehensive Plan under WI Stats. 66.1001, and;

**WHEREAS**, the City of Gillett may amend the Comprehensive Plan from time to time, and;

**WHEREAS**, WI Stats. 66.1001(4) requires a governing body of a local unit of government adopt written procedures designed to foster public participation in the adoption or amendment of a comprehensive plan and;

**WHEREAS**, the City has prepared and publicly reviewed such written procedures entitled Procedures for Public Participation for Adoption or Amendment of the City of Gillett Comprehensive Plan.

**NOW THEREFORE BE IT RESOLVED**, the City of Gillett City Council officially adopts Procedures for Public Participation for Adoption or Amendment of the City of Gillett Comprehensive Plan.

Adopted this 7 of Feb, 2002

Approved:

Raymond Lambrecht  
Raymond J. Lambrecht, Mayor

Lauri Cornelius  
Lauri Cornelius, Clerk/Treasurer

**CITY OF GILLETT  
OCONTO COUNTY  
COMPREHENSIVE PLAN  
“WRITTEN PROCEDURES TO FOSTER PUBLIC PARTICIPATION”**

**PURPOSE**

In accordance with Wisconsin State Statute 66.1001(4), which defines “Procedures For Adopting Comprehensive Plans”, these adopted written procedures will be followed in order to involve the public in the comprehensive planning process to the greatest extent practicable. These procedures are designed to foster public participation, including open discussion, communication programs, information services, and public meetings and shall apply to the adoption and any amendments to the Comprehensive Plan.

**PLAN COMMITTEE AND COMMITTEE MEETINGS**

The City of Gillett has established a Comprehensive Plan Committee to develop and review a Comprehensive Plan. This body will adopt the plan by resolution and petition the City Council to adopt the plan by ordinance.

All meetings of the Comprehensive Plan Committee will be posted in advance and open to the public in accordance with Wisconsin Law. The agenda shall provide for comments from the public. To foster intergovernmental cooperation, copies of the agenda will be sent in advance to adjacent municipalities and to Oconto County.

The duties of the Comprehensive Plan Committee may be assumed by the City Plan Commission.

**COMMUNITY SURVEY AND NOMINAL GROUP EXERCISE**

A citywide survey will be conducted to help guide the Comprehensive Plan Committee and City in developing the Comprehensive Plan and each of its components. The City will conduct a nominal group exercise as part of the preparation and update the Comprehensive Plan and any subsequent updates to the plan as appropriate.

**OPEN HOUSES**

A minimum of two (2) “Open Houses” shall be held during the development of the comprehensive plan in order to present information regarding the comprehensive plan and to obtain public comment. One shall be held at the “midway” point to present background information, and the second open house will be held near the end of the planning process to present the plan prior to the required public hearing. The open houses shall be noticed in a local newspaper. In addition, the open houses will be noticed and posted in three locations by the City Clerk. The open houses will provide the public with an opportunity to review and comment on work that has been accomplished by the Comprehensive Plan Committee and the Bay-Lakes Regional Planning Commission.

3. The name of an individual employed by the City of Gillett who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed Comprehensive Plan may be inspected before the hearing, and how a copy of the plan may be obtained.

Upon the day of publication of the public hearing notice, copies of the plan will be made available for public review at the nearest library of the community and at the City Hall. Written comments on the plan from members of public will be accepted by the City Council at any time prior to the public hearing and at the public hearing.

#### **ADDITIONAL STEPS FOR PUBLIC PARTICIPATION**

The City reserves the right to execute additional steps, means, or methods in order to gain additional public participation and or additional understanding of the Comprehensive Plan and the process of its development and adoption. These optional steps may include informational memos, postcards, letters, posters, fliers, or WEB sites.

#### **STATE STATUTES**

Where there is a conflict with these written procedures and provisions of s. 66.1001(4) Procedures for Adopting a Comprehensive Plan, the state statutes shall apply.

#### **AMENDMENTS**

The City Council may amend these procedures from time to time.

**CITY OF GILLETT**  
**Oconto County**  
**COMPREHENSIVE PLAN**  
**“WRITTEN PROCEDURES TO FOSTER PUBLIC PARTICIPATION”**

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**PURPOSE**

In accordance with Wisconsin State Statute 66.1001(4), which defines “Procedures For Adopting Comprehensive Plans”, these adopted written procedures will be followed in order to involve the public in the comprehensive planning process to the greatest extent practicable. These procedures are designed to foster public participation, including open discussion, communication programs, information services, and public meetings and shall apply to the adoption and any amendments to the comprehensive plan.

**PLAN COMMISSION MEETINGS**

The City of Gillett has established a Plan Commission to develop and review a comprehensive plan. This body will adopt the plan by resolution and petition the City Council to adopt the plan by ordinance.

All meetings of the Plan Commission will be posted in advance and open to the public in accordance with Wisconsin law. The agenda shall provide for comments from the public. To foster intergovernmental cooperation, copies of the agenda will be sent in advance to adjacent municipalities and to Oconto County.

**COMMUNITY SURVEY AND NOMINAL GROUP EXERCISE**

A nominal group meeting shall be held with the Plan Commission and all interested citizens shall be encouraged to participate. The purpose of this meeting will be to identify issues specific to the city of Gillett that need to be addressed in the comprehensive plan.

