

Local Assistance Project #106

***Town of Gillett***  
*2020 Comprehensive Plan*  
*November 2001*



Prepared By:  
Bay-Lake Regional Planning Commission



# Town of Gillett, Wisconsin

**Chairperson:** Allen Engebretsen  
**Supervisor:** Steve Frederick  
**Supervisor:** Roger Fedler  
**Clerk:** Renee Carlson  
**Treasurer:** Rosalie Hinkfuss

**Plan Committee:** Tom Cota, Chairperson  
Cindy Arndt  
Harvey Fifield  
Gary Frank  
Donna Klemens  
David Schaal  
James Schroeder  
Ray Wichman  
Marvin Zahn

Cover Photo: The Bud Quade Bridge over the Oconto River  
Photo by: Rick Fedler

# Town of Gillett - 2020 Comprehensive Plan

Principal Author:

Brandon Robinson, Community Assistance Planner

Prepared by:

Bay-Lake Regional Planning Commission  
Suite 211, Old Fort Square  
211 N. Broadway  
Green Bay, WI 54303-2757  
(920) 448-2820  
[www.baylakerpc.org](http://www.baylakerpc.org)

The preparation of this document was financed through contract #56060 between the town of Gillett and the Bay-Lake Regional Planning Commission with financial assistance from the Office of Land Information Services. Portions of the transportation element of this plan were underwritten by the Commission's Regional Transportation Planning Program which is funded by the Wisconsin Department of Transportation and portions of the economic element were underwritten by the Commission's Economic Development Program which is funded by the Economic Development Administration.



# Bay-Lake Regional Planning Commission

Suite 211, Old Fort Square, 211 N. Broadway, Green Bay, WI 54303-2757

tele: 1 (920) 448-2820 fax: 1 (920) 448-2823 www.baylakerpc.org

Martin W. Holden, Executive Director

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

FLORENCE · MARINETTE · OCONTO · BROWN · DOOR · KEWAUNEE · MANITOWOC · SHEBOYGAN

December 21, 2001

Mr. Allen Engebretsen  
Chairperson of the Town of Gillett Town Board  
and Members of the Town Board

Ladies and Gentlemen:

The Bay-Lake Regional Planning Commission is pleased to present this Comprehensive Plan, entitled; *Town of Gillett 2020 Comprehensive Plan* to the Town Board. This Comprehensive Plan was prepared by the Bay-Lake Commission staff in accordance with contract #56060 and adopted by the Gillett Town Board on November 19, 2001, under Wisconsin Statute 66.1001 (Smart Growth).

This Comprehensive Plan represents the town's commitment to the long-term planning needs of the community. The Comprehensive Plan also provides the town with a framework for maintaining its rural agricultural character and preservation of its natural features, while allowing for future controlled growth.

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 town 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 town's request for assistance in developing the Comprehensive Plan. The Commission staff stands ready to assist the town in presenting the information contained in this report and in implementing, over time, the plan set forth herein.

Sincerely,

Martin W. Holden  
Executive Director

RESOLUTION NO. 2001-1

ADOPTION OF THE TOWN OF GILLETT  
2020 COMPREHENSIVE PLAN

WHEREAS, Wisconsin Statutes 62.23 authorizes the adoption of a Comprehensive Plan for the general purpose of guiding and accomplishing coordinated, adjusted, and harmonious development of the Town;

AND WHEREAS, the Comprehensive Plan has been prepared by the Bay-Lake Regional Planning Commission which contains proposals, programs, descriptions, maps, and explanatory matter regarding natural resources, population, housing, economic development, transportation, land use, public facilities, outdoor recreation, and general plan design (land use plan) for the year 2020;

AND WHEREAS, the Comprehensive Plan has been prepared in accordance with the elements of a plan as defined in Wisconsin Statutes 66.1001 (Smart Growth);

AND WHEREAS, the Comprehensive Plan has been reviewed and recommended for approval by the Town of Gillett Plan Committee;

NOW, THEREFORE BE IT RESOLVED that the Town of Gillett Plan Committee hereby recommends to the Gillett Town Board that a Comprehensive Plan entitled: *Town of Gillett 2020 Comprehensive Plan*, be adopted by the Town Board pursuant to Wisconsin Statutes Sections 62.23 and 66.1001(4).

Dated this 26 day of September 2001.

Resolution introduced and adoption moved by James Schneider

Motion for adoption seconded by Ray Wickman

Voting Aye: 6 Nay: 0

APPROVED:

Thomas Cota  
Gillett Plan Committee Chair

ATTEST:

Rozen Feltz  
Gillett Plan Committee Secretary

TOWN OF GILLETT  
ORDINANCE NO. 2001-1

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

WHEREAS, on July 12, 2000 the Town Board for the Town of Gillett approved a contract with Bay-Lake Regional Planning Commission to prepare a Comprehensive Plan for the Town 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 Town 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 Town to respond to such comments; and,

WHEREAS, on September 26, 2001, the Town of Gillett Plan Committee recommended to the Town Board adoption of the Comprehensive Plan by resolution which passed by a majority vote of the entire membership of the Town Plan Committee, which vote is recorded in the official minutes of the Plan Committee; and,

WHEREAS, the Town of Gillett Town Board held a public hearing on November 12, 2001, 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 Town 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 Town Board of the Town of Gillett, having carefully reviewed the recommendation of the Town Plan 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 Town 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.

NOW, THEREFORE, the Town Board of the Town of Gillett, Oconto County, Wisconsin,  
DOES ORDAIN AS FOLLOWS:

Section 1: The Comprehensive Plan recommended by the Town of Gillett Plan Committee to the Town of Gillett Town Board, attached hereto as Exhibit A, is hereby adopted.

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

1. Every governmental body that is located in whole or in part within the boundaries of the Town of Gillett;
2. The Clerk of every local governmental unit that is adjacent to the Town 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 19 day of November 2001, by a majority vote of the members of the Town Board of the Town of Gillett.

Allen Engelstein  
Chairperson

Attest: Renee Carlson  
Clerk

## TABLE OF CONTENTS

|  |      |
|--|------|
| CHAPTER 1 - ISSUES AND OPPORTUNITIES .....                     | 1-1  |
| INTRODUCTION.....  | 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  |
| Public Meetings .....  | 1-3  |
| Community Survey Results .....                                 | 1-3  |
| COMMUNITY VISION PROCESS.....                                  | 1-3  |
| Vision Statement.....  | 1-3  |
| Goals, Objectives, Policies, & Programs .....                  | 1-4  |
| BACKGROUND INFORMATION-SUMMARY.....                            | 1-5  |
| Existing Conditions.....                                       | 1-5  |
| Forecasts .....  | 1-6  |
| CHAPTER 2 - AGRICULTURAL, NATURAL AND CULTURAL RESOURCES ..... | 2-1  |
| INTRODUCTION.....  | 2-1  |
| SUMMARY AND IMPLICATIONS .....                                 | 2-1  |
| CLIMATE.....   | 2-1  |
| RESOURCES STRATEGY .....                                       | 2-2  |
| GEOLOGY .....  | 2-5  |
| Bedrock Geology .....  | 2-5  |
| Glacial Geology .....  | 2-5  |
| SOIL LIMITATIONS .....   | 2-6  |
| General Soils Description .....                                | 2-6  |
| Prime Agricultural Lands.....                                  | 2-6  |
| Basements .....  | 2-6  |
| TOPOGRAPHY.....  | 2-12 |
| WATER RESOURCES .....  | 2-12 |
| Watersheds and Sub-Watersheds.....                             | 2-12 |
| Groundwater .....  | 2-12 |
| Lakes .....  | 2-13 |
| Rivers and Streams .....                                       | 2-14 |
| Shoreland Corridors.....                                       | 2-14 |
| Floodplains.....   | 2-15 |
| Wetlands .....   | 2-15 |
| WOODLANDS.....   | 2-21 |
| AIR QUALITY ISSUES.....  | 2-21 |

|  |            |
|--|------------|
| WILDLIFE HABITAT.....  | 2-21       |
| THREATENED AND ENDANGERED SPECIES.....                           | 2-21       |
| PARKS AND OPEN SPACES.....                                       | 2-22       |
| SCIENTIFIC AND NATURAL AREAS.....                                | 2-22       |
| HISTORIC, CULTURAL AND ARCHEOLOGICAL RESOURCES.....              | 2-22       |
| METALLIC AND NON METALLIC MINING RESOURCES.....                  | 2-22       |
| ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL AREAS.....          | 2-23       |
| COMMUNITY DESIGN.....  | 2-27       |
| <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.....   | 3-13       |
| Total Housing Unit Levels by Decade.....                         | 3-13       |
| Historic and Projected Household Size.....                       | 3-13       |
| Projected Housing Units.....                                     | 3-14       |
| Housing Types - Units in Structure.....                          | 3-15       |
| Housing Occupancy and Tenure.....                                | 3-16       |
| Age of Housing.....  | 3-16       |
| Condition of Housing Stock.....                                  | 3-17       |
| Household Relationship.....                                      | 3-18       |
| Housing Values.....  | 3-18       |
| Housing Costs-Rents and Mortgage.....                            | 3-19       |
| Subsidized and Special Needs Housing.....                        | 3-19       |
| Housing Development Environment.....                             | 3-19       |
| ANALYSIS AND DEVELOPMENT OF COMMUNITY POLICIES AND PROGRAMS..... | 3-20       |
| Housing Programs.....  | 3-20       |
| Housing Plan.....  | 3-23       |
| <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.....  | 4-4        |
| LABOR FORCE CHARACTERISTICS.....                                 | 4-5        |
| Place of Work.....   | 4-5        |
| Occupation.....  | 4-6        |
| Industry.....  | 4-7        |
| Unemployment Rate.....   | 4-9        |

|   |      |
|---|------|
| Employment Forecast .....   | 4-10 |
| Median Household Income .....   | 4-10 |
| Personal Income .....   | 4-11 |
| ECONOMIC BASE .....   | 4-11 |
| Employment by Economic Division .....   | 4-11 |
| Location Quotient Analysis.....   | 4-11 |
| Threshold Analysis .....  | 4-12 |
| STRENGTHS AND WEAKNESSES ANALYSIS.....  | 4-13 |
| Introduction.....   | 4-13 |
| Physical Capabilities .....   | 4-13 |
| Programmatic Capabilities.....  | 4-14 |
| Financial Capabilities.....   | 4-15 |
| Quality of Life.....  | 4-15 |
| SITES FOR BUSINESS AND INDUSTRIAL DEVELOPMENT.....                              | 4-16 |
| Existing Site Inventory and Analysis.....                                       | 4-16 |
| Evaluation of Environmentally Contaminated Sites For: .....                     | 4-16 |
| Designation of Business and Industrial Development .....                        | 4-17 |
| Acreage Projections .....   | 4-17 |
| COMMUNITY FINANCES .....  | 4-17 |
| CHAPTER 5 - TRANSPORTATION .....  | 5-1  |
| INTRODUCTION.....   | 5-1  |
| TRANSPORTATION STRATEGY .....   | 5-1  |
| TRANSPORTATION FUNDING PROGRAMS .....   | 5-2  |
| INVENTORY OF TRANSPORTATION FACILITIES.....                                     | 5-7  |
| Inter-County Bus Service (WETAP) .....  | 5-7  |
| Air Service .....   | 5-8  |
| Trucking.....   | 5-9  |
| Traffic Counts.....   | 5-14 |
| Traffic Crashes.....  | 5-16 |
| Access Controls .....   | 5-17 |
| EVALUATION OF CURRENT INTERNAL TRAFFIC CIRCULATION SYSTEM .....                 | 5-17 |
| INVENTORY AND ANALYSIS OF APPLICABLE TRANSPORTATION PLANS AND<br>PROGRAMS ..... | 5-18 |
| Six-Year Highway Improvement Plan .....   | 5-18 |
| State Airport Plans .....   | 5-18 |
| State Railroad Plans .....  | 5-18 |
| State, Regional and Local Bicycle Plans.....                                    | 5-19 |
| TRANSPORTATION RECOMMENDATIONS .....  | 5-19 |
| Initiate A Pavement Management Program .....                                    | 5-19 |
| Employ Adequate Design Standards.....   | 5-20 |
| Apply Traffic Considerations.....   | 5-20 |
| Assess Special Transportation Needs .....                                       | 5-20 |
| CHAPTER 6 - UTILITIES AND COMMUNITY FACILITIES.....                             | 6-1  |
| INTRODUCTION.....   | 6-1  |

|   |      |
|---|------|
| UTILITY AND COMMUNITY FACILITY STRATEGY.....                                      | 6-1  |
| BOARDS AND COMMITTEES INVENTORY.....  | 6-2  |
| Gillett Town Board.....   | 6-2  |
| Town of Gillett Comprehensive Plan Committee.....                                 | 6-2  |
| PUBLIC FACILITIES INVENTORY AND ANALYSIS-LOCATION, USE AND CAPACITY.....          | 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  |
| Solid Waste and Recycling Facilities.....   | 6-4  |
| Telecommunications Facilities.....  | 6-4  |
| COMMUNITY FACILITIES INVENTORY AND ASSESSMENT LOCATION, USE AND CAPACITY.....     | 6-4  |
| Municipal Building.....   | 6-4  |
| Road and Other Maintenance.....   | 6-4  |
| Postal Services.....  | 6-4  |
| 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  |
| Community Owned Sites.....  | 6-8  |
| National, State and County Facilities.....  | 6-8  |
| Other Recreation Facilities.....  | 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 UNDER S. 66.0307, S. 66.0301 OR S. 66.0309..... | 7-3  |
| Extra-territorial subdivision regulation.....                                     | 7-4  |
| Extra-territorial Zoning.....   | 7-4  |

|   |      |
|---|------|
| INVENTORY OF EXISTING OR POTENTIAL CONFLICTS .....    | 7-4  |
| PROPOSED CONFLICT RESOLUTION PROCESS .....            | 7-4  |
| CHAPTER 8 - LAND USE .....                            | 8-1  |
| 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  |
| Oconto County Sanitary Ordinance .....                | 8-8  |
| Subdivision Ordinance.....                            | 8-8  |
| Official Map.....                                     | 8-8  |
| Erosion Control Plan.....                             | 8-8  |
| County Shoreland and Floodplain Ordinance.....        | 8-8  |
| Shorelands.....                                       | 8-9  |
| CURRENT LAND USE INVENTORY .....                      | 8-11 |
| Planning Area.....                                    | 8-11 |
| Residential Land .....                                | 8-11 |
| Commercial Land.....                                  | 8-12 |
| Industrial Land .....                                 | 8-12 |
| Transportation.....                                   | 8-12 |
| Communication/Utilities.....                          | 8-12 |
| Institutional/Governmental .....                      | 8-12 |
| Parks and Recreational.....                           | 8-15 |
| Agricultural Structures.....                          | 8-15 |
| Open Space .....                                      | 8-15 |
| Croplands/Pasture .....                               | 8-15 |
| Other Natural Areas .....                             | 8-15 |
| Woodlands .....                                       | 8-15 |
| Water Features .....                                  | 8-15 |
| LAND SUPPLY .....                                     | 8-16 |
| Amount .....  | 8-16 |
| Price .....   | 8-16 |
| Demand.....   | 8-16 |
| LAND USE ISSUES AND CONFLICTS .....                   | 8-17 |
| ANTICIPATED LAND USE TRENDS .....                     | 8-17 |
| DEVELOPMENT CONSIDERATIONS.....                       | 8-18 |
| Environmental and Public Utility Considerations ..... | 8-18 |
| Planning Criteria.....                                | 8-18 |
| DESIGN YEAR LAND USE PROJECTIONS .....                | 8-21 |
| Five Year Incremental Land Use Projections .....      | 8-21 |
| DEVELOPMENT STANDARDS .....                           | 8-22 |
| General Plan Design Classifications.....              | 8-22 |
| RECOMMENDED DEVELOPMENT STRATEGY .....                | 8-26 |
| Residential Development.....                          | 8-26 |

|  |      |
|--|------|
| Commercial Strategy.....                         | 8-28 |
| Industrial Strategy .....                        | 8-29 |
| Governmental/Institutional .....                 | 8-29 |
| Communication/Utilities.....                     | 8-30 |
| Park and Recreation .....                        | 8-31 |
| Agricultural Strategy.....                       | 8-31 |
| Forest/Open Space .....                          | 8-32 |
| Environmental Corridors .....                    | 8-32 |
| Transportation .....                             | 8-32 |
| IDENTIFIED “SMART GROWTH” AREAS.....             | 8-33 |
| SUMMARY .....                                    | 8-33 |
| CHAPTER 9 - IMPLEMENTATION .....                 | 9-1  |
| INTRODUCTION.....                                | 9-1  |
| Role of the plan.....                            | 9-1  |
| Role of the Elected Officials.....               | 9-1  |
| LAND USE PLANNING CONTROLS RECOMMENDATIONS ..... | 9-1  |
| Zoning.....                                      | 9-1  |
| Official Maps .....                              | 9-2  |
| Sign Regulations .....                           | 9-2  |
| Erosion and Storm Water Control Ordinances ..... | 9-3  |
| Design Review Ordinances.....                    | 9-3  |
| Economic Development Committee .....             | 9-3  |
| Building/Housing Codes.....                      | 9-3  |
| Floodplain Ordinance.....                        | 9-4  |
| Sanitary Codes .....                             | 9-4  |
| Subdivision Ordinances .....                     | 9-4  |
| COMPREHENSIVE PLAN INTERNAL CONSISTENCY .....    | 9-5  |
| IMPLEMENTATION STEPS .....                       | 9-5  |
| PROCESS FOR UPDATING PLAN.....                   | 9-5  |
| ACTION PLAN .....                                | 9-5  |

## **LIST OF APPENDICES**

|  |     |
|--|-----|
| APPENDIX A: 2000 SURVEY AND RESULTS.....                 | A-1 |
| APPENDIX B: DETAILED LAND USE TABULATION .....           | B-1 |
| APPENDIX C: THREATENED AND ENDANGERED SPECIES LIST ..... | C-1 |
| APPENDIX D: INTERGOVERNMENTAL COOPERATION MEETING.....   | D-1 |
| APPENDIX E: RESPONSE TO PUBLIC COMMENTS .....            | E-1 |