Based upon issues identified during the nominal group meeting, a community survey shall be developed and mailed to residents of the city of Gillett. The survey shall serve as further notice to the community that the City is developing a comprehensive plan and their input is being sought to establish community needs and desires. The survey mailing list will be provided by the City Clerk. In addition to the survey mailing, the local newspaper will be contacted for an informational story regarding the community survey.

**OPEN HOUSES**

A minimum of two (2) “Open Houses” shall be held during the development of the comprehensive plan in order to present information regarding the comprehensive plan and to obtain public comment. One shall be held at the “midway” point to present background information, and the second open house will be held near the end of the planning process to present the plan prior to the required public hearing. The open houses shall be noticed in a local newspaper. In addition, the open houses will be noticed and posted in three locations by the City Clerk. The open houses will provide the public with an opportunity to review and comment on work that has been accomplished by the Plan Commission and the Bay-Lake Regional Planning Commission.

## **PUBLIC ACCESS AND PUBLIC COMMENT ON DRAFT DOCUMENT**

In all cases Wisconsin's open records law will be complied with. During the preparation of the comprehensive plan, a copy of the draft plan will be kept on file at the City Hall and will be available for public inspection during normal office hours. The public is encouraged to submit written comments on the plan or any amendments of the plan. Written comment should be addressed to the City Clerk who will record the transmittal and forward copies of the comments to the Plan Commission for consideration.

The Plan Commission shall respond to written comments either individually or collectively by type of comments. Plan Commission responses may be in the form of written or oral communication, or by a written summary of the City's disposition of the comments in the comprehensive plan.

## **PLAN COMMISSION ADOPTION OF PLAN BY RESOLUTION**

The Plan Commission may recommend the adoption or amendment of the comprehensive plan only by the adoption of a resolution by a majority vote of the entire Plan Commission at a regularly scheduled and publicly noticed meeting of the Plan Commission in accordance with s. 66.1001 (4) b. The vote shall be recorded in the official minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the Comprehensive Plan.

## **DISTRIBUTION OF THE RECOMMENDED PLAN**

In accordance with State Statute 66.1001(4), *Procedures for Adopting Comprehensive Plans*, one copy of the recommended plan or amendment shall be sent to each of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
2. Every local governmental unit that is adjacent to the local governmental unit which is the subject of the plan.
3. The Wisconsin Land Council
4. The Wisconsin Department of Administration
5. The Bay-Lake Regional Planning Commission
6. The public library that serves the City of Gillett.

## **ADOPTION OF COMPREHENSIVE PLAN BY CITY COUNCIL**

After the Plan Commission resolution recommending adoption, the City Council will adopt the Comprehensive Plan by ordinance only after holding at least one public hearing at which the ordinance relating to the Comprehensive Plan is discussed. A majority vote of the members-elect is necessary for adoption. That hearing will be preceded by a Class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The Class 1 notice shall contain at least the following information:

1. The date, time, and place of the hearing.
2. A summary, which may include a map, of the proposed Comprehensive Plan.
3. The name of an individual employed by the City of Gillett who may provide additional information regarding the proposed ordinance.

4. Information relating to where and when the proposed comprehensive plan may be inspected before the hearing, and how a copy of the plan may be obtained.

Upon the day of publication of the public hearing notice, copies of the plan will be made available for public review at the nearest local library of the community and at the City Hall. Written comments on the plan from members of public will be accepted by the City Council at any time prior to the public hearing and at the public hearing.

### **DISTRIBUTION OF THE ADOPTED PLAN**

In accordance with State Statute 66.1001(4), *Procedures for Adopting Comprehensive Plans*, one copy of the adopted plan or amendment shall be sent to each of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
2. Every local governmental unit that is adjacent to the local governmental unit which is the subject of the plan.
3. The Wisconsin Land Council
4. The Wisconsin Department of Administration
5. The Bay-Lake Regional Planning Commission
6. The public library that serves the City of Gillett.

### **ADDITIONAL STEPS FOR PUBLIC PARTICIPATION**

The City reserves the right to execute additional steps, means, or methods in order to gain additional public participation and or additional understanding of the Comprehensive Plan and the process of its development and adoption. These optional steps may include informational memos, postcards, letters, posters, fliers, or WEB site.

### **STATE STATUTES**

Where there is a conflict with the these written procedures and provisions of s. 66.1001 (4) Procedures for Adopting a Comprehensive Plan, the state statutes shall apply.

### **AMENDMENTS**

The City Council may amend these procedures from time to time.

**APPENDIX B**  
**2001 COMMUNITY SURVEY AND NOMINAL GROUP RESULTS**

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## **CITY OF GILLETT APRIL 2002 CITIZEN INPUT SURVEY RESULTS**

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### **INTRODUCTION**

During 2001, the City Council of Gillett initiated the necessary steps in order to develop a community “vision” for the city as part of the “Smart Growth” planning process. This vision will be used to guide future growth and recommend policies for handling future types of development. The City Council designated the city Plan Commission in 2001 to develop the city’s comprehensive plan update. The city’s comprehensive plan will be an “official policy” statement on future growth issues within the city for the next 20 years and will advise the city when making land use decisions which may impact the city’s residents and property owners. The City signed a contract with Bay-Lake Regional Planning Commission to assist the city in developing this comprehensive plan under State Statute 66.1001.

The first step in developing a vision for the city was through a “nominal group” exercise. This exercise involved the Plan Commission. The purpose of this exercise was to identify key issues to be addressed within a *City Wide Survey*. The draft citywide survey was developed by Bay-Lake Regional Planning Commission with guidance from the Plan Commission and the nominal group exercise results. This draft survey was reviewed by the Plan Commission and mailed on April 12, 2002. The survey had designated a return date of May 3, 2002, but all surveys received up until May 10, 2002 were compiled within this document’s findings.

The city wide survey was mailed to each property owner. In all, 472 surveys were mailed to property owners within the city with 232 surveys being filled out and returned. In 79 surveys (34%), two people filled out the survey utilizing the additional spaces provided for a total of 311 responses in all. The city had an exceptional response rate with 49% of the property owners sending back a survey.

This summary document will aid the Plan Commission members and the BLRPC, in continuing to develop a “vision statement”, goals, objectives, and policies to guide the development of the city’s comprehensive plan update.

This summary document includes an executive summary of findings, a copy of the survey, a breakdown of the number of responses to each question, written responses to select survey questions, a section with charts detailing the percent response to questions, and the nominal group results.

## **EXECUTIVE SUMMARY**

### **Demographic Questions**

- A majority of respondents were over the age of 45, with more than 42% of respondents over the age of 60. Slightly more than 13% of respondents were between 18 and 35 years of age.
- Forty-five percent of the respondents were male, 55% were female.
- A majority of respondents lived in Single Family residences (9.8%), followed by duplexes (4.1%), manufactured homes (2.7%), and apartments (2.4%)
- Most residents own their home (99.3%), while 10.7% rent.
- Housing in the city tends to be older based with 28.4% of residents indicating that their home was built before 1940. Only 8.1% of residences were built after 1990 and 4.4% from 1979 to 1990.
- The city of Gillett was listed as the place of work for 38.2% of respondents followed by the city of Green Bay (9.5%) and the city of Oconto Falls (8.4%). Nearly six percent (5.7%) of respondents worked in the city of Shawano while less than four percent worked in De Pere, Oconto, Suring, Pulaski or Bonduel. Lena and Appleton were also listed as work places.
- The Primary Source of Income for most respondents was from Social Security (24.4%) and Manufacturing/Industry (22.8%). Services (16.1%), Government Employment (5.5%) and Wholesale/Retail (3.2%) round out the top five sources of income.

### **Residential Development**

- Twenty-one percent of the responses indicated that the city needs additional Elderly Housing, while 20.7% indicated a need for Assisted Living housing and 15.2% felt that additional Single Family Homes under \$100,000 were needed. Nearly ten percent (9.9%) indicated a need for Low-Income housing while 9.7% of respondents felt that Single Family Homes of \$100,000 or more were needed.
- A majority of respondents (65.9%) did not approve of housing in the Main Street Business District while only 15.9% indicated that it would be okay.

### **Commercial and Industrial Development**

- Respondents approved of all business types for the City with 75.7% supporting Highway Commercial businesses, 63.5% supporting Major Commercial Retail Chains, 85.3% approving of Small Neighborhood businesses, 71.4% approving of Major Food Chains, 67.7% for Supper Clubs, 72.3 for additional Professional Services, and 66.9% supporting Hotel & Motels. In addition, 13 respondents expressed a need for a pharmacy in the city. The greatest disapproval (20.3%) was for Major Commercial Retail Chains followed by Hotels & Motels (16.3%) and Major Food Chains (15.2%).
- Respondents overwhelmingly supported a downtown improvement/enhancement program (78.9%) suggesting a need to refurbish old buildings (21.9%), and undertake storefront design (16.0%) with landscaping (13.3%), benches and other street furniture (12.0%) needed.
- Survey respondents were unsure about the need for a city “theme or identity”. Forty percent supported the idea, while 43.5% were not sure and 16.4% said “No”.

- A majority of surveys indicated that the city's "small town" look and atmosphere most reflected the identity of the City of Gillett as well as the friendliness of the community.
- When asked about the type of Industrial Development that should be encouraged, Manufacturing (28.2%) and Light Industrial (27.4%) were supported the most. Support was also shown for Hi-Tech Industry (19.2%).

## Community Facilities

- When asked to rate community services and facilities, responses were generally favorable. Facilities and services ranked consistently as "Good" included Garbage Pickup (86.8%), Fire Protection (81.0%), Curbside Recyclables (78.0%), Recycle Center (77.4%), School Facilities (74.5%), Library (78.1%), Water Services (72.4%) and City Hall (72.5%). Telephone Service, Police Protection, Snow Removal, Emergency Medical Services, Electrical Service, and Sewer Service all received at least a 60 percent "Good" approval rating. Park and Recreation Programs (29.7%), Childcare (21.2%) Cable Service (19.2%), Sidewalk Conditions (21.5%), Street Pavement Conditions (14.0%) and Elderly Services (20.2%) received the most "Poor" ratings.
- Survey respondents strongly indicated a need for a youth activity center (70.7%) and an elderly center (67.1%) in the City.
- The need for a health care facility was not supported with 35.5% of surveys indicating "No", and only 29.9% indicating "Yes", while 34.6% were not sure.