## LIST OF TABLES

|   |      |
|---|------|
| Table 3.1: Population Trends, 1970-2020, Town of Gillett & Selected Areas.....  | 3-6  |
| Table 3.2: Estimated Seasonal Population, 2000, Town of Gillett & Selected Areas. ....  | 3-6  |
| Table 3.3: Male and Female Distribution by Age and Sex, 1970-1990, Town of Gillett.....   | 3-9  |
| Table 3.4: Population by Age Groups and Sex, 1990, Town of Gillett & Selected Areas .....   | 3-12 |
| Table 3.5: Median Age, 1970-2000, Town of Gillett & Selected Areas. ....  | 3-12 |
| Table 3.6: Total Housing Units, 1970-2000, Town of Gillett & Selected Areas.....  | 3-13 |
| Table 3.7: Household Projections by Household Type, 1990-2015, Oconto County .....  | 3-13 |
| Table 3.8: Persons Per Household Projections, 1990-2020, Town of Gillett & Selected Areas.....  | 3-14 |
| Table 3.9: Units in Structure, 1990, Town of Gillett & Selected Areas .....   | 3-16 |
| Table 3.10: Occupancy Status, Town of Gillett & Selected Areas, 2000 .....  | 3-16 |
| Table 3.11: Housing Units by Year Structure Built, 1990, Town of Gillett & Selected Areas .....   | 3-17 |
| Table 3.12: Household Type and Relationship, 2000, Town of Gillett & Selected Areas .....   | 3-18 |
| Table 3.13: Values of Specified Owner-Occupied Housing Units, 1990, Town of Gillett &<br>Selected Areas .....                           | 3-18 |
| Table 4.1: Place of Work, 1990, Town of Gillett & Selected Areas .....  | 4-6  |
| Table 4. 2: Commuting Patterns, 1994, Oconto County.....  | 4-6  |
| Table 4.3: Employed Persons by Occupation, 1990, Town of Gillett & Selected Areas.....  | 4-7  |
| Table 4.4: Employed Persons by Industry Group, 1990, Town of Gillett & Selected Areas.....  | 4-8  |
| Table 4.5: Average Civilian Labor Force Estimates, 1990-1999, Oconto County .....   | 4-9  |
| Table 4.6: Median Household Income, 1989 & 1997, Town of Gillett & Selected Areas .....   | 4-11 |
| Table 4.7: Municipal Per Return Income, 1994-1998, Town of Gillett & Selected Areas.....  | 4-11 |
| Table 4.8: Employment by Industry Group, 1990-1998, Oconto County and United States,<br>Location Quotient Analysis .....                | 4-12 |
| Table 4.9: Comparative Tax Appropriations, 1995-1999, Town of Gillett .....   | 4-17 |
| Table 4.10: Public Indebtedness, Town of Gillett, 1998-2000 .....   | 4-18 |
| Table 5.1: Functional Classification Criteria for Rural Roads and Highways.....   | 12   |
| Table 5.2: Road Function, Total Mileage and Percent of Total Road Mileage, Town of<br>Gillett, 2001 .....                               | 5-13 |
| Table 5.3: Annual Average Daily Traffic, Town of Gillett, 1992, 1995, 1998; Percent Change<br>1995-1998; Peak Hourly Traffic, 1998..... | 5-14 |
| Table 5.4: Uninterrupted Traffic Flow Capacities Under Ideal Conditions.....  | 5-16 |
| Table 5.5: Vehicle Crashes, Town of Gillett , 1998, 1999, 2000 .....  | 5-16 |
| Table 5.6: Intersection/Non-Intersection Crashes by Highway Jurisdiction, 1998 - 2000 .....   | 5-17 |
| Table 6.1: ISO Fire Protection Ratings, 2000 .....  | 6-6  |
| Table 6.2: Recommended Distribution Standards for Fire Protection.....  | 6-7  |
| Table 8.1: Town of Gillett 2000 Land Use Summary.....   | 8-11 |
| Table 8.2: 2020 General Plan Design Acreage Calculations, Town of Gillett. ....   | 8-34 |

## LIST OF FIGURES

|   |      |
|---|------|
| Figure 3.1: Historical Population Levels, 1900-2000, Town of Gillett .....      | 3-5  |
| Figure 3.2: Population Trends & Projections, 1970-2020 .....                    | 3-8  |
| Figure 3.3: Population Pyramids, 1970-1990, Town of Gillett .....               | 3-11 |
| Figure 3.4: Housing Unit Trends & Projections, 1970-2020, Town of Gillett ..... | 3-15 |
| Figure 4.1: Percent Employment by Industry Group, 1990, Town of Gillett .....   | 4-8  |
| Figure 4.2: Unemployment Rate, 1990-1999, Oconto County .....                   | 4-9  |

## LIST OF MAPS

|  |      |
|--|------|
| Map 2.1: Location Map.....                       | 2-7  |
| Map 2.2: Planning Area .....                     | 2-8  |
| Map 2.3: Bedrock Geology .....                   | 2-9  |
| Map 2.4: Pleistocene Geology .....               | 2-10 |
| Map 2.5: Prime Agricultural Lands .....          | 2-11 |
| Map 2.6: Steep Slope .....                       | 2-16 |
| Map 2.7: Watersheds .....                        | 2-17 |
| Map 2.8: Surface Water Features.....             | 2-18 |
| Map 2.9: Floodplains .....                       | 2-19 |
| Map 2.10: WDNR Wetlands.....                     | 2-20 |
| Map 2.11: Woodlands.....                         | 2-24 |
| Map 2.12: Historical & Archeological Sites.....  | 2-25 |
| Map 2.13: Environmental Corridors .....          | 2-26 |
| Map 5.1: Functional Classification of Roads..... | 5-11 |
| Map 5.2: Traffic Volumes.....                    | 5-15 |
| Map 6.1: Park and Recreational Facilities .....  | 6-9  |
| Map 8.1: Farmland Preservation.....              | 8-7  |
| Map 8.2: Shorelands .....                        | 8-10 |
| Map 8.3: Zoning.....                             | 8-13 |
| Map 8.4: 2000 Land Use.....                      | 8-14 |
| Map 8.5: 2020 General Plan Design .....          | 8-25 |

# **Chapter 1 - ISSUES AND OPPORTUNITIES**

---

---

## **INTRODUCTION**

This comprehensive plan is the initial plan for the town 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 town makes decisions concerning land use and other issues impacting the development of the town 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 Town Board entered into a contract (#56060) with the Bay-Lake Regional Planning Commission (BLRPC) to prepare a comprehensive plan in accordance with Wisconsin's Smart Growth law in July, 2000. A 16-month time period was established for the completion of the plan, which began August, 2000 and ended in December 2001. The plan was prepared and approved by the Comprehensive Plan Committee, Town Board, and citizens of the town of Gillett.

## **DESCRIPTION OF PLANNING AREA**

The town of Gillett consists of approximately 22,000 acres (35 square miles) and is located in the west-central portion of Oconto County. Communities that surround the town of Gillett include the towns of Oconto Falls, Spruce, Maple Valley, How, Underhill, Morgan, and Green Valley (Shawano County), and the city of Gillett is located in the center of the town of Gillett.

## **COMMUNITY COMPREHENSIVE PLANNING PROCESS**

The planning process was essentially completed in four stages. *Initially*, the Comprehensive Plan Committee, with help from University of Wisconsin Extension mailed a community wide survey to residents to identify issues and concerns relative to land use and development within the town.

The *second stage*, inventory and interpretation, began with the collection of data on existing conditions within the community. 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 Comprehensive Plan Committee developed an overall vision statement as well as goals, objectives, policies and programs for each of the nine elements required in the comprehensive plan under “Smart Growth”.

The *third stage*, was the development of the General Plan Design. The first two stages were combined to create a recommended land use plan to guide future conservation, growth and development within the town 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 document.

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 town, 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 town and on future population, housing and economic growth; **Chapter 4:** Economic Development, contains goals, objectives, policies, and programs and a development strategy regarding future and existing economic conditions within the town, including an inventory of the labor force and an analysis of the town’s economic base; **Chapter 5:** Transportation, 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, contains goals, objectives, policies, and programs and an inventory of the town’s community facilities, including schools, recreational opportunities and town utilities; **Chapter 7:** Intergovernmental Cooperation, 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, contains goals, objectives, policies, and programs, a land use inventory for the town, a projection of future land use demands, and the General Plan Design for the town; **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”, public participation procedures were drafted on September 2000 and the town adopted written procedures that will be followed in order to involve the public in the comprehensive planning process to the greatest extent practicable.

### **Public Meetings**

Over a 14 month period, the Town Plan Committee met more than 10 times to review town data and growth options. From these meetings, the Plan Committee and other interested citizens developed a 2020 General Plan Design.

### **Community Survey Results**

A community survey was conducted by the UW-Extension, Oconto County in August 2000. In all, 528 surveys were mailed with 211 surveys being filled out and returned. The town of Gillett had an exceptionally high response rate with 40 percent of town’s households responding. According to the Survey Research Handbook, authored by Alreck and Settle, response rates for mail surveys normally average 20 percent or less and response rates greater than 30 percent are rare. Thus, the town of Gillett’s Town Wide Survey can be considered highly successful in terms of participation.

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

## **COMMUNITY VISION PROCESS**

### **Vision Statement**

*The town of Gillett features a mixture of agricultural, residential and business development that promotes recreational activities and family oriented living. The rural setting of the town is enjoyed by visitors and residents alike, given the existence of many natural and cultural resources.*

*Through the use of the Comprehensive Plan and public participation, the town’s past planning decisions and implementation of land use policies have led to orderly growth and protection of natural resources. Providing compatible living situations and adequate wildlife habitat helps to ensure that future generations can enjoy the harmony and scenic beauty of this small town.*

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

The following statements describe the town'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 town will be 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 as well as to develop the town in an orderly, cost efficient method.

### **Objectives:**

1. Adopt and maintain a Comprehensive Plan under s66.1001, that reflects the needs of all current and future citizens of the town of Gillett for 20 years.
2. The comprehensive plan will remain current in order to provide for the greatest possible benefits regarding the future development of residential, commercial, industrial, and parkland expansion and development.

### **Policies:**

1. Establish 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 Town Board regarding land uses.
2. Review existing town ordinances as they relate to the implementation of this plan.
3. Discuss updates to the county's zoning ordinances with Oconto County 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 town intends to develop.
5. This plan should be consulted by the Plan Commission, Town Board, Board of Appeals 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 section of the plan.

7. Encourage cooperation and communication between the town, neighboring municipalities, and county government in implementing this plan.

***Programs:***

1. Hold Plan Commission meetings/working sessions to periodically review the adopted comprehensive plan and make amendments to accommodate changing conditions following the guidance of s 66.1001.
2. 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.

**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 town.

**Existing Conditions**

**Demographic Trends**

In the past 70 years, the town of Gillett has experienced fluctuating population levels. Between 1970 and 1980, the town's population increased by 123 people, or 13.1 percent. However, between 1980 and 1990, the town experienced a 3.1 percent decrease in population. For the period of 1990 to 2000, the town of Gillett increased in population by 59 persons, a 5.8 percent increase.

The WDOA's yearly population estimates from 1991 to 2000 indicated that the town had experienced a gain of 49 persons, or 4.8 percent since the 1990 census. The WDOA 2000 estimate of 1,075 persons is slightly below what the 2000 census reported (1,085 persons). The population estimates for the town were fairly accurate in accounting for the population increase from 1990 leading up to the 2000 census data.

**Age Distribution**

The population for the town of Gillett is divided up into four age groups: the school age group (5-17), working group (16+), the voting group (18+), and those of retirement age (65+). distributions found in the town of Gillett in 1990 are very similar to distributions found at the county and state level. The working age group accounts for 75 percent of the town's total population. When considering an average retirement age of 65 years and subtracting that group from the working age group, the figure drops to 61 percent. In 1990, approximately 21 percent of the total population was school age. This is similar to the school age group percentages for the state and the county.

**Educational Levels**

The level of education that is attained by the population of a community will often be an indicator of the type of jobs in the area and the standard of living. In 1990, the highest attainment level for the town of Gillett's population (aged 25 years and older) was the High

School diploma or equivalent level of education. The town of Gillett showed a higher percentage in this attainment level than any other area in the county.

### **Income Levels**

In 1999, the per return income for residents in the town of Gillett was \$30,764, which is a 36 percent increase from 1995. 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 1990. The unemployment rate and the number of unemployed in 1999 was the lowest its been during the whole decade. For the period 1990 to 1999, the civilian labor force increased seven percent, the number of unemployed decreased 41 percent, and the number of employed increased 11 percent.

In 1990, the majority of people in the workforce in the town of Gillett were employed by the manufacturing industry, 29 percent. The second greatest employment group for the town of Gillett was in the agriculture, forestry, and fishery industry with 20 percent, followed by the service industry with 17 percent of total employment in 1990.

### **Forecasts**

Tables, figures and additional text is provided in later chapters to aid in the explanation of the forecasting methods used below.

### **Population**

The baseline population projections prepared by the Wisconsin Department of Administration (WDOA) predict a steady decrease in population from 1995 to 2015. The total population of the town of Gillett was expected to reach 1,065 persons by 2000 and 1,045 persons by 2015, according to WDOA. With the availability of 2000 census data, the projections created by WDOA become slightly inaccurate. According to the 2000 census, the town's population is 20 persons higher than what was projected by WDOA.

Given the discrepancy between the WDOA population projections, the actual 2000 census count, and the fact that the WDOA projections do not go beyond the year 2015 to include the 2020 planning period, the Commission has prepared alternative population projections to determine the approximate growth rate for the town of Gillett.

A "Low Growth Projection" was found by using a ratio methodology, termed share-of-the-county, to distribute county projections to the town level. According to this BLRPC projection, the town is estimated to decrease to 968 persons by 2020, an eleven percent decline from the 2000 population. A "High Growth Projection" was developed by creating a growth trend from the 1970 to 2000 census figures. This method identified a future population of 1,184 persons by 2020, or a nine percent increase.

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.

## **Housing**

For the period 1970 to 2000, the town of Gillett had increased by 143 housing units, a 47.8 percent increase. According to the 2000 census, the town of Gillett currently has 442 housing units, a seven percent increase from 1990 total of 412 units.

Using the census housing unit counts from 1970 to 2000 and a high and low growth series extrapolated from the census data, a “high growth” and a “low growth” set of scenarios was created for housing units. These scenarios use past housing unit trends and extend them into the future. If the “low growth” scenario (the high population growth trend), occurs there will be an estimated 528 housing units in the town in 2020, a growth of 19 percent from 2000. If the “high growth” scenario (the Census housing units growth trend) should occur there will be an estimated 587 housing units by 2020, which is a growth of 33 percent from 2000.

The town of Gillett chose to use the “high growth” housing scenario (145 additional housing units) in order to determine the amount of land that needs to be allocated for future residential growth during the 20 year planning period.

## **Employment**

In 1990, employment data was available for each business within the town 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 town, not the employment numbers of businesses in the town.

To determine the economic health of the town, it is important to determine the number of jobs available within the town. Therefore, the following methodology is used to determine an estimated number of people who are employed by businesses in the town of Gillett. In 1990, businesses in the town employed a total of 52 persons. Businesses in Oconto county employed a total of 7,136 persons in 1990. To determine the town of Gillett’s share of total county employment, the 1990 town employment number (52) is divided by the county employment number (7,136). The resulting number is 0.73 percent. Since town data for 2000 is not available, multiplying this number by the available year 2000 employment figure for Oconto County (9,192), we can calculate an estimated 2000 employment figure for the town of 67 persons. The resulting figure reveals a 28.8 percent growth in town employment from 1990. It should be noted that in using this forecast, the assumption is made that the town’s share of total county employment in 1990 will remain the same in 2000.

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

### **INTRODUCTION**

The town of Gillett consists of approximately 22,000 acres (35 square miles) and is located in the southwestern portion of Oconto County. The town is approximately forty miles northwest of the city of Green Bay. The city of Gillett is located in the center of the town. Other communities relatively close to the town include the cities of Oconto and Oconto Falls, and the villages of Cecil, and Suring. Map 2.1 illustrates the general location of the town of Gillett in relation to the Bay-Lake Region, while Map 2.2 displays the town of Gillett.

Oconto County is a member of the Bay-Lake Regional Planning Commission. The Commission is comprised of eight counties in northeast Wisconsin: Brown, Door, Kewaunee, Florence, Oconto, Marinette, Manitowoc and Sheboygan. The region contains a total area of 5,325 square miles and has a 2000 estimated population of 550,174 persons.

### **SUMMARY AND IMPLICATIONS**

The town of Gillett is primarily agricultural with its most productive agricultural lands being in the northern areas of the town. The town has many natural amenities including Christie Lake and the Oconto River, along with numerous tributaries, woodlands, approximately 3,660 acres of wetlands, and various archeological sites. The town also has man made features that enhance the quality of life for residents of the town and state to include river access and the Oconto County Recreational Trail. The town relies on a good groundwater source to provide its residents with safe drinkable water. At this time, land uses within the town pose only a moderate threat to the ground water. Floodplains in the town exist mostly along the Oconto River and Christie Brook. Currently there are no ambient air quality concerns for the town. Both threatened and endangered species exist within Oconto County and likely within the town. The town also provides ample room for a variety of plants and fauna.

The natural resources of the town will need to be monitored and in some cases protected in order to preserve them for future generations. As growth pressures begin to climb, the town will need to consider future impacts on these resources against any proposed future gains. Community “character” will be of importance as well. Preserving/promoting a sense of place is key for all community’s. Protecting entryways into the town as well as considering the visual impacts along transportation corridors will greatly assist the town in reaching its vision. Working closely with businesses and the county will be needed in order to best manage these high profile locations.

### **CLIMATE**

Climate in and around the town of Gillett is typical of northern Wisconsin. The climate is classified as continental 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.

## **RESOURCES STRATEGY**

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

### **Goal: Natural Resources**

Provide a safe, clean and orderly natural environment for the residents of the town of Gillett.

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

1. Require strict enforcement of existing regulations (federal, state, county, town) in environmentally sensitive areas.
2. Conserve and enhance the presence of the town's distinctive natural amenities by recognizing the special attractiveness of the town's natural landscapes and open spaces.
3. Development adjacent to rivers, lakes, streams and wetlands need to be carefully planned. 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.

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

1. Explore the use of an overlay district that would identify key natural resources and viewsheds the town wants to protect. Consider a set of standards to apply within the district.
2. Discourage development in environmental corridors.
3. 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.
4. Identify and protect the public open spaces and wildlife habitats from development to preserve the town's scenic value.

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

1. Work with the Zoning Depart of Oconto County in developing future overlay districts.
2. Work with Oconto County on informational programs and brochures regarding natural resources to educate and inform the public.
3. Establish a sub-committee that would work with the town and County Zoning Department to further explore ways to best utilize or preserve natural features within the town.
4. Coordinate the town's efforts with adjoining municipalities and state agencies.
5. Encourage a 50 foot buffer area (a zone of no buildings) around delineated wetlands.

6. Work with the county to ensure enforcement of floodplain zoning, conservancy zoning and shoreland zoning ordinances to protect water quality.

**Goal: Agricultural Preservation**

Protecting farmland, while providing for the orderly development of land that is currently or was historically in productive farm use for non-farm development.

***Objectives:***

1. Retain large contiguous areas of prime agricultural lands for future farming operations.
2. Develop smaller less productive farmlands before developing areas that are larger and more productive.
3. Identify future development areas on the General Plan Design.

***Policies:***

1. Discourage development on soils that have been identified as being prime agricultural areas thus encouraging the use of these lands for farming purposes only.
2. Conduct a “Cost to Benefit” comparison on all future agricultural land conversions to ensure the town is not negatively impacted by the change in use.
3. Allow development in areas of prime agricultural soils that are located on fragmented smaller parcels and areas adjacent to the city of Gillett.
4. Direct large scale residential development away from prime farmlands in order to protect the farmer’s “right to farm” and to minimize conflicts of incompatible uses.
5. If large tracts of farmlands are to develop, then a planned unit development approach as opposed to a piece by piece method over long time periods should be utilized, this will alleviate fragmentation within the town and help lower development pressures.
6. Explore the option of establishing a buffer strip between farm operations and adjacent housing developments to minimize conflicts of farming operations on residential living.
7. Work with farmers looking to retire from farming and thus wanting alternative uses for their lands.

***Programs:***

1. Town property owners (future and present) should be given a copy of the state’s “Right to Farm” law to further their understanding of farmer’s rights. This could be in conjunction with a booklet on *What Residential Owners Can Expect in a Rural Farming Community*.
2. Establish a sub-committee that will work with the county and state to develop informational material regarding farmer’s rights and what they need to do in order to farm.

3. Investigate the future use of Transfer of Development Rights (TDR) and Purchase of Development Rights (PDR) within the town and work with the county and state to get this program operational in the county.
4. Work with the county and BLRPC to establish specific criteria for determining whether or not to allow conversion of use (re-zoning).