## Transportation

- Three intersections stood out as considered the most hazardous. A majority of surveys identified Main Street and McKenzie Avenue (20.0%) as the most hazardous intersection. The E. Main Street and Lake Street intersection (15.2%) and the E. Main Street and Richmond Avenue intersection (11.5%) were also considered hazardous. All other intersections on the survey were identified by less than 10 percent of respondents.
- A majority of respondents (66.1%) felt that there were parking problems associated with the Post Office while 16.6% felt that there were parking issues at City Hall.
- Most respondents felt that there was a need for separate bike paths and lanes (55%) while 29% said No and 16% had No Opinion. The downtown and Main Street were also identified by respondents as having parking problems.
- The Post Office and the Schools were highlighted by 42.5% and 32.3%, respectively, of respondents as having pedestrian or bicycle safety problems.
- Respondents either supported transportation services for the elderly (43.5%) or were unsure about the need for this type of service (48.3%).
- A majority of surveys indicated that State Highway 22 should not be rerouted around the city (55.5%). Just over a quarter of respondents supported the idea (26.1%).

## Community Development

- The quality of life in Gillett was rated at either "Good" (48.4%) or "Fair" (30.4%) by most respondents. Only 10.5% felt that it was "Excellent" and just 7.2% felt it was "Poor".
- Most surveys indicated that residents were unsure about the need for the city to annex additional land (49.8%) while about one-third supported the idea (31.4%).

- Slightly more people felt that the City should require annexation of land prior to providing services (42.3%), but nearly the same number were unsure (45.1%)
- Respondents showed overwhelming support for preserving woodlands, wetlands, green spaces and natural areas at 73.3% indicating “Yes”.
- A majority (74.2%) of respondents supported the development/upgrade of recreational facilities in the City.
- Most respondents felt that the city should not restrict outdoor wood furnaces, while 32.7% were unsure and 25.6% indicated that they should be restricted.
- Applying for Grants under State and Federal Programs was identified by a majority of respondents (55.8%) as the way to help maintain or expand city services. Implementing User Fees was also supported by 30.9% of respondents.
- In addition, there were more than 90 individual comments and suggestions received with the surveys.

**JANUARY 10, 2002**  
**CITY OF GILLETT**  
**NOMINAL GROUP SURVEY RESULTS**

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**Background**

On Thursday, January 10, 2002, seven citizens of the City of Gillett, members of the City Plan Committee and City Board were involved in a Nominal Group Process in order to produce a list of issues and concerns regarding future development in the city of Gillett. The following is an explanation of the Nominal Group Process and the final list of issues and concerns as they were ranked and voted on by the group.

The list is important to the planning process as it will be used in formulating goals and objectives for the City of Gillett Land Use Plan. In addition, the issues identified will be used as a checklist to ensure that they are addressed within the plan, and discussed by the Planning Committee during the planning and research phase.

**Nominal Group Process**

The Nominal Group Process is a technique intended to facilitate a comprehensive exploration of ideas within a group by providing mechanisms to ensure that all participate, whether they are inclined to be vocal or not. This is achieved by having ideas evolve from each individual within the group (thus the term nominal) and prohibiting the group from debating or ridiculing any idea. The group action takes the form of voting to decide which of the ideas have the greatest merit in the eyes of the entire group. The steps in the process are:

1. The Silent Generation of Ideas in Writing - Each member of the group is asked to write down, in silence, as many ideas as possible in response to the basic question "What characteristics of your community should be maintained, enhanced, added, or eliminated?"
2. Round Robin Recording of Ideas on a Flip Chart - The ideas of each member of the group are recorded and posted for the entire group to see. This is done by having the group leader solicit one idea from each member at a time and recording these ideas on the flip chart. It is the responsibility of the group leader to ensure that in the process of posting ideas that neither debate nor ridicule ensues, and no member is allowed to dominate the dialogue. After all ideas are listed, it is the group leader's job to eliminate duplicate ideas and combine similar ideas with the consent of the author(s).
3. Preliminary Vote on Items of Importance - On a sheet handed out by the group leader, each member of the group is asked to identify their top five choices from among the ideas that were generated in steps 1 and 2. No one in the group should feel obliged to vote for their own ideas.
4. Tally the Sheets to Determine the Top Five Choices of the Group - Each member of the group is then asked to identify their top five choices. The most important issue is given a score of five points, the second most important four points and so on, with the least important issue scoring one point. These scores are then recorded and tallied. The scores are then totaled to identify the five major issues facing the city of Gillett, as well as several other issues that need to be addressed in the plan.

The following list identifies every issue or concern that was brought up by the group and voted on in rank order to identify the five major issues or concerns facing the City of Gillett.

<b>Score</b>	<b>Issue/Concern Regarding Future Development in Gillett</b>
18	Lack of industry
14	Need for nice elderly housing
16	Eliminate residential on East Main Street (Business district)
13	Fill store fronts and downtown area
12	Need to annex land
8	Reroute HWY 22 to not go through city
7	Need for moderately priced subdivision
5	Need to identify or set-up area for industrial park
4	Keep proposed housing on main thoroughfares more presentable
4	Make Savages Lake public access
2	Like to see revolving loan fund
1	Would like to see people who work in the city stay in the city
1	See more enhancements to park (pavilion, lighting,...)
	Like low crime rate
	Like sports complex and park system
	Need something for youth (youth center)
	Need something for elderly (senior center)
	Utilization of recreation trail for biking and hiking
	More public participation needed.

## **APPENDIX C**

### **RARE SPECIES & NATURAL COMMUNITIES LIST**

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# Oconto County

## Rare Species & Natural Communities List

The following list includes Oconto County's rare species and natural communities that have been recorded in the Wisconsin Natural Heritage Inventory (NHI).

### **AQUATIC OCCURRENCES**

#### **ANIMALS**

- Wood turtle
- Elktoe
- Forsters tern
- Longear sunfish
- Bullfrog
- Red shouldered hawk
- Snuffbox
- Buckhorn
- Caspian tern
- Pygmy snaketail
- Amber winged spreadwing
- Round pigtoe
- Greater redhorse
- Redfin shiner
- Common tern
- Dion skipper
- Western ribbon snake
- Black crowned night heron
- Bald eagle
- Swamp metalmark
- Mulberry wing
- Blandings turtle
- Swamp spreadwing
- Zebra clubtail
- Pigmy shrew
- Bog copper
- Green faced clubtail
- Least clubtail
- Common loon
- Slippershell mussel
- Lake darner
- Lake sturgeon
- Red necked grebe
- Four toed salamander
- Black tipped darner
- Green striped darner
- Yellow rail
- Least darter
- Piping plover
- Paddlefish
- Skillet clubtail

#### **PLANTS**

- Common bog arrow grass
- Leafy white orchis
- Showy ladys slipper
- American shore grass

- Sparse flowered sedge
- Swamp pink
- Capitate spikerush
- Rams head ladys slipper
- Sheathed sedge
- Northern bog sedge
- Round leaved orchis
- Squarestem spikerush
- Variegated horsetail
- White adders mouth
- Crawe sedge
- Slender bog arrow grass
- Many headed sedge
- Few flower spikerush
- Adders tongue
- Fairy slipper
- Robbins spikerush
- Marsh bedstraw
- Northeastern bladderwort
- Purple bladderwort
- Downy willow herb
- Silky willow
- Yellow screwstem
- Arrow leaved sweet coltsfoot
- Waxleaf meadowrue
- Vasey rush
- Slim stem small reedgrass

## NATURAL COMMUNITIES

- Boreal rich fen
- Lake soft bog
- Muskeg
- Lake shallow, hard, seepage
- Northern wet mesic forest
- Northern sedge meadow
- Spring pond
- Lake shallow, soft, seepage
- Emergent aquatic
- Open bog
- Northern wet forest
- Lake deep, hard, seepage
- Shrub carr
- Stream fast, hard, cold
- Alder thicket
- Lake deep, hard, drainage
- Stream fast, soft, cold
- Lake shallow, hard, drainage
- Lake hard bog
- Floodplain forest
- Stream slow, hard, cold
- Hardwood swamp
- Submergent aquatic
- Lake deep, soft, seepage

## **TERRESTRIAL OCCURRENCES**

### **ANIMALS**

- Northern goshawk
- Smokey eyed brown
- Northern myotis
- Northern blue butterfly
- Woodland jumping mouse
- Leonard's skipper
- A tiger beetle
- Karner blue butterfly
- Yellow bellied flycatcher
- Tawny crescent spot
- Broad winged skipper
- Jutta arctic
- Bird rookery
- Loggerhead shrike
- Merlin

### **PLANTS**

- Deam's rockcress
- Indian cucumber root
- Pale green orchid
- Northern black currant
- Hooker orchis
- Cuckooflower
- American sea rocket
- Large roundleaf orchid
- Dwarf huckleberry
- Little goblin moonwort
- Heart leaved foam flower
- Northern wild raisin
- Crinkled hairgrass
- Braun's holly fern
- Rocky mountain sedge
- Blunt lobe grape fern
- Dwarf milkweed
- Purple clematis

### **NATURAL COMMUNITIES**

- Bedrock glade
- Pine barrens
- Northern dry mesic forest
- Oak woodland
- Northern mesic forest
- Northern dry forest
- Inland beach
- Glaciere talus
- Southern dry mesic forest

## **APPENDIX D**

### **ECONOMIC DEVELOPMENT WORKSHOP RESULTS**

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City of Gillett – Gillett Business Association  
 Economic Development Workshop  
 March 26, 2003

<b>Group 1</b> <b>Strengths</b>	<b>Group 2</b> <b>Strengths</b>
1. Great school with a great auditorium	1. Attitude of business people changes and continues to
2. Easy traffic flow	2. Large workforce available
3. Have a “Revitalize Gillett” organization	3. Good schools
4. Good health care	4. Good police and fire protection
5. Tremendous amount of community involvement	5. Friendly community
6. Strong sense of “community”	6. Hardworking people
7. Very good police and fire department	7. Well working city council (have improved)
8. Affordable housing	8. More accessible city council
9. Crossroads of 2 St. Hwys	9. Variety of churches in area
10. good restaurants	10. Great park
11. Good subdivision for new homes	11. Home of CESA 8
12. Good churches	12. Library
13. Close to a ton of recreation	13. Great civic organization
14. Good basic services in town	14. General location to county area
15. Four season interest here	15. Two clinics
16. Close to proximity to metro – Green Bay	16. Host fair
17. Good industries in town	17. Care about natural/environmental areas
18. Active youth groups	18. Great 4 <sup>th</sup> of July
19. Nice friendly, small community. “In general”	19. Industrial park (room for growth)
20. Good banking	20. Banking facilities
21. Low crime rate “safe community”	21. New view opportunities (training facility)
22. Excellent water system and “paid for”	22. Diverse Main Street
23. Excellent girls b. ball team	23. Eye doctor, veterinarian services
24. Excellent park in center of town and it hosts the Oconto Co. Fair	24. Good industrial base
25. good parking for retail	
26. Good customer service	