**Goal: Metallic and Non Metallic Resources**

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

***Objectives:***

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

***Policies:***

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

***Programs:***

1. The town will work with Oconto County to locate possible mining sites within the town.
2. The town will inform residents of any future mining sites.
3. The town will work with the county and land owners to ensure that incompatible uses do not develop adjacent to one another or in a location that will foster conflict.

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

The towns historic, archeological and cultural locations and structures will remain preserved for the town residents.

***Objectives:***

1. To preserve buildings (churches, historic homes and buildings), structures (out buildings, bridges, etc.) and other landscape features (cemeteries, fence lines, etc.) that are the town's cultural history.
2. These resources will be identified to the town residents for their information and possible use.

3. These locations may be tied into recreational sites to further enhance them and there access, when appropriate.

***Policies:***

1. The town will work to preserve the locations of these sites.
2. The town will support tying these resources into recreational sites and trails.
3. The town will discourage the destruction of these sites and will not allow incompatible uses around them that would have negative impacts on the resource.

***Programs:***

1. The town will work with federal, state and county agencies to ensure all sites are identified and properly protected.
2. Develop a sub-committee that will explore the future integration of these sites into any future trails or recreation sites, in conjunction with the county.

**GEOLOGY**

**Bedrock Geology**

Ordovician and Cambrian rock units from the Paleozoic Era (approximately 425-500 million years in age) underlie all of the 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 town of Gillett.

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.

**Glacial 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 town of Gillett. The eastern two-thirds of the town is ground moraine till consisting of clay, silt, sand, pebbles, cobbles and boulders. The western and southern portion of the town 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 town. Map 2.4 illustrates the Pleistocene geology of the town of Gillett.

## **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 town:

### **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**

Almost 50 percent of the town has soils classified as most productive. Approximately 10,718 acres of the town have this classification. Most of these soils are located in the north and north central part of the town. Another 18 percent of the town'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 town. Map 2.5 shows the productivity of the soils within the town of Gillett.

### **Basements**

Within the *Oconto County Soil Survey*, the NRCS provides information on the suitability and limitations of soils for a variety of natural resource and engineering uses. In particular, the soil survey provides information on the limitations of each soil for building site development including the construction of dwellings with basements. Dwellings are considered to be structures built on shallow excavations on undisturbed soil with a load limit the same as for a single family dwelling no higher than three stories. The ratings are based on soil properties, site features and observed performance of the soils.

According to the Natural Resources Conservation Service, *severe limitations* mean soil properties or site features are so unfavorable or so difficult to overcome that special design, significant increases in construction costs, and possibly increased maintenance are required. *Moderate limitations* mean soil properties or site features that are not favorable for the indicated use may require special planning, design, or maintenance to overcome, or minimize limitations. *Slight limitations* mean soil properties and site features are generally favorable for the indicated use and limitations are minor and easily overcome. Refer to the *Oconto County Soil Survey* for additional information regarding soil limitations for building site development.

# Location Map

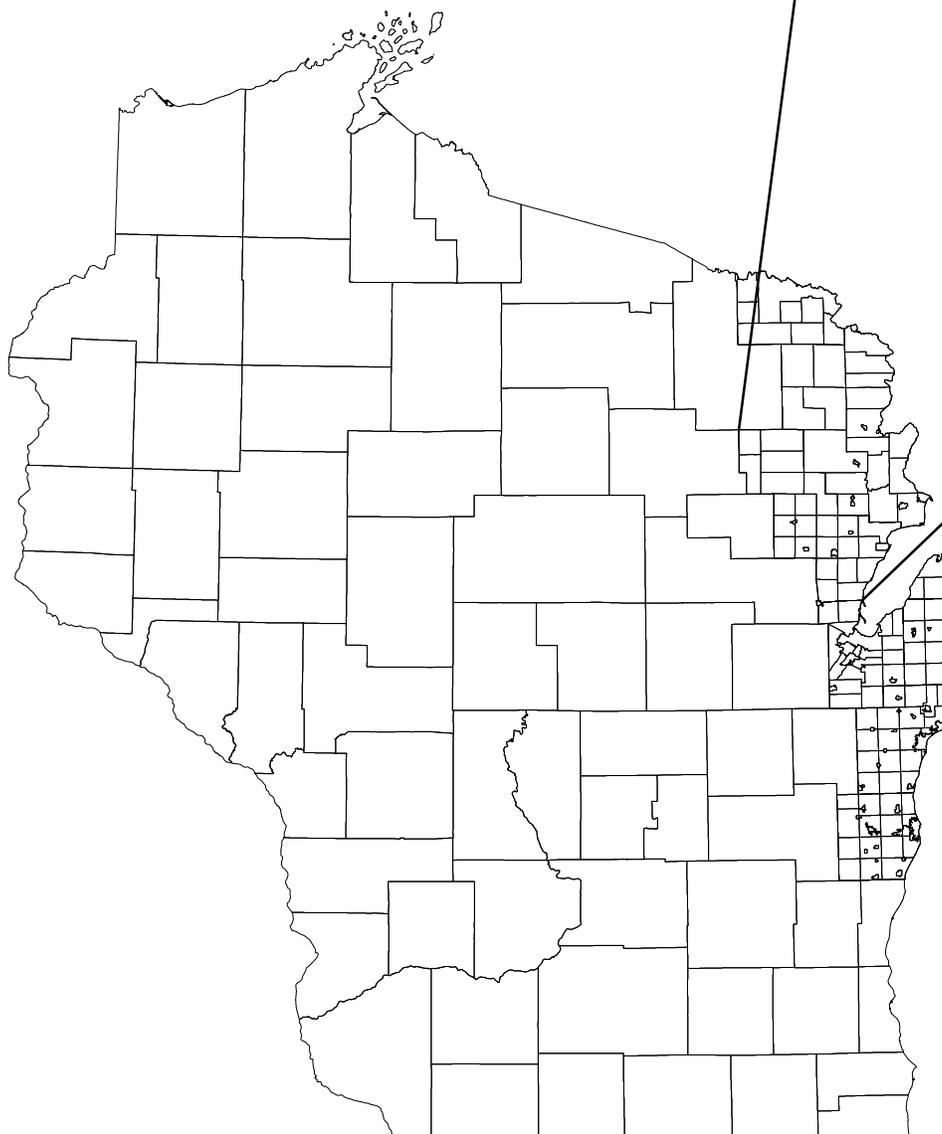
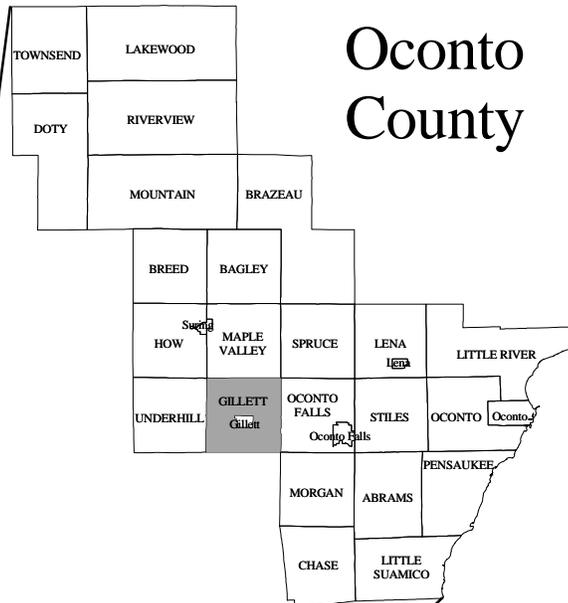
## Town of Gillett

Oconto County, Wisconsin

N



# Oconto County



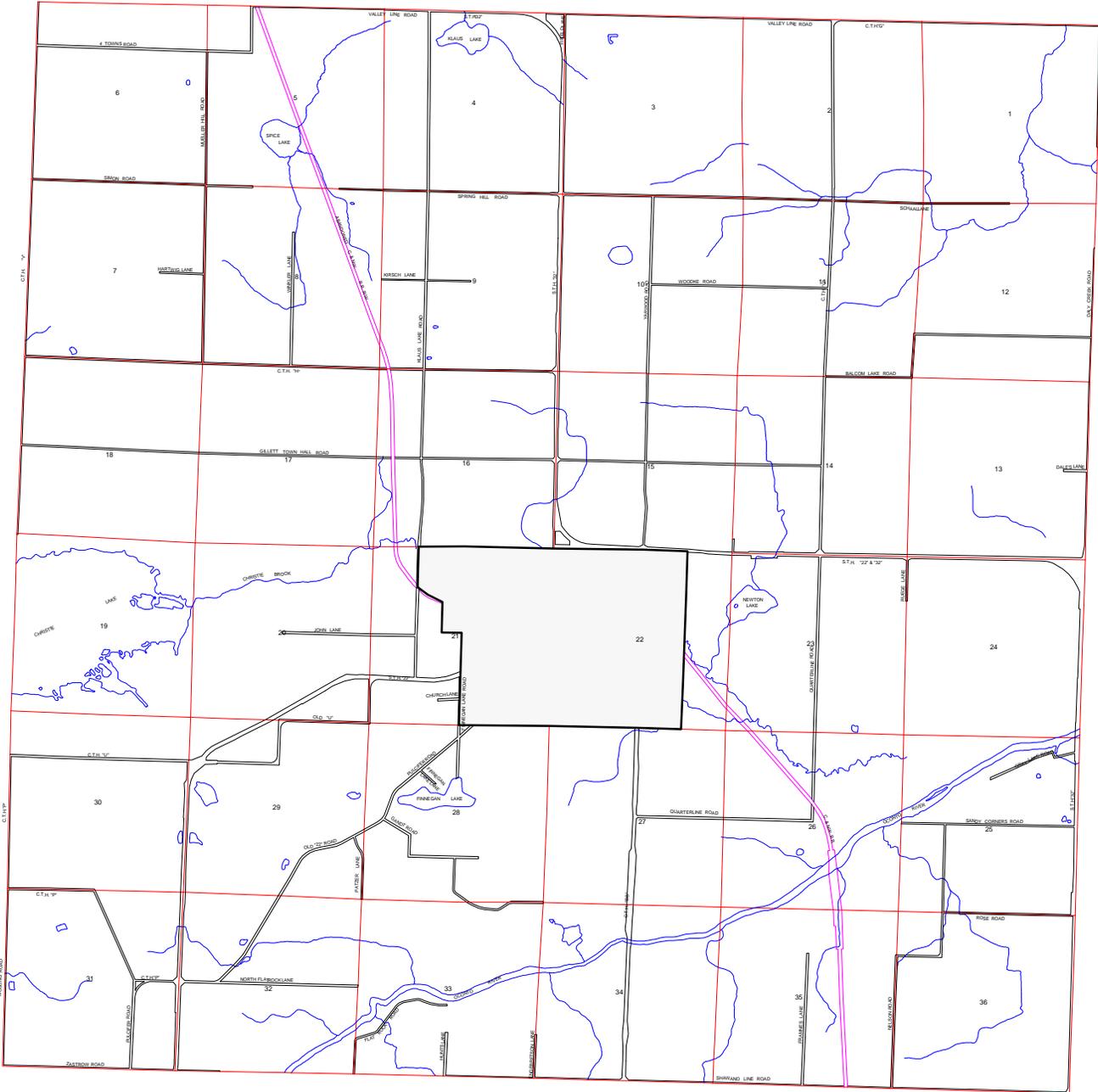
# WISCONSIN

# Planning Area

## Town of Gillett

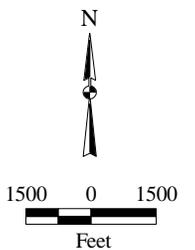
### Oconto County, Wisconsin

Map 2.2



 City of Gillett  
(Excluded)

Source: Bay-Lake Regional  
Planning Commission, 2000.

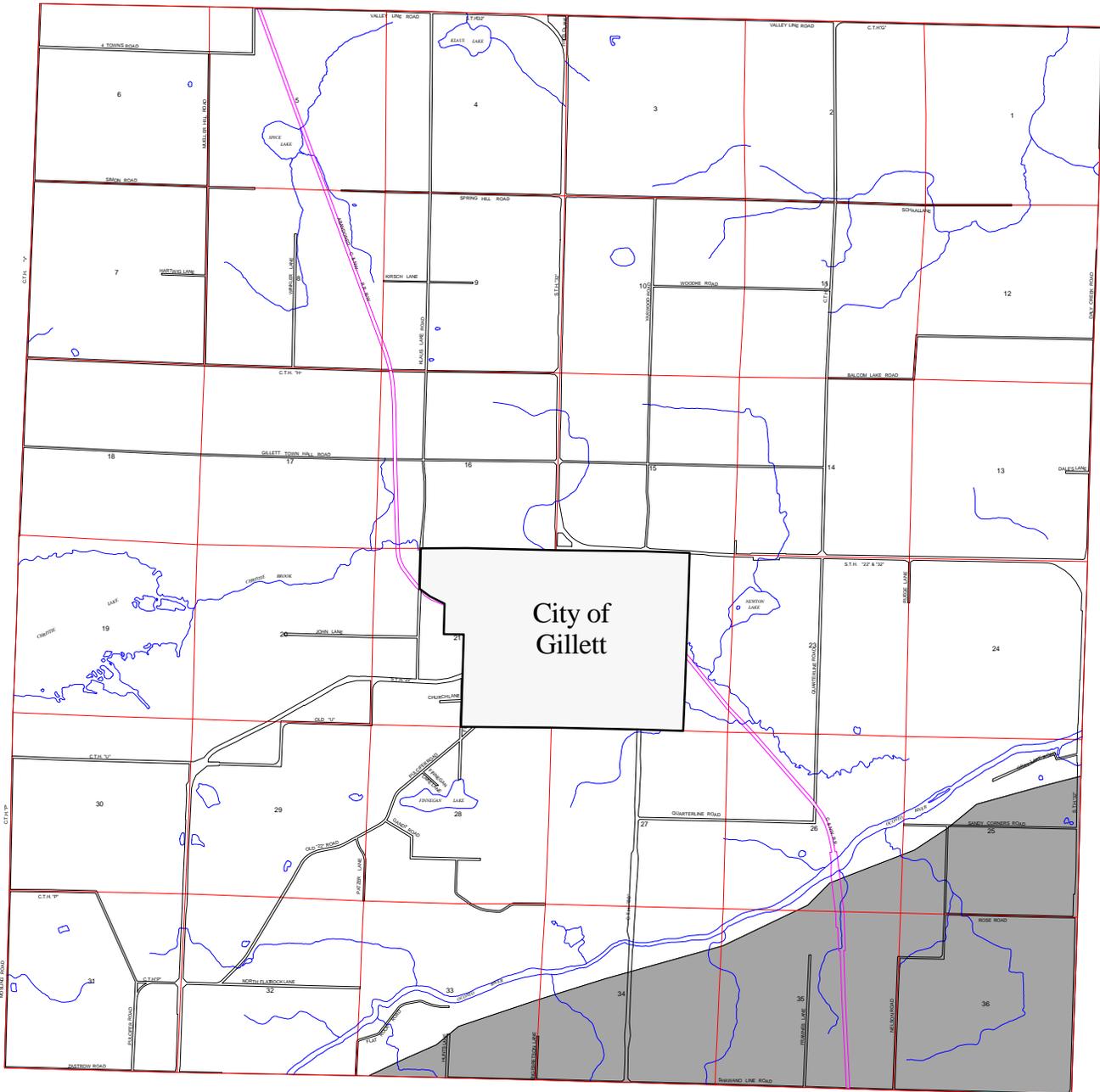


# Bedrock Geology

Map 2.3

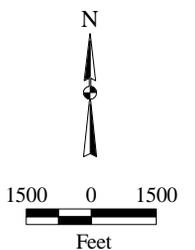
## Town of Gillett

Oconto County, Wisconsin

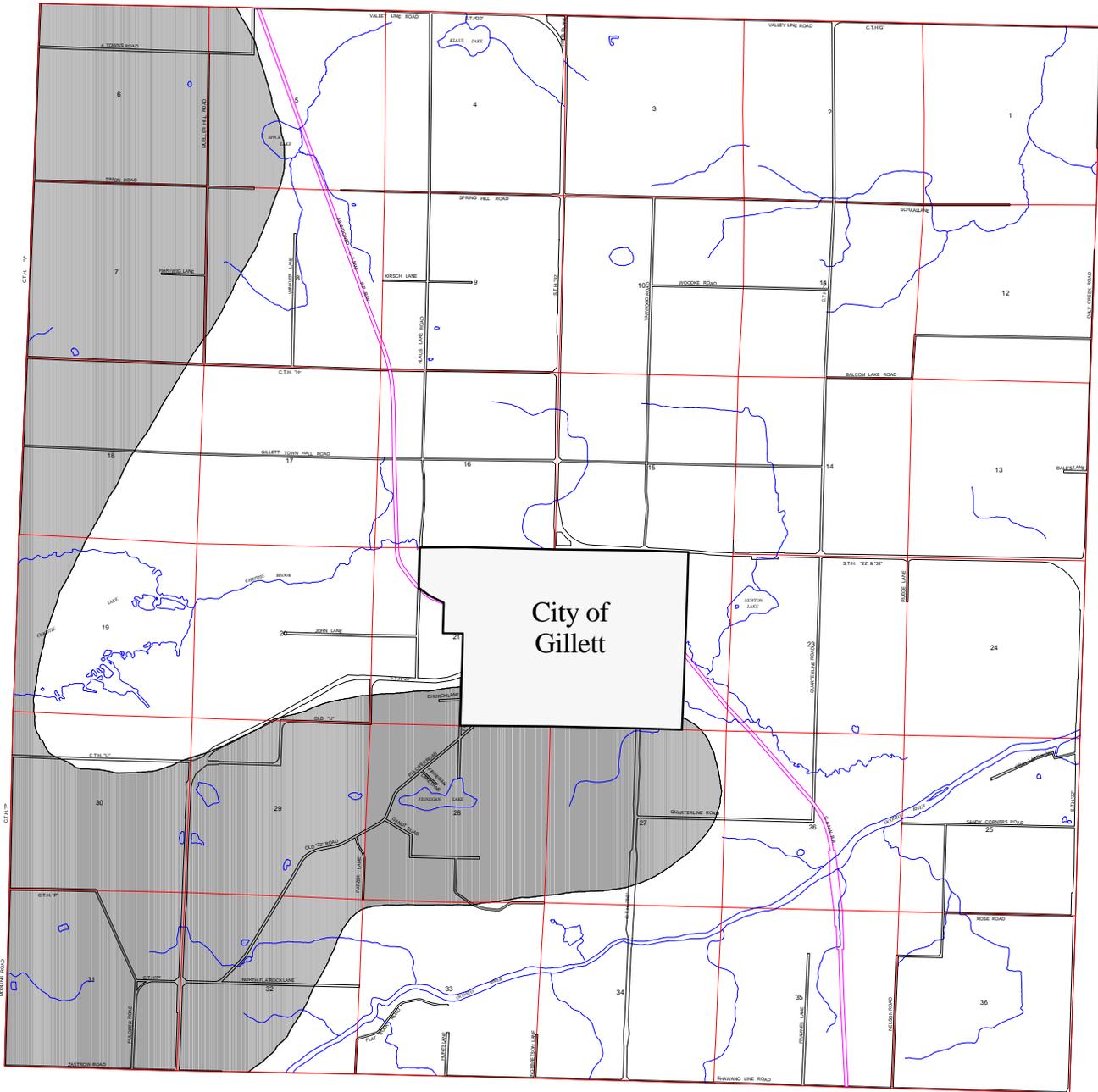


 Sandstone & Dolomite  
 Prairie du Chien Group

Source: USGS, 1973; Bay-Lake Regional Planning Commission, 2000.

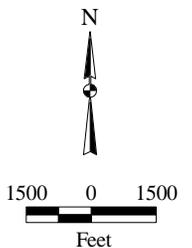


# Pleistocene Geology Town of Gillett Oconto County, Wisconsin



End Moraine  
 Ground Moraine

Source: USGS, 1973; Bay-Lake Regional Planning Commission, 2000.





## **TOPOGRAPHY**

The topography within the town of Gillett reflects the previously described glaciation, with landscapes fluctuating from level to rolling. Elevations within the town of Gillett vary by approximately 210 feet. The highest elevations, 950 feet above mean sea level, are in the northwest area of the town. The lowest elevations, approximately 740 feet above mean sea level, are on the banks of the Oconto River in the southeast portion of the town. A majority of the town maintains elevations of between 850 and 900 feet above sea level. Much of the areas of steep slope are present on the south side of the town. These areas of steep slope total approximately 1,539 acres of the town. Map 2.6 illustrates the areas of steep slope (slope 12 percent or greater) based on soils characteristics within the town.

## **WATER RESOURCES**

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

Two watersheds encompass the town of Gillett. The Lower Oconto River watershed occupies the lower two-thirds of the town, 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 town, there are seven sub-watersheds. The Oconto River sub-watershed covers the lower section and the northwest corner of the town. The Christie Brook and Christie Lake sub-watersheds are in the center of the town. Daly Creek along with Newton Lake cover the northeast quarter of the town. The Klaus/Spice Lakes sub-watershed is in the north central part of town. Finnegan Lake sub-watershed is a small area in the south central part of the town. 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 town 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 town 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 town. The water flows toward the cities of Green Bay and Milwaukee.

## **Lakes**

There are five named lakes according to the Wisconsin Department of Natural Resource's publication of Surface Water Resources of Oconto County. 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 town of Gillett does not provide public access to the lake, but an unimproved, or difficult type public access is located in the town 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 5 percent muck. Waterfowl make limited use of this lake and the fish population is known to include walleye and perch. The town provides public access with parking.

### **Klaus Lake**

This hard water seepage lake has slightly alkaline, medium brown water of moderate transparency. The lake has a surface area of 22.4 acres, a maximum depth of 50 feet and a Secchi disk depth of six feet. The shoreline is 85 percent wetland coniferous swamp, and 15 percent upland consisting of cleared land and mixed hardwoods and conifers. The littoral zone is 80 percent muck, 15 percent and five percent marl. Waterfowl make limited use of the lake and information on the fish population is lacking, although largemouth bass and panfish are probably present. There is no public access.

### **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.

### **Spice Lake**

This hard water seepage lake has slightly alkaline, medium brown water of low transparency (Secchi disk depth of three feet). The shoreline of this 20 acre, 34 foot deep lake is 70 percent wetland hardwood swamp, and 30 percent upland hardwoods. The littoral zone is comprised entirely of muck. Waterfowl make some use of the lake. Aquatic vegetation is common throughout the basin. Carp is the only known fish species present. There is no public access.

### **Rivers and Streams**

According to the Wisconsin Department of Natural Resources' publication of Surface Water Resources of Oconto County, there are two named rivers/streams within the town. 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 town of Gillett 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 length of 5.2 miles. The fish population consists of forage species. Due to the small size, wildlife make 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 town. 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. Two of the twelve public access areas are located within the town of Gillett.

### **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. 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. Shorelands are discussed in more detail in Chapter 8.

### **Floodplains**

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.

Within the town of Gillett, there are approximately 1,013 acres of floodplains (Map 2.9). The floodplains in the town are located along the Oconto River and Christie Brook.

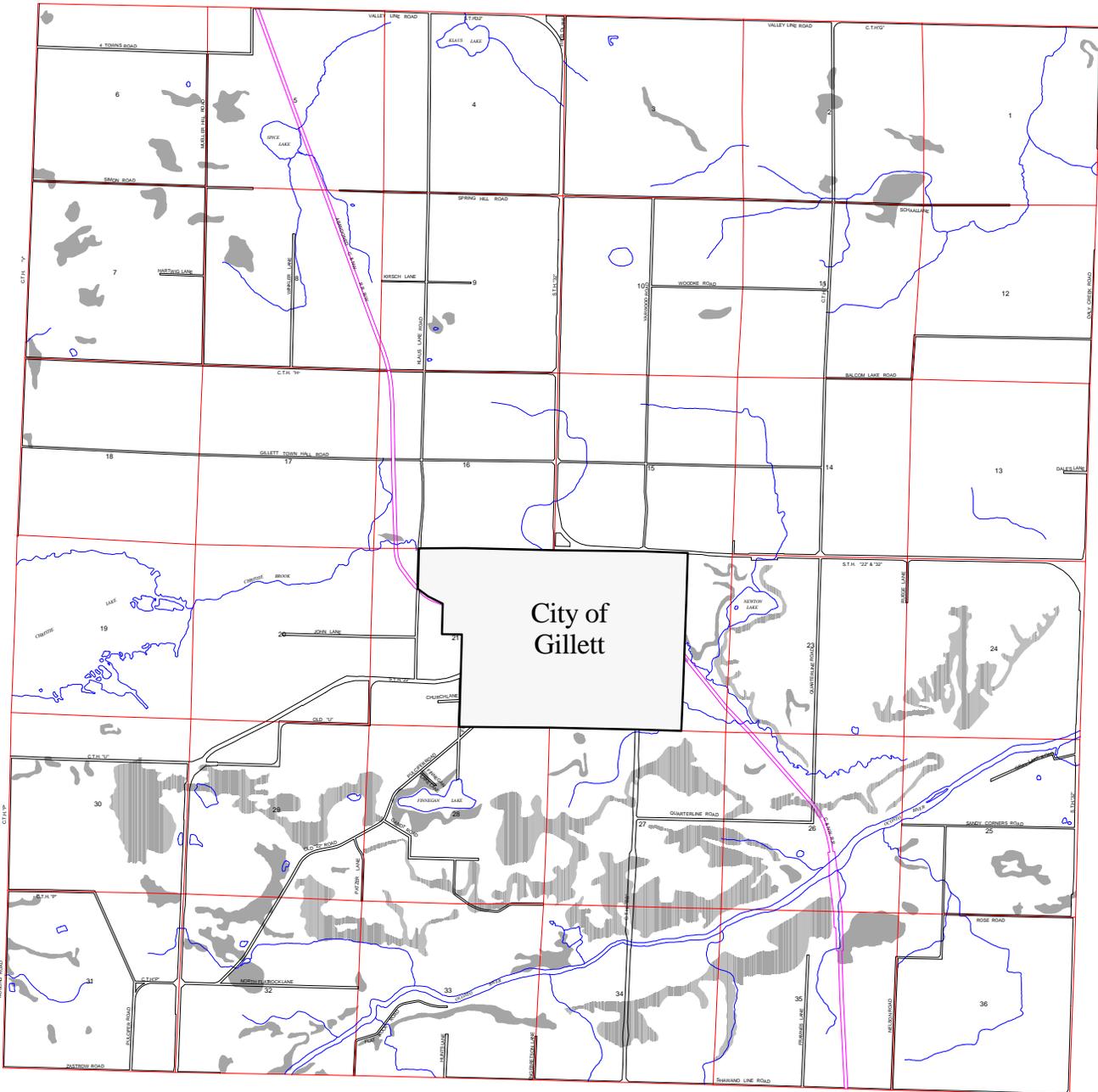
### **Wetlands**

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 town of Gillett, there are approximately 3,660 acres or 6 square miles of wetlands, as identified by the Wisconsin Department of Natural Resources. The majority of the wetlands (3,067 acres) are wooded. There are four main wetland concentrations in the town with the largest complex located in the northeastern corner of town, encompassing approximately 1,000 acres. Map 2.10 illustrates the wetlands within the town of Gillett.

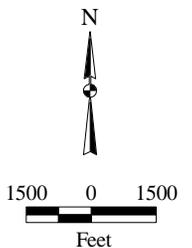
# Steep Slope Town of Gillett Oconto County, Wisconsin

Map 2.6



Source: Oconto County Soil Survey, 1988; Bay-Lake Regional Planning Commission, 2000.

 Slope Greater than 12 Percent

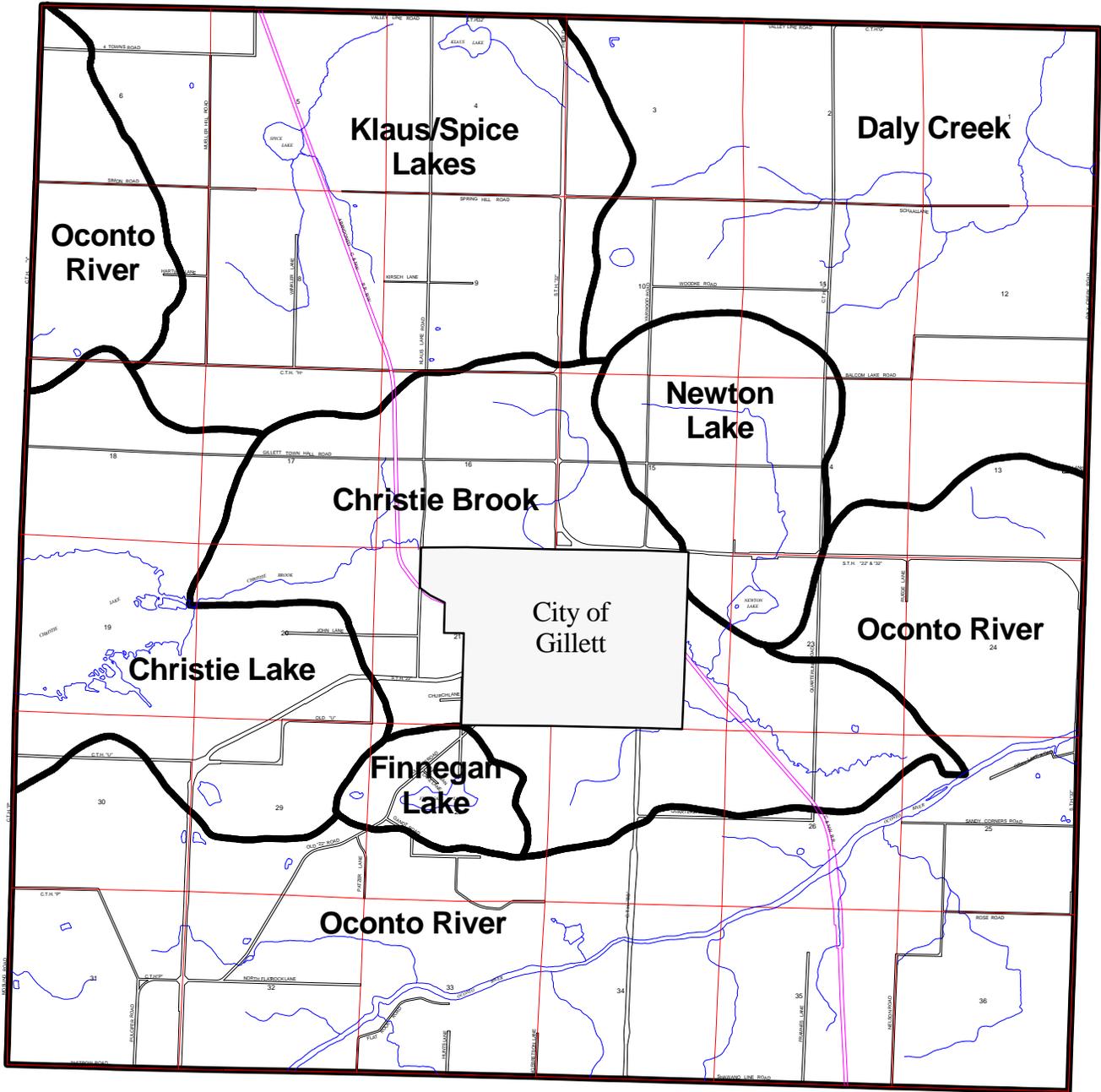


# Watersheds

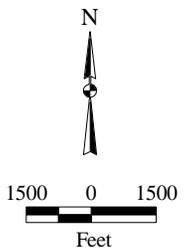
## Town of Gillett

### Oconto County, Wisconsin

Map 2.7



Source: USGS, 1974;  
Bay-Lake Regional Planning  
Commission, 2000.

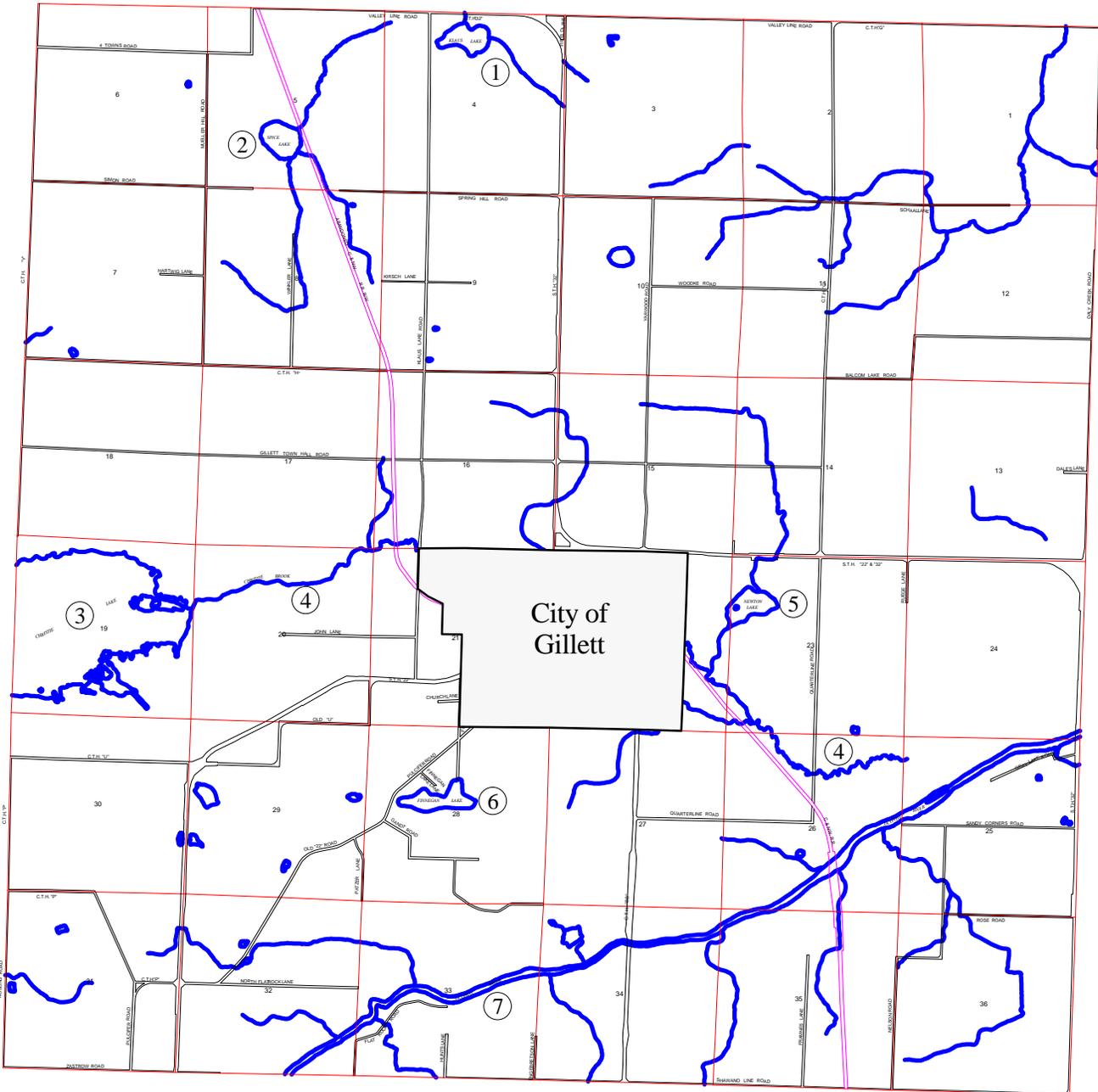


# Surface Water Features

Map 2.8

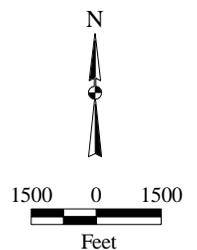
## Town of Gillett

Oconto County, Wisconsin



Source: Oconto County;  
Bay-Lake Regional  
Planning Commission, 2000.

- |                    |                   |
|--------------------|-------------------|
| 1 - Klaus Lake     | 5 - Newton Lake   |
| 2 - Spice Lake     | 6 - Finnegan Lake |
| 3 - Christie Lake  | 7 - Oconto River  |
| 4 - Christie Brook |                   |

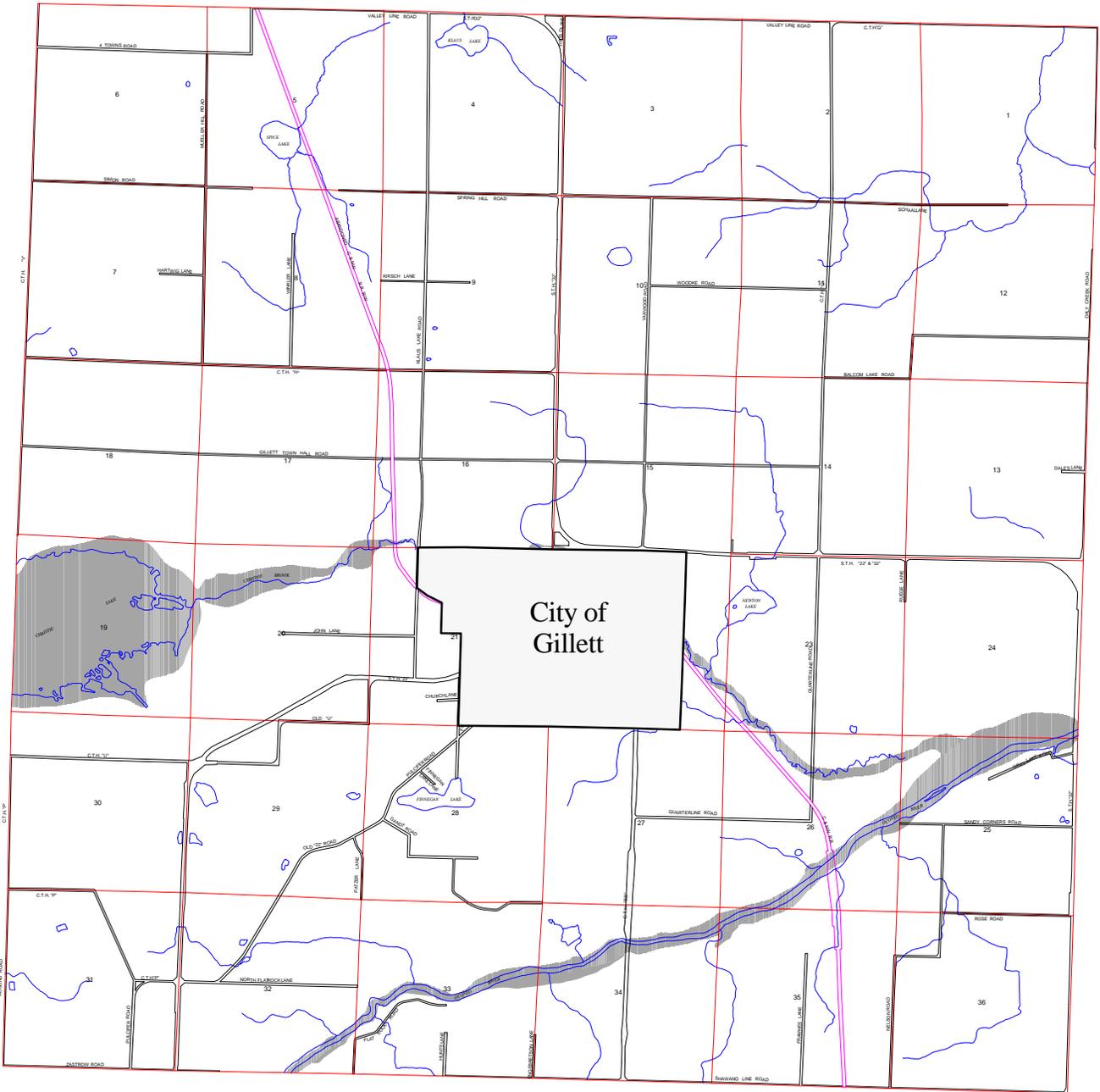


# Floodplains

## Town of Gillett

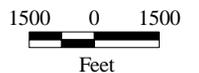
### Oconto County, Wisconsin

Map 2.9



Source: FEMA F.I.R.M.  
1983; Bay-Lake Regional  
Planning Commission, 2000.