<b>Weaknesses</b>	<b>Weaknesses</b>
1. Lack of businesses such as pharmacy, bakery, furniture store, shoes, clothing, etc.	1. Main Street – county highway plow driveways, streets
2. Limited store hours	2. Lack of activity center – young and old
3. Lack of high wage jobs	3. bad cable system
4. Lack of psychological advertising	4. Not a lot of real estate opportunities – housing
5. Competition for similar items when lacking in others	5. Need improvement of store front
6. Poor cable t.v.	6. Lack of natural resources development
7. Lack of building code enforcement	7. Too much residence on Main Street
8. Lack of incentive for “intergovernmental cooperation”	8. Not using store fronts the way they are suppose to be
9. Poor cooperation on county level	9. Status quo attitude
10. People are content to stay the same; not change	10. Lack of daycare
11. Limited activity for kids	11. Lack of transportation – bus for older
12. No “family” type things to do	12. Failure of city to deal with problems on main street
13. No pride in property “lack of”	13. A lot of non-skilled, non-working people in the area
14. Too many people going Wal-Mart	14. Lack of parking on Main Street
15. Downtown not fully occupied	15. Poor Post Office - parking, service
16. Poor signage zoning	16. Need shore store, none in Oconto County
	17. Industry owners involvement
	18. Business hours to attract after hours
	19. City Hall hours
	20. Higher wages/lower prices – competitive prices
	21. Lack of pharmacy
	22. No campground in area

<b>Opportunities</b>	<b>Opportunities</b>
1. "Revitalize Gillett	1. Room in Industrial Park
2. Looking to fill business that's missing – car wash, pharmacy	2. Main Street community
3. Kitchen for certified food at park	3. Make destination place
4. Public beach	4. Family oriented activities – all age groups ( swimming pool)
5. Green Bay bike trail with Pulaski, Wausau – "connect to"	5. Financial investor
6. Farm market	6. Large labor force available
7. Recreation opportunity	7. Hub city
	8. Competitive business atmosphere
	9. Network/communicate what new business will be (calendar of events)
<b>Threats</b>	<b>Threats</b>
1. Young people leaving	1. State budget cuts
2. A lot of old property – need fixing	2. People not willing to change/not involved
3. Wal-Mart, large chains	3. Young people leaving to big city/how to get them back
4. High gas prices	4. Young people don't have enough to do/vandalize
5. "Farmer" mentality surrounding area	5. Intimidation from people with power, money
6. Closing of businesses in area	6. Low income base/tax increase
7. Government "need for less reg."	7. Weakness can be opportunities

**APPENDIX E**  
**DETAILED LAND USE TABULATIONS**

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<b>2002 CITY OF GILLETT DETAILED LAND USE</b>		
<b>CODE</b>	<b>LAND USE CLASSIFICATION</b>	<b>ACRES</b>
100	<b>RESIDENTIAL</b>	<b>191.10</b>
110	Single Family Residential	177.275
130	Two Family	0.974
150	Multi-Family	4.966
180	Mobile Homes	7.706
199	Vacant Residence	0.175
200	<b>COMMERCIAL</b>	<b>22.54</b>
210	Retail Sales	19.436
250	Retail Services	2.637
299	Vacant Commercial	0.467
300	<b>INDUSTRIAL</b>	<b>48.80</b>
310	Manufacturing	39.536
340	Wholesaling	4.468
382	Enclosed Storage	4.800
400	<b>TRANSPORTATION</b>	<b>112.22</b>
412	State Highways	10.944
413	County Highways	7.947
414	Local Streets and Roads	68.196
417	Off-Street Parking	8.387
419	Truck Terminal	2.000
440	Rail Related	14.747
500	<b>COMMUNICATION/UTILITIES</b>	<b>5.03</b>
514	Telephone and Telegraph Terminals/Dispatch Centers	0.170
535	Water Supply Filter Treatment Plants	0.544
542	Electric Power Substations	0.525
577	Water Supply Storage Tanks/Reservoirs	1.214
583	Sewage Treatment Plants	1.369
586	Auto Salvage/Recycling/Disposals	1.209
600	<b>INSTITUTIONAL/GOVERNMENTAL FACILITIES</b>	<b>36.14</b>
611	Administrative Buildings	0.170
612	Post Offices	0.042
631	Police/Fire Stations/Offices	1.144
637	Ancillary Municipal Safety Facilities	0.684
641	Pre-School/Day Care	0.130
642	Primary Schools	5.947
643	Middle Schools	5.418
645	Vocational Schools	5.806
651	Libraries	0.127
661	Hospitals	0.241
663	Clinics	2.863
684	Fraternal Organizations/Clubhouses	0.106
691	Churches/Temples/Synagogues	5.880
694	Cemeteries	7.582
700	<b>OUTDOOR RECREATION</b>	<b>44.32</b>
736	Parks/Parkways/Forest-Related Picnic Areas	0.206
741	Playfields/Ball Diamonds/Volleyball Courts	36.880
747	Trails	7.237
800	<b>AGRICULTURE/SILVICULTURE</b>	<b>102.11</b>
805	Open Space	56.980
810	Croplands/Pastures	45.125
900	<b>NATURAL AREAS</b>	<b>310.78</b>
911	Lakes	9.137
913	Rivers and Streams	2.794
950	Other Natural Areas	36.496
951	Woodlands	262.351
	<b>TOTAL ACREAGE</b>	<b>873.04</b>