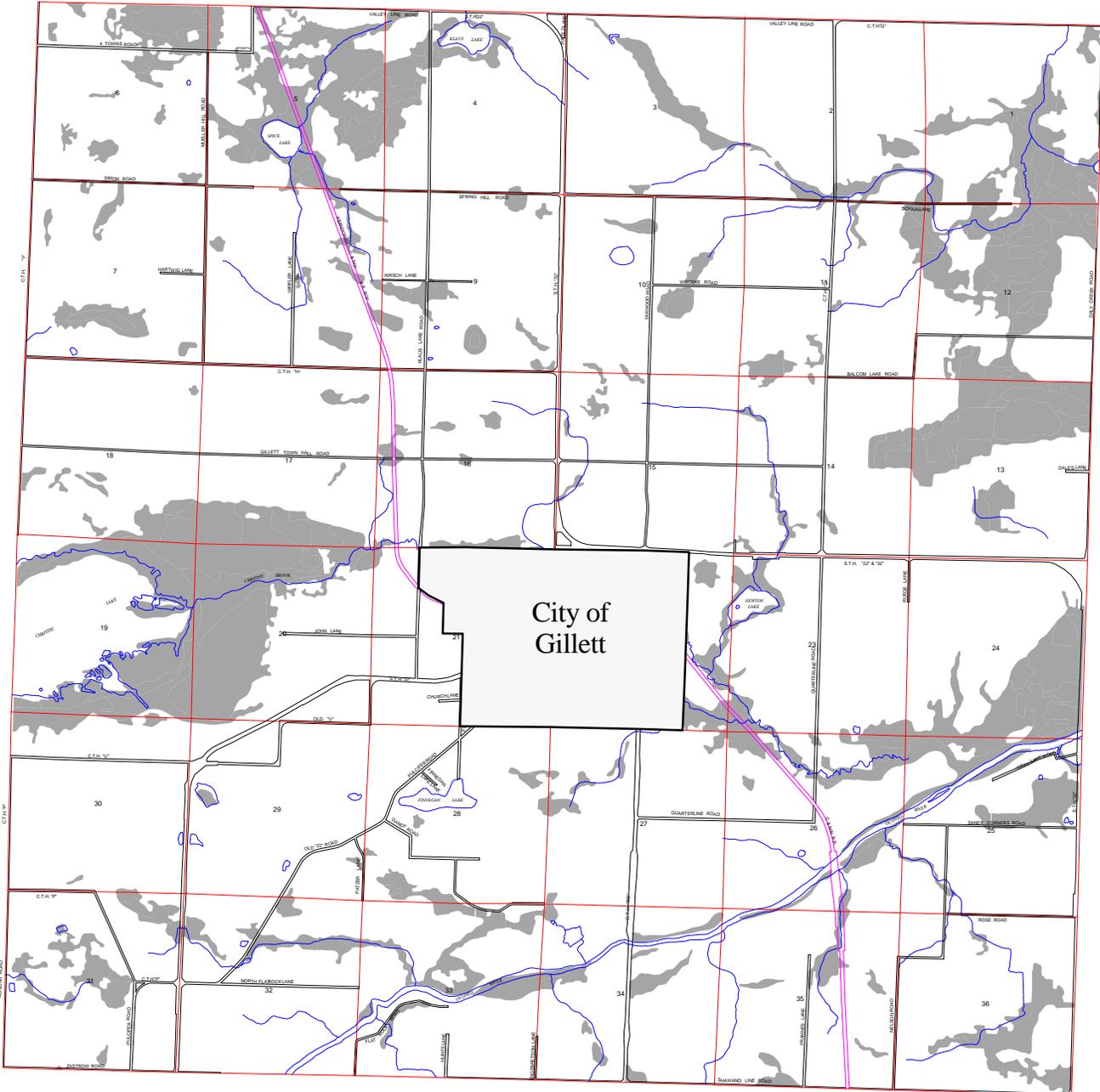
100 - Year Floodplain



# Wetlands

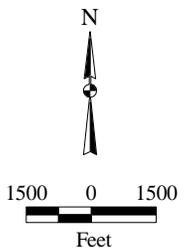
## Town of Gillett

### Oconto County, Wisconsin



■ WDNR Wetlands

Source: WDNR, 1993;  
Bay-Lake Regional  
Planning Commission, 2000.



## **WOODLANDS**

There are a total of 6,574 acres of woodlands within the town of Gillett. Many of the woodlands are. The majority of the woodlands are located along the rivers and streams and are considered to be in either WDNR identified wetlands or within FEMA identified floodplains, making residential, commercial or industrial development in these areas difficult. Lowland woodlands (wooded wetlands) are scattered throughout the town with the large areas located near Christie Lake, along the Oconto River and in the northeastern portion of the town. Wooded wetlands total 3,067 acres within the town of Gillett.

The upland woodlands (those woodlands that are not in a wetland) total 3,507 acres of land within the town of Gillett. Upland woodlands are located throughout the town of Gillett with larger tracts found in the southern portion of the town. Woodlands within the town of Gillett are displayed on Map 2.11.

## **AIR QUALITY ISSUES**

There are no areas within the town of Gillett 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 town of Gillett 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 town, 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 town 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 Wisconsin DNR Natural Heritage Inventory.

### **PARKS AND OPEN SPACES**

Recreational areas in the town includes BB County Park, located on the Oconto River and a park on the west side of the city of Gillett with baseball diamonds, and tennis and basketball courts. Two waysides also exist that have boat launching capabilities and access to the Oconto River. In addition, there are also two public access points to Christie and Finnegan Lakes. The Oconto County Recreation trail runs through the middle of the town and provides hiking/biking opportunities. Park and recreation areas are discussed in more detail in Chapter 6.

### **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. The town does not contain any designated scientific and natural areas.

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

Within the town of Gillett, there are several interesting local features of historic importance. There are two buildings and one archeological site. Below is a list and a brief description, and location of these historical sites

Please note that the following sites are not all eligible by the State Historical Society of Wisconsin. It is a list compiled by many individuals on the belief that these areas be considered for eligibility. There is a possibility that several structures or sites may not be listed. For further information, please contact the State Historical Society of Wisconsin, 816 State St., Madison, WI 53706.

The two listed state historical buildings within the town of Gillett include: A clapboard, balloon frame gabled ell house that was constructed in 1890. This building is located in section 30 on Mosling Road (CTH P). The other building is a gabled ell, masonry, cream brick house constructed in 1900. This building is located in section 31 on CTH P.

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

Care should be taken when excavation is done within the town of Gillett, since there is 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 and are subject to the requirements of NR 135, 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”. There is currently no metallic mining in the town. There is also no active nonmetallic mining or quarrying within the town. Sand and gravel would be the most likely nonmetallic resource mined in the town.

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

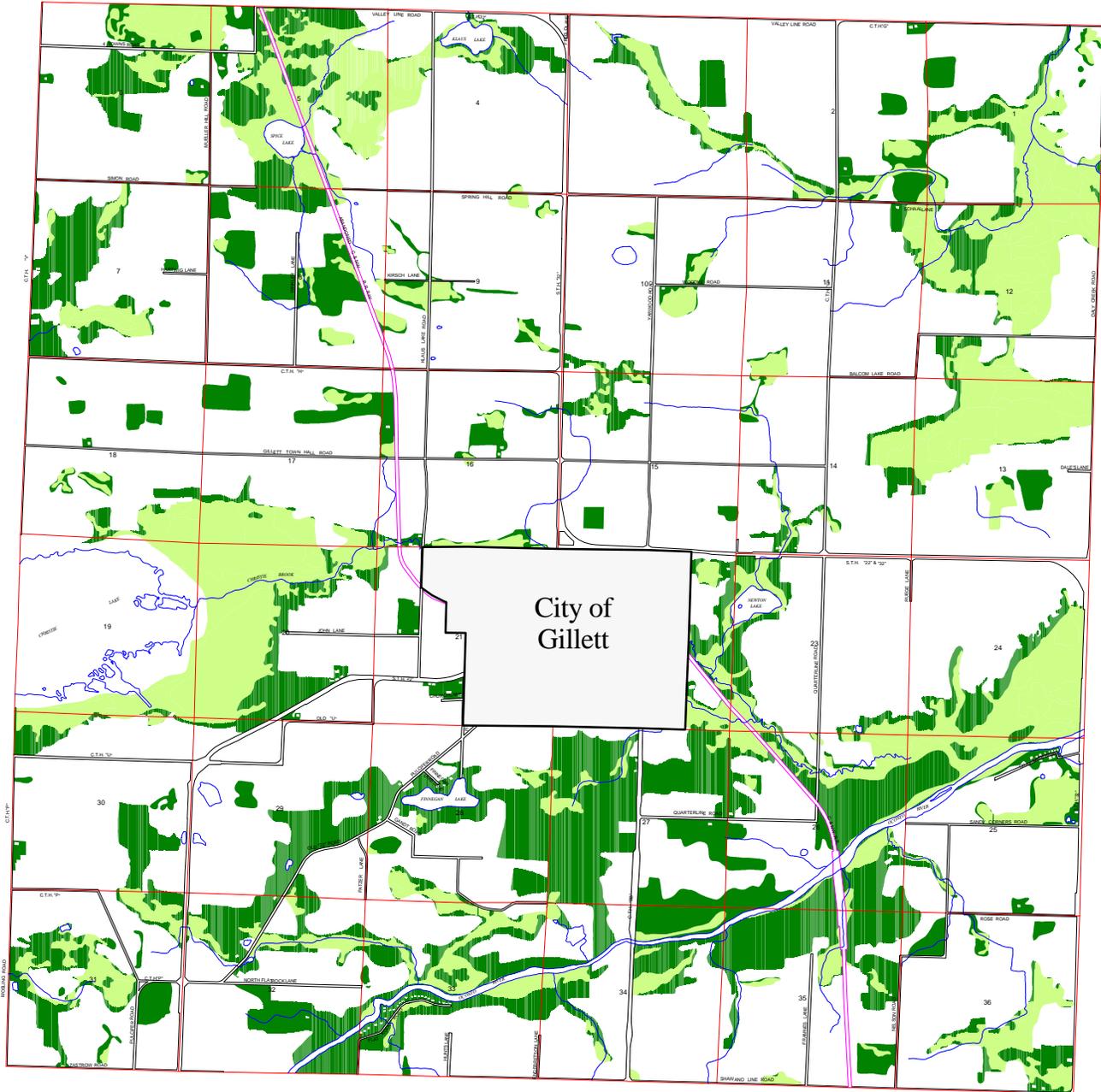
Many of the Commission's planning activities require delineation of environmental corridors (comprehensive plans, watershed plans, sewer service area plans, etc.). Environmental corridors protect local water quality and wildlife habitat through identification and preservation of environmentally sensitive 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 town of Gillett 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 town there are 6,235 acres of environmental corridors. The environmental corridors are very dispersed throughout the town with large concentrations around Christie Lake and along the Oconto River. (Map 2.13).

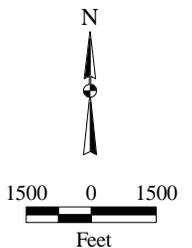
# Woodlands

## Town of Gillett

Oconto County, Wisconsin



 Upland Woodland  
 Lowland Woodland



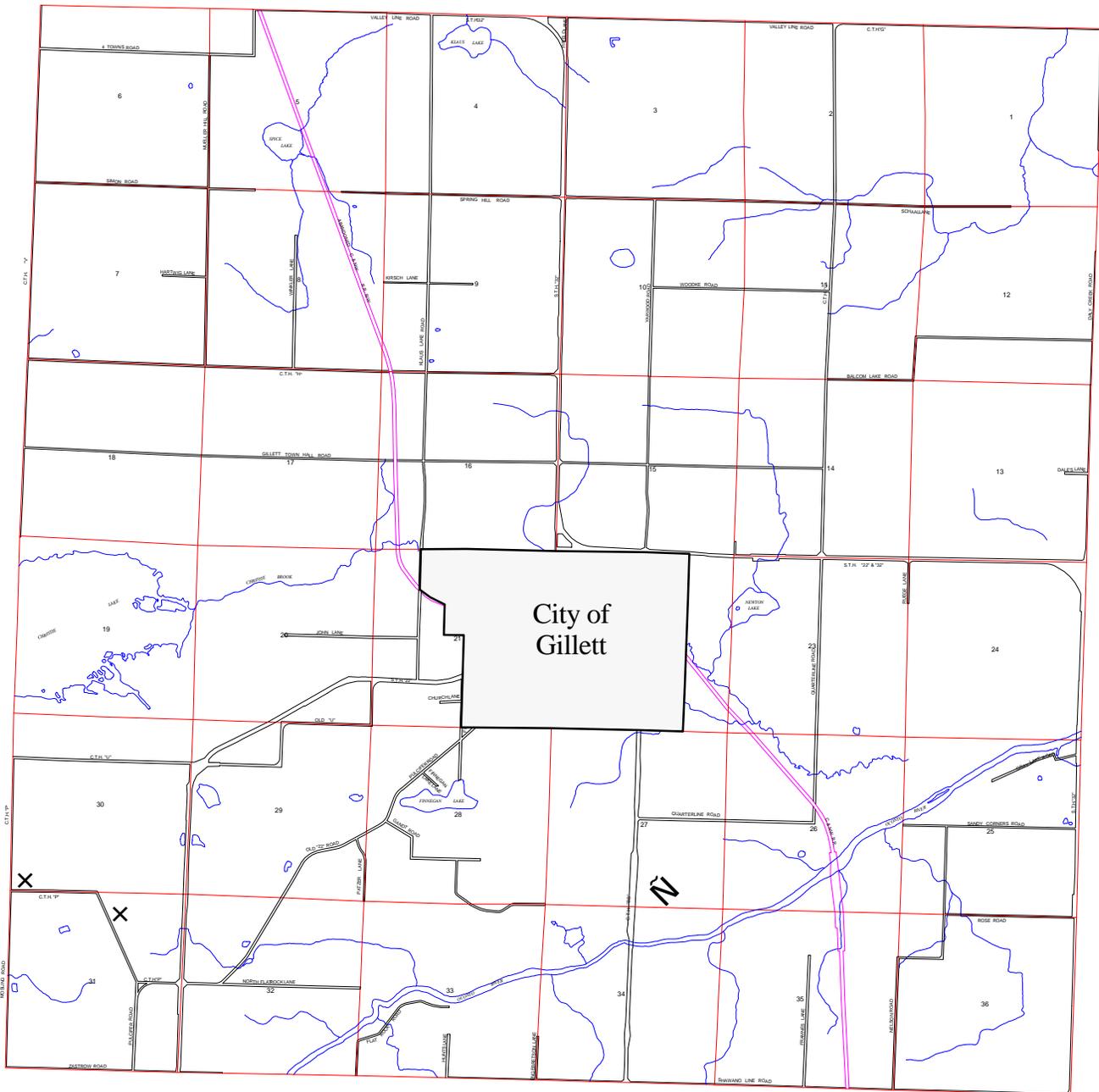
Source: Bay-Lake Regional Planning Commission, 2000.

# Historical & Archeological Sites

Map 2.12

## Town of Gillett

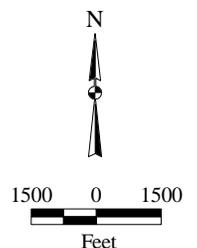
Oconto County, Wisconsin



 Archeological Sites  
 Historical Sites

Source: Wisconsin State Historical Society, 1974; Bay-Lake Regional Planning Commission, 2000.

NOTE: Site locations are approximations.

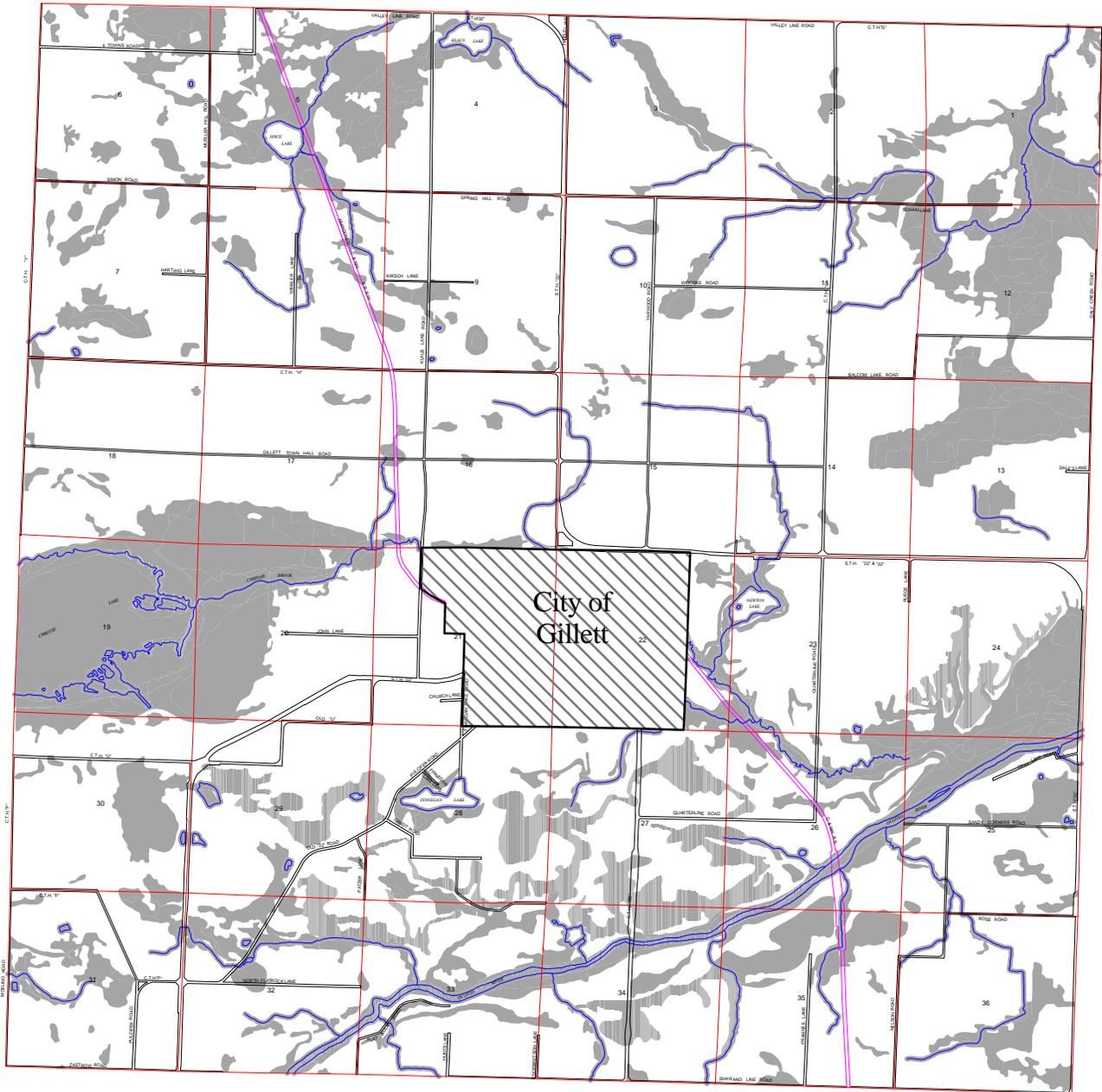


# Environmental Corridors

Map 2.13

## Town of Gillett

Oconto County, Wisconsin



Source: Oconto County Soil Survey, 1988; WDNR, 1993; FEMA F.I.R.M., 1983; Bay-Lake Regional Planning Commission, 2000.

 Environmental Corridors



1500 0 1500  
Feet

## **COMMUNITY DESIGN**

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

### ***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.

- Bridge over the Oconto River

### ***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.

Major:

- State Highways 32 and 22

Secondary:

- County Highways BB, G, P, U, and H
- Oconto County Recreation Trail
- Oconto River

### ***Edges***

Like pathways, edges are linear. Edges are important organizing elements that represent boundaries that can be either soft or hard, real or perceived.

- Oconto County/Shawano County Boundary
- Town of Gillett/City of Gillett Boundary
- Oconto River

### ***District***

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.

*(Note: No districts were readily identifiable within the town of Gillett)*

### *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.

- Gillett Town Hall

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

---

---

### **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 town'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 which generally cannot be predicted. These fluctuations and changes may greatly influence the town's population growth and characteristics. This chapter will identify population and housing trends which may greatly affect the future of the town 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 town 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. With the future release of additional 2000 Census information the population and housing description of the town will increase in accuracy.

### **SUMMARY AND IMPLICATIONS**

1. The town experienced a population of 1,085 persons in 2000, a 5.8 percent increase from 1990.
2. According to Wisconsin Department of Administration (WDOA), the town's population is projected to decrease to 1,045 persons by 2015, a 3.7 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 town's median age in 2000 was 38 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 town's population has risen and fallen and risen again over the course of the last four decades. Projections developed after the 1990 Census indicate that the town's population was likely to drop through 2015. However, the 2000 Census indicates a rise in population to just above the 1980 level which indicates that the town of Gillett is gaining new population. The town has experienced (over the past three decades) an age structure shift towards the older age groups. This may lead the town to spend more on services to accommodate an aging population over the next twenty years. Likewise, the aging population can also mean additional business opportunities, especially for a rural town like Gillett. The elderly have been shown to import income into a community, living on prior savings or investments in the form of social security, private pensions, stocks, etc.. This aging population requires basic services such as groceries, housing and health care, but they tend to spend their incomes locally. Well planned and financed services and programs directed towards the elderly can go a long way in keeping the buying power of the retired community within the town.

5. The number of housing units in the town of Gillett has been continuously increasing, while several other communities had a decline in the number of housing units from 1990 to 2000.
6. The household size for the town is expected to decline over the next 20 years from 2.7 to 2.4 persons per household.
7. At approximately 2.4 persons per household, the town can expect a housing projection of approximately 86 new housing units by 2020.

Throughout the planning period there will be a demand for additional housing units within the town. An increased population, a demand for larger lot sizes and a trend of smaller household sizes will increase the demand for residential developments. The town 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 town will need to monitor costs of future housing on the towns' budget to control future property taxes.

8. Of the 442 housing units in the town, 38 percent (166 structures) were built before 1940.
9. In 1990 approximately 27 percent of renters were living in "non-affordable" housing, due to their paying 30 percent or more of their incomes towards rent.
10. In 1990, 16 percent of home owners were paying 30 percent or more of their incomes towards housing payments.
11. According to the Wisconsin Department of Commerce the median income for the town in 1997 was \$33,582.

Approximately 88 percent of the housing within the town 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 town will need to support assistance efforts as well as look into actions that promote a mix of housing choices.

Due to the town experiencing an increase in population and because the town experienced 30 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 86 and 145 new units over the twenty year planning period. Enough vacant land does exist (allowing for a mix in densities and services provided) within the town to accommodate these growth forecasts.

Overall, the town is expected to remain an agricultural community. The town 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 s66.1001 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 town's current and future population.

***Objective:***

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

***Policies:***

1. The town will support the agencies and their programs that provide affordable housing to its residents.
2. When qualified, the town should apply for grants and become involved in programs to address the town's housing needs.
3. The town will assist residents by providing educational materials and information on financial programs and on home repairs.
4. The town will support local initiatives to improve the housing conditions within the town.
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 town.
7. Provide affordable housing information and assistance to first time home buyers.
8. Ensure that the county's zoning ordinance allows for and/or encourages the above policies.

***Programs:***

1. Work with federal, state, and county agencies to assist town residents in achieving home loans.
2. Work with the state, county and BLRPC to monitor the town's population characteristics to stay informed of changing demographics/characteristics within the town.
3. The town 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 town will assist the county in reviewing existing zoning and subdivision ordinances to identify antiquated standards that limit certain housing choices and to

measure impacts that current ordinances have on the town's housing stock and future choices. The town will also work with the county 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:***

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 town, 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.

***Program:***

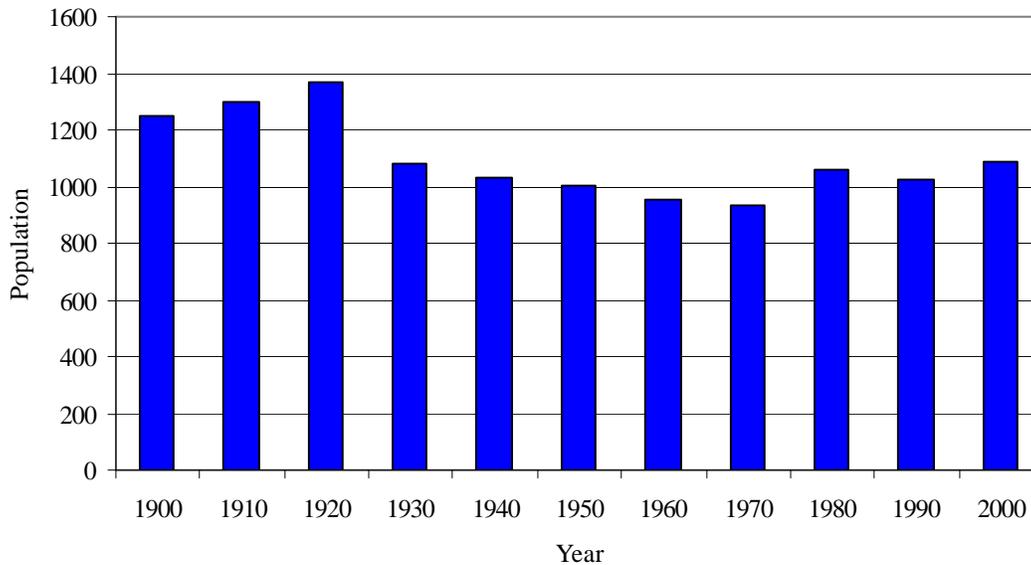
1. Establish a group or committee to investigate the use and to establish a set of standards/criteria in order to best develop regulations regarding the future use of development practices, i.e. conservation subdivisions and traditional neighborhoods, etc. When appropriate, work with neighboring communities, 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 town of Gillett. The population was at its highest level in 1920 with 1,370 persons. The town of Gillett's population generally declined from its peak in 1920 to a low of 936 in 1970 and has slowly risen since to its present high at 1,085.

Figure 3.1: Historical Population Levels, 1900-2000, Town 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, 2001.

### **Population Trends**

The town of Gillett has experienced both increases and decreases in population since 1970 (see Table 3.1). Between 1970 and 1980 the population increases by 123 persons, 13.1 percent. A similar rate of growth was experienced by the county for the same period. From 1980 to 1990, the town’s population decreased by 33 persons, or 3.1 percent. The neighboring city 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 town of Gillett grew by 5.8 percent, or 59 persons. For this period the city of Gillett declined in population for the second decade in a row and Oconto County grew by a significant 17.9 percent.

In 1993, the WDOA Demographic Services Center prepared population projections to the year 2015 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 town of Gillett was projected to have 1,045 persons in 2015. However, according to the 2000 census the town has already surpassed this 2015 projection by 40 persons. Since WDOA projections in many cases have projected populations lower than actual 2000 Census counts, and the fact that they do not go to the year 2020, alternative population projections were created by the Bay-Lake Regional Planning Commission and can be found later within this chapter.

Table 3.1: Population Trends, 1970-2020, Town of Gillett & Selected Areas

| Year                          | Geographic Location |                 |               |                 |                    |
|-------------------------------|---------------------|-----------------|---------------|-----------------|--------------------|
|                               | Town of Gillett     | City of Gillett | Oconto County | Bay-Lake Region | State of Wisconsin |
| <b>Actual Population</b>      |                     |                 |               |                 |                    |
| 1970                          | 936                 | 1,288           | 25,553        | 440,926         | 4,417,731          |
| 1980                          | 1,059               | 1,356           | 28,947        | 476,134         | 4,705,767          |
| 1990                          | 1,026               | 1,303           | 30,226        | 498,824         | 4,891,769          |
| 2000                          | 1,085               | 1,256           | 35,634        | 554,565         | 5,363,675          |
| <b>Population Projections</b> |                     |                 |               |                 |                    |
| 2005                          | 1,061               | 1,438           | 32,372        | 539,948         | 5,409,536          |
| 2010                          | 1,056               | 1,449           | 32,495        | 546,261         | 5,512,313          |
| 2015                          | 1,045               | 1,455           | 32,464        | 550,833         | 5,603,528          |
| <b>Number Change</b>          |                     |                 |               |                 |                    |
| 1970-1980                     | 123                 | 68              | 3,394         | 35,208          | 288,036            |
| 1980-1990                     | -33                 | -53             | 1,279         | 22,690          | 186,002            |
| 1990-2000                     | 59                  | -47             | 5,408         | 55,741          | 471,906            |
| <b>Percent Change</b>         |                     |                 |               |                 |                    |
| 1970-1980                     | 13.1                | 5.3             | 13.3          | 8.0             | 6.5                |
| 1980-1990                     | -3.1                | -3.9            | 4.4           | 4.8             | 4.0                |
| 1990-2000                     | 5.8                 | -3.6            | 17.9          | 11.2            | 9.6                |

Source: U.S. Department of Commerce, Bureau of the Census, 1970, 1980, 1990, 2000; Wisconsin Department of Administration, Official Population Estimates, for years cited; Bay-Lake Regional Planning Commission, 2000.

### 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 town of Gillett had 20 total seasonal housing units, or 4.5 percent of total housing units in the town. This creates an estimated seasonal population of 54 persons, or 5 percent.

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

|                                   | Geographic Location |                 |                      |               |
|-----------------------------------|---------------------|-----------------|----------------------|---------------|
|                                   | Town of Gillett     | City of Gillett | Town of Maple Valley | Oconto County |
| Population                        | 1,085               | 1,256           | 670                  | 35,634        |
| Persons Per Household             | 2.69                | 2.38            | 2.51                 | 2.52          |
| Total Housing Units               | 442                 | 546             | 323                  | 19,812        |
| Total Seasonal Housing Units*     | 20                  | 4               | 47                   | 4,837         |
| Percent of Housing Units Seasonal | 4.5                 | 0.7             | 14.6                 | 24.4          |
| Estimated Seasonal Population**   | 54                  | 9.5             | 118                  | 12,189        |
| Percent Population Seasonal       | 5.0                 | 0.8             | 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, 2001.

## Revised Population Projections

An area's future population provides an important basis for planning an 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. Given the discrepancy between the WDOA population projections, the actual 2000 census count, and the fact that the WDOA projections do not go beyond the year 2015 to include the 2020 planning period, the Commission has prepared alternative population projections to determine the approximate growth rate for the town of Gillett.

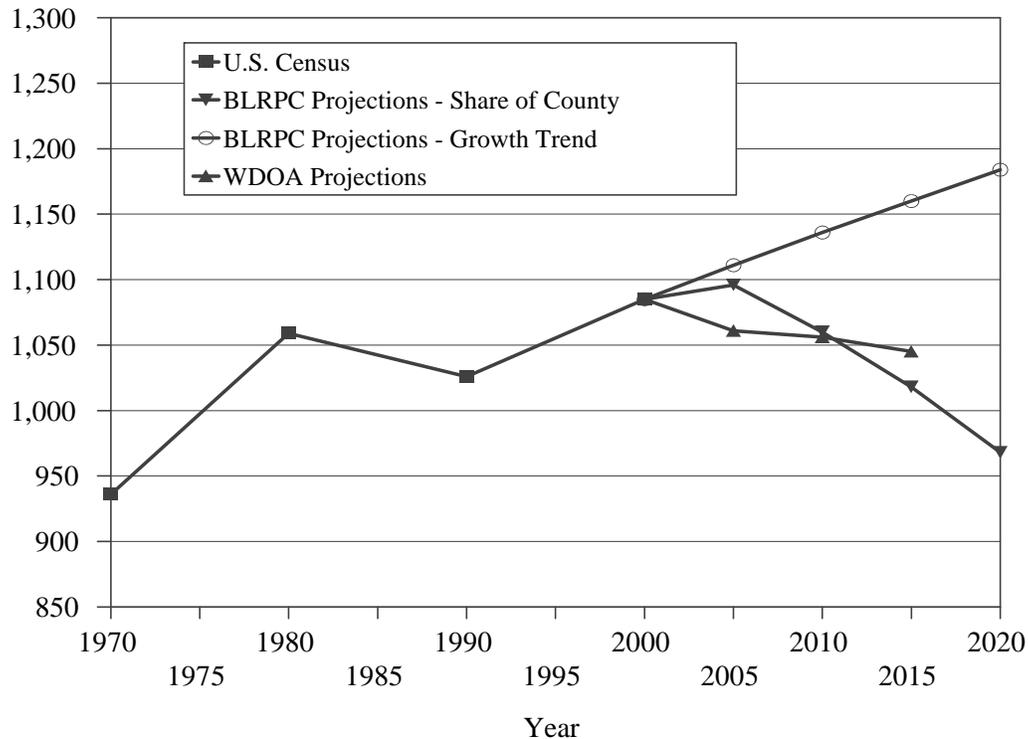
Projections were found by using a ratio methodology, termed share-of-the-county, to distribute county projections to the town level. The limitations of population projections should be recognized. Population projections are not predictions, rather they extend past growth trends into the future and their 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 Commission's share-of-the-county projections, the projected year 2005 population for the town of Gillett is 1,096 persons. The projected year 2010 population is 1,060 persons, projected year 2015 population is 1,018, and the projected year 2020 population for the town is 968 persons. Therefore, it is projected that the town of Gillett's 2000 population will decrease by 117 persons, a decline of 10.8 percent, by the year 2020. The town's projections are based off county projections, and BLRPC projections indicate that the county will experience a declining population, therefore making the town projections also decline. The BLRPC share-of-the-county projections create the "Low Growth" scenario for the town. It should be noted that although the population of the town 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 2020. This method identified a projected year 2005 population of 1,110 persons, a projected year 2010 population of 1,136 persons, an estimated 2015 population of 1,160, and a projected year 2020 population of 1,184. According to this "High Growth" projection, the town of Gillett's 2000 population will increase by 9.1 percent by the year 2020.

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

Figure 3.2: Population Trends & Projections, 1970-2020



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, 2001.

### Population By Age and Sex

The town of Gillett consistently had more males than females for the period from 1970 to 1990 which is opposite the trend at the state and county. From 1970 to 1990 there have been notable shifts in the age distribution of the population in the town of Gillett, as Table 3.3 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. Figure 3.3 displays these population shifts for the town.

Table 3.3: Male and Female Distribution by Age and Sex, 1970-1990, Town 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, 2001.

**1980**

| Age          | Male       |              |             | Female     |              |             | Total        |              |
|--------------|------------|--------------|-------------|------------|--------------|-------------|--------------|--------------|
|              | Count      | Percent      |             | Count      | Percent      |             | Count        | Percent      |
|              |            | Male         | Total       |            | Female       | Total       |              |              |
| 75 & over    | 22         | 4.1          | 2.1         | 17         | 3.3          | 1.6         | 39           | 3.7          |
| 65-74        | 40         | 7.4          | 3.8         | 48         | 9.2          | 4.5         | 88           | 8.3          |
| 60-64        | 32         | 6.0          | 3.0         | 32         | 6.1          | 3.0         | 64           | 6.0          |
| 55-59        | 29         | 5.4          | 2.7         | 27         | 5.2          | 2.5         | 56           | 5.3          |
| 45-54        | 49         | 9.1          | 4.6         | 52         | 10.0         | 4.9         | 101          | 9.5          |
| 35-44        | 63         | 11.7         | 5.9         | 68         | 13.0         | 6.4         | 131          | 12.4         |
| 25-34        | 68         | 12.7         | 6.4         | 65         | 12.5         | 6.1         | 133          | 12.6         |
| 20-24        | 34         | 6.3          | 3.2         | 13         | 2.5          | 1.2         | 47           | 4.4          |
| 15-19        | 64         | 11.9         | 6.0         | 65         | 12.5         | 6.1         | 129          | 12.2         |
| 10-14        | 72         | 13.4         | 6.8         | 45         | 8.6          | 4.2         | 117          | 11.0         |
| 5-9          | 25         | 4.7          | 2.4         | 47         | 9.0          | 4.4         | 72           | 6.8          |
| under 5      | 39         | 7.3          | 3.7         | 43         | 8.2          | 4.1         | 82           | 7.7          |
| <b>TOTAL</b> | <b>537</b> | <b>100.0</b> | <b>50.7</b> | <b>522</b> | <b>100.0</b> | <b>49.3</b> | <b>1,059</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, 2001.