**APPENDIX F**  
**LIST OF CONTAMINATED SITES**

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DNR Activity Number	Activity Type	Activity Name	Site Name	Address	Municipality	County	DNR Region	Action Name	Date Action Occurred
03-43-178592	LUST	GILLETT SERVICE (FORMER KEITHS SERVICE)	GILLETT SERVICE STATION	121 N MCKENZIE	GILLETT	Oconto	Northeast Region	Miscellaneous/4	2/10/2004
02-43-09327	ERP	THOMPSON PROPERTY	THOMPSON PROPERTY	PARK ST, LOT 1	GILLETT	Oconto	Northeast Region	Date Soil Registry Fee Paid	3/17/2003
03-43-001156	LUST	GARY JAMES TRANSPORT	GARY JAMES TRANSPORT	WEST PARK	GILLETT	Oconto	Northeast Region	GIS Registry QAQC Completed	1/23/2001
03-43-216083	LUST	MAERTZ BAR	MAERTZ BAR	11101 HWY 32	GILLETT	Oconto	Northeast Region	Date Soil Registry Fee Paid	1/13/2003
03-43-000371	LUST	GILLETT AMOCO ONE STOP	GILLETT AMOCO ONE STOP	200 MCKENZIE	GILLETT	Oconto	Northeast Region	Long Term Monitoring End	11/3/1992
03-43-001832	LUST	MR BS GARAGE - LGU	MR BS GARAGE	301 E MAIN ST	GILLETT	Oconto	Northeast Region	LGU qualifies for Local Governmental Unit Liability Exemption	1/14/2004
07-43-402363	General Property	MR BS GARAGE	MR BS GARAGE	301 E MAIN ST	GILLETT	Oconto	Northeast Region	Brownfields Site Assessment Grant - Grant Awarded	1/14/2003
03-43-000685	LUST	PULCIFER MECHANICS	PULCIFER MECHANICS	116 E MAIN ST	GILLETT	Oconto	Northeast Region	Closure Review Request Received with Fee	5/19/1999
04-43-042003	Spills	HWY 32 N OF GILLETT [HISTORIC SPILL]	HWY 32	HWY 32	GILLETT	Oconto	Northeast Region	Historic Spill	6/4/1987
04-43-522832	Spills	BULK TRANSPORT CO [HISTORIC SPILL]	HWY 32	HWY 32	GILLETT	Oconto	Northeast Region	Date Spill Occurred (Activity Date)	7/15/1977
03-43-001206	LUST	KOZAK SERVICE	KOZAK SERVICE	300 E MAIN ST	GILLETT	Oconto	Northeast Region	RP Letter Sent	7/2/1992
04-43-265678	Spills	COD AUTO SALVAGE	COD AUTO SALVAGE	9792 STH 22/32	GILLETT	Oconto	Northeast Region	Activity Closed	2/14/2001
02-43-152043	ERP	CUSTOM PALLET & CRATE INC	CUSTOM PALLET & CRATE INC	6159 HWY 32 N	GILLETT	Oconto	Northeast Region	Activity Closed	1/16/1998
03-43-001130	LUST	GILLETT CEMENT PRODUCTS	GILLETT CEMENT PRODUCTS	6141 HWY 32 N	GILLETT	Oconto	Northeast Region	Miscellaneous	2/5/2003
03-43-100019	LUST	GILLETT MINI-MART	GILLETT MINI-MART	6255 HWY 32 N	GILLETT	Oconto	Northeast Region	Date Soil Registry Fee Paid	11/29/2002
04-43-040382	Spills	HWY 22 & HWY 32 [HISTORIC SPILL]	GILLETT CEMENT CO PROPERTY	HWY 22 & HWY 32	GILLETT	Oconto	Northeast Region	Notification	5/29/1995
04-43-177644	Spills	GILLETT CEMENT CO PROPERTY	GILLETT CEMENT CO PROPERTY	HWY 22 & HWY 32	GILLETT	Oconto	Northeast Region	Notification	7/17/1997
04-43-153982	Spills	CTH U [HISTORIC SPILL]	.5 MI OFF HWY 22 ON CTH U	.5 MI OFF HWY 22 ON CTH U	GILLETT	Oconto	Northeast Region	Notification	7/18/1991
04-43-246552	Spills	1397 BLOOM RD	1397 BLOOM RD	1397 BLOOM RD	GILLETT	Oconto	Northeast Region	Notification	11/26/1999
04-43-198091	Spills	6120 HWY 22	6120 HWY 22 (.1 MI S OF HWY 32 ON HWY 22)	6120 HWY 22	GILLETT	Oconto	Northeast Region	Notification	2/25/1996
02-43-109391	ERP	BUCHHOLZ OIL	BUCHHOLZ OIL BULK PLT	140 N GREEN BAY ST	GILLETT	Oconto	Northeast Region	Conditional Closure	4/17/2001
04-43-254796	Spills	BUCHHOLZ PROPERTY - AST @ RESIDENCE	BUCHHOLZ PROPERTY	5865 KLAUSE LAKE RD	GILLETT	Oconto	Northeast Region	Notification	9/5/1997
09-43-291676	No Action Required	GILLETT CITY HALL	GILLETT CITY	150 N MCKENZIE	GILLETT	Oconto	Northeast Region	Tank Closure/Site Assessment Report Received	12/13/1991