**1990**

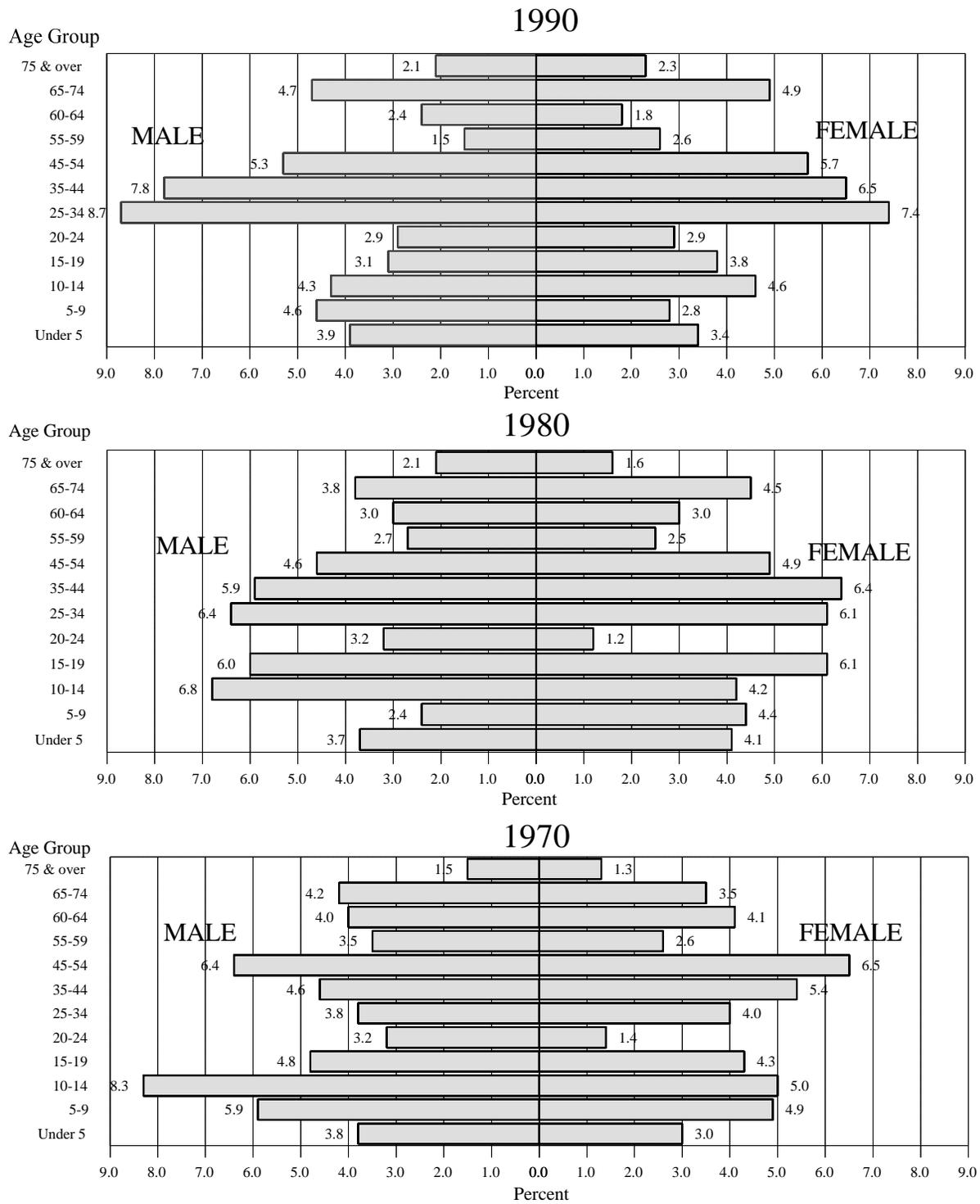
| Age          | Male       |              |             | Female     |              |             | Total        |              |
|--------------|------------|--------------|-------------|------------|--------------|-------------|--------------|--------------|
|              | Count      | Percent      |             | Count      | Percent      |             | Count        | Percent      |
|              |            | Male         | Total       |            | Female       | Total       |              |              |
| 75 & over    | 22         | 4.2          | 2.1         | 24         | 4.8          | 2.3         | 46           | 4.5          |
| 65-74        | 48         | 9.1          | 4.7         | 50         | 10           | 4.9         | 98           | 9.6          |
| 60-64        | 25         | 4.8          | 2.4         | 18         | 3.6          | 1.8         | 43           | 4.2          |
| 55-59        | 15         | 2.9          | 1.5         | 27         | 5.4          | 2.6         | 42           | 4.1          |
| 45-54        | 54         | 10.3         | 5.3         | 58         | 11.6         | 5.7         | 112          | 10.9         |
| 35-44        | 80         | 15.2         | 7.8         | 67         | 13.4         | 6.5         | 147          | 14.3         |
| 25-34        | 89         | 16.9         | 8.7         | 76         | 15.2         | 7.4         | 165          | 16.1         |
| 20-24        | 30         | 5.7          | 2.9         | 30         | 6.0          | 2.9         | 60           | 5.8          |
| 15-19        | 32         | 6.1          | 3.1         | 39         | 7.8          | 3.8         | 71           | 6.9          |
| 10-14        | 44         | 8.4          | 4.3         | 47         | 9.4          | 4.6         | 91           | 8.9          |
| 5-9          | 47         | 8.9          | 4.6         | 29         | 5.8          | 2.8         | 76           | 7.4          |
| under 5      | 40         | 7.6          | 3.9         | 35         | 7.0          | 3.4         | 75           | 7.3          |
| <b>TOTAL</b> | <b>526</b> | <b>100.0</b> | <b>51.3</b> | <b>500</b> | <b>100.0</b> | <b>48.7</b> | <b>1,026</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, 2001.

**Decade Population Pyramids**

Figure 3.3 represents the distribution of the age and sex of the population of Gillett for 1970, 1980 and 1990. 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 town.

Figure 3.3: Population Pyramids, 1970-1990, Town 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, 2001.

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

For this section, the population of the town of Gillett was divided into four age groups: the school age group (5-17), the working age group (16+), 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 3.4). The town's population distribution among the age groups is very similar to the county and the state. The town should update this information once the 2000 Census data becomes available.

Table 3.4: Population by Age Groups and Sex, 1990, Town of Gillett & Selected Areas

| Age Groups                    | Total        | Town of Gillett |            |         | Oconto County | Wisconsin |
|-------------------------------|--------------|-----------------|------------|---------|---------------|-----------|
|                               |              | Male            | Female     | Percent | Percent       | Percent   |
| <b>School Age</b>             |              |                 |            |         |               |           |
| 5-11                          | 115          | 69              | 46         | 11.2    | 11.1          | 10.7      |
| 12-14                         | 52           | 22              | 30         | 5.1     | 4.6           | 4.2       |
| 15-17                         | 48           | 20              | 28         | 4.7     | 4.4           | 4.1       |
| <b>Working and Voting Age</b> |              |                 |            |         |               |           |
| 16+                           | 768          | 387             | 381        | 74.9    | 75.7          | 76.3      |
| 16-64                         | 624          | 317             | 307        | 60.8    | 59.2          | 63.0      |
| 18+                           | 736          | 375             | 361        | 71.7    | 72.8          | 73.6      |
| 18-64                         | 592          | 305             | 287        | 57.7    | 56.3          | 60.3      |
| <b>Retirement Age</b>         |              |                 |            |         |               |           |
| 65+                           | 144          | 70              | 74         | 14.0    | 16.5          | 13.3      |
| <b>Total Population</b>       | <b>1,026</b> | <b>526</b>      | <b>500</b> |         |               |           |

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 1A, General Profiles, Table P012; and Bay-Lake Regional Planning Commission, 2001.

### **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 3.5). The increase in median age was greater for the period 1990 to 2000 than compared to the previous decades. This indicates that the overall aging of the population is not just occurring for the United States as a whole, but at local levels as well. This national trend taking place in Oconto County and its communities should be noted for the future needs of the town and the area. An aging population demands additional community services and can also mean additional economic opportunities.

Table 3.5: Median Age, 1970-2000, Town of Gillett & Selected Areas.

| Geographic Area    | 1970 | 1980 | 1990 | 2000 |
|--------------------|------|------|------|------|
| Town of Gillett    | 31.8 | 31.8 | 33.4 | 38.4 |
| City of Gillett    | 44.2 | 42.7 | 39.5 | 37.1 |
| 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; and Bay-Lake Regional Planning Commission, 2000.

## **HOUSING INVENTORY**

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

The total number of housing units within the town of Gillett has steadily been increasing since 1970 (Table 3.6 and Figure 3.4). In 2000, there were 442 total housing units, a 48 percent increase since 1970. The city of Gillett increased its housing units by seven percent in the same time period from 1970 to 2000. In addition, the town 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 town increased by 7 percent. By comparison, the number of housing units in the city of Gillett declined by 13 percent for the same period. The town also increased its housing units by 7 percent for the period 1980 to 1990. From 1970 to 1980, there was a 29 percent increase, with 87 new housing units being constructed in the town.

Table 3.6: Total Housing Units, 1970-2000, Town of Gillett & Selected Areas

| Area            | Year      |           |           |           | Percent Change |         |           |           |
|-----------------|-----------|-----------|-----------|-----------|----------------|---------|-----------|-----------|
|                 | 1970      | 1980      | 1990      | 2000      | 1970-80        | 1980-90 | 1990-2000 | 1970-2000 |
| Town of Gillett | 299       | 386       | 412       | 442       | 29.1           | 6.7     | 7.3       | 47.8      |
| City of Gillett | 510       | 612       | 628       | 546       | 20.0           | 2.6     | -13.1     | 7.1       |
| 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, 2000.

### **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. Table 3.7 and Table 3.8 indicates 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 town of Gillett as well. Using the county's trend to project the town of Gillett's household size indicates a person per household number of 2.4 for the town in 2020.

Table 3.7: 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, 1990-2015;

Table 3.8: Persons Per Household Projections, 1990-2020, Town of Gillett & Selected Areas

| Geographic Area | 1990 | 2000 | 2005 | Projections |      |      |
|-----------------|------|------|------|-------------|------|------|
|                 |      |      |      | 2010        | 2015 | 2020 |
| Town of Gillett | 2.87 | 2.69 | 2.65 | 2.55        | 2.49 | 2.41 |
| Oconto County   | 2.65 | 2.52 | 2.45 | 2.36        | 2.30 | 2.23 |

Source: Department of Administration, Division of Energy & Intergovernmental Relations, Demographic Service Center, *Wisconsin Projections by Household Type 1990-2015*, December 1993; Population and Housing 1980, STF 1A, Table35, 1990 STF 1A, H017a; and Bay-Lake Regional Planning Commission, 2000.

### **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 2020. The following are the two methods which were looked at.

#### **Method One:**

Using the census housing counts from 1970 to 2000, a linear trend was created to the year 2020. This created a housing unit projection which indicated that by 2020 the town of Gillett would have 544 total housing units, or an increase of 102 housing units (Figure 3.4).

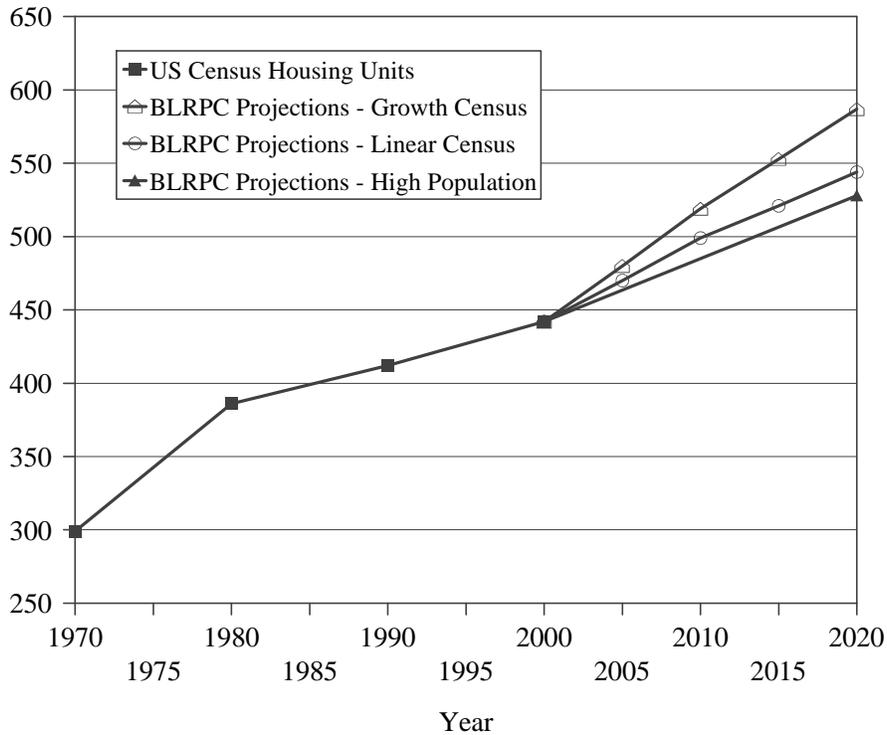
#### **Method Two:**

A growth trend was also created to the year 2020 using the Census housing counts from 1970 to 2000. This created a housing unit projection which indicated that by 2020 the town of Gillett would have 587 total housing units or an increase of 145 housing units.

#### **Method Three:**

By using the High population projection to 2020 and the projected Persons Per Household number to 2020, one can predict another range in the number of new housing units needed by 2020. The High population projection of an additional population increase of 99 persons would equal a new housing demand of 86 units.

Figure 3.4: Housing Unit Trends & Projections, 1970-2020, Town 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; State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, July 18, 2000; and Bay-Lake Regional Planning Commission, 2001

### **Housing Types - Units in Structure**

The majority of housing types in the town of Gillett in 1990 were one unit detached structures, over 87 percent. There are no housing types with 3 or greater units, however there are 41 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, 18.5 percent (Table 3.9).

Table 3.9: Units in Structure, 1990, Town of Gillett & Selected Areas

| Units        | Town of Gillett |              | Oconto County |              | Bay-Lake Region |              | State of Wisconsin |              |
|--------------|-----------------|--------------|---------------|--------------|-----------------|--------------|--------------------|--------------|
|              | Number          | Percent      | Number        | Percent      | Number          | Percent      | Number             | Percent      |
| 1, Detached  | 360             | 87.4         | 13,999        | 74.3         | 151,032         | 68.3         | 1,342,230          | 65.3         |
| 1, Attached  | 4               | 1.0          | 80            | 0.4          | 5,013           | 2.3          | 50,380             | 2.5          |
| 2            | 6               | 1.5          | 467           | 2.5          | 21,713          | 9.8          | 197,659            | 9.6          |
| 3 or 4       | 0               | 0.0          | 195           | 1.0          | 7,130           | 3.2          | 79,562             | 3.9          |
| 5 to 9       | 0               | 0.0          | 186           | 1.0          | 6,459           | 2.9          | 81,331             | 4.0          |
| 10 to 19     | 0               | 0.0          | 54            | 0.3          | 5,438           | 2.5          | 67,222             | 3.3          |
| 20 to 49     | 0               | 0.0          | 91            | 0.5          | 3,766           | 1.7          | 65,203             | 3.2          |
| 50 or more   | 0               | 0.0          | 80            | 0.4          | 2,973           | 1.3          | 42,860             | 2.1          |
| Mobile Home  | 41              | 10.0         | 3,490         | 18.5         | 15,021          | 6.8          | 101,149            | 4.9          |
| Other        | 1               | 0.2          | 190           | 1.0          | 2,571           | 1.2          | 28,178             | 1.4          |
| <b>Total</b> | <b>412</b>      | <b>100.0</b> | <b>18,832</b> | <b>100.0</b> | <b>221,116</b>  | <b>100.0</b> | <b>2,055,774</b>   | <b>100.0</b> |

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 1A Table H041; and Bay-Lake Regional Planning Commission, 2001.

### **Housing Occupancy and Tenure**

The town of Gillett had a low number of seasonal housing in 2000. Only 20 housing units (4.5 percent) out of a total of 442 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 3.10 displays the housing occupancy and tenure in 2000. The town of Gillett had 404 occupied housing units (91.4 percent) and 38 vacant units (8.6 percent) in 2000. Of the 404 occupied units, 358 were owner occupied while 46 housing units were renter occupied. By comparison, the town of Gillett has 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 3.10: Occupancy Status, Town of Gillett & Selected Areas, 2000

| Units                                     | Town of Gillett |              | Oconto County |              | Bay-Lake Region |              | State of Wisconsin |              |
|---|-----------------|--------------|---------------|--------------|-----------------|--------------|--------------------|--------------|
|   | Number          | Percent      | Number        | Percent      | Number          | Percent      | Number             | Percent      |
| Occupied                                  | 404             | 91.4         | 13,979        | 70.6         | 216,709         | 87.1         | 2,084,544          | 89.8         |
| Owner                                     | 358             | 81.0         | 11,598        | 58.5         | 156,040         | 62.7         | 1,426,361          | 61.5         |
| Renter                                    | 46              | 10.4         | 2,381         | 12.0         | 60,669          | 24.4         | 658,183            | 28.4         |
| Vacant                                    | 38              | 8.6          | 5,833         | 29.4         | 32,207          | 12.9         | 236,600            | 10.2         |
| Seasonal, Recreational,<br>Occasional Use | 20              | 4.5          | 4,837         | 24.4         | 23,358          | 9.4          | 142,313            | 6.1          |
| Other                                     | 18              | 4.1          | 996           | 5.0          | 8,849           | 3.6          | 94,287             | 4.1          |
| <b>Total Units</b>                        | <b>442</b>      | <b>100.0</b> | <b>19,812</b> | <b>100.0</b> | <b>248,916</b>  | <b>100.0</b> | <b>2,321,144</b>   | <b>100.0</b> |

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, STF1A , Tables H001, H002, H003, and H005; and Bay-Lake Regional Planning Commission, 2000.

### **Age of Housing**

According to the 1990 census, slightly over 40 percent of housing units in the town of Gillett were built before 1940 (Table 3.11). Also, nearly 26 percent of the housing units were built between 1970 and 1979. As a result, there is a substantial amount of older housing within the

town of Gillett, with very few new units built since 1980. The county, region, and state have a significant number of housing units built before 1940, however the town of Gillett shows the greatest percentage.

Table 3.11: Housing Units by Year Structure Built, 1990, Town of Gillett & Selected Areas

| Year Structure Built | Town of Gillett |              | Oconto County |              | Bay-Lake Region |              | State of Wisconsin |              |
|----------------------|-----------------|--------------|---------------|--------------|-----------------|--------------|--------------------|--------------|
|                      | Number          | Percent      | Number        | Percent      | Number          | Percent      | Number             | Percent      |
| 1989 to March 1990   | 4               | 1.0          | 504           | 2.7          | 4,289           | 1.9          | 37,933             | 1.8          |
| 1985 to 1988         | 21              | 5.1          | 1,211         | 6.4          | 16,208          | 7.3          | 119,036            | 5.8          |
| 1980 to 1984         | 20              | 4.8          | 1,679         | 8.9          | 18,751          | 8.5          | 141,608            | 6.9          |
| 1970 to 1979         | 106             | 25.7         | 5,021         | 26.7         | 49,102          | 22.2         | 433,401            | 21.1         |
| 1960 to 1969         | 26              | 6.3          | 2,644         | 14.0         | 28,442          | 12.9         | 288,716            | 14.0         |
| 1950 to 1959         | 26              | 6.3          | 1,640         | 8.7          | 24,295          | 11.0         | 277,876            | 13.5         |
| 1940 to 1949         | 44              | 10.7         | 1,287         | 6.8          | 17,691          | 8.0          | 172,154            | 8.4          |
| 1939 or earlier      | 166             | 40.2         | 4,846         | 25.7         | 62,338          | 28.2         | 585,050            | 28.5         |
| <b>Total</b>         | <b>413</b>      | <b>100.0</b> | <b>18,832</b> | <b>100.0</b> | <b>221,116</b>  | <b>100.0</b> | <b>2,055,774</b>   | <b>100.0</b> |

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3A, Table H025; and Bay-Lake Regional Planning Commission, 2001.

### **Condition of Housing Stock**

Determining the number of substandard housing units in the town of Gillett will be a 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 1990, there were 166 structures built prior to 1939, many of which are not substandard. According to the 1990 census, there were 20 housing units in the town 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 housing included that most rental properties were older structures, and that new affordable housing was not being built now, which would then be available to residents 10 years from today as a future affordable housing stock.

### **Household Relationship**

In 2000, 100 percent of people in the town of Gillett lived in households (Table 3.12). 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 3.12: Household Type and Relationship, 2000, Town of Gillett & Selected Areas**

| Relationship         | Town of Gillett |              | Oconto County |              | Bay-Lake Region |              | State of Wisconsin |              |
|----------------------|-----------------|--------------|---------------|--------------|-----------------|--------------|--------------------|--------------|
|                      | Number          | Percent      | Number        | Percent      | Number          | Percent      | Number             | Percent      |
| In Households        | 1085            | 100.0        | 35,276        | 99.0         | 487,770         | 97.8         | 4,758,171          | 97.3         |
| Householder          | 404             | 37.2         | 13,979        | 39.2         | 133,062         | 26.7         | 1,275,172          | 26.1         |
| Spouse               | 280             | 25.8         | 8,479         | 23.8         | 113,758         | 22.8         | 1,048,010          | 21.4         |
| Child                | 347             | 32.0         | 10,561        | 29.6         | 162,339         | 32.5         | 1,550,902          | 31.7         |
| Other Relative       | 21              | 1.9          | 769           | 2.2          | 6,808           | 1.4          | 87,146             | 1.8          |
| Non Relative         | 33              | 3.0          | 1,488         | 4.2          | 5,170           | 1.0          | 65,507             | 1.3          |
| In Group Quarters    | 0               | 0.0          | 358           | 1.0          | 11,054          | 2.2          | 133,598            | 2.7          |
| Institutionalized    | 0               | 0.0          | 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          |
| <b>Total Persons</b> | <b>1085</b>     | <b>100.0</b> | <b>35,634</b> | <b>100.0</b> | <b>498,824</b>  | <b>100.0</b> | <b>4,891,769</b>   | <b>100.0</b> |

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 1A, P015; and Bay-Lake Regional Planning Commission, 2001.

### **Housing Values**

In 1990, the majority of housing units in the town of Gillett were valued between \$30,000 and \$39,999. The median value of specified owner-occupied housing units in the town was \$39,900, which was lower than the median value for the county.

**Table 3.13: Values of Specified Owner-Occupied Housing Units, 1990, Town of Gillett & Selected Areas**

| Value                  | Town of Gillett |              | Town of Maple Valley |              | Oconto County   |              | State of Wisconsin |              |
|------------------------|-----------------|--------------|----------------------|--------------|-----------------|--------------|--------------------|--------------|
|                        | Number          | Percent      | Number               | Percent      | Number          | Percent      | Number             | Percent      |
| Less than \$20,000     | 7               | 3.9          | 6                    | 7.0          | 366             | 6.8          | 19,683             | 2.1          |
| \$20,000 to \$29,999   | 39              | 21.5         | 34                   | 39.5         | 968             | 17.9         | 48,143             | 5.2          |
| \$30,000 to \$39,999   | 45              | 24.9         | 9                    | 10.5         | 1,027           | 19.0         | 98,635             | 10.6         |
| \$40,000 to \$49,999   | 26              | 14.4         | 19                   | 22.1         | 984             | 18.2         | 127,980            | 13.8         |
| \$50,000 to \$59,999   | 22              | 12.2         | 6                    | 7.0          | 673             | 12.5         | 142,873            | 15.4         |
| \$60,000 to \$74,999   | 27              | 14.9         | 10                   | 11.6         | 739             | 13.7         | 188,718            | 20.3         |
| \$75,000 to \$99,999   | 9               | 5.0          | 2                    | 2.3          | 451             | 8.4          | 165,304            | 17.8         |
| \$100,000 to \$124,999 | 4               | 2.2          | 0                    | 0.0          | 104             | 1.9          | 62,725             | 6.8          |
| \$125,000 to \$149,999 | 0               | 0.0          | 0                    | 0.0          | 51              | 0.9          | 33,166             | 3.6          |
| \$150,000 to \$174,999 | 0               | 0.0          | 0                    | 0.0          | 5               | 0.1          | 15,280             | 1.6          |
| \$175,000 to \$199,999 | 2               | 1.1          | 0                    | 0.0          | 15              | 0.3          | 8,750              | 0.9          |
| \$200,000 to \$249,999 | 0               | 0.0          | 0                    | 0.0          | 9               | 0.2          | 8,617              | 0.9          |
| \$250,000 to \$299,999 | 0               | 0.0          | 0                    | 0.0          | 0               | 0.0          | 3,693              | 0.4          |
| \$300,000 or more      | 0               | 0.0          | 0                    | 0.0          | 3               | 0.1          | 4,927              | 0.5          |
| <b>Total Units</b>     | <b>181</b>      | <b>100.0</b> | <b>86</b>            | <b>100.0</b> | <b>5395</b>     | <b>100.0</b> | <b>928,494</b>     | <b>100.0</b> |
| <b>Median Value</b>    | <b>\$39,900</b> |              | <b>\$32,500</b>      |              | <b>\$43,200</b> |              | <b>\$62,100</b>    |              |

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3A, Table H061; and Bay-Lake Regional Planning Commission, 2001.

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

Providing affordable housing which meets the needs of future town 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 1990 census the median household income was \$25,852. According to the Wisconsin Department of Commerce the median income for the town in 1997 was \$33,582. Therefore, assuming individuals made the median household income in 1997, the monthly amount a household can afford for housing is approximately \$840. With the release of further 2000 Census data, information regarding housing affordability will greatly increase in accuracy.

### **Rent and Income Comparison**

According to the 1990 census, the median gross rent for renter-occupied housing units in Gillett was \$350 and \$333 for the town of Maple Valley. Eight out of 30 renter-occupied housing units in Gillett paid 30 percent or more of their income in rent.

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

In 1990, the Census indicated that 29 out of 181 specified owner-occupied housing units paid 30 percent or more of their 1989 income for selected monthly owner costs. For owner-occupied housing units with a mortgage in 1990, the median monthly owner cost was \$492 in the town of Gillett. For owner-occupied units without a mortgage, the monthly cost was \$216.

### **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 town of Gillett, it is expected that assistance with home improvement and rent are the greatest needs. Based upon an adhoc 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 (2000) was conducted and its results indicate that the County is weak on providing housing units to the elderly.

### **Housing Development Environment**

Within the town of Gillett planning area is a limited number of services due to the rural atmosphere of the town. Roads comprise the majority of public services within the town. Future housing will develop along already established transportation corridors of both the county and town, 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 town officials for their review and consideration and assisted in determining the overall policies and programs the town 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 town there are some programs available at the county, state, and federal level in which town 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 town, 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. You can also visit the office's web site at [www.hud.gov/local/mil/](http://www.hud.gov/local/mil/).

**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/agency/rhs/rhs.html](http://www.rurdev.usda.gov/agency/rhs/rhs.html). 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 administers 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 or by visiting its web site at [www.wheda.state.wi.us](http://www.wheda.state.wi.us).

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 s66.1001(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 town 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 Mosen (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 Bassert (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 s66.1001. 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 trust***

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 trust 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 has 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% 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/mhsst3.html](http://hud.gov/fha/sfh/mhs/mhsst3.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**

---

---

### **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 town of Gillett.

### **SUMMARY AND IMPLICATIONS**

1. Federal, state, regional, county, and local programs exist to promote opportunities within the town.
2. Employment opportunities for town 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 town. The 1990 Census details that 75.5 percent of town workers chose to remain in Oconto County for employment.
3. The greatest number of job types that existed for town residents was farming, forestry, and fishing occupations. The most employed numbers of town residents was in the Manufacturing Occupation group.
4. For the period 1990-1999, the Oconto County civilian labor force increased 7.1 percent, the number of unemployed decreased 40.7 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 1997, the town had a median household income of \$33,582, resulting in a 30 percent increase from 1989.
7. Financially, the town had an existing debt of \$180,698 as of December 1999, and \$1,801,947 available to borrow.

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

- an abundance of area for future growth,
- access to state and county highways,
- the city of Gillett centered in the town,
- having a rural character and an abundance of natural features.

With limited growth, the town can look to expand its tax revenue, plus capitalize on the city of Gillett's and other nearby communities future growth to afford greater job opportunities to its town residents. In addition, the majority of the respondents of the community survey were in favor of the town cooperating with the city 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 town wants is going to be the key to the town's long range planning regarding its vision. Therefore, the Town Board 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 town's defined residential and agricultural 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 town in developing areas within its borders for economic growth. The following statements are both broad and specific and reflect town residents views for how development should occur within the town.

#### **Goal:**

Provide for limited development in the town of Gillett by seeking balanced economic growth in business and industry, while providing jobs for residents, increasing personal income and protecting the town's environmental assets.

#### **Objective:**

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

#### **Policies:**

1. Consolidate commercial and industrial growth adjacent to the town of Gillett along STH 32 in order to establish specific service areas and to prevent incompatible uses.
2. Locate commercial development dependent on automobile traffic and easy access, such as gas stations, fast-food restaurants, along the STH 32 bordering the town of Gillett, in order to provide commercial service to local and through traffic.
3. 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.
4. Allow home occupational businesses to locate throughout the town until such a time as a zoning change is needed.
5. Work with the city of Gillett to expand services to future commercial businesses or industries that locate within in the town.

***Programs:***

1. Work with the county to monitor closely 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 in promoting the approved types of commercial development wanted by the town.
3. Work with businesses to apply for grants and loans to establish or expand a business.
4. Work with the county, future developers and local residents to approve established compatible hours of operation, signage, lighting, parking, and landscaping to meet the town's desire for well planned growth and rural character setting.
5. Cooperate with the city 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.

**Goal:**

Protection of prime farmlands for future agricultural uses.

***Objective:***

Agricultural operations will be buffered from incompatible uses in order to promote their operation and to minimize potential conflicts.

***Policies:***

1. Encourage future development to be concentrated along the town of Gillett border and not dispersed throughout the town to protect the majority of the prime farmlands and to lessen pressure on farmers located away from the city boundary.
2. Consider the value of the prime agricultural lands and the rural/scenic nature of the town before changing the zoning to non-agricultural uses.
3. Identify prime agricultural lands by utilizing the soil surveys.

***Programs:***

1. Work with the county and state in identifying the possible use of TDR (Transfer of Development Rights) and PDR (Purchase of Development Rights) within the town.
2. Work with farmers in acquiring loans or grants from state and federal agencies.
3. The town should work with Oconto County, UW-Extension and adjacent communities to develop a program to discuss mega-farming operations.

## **PROGRAMS**

### **Local**

Currently the town does not contain any economic development programs.

### **County**

The Oconto County Economic Development Corporation considers itself the single point contact for development assistance in Oconto County. Through this agency, the town 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 town 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 town 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 town 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 1990, approximately 75.5 percent of workers who are 16 years and older in the town of Gillett worked in Oconto County (see Table 4.1). When looking at the whole county, 66.5 percent of county residents worked within the county. These percentages indicate that there is a sufficient amount of employment opportunities within the county, therefore eliminating the requirement to commute to other areas. Retaining the workforce within the county or the town is a key element needed for future economic development of the area. The city of Green Bay to the south and the

cities of Marinette and Peshtigo to the north are most likely the greatest sources of out of county employment for Oconto County residents.

Table 4.2 represents 1994 commuting patterns of Oconto County residents. Although 1,368 persons commute into Oconto County approximately 4,383 commute out of the county, primarily to Brown County. This creates a net loss of commuters for the county of 3,015 persons.

Table 4.1: Place of Work, 1990, Town of Gillett & Selected Areas

| Place of Work                      | Town of Gillett | City of Gillett | Oconto County | State of Wisconsin |
|------------------------------------|-----------------|-----------------|---------------|--------------------|
| Worked in state of residence       | 469             | 522             | 12,811        | 2,271,607          |
| Worked in county of residence      | 354             | 446             | 8,524         | 1,846,382          |
| Worked outside county of residence | 115             | 76              | 4,287         | 425,225            |
| Worked outside state of residence  | 2               | 0               | 96            | 78,084             |

Source: U.S. Bureau of the Census, Census of Population and Housing 1990, STF 3A, Table P045; and Bay-Lake Regional Planning Commission, 2000.

Table 4. 2: Commuting Patterns, 1994, Oconto County

| Area                      | Commute Into | Commute From | Net Commute |
|---------------------------|--------------|--------------|-------------|
| Brown                     | 3,115        | 525          | -2,590      |
| Marinette                 | 564          | 402          | -162        |
| Shawano                   | 230          | 326          | 96          |
| Outagamie                 | 89           | 0            | -89         |
| Elsewhere                 | 385          | 115          | -270        |
| Total                     | 4,383        | 1,368        | -3,015      |
| Work within Oconto County | 8,524        |              |             |

Source: Wisconsin Department of Workforce Development, Bureau of Workforce Information, *Wisconsin's Commuting Patterns*, 1994; and Bay-Lake Regional Planning Commission, 2001.

## **Occupation**

In 1990, the majority of employed persons in the town of Gillett were either in administrative support occupations including clerical (15.4 percent) or they were in the farming, forestry, and fishing occupations (15.8 percent). In addition, there was greater than 10 percent employment in professional specialty occupations; and precision production, craft, and repair occupations (see Table 4.3). The town of Gillett has diverse employment by occupation, with many occupations containing at least five percent of total employment. This trend is also found in county employment and for the city of Gillett; however, the city of Gillett does show the highest percentage of employment within one occupation in the machine operators, assemblers, and inspectors occupational category.

Table 4.3: Employed Persons by Occupation, 1990, Town of Gillett & Selected Areas

|  | Town of Gillett |                  | City of Gillett |                  | Oconto County |                  |
|--|-----------------|------------------|-----------------|------------------|---------------|------------------|
|  | Number          | Percent of Total | Number          | Percent of Total | Number        | Percent of Total |
| Executive, administrative, and managerial occupations  | 25              | 5.3              | 22              | 4.2              | 964           | 7.4              |
| Professional specialty occupations                     | 49              | 10.3             | 70              | 13.4             | 1,089         | 8.3              |
| Technicians and related support occupations            | 11              | 2.3              | 8               | 1.5              | 326           | 2.5              |
| Sales occupations                                      | 35              | 7.4              | 36              | 6.9              | 893           | 6.8              |
| Administrative support occupations, including clerical | 73              | 15.4             | 77              | 14.7             | 1,580         | 12.0             |
| Private household occupations                          | 0               | 0.0              | 0               | 0.0              | 12            | 0.1              |
| Protective service occupations                         | 9               | 1.9              | 10              | 1.9              | 86            | 0.7              |
| Service occupations, except protective and households  | 32              | 6.8              | 56              | 10.7             | 1,531         | 11.7             |
| Farming, forestry, and fishing occupations             | 75              | 15.8             | 11              | 2.1              | 1,321         | 10.1             |
| Precision production, craft, and repair occupations    | 56              | 11.8             | 56              | 10.7             | 1,903         | 14.5             |
| Machine operators, assemblers, and inspectors          | 44              | 9.3              | 117             | 22.3             | 1,821         | 13.9             |
| Transportation and material moving occupations         | 38              | 8.0              | 33              | 6.3              | 875           | 6.7              |
| Handlers, equipment cleaners, helpers, and laborers    | 27              | 5.7              | 28              | 5.3              | 712           | 5.4              |
| <b>Total</b>   | <b>474</b>      | <b>100.0</b>     | <b>524</b>      | <b>100.0</b>     | <b>13,113</b> | <b>100.0</b>     |

Source: U.S. Bureau of the Census, Census of Population and Housing 1990, STF 3A, General Profile; and Bay-Lake Regional Planning Commission, 2001.

### Industry

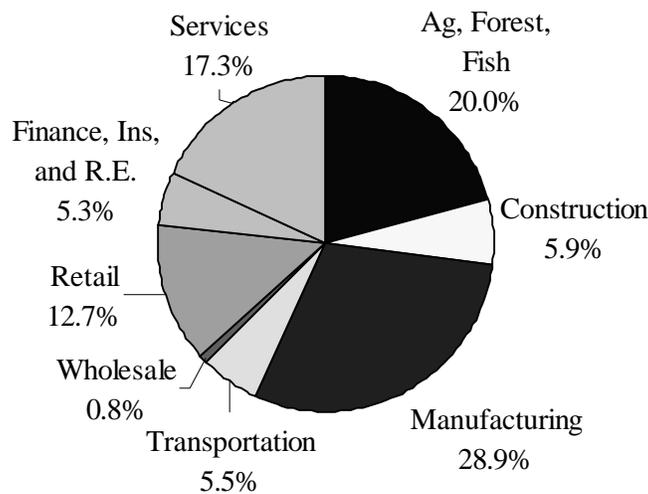
Table 4.4 displays the number and percent of employed persons by industry group in the town of Gillett, the city of Gillett, and Oconto County for 1990. The greatest percentage of employment for the town, the city of Gillett, and the county was in the manufacturing industry with 28.9 percent, 40.1 percent, and 31.4 percent, respectively. The second greatest employment group for the town of Gillett was in the agriculture, forestry, and fishery industry with 20.0 percent. The second greatest employment group for the county and the city of Gillett was the service industry with 21.7 and 26.9 percent respectively of total employment. Figure 4.1 represents the percent employment by major industry group for the town of Gillett in 1990.

Table 4.4: Employed Persons by Industry Group, 1990, Town of Gillett & Selected Areas

| Industry  | Town of Gillett |                  | City of Gillett |                  | Oconto County |                  |
|---|-----------------|------------------|-----------------|------------------|---------------|------------------|
|   | Number          | Percent of Total | Number          | Percent of Total | Number        | Percent of Total |
| <b>Agriculture, forestry, and fisheries</b>                     | <b>95</b>       | <b>20.0</b>      | <b>14</b>       | <b>2.7</b>       | <b>1,405</b>  | <b>10.7</b>      |
| Mining  | 4               | 0.8              | 0               | 0.0              | 21            | 0.2              |
| <b>Construction</b>   | <b>28</b>       | <b>5.9</b>       | <b>9</b>        | <b>1.7</b>       | <b>785</b>    | <b>6.0</b>       |
| <b>Manufacturing</b>  | <b>137</b>      | <b>28.9</b>      | <b>210</b>      | <b>40.1</b>      | <b>4,122</b>  | <b>31.4</b>      |
| Manufacturing, nondurable goods                                 | 43              | 9.1              | 74              | 14.1             | 1,686         | 12.9             |
| Manufacturing, durable goods                                    | 94              | 19.8             | 136             | 26.0             | 2,436         | 18.6             |
| <b>Transportation, communication and other public utilities</b> | <b>26</b>       | <b>5.5</b>       | <b>34</b>       | <b>6.5</b>       | <b>820</b>    | <b>6.3</b>       |
| <b>Wholesale trade</b>  | <b>4</b>        | <b>0.8</b>       | <b>18</b>       | <b>3.4</b>       | <b>415</b>    | <b>3.2</b>       |
| <b>Retail trade</b>   | <b>60</b>       | <b>12.7</b>      | <b>62</b>       | <b>11.8</b>      | <b>1,945</b>  | <b>14.8</b>      |
| <b>Finance, insurance, and real estate</b>                      | <b>25</b>       | <b>5.3</b>       | <b>24</b>       | <b>4.6</b>       | <b>434</b>    | <b>3.3</b>       |
| <b>Services</b>   | <b>82</b>       | <b>17.3</b>      | <b>141</b>      | <b>26.9</b>      | <b>2,840</b>  | <b>21.7</b>      |
| Business and repair services                                    | 8               | 1.7              | 9               | 1.7              | 308           | 2.3              |
| Personal services   | 5               | 1.1              | 4               | 0.8              | 219           | 1.7              |
| Entertainment, and recreational services                        | 3               | 0.6              | 0               | 0.0              | 111           | 0.8              |
| Health services   | 18              | 3.8              | 36              | 6.9              | 863           | 6.6              |
| Educational services  | 34              | 7.2              | 61              | 11.6             | 830           | 6.3              |
| Other professional and related services                         | 