09-43-293757	No Action Required	GTE NORTH INC	GTE NORTH INC	105 S FRANKLIN ST	GILLETT	Oconto	Northeast Region	UST/AST Closure	10/25/1994
03-43-520433	LUST	HOWLIN & GROOMING	HOWLIN & GROOMING	100 E MAIN ST	GILLETT	Oconto	Northeast Region	RP Letter Sent	1/27/2004
04-43-040424	Spills	HWY 32 & HWY 22 [HISTORIC SPILL]	HWY 32 & HWY 22	HWY 32 & HWY 22	GILLETT	Oconto	Northeast Region	Notification	6/19/1985
04-43-427038	Spills	JENKINS REALTY	HWY 32 & HWY 22	HWY 32 & HWY 22	GILLETT	Oconto	Northeast Region	Notification	3/29/1986
04-43-181122	Spills	HWY 32 @ TOWN HALL RD	HWY 32 AT TOWN HALL RD	HWY 32 AT TOWN HALL RD	GILLETT	Oconto	Northeast Region	Activity Closed	10/31/1997
03-43-001906	LUST	JONES PROPERTY	JONES PROPERTY	10552 STH 22	GILLETT	Oconto	Northeast Region	RP Letter Sent	8/30/1994
04-43-522388	Spills	NEW BEGINNINGS	NEW BEGINNINGS	225 E MAIN ST	GILLETT	Oconto	Northeast Region	Date Spill Occurred (Activity Date)	2/9/2004
03-43-113238	LUST	QUADE BLDG	QUADE BLDG	134 E MAIN ST	GILLETT	Oconto	Northeast Region	RP Letter Sent	12/6/1996
09-43-295072	No Action Required	ROY HUBBARD RENTALS	ROY HUBBARD RENTALS	401 E MAIN ST	GILLETT	Oconto	Northeast Region	UST/AST Closure	10/22/1991
04-43-455868	Spills	FRIDAY CANNING CORP	SENECA FOODS LLC	200 N GREEN BAY	GILLETT	Oconto	Northeast Region	Notification	9/17/1998
09-43-293725	No Action Required	FRIDAY CANNING CORP - GILLETT	SENECA FOODS LLC	200 N GREEN BAY	GILLETT	Oconto	Northeast Region	UST/AST Closure	2/5/1992
09-43-295646	No Action Required	FRIDAY CANNING CORP	SENECA FOODS LLC	200 N GREEN BAY	GILLETT	Oconto	Northeast Region	Tank Closure/Site Assessment Report Received	10/29/1991
04-43-281654	Spills	CHIQUITA PROCESSED FOODS	SHAALE, GEORGE PROPERTY	ROADWAY IN FRONT 9951 VALLEY	GILLETT	Oconto	Northeast Region	Date Spill Occurred (Activity Date)	6/9/2001
09-43-295214	No Action Required	SMITHS BUS LINE	SMITHS BUS LINE	131 PARK ST	GILLETT	Oconto	Northeast Region	Tank Closure/Site Assessment Report Received	3/28/1990
09-43-295864	No Action Required	ZAHNS CHRYSLER PLYMOUTH	ZAHNS CHRYSLER PLYMOUTH	137 S LAKE AVE	GILLETT	Oconto	Northeast Region	UST/AST Closure	11/7/1990

**Leaking Underground Storage Tank (LUST):** Most entries in this module are fairly complete, but for full details you should still view the paper file. Many sites in the LUST module are under the jurisdiction of the Department of Commerce, which has the file

**Environmental Repair (ERP):** Examples include industrial spills (or dumping) that need long term investigation, buried containers of hazardous substances, and closed landfills that have caused contamination. The ERP module includes petroleum contamination

**Spills:** The number of sites in the Spills module is high, but these are short-term cleanups, e.g. trucking accidents. Spills data comes from spill forms completed by DNR staff. Some Spill sites from recent years have not yet been entered. (Current Spills

**General Property:** This module containing records of various milestones related to liability exemptions, liability clarifications, and cleanup agreements that have been approved by DNR. Most actions included in the General Property module have been request

**No Action Required:** Including a site in this module does not need to undertake an investigation or cleanup. It does not mean that the entire property has been thoroughly investigated and found to be without significant contamination. Rather, it means a sp  
Source: WDNR, Bureau for Remediation and Redevelopment Tracking System, 2004.

# *Bay-Lake Regional Planning Commission*

*July, 2004*

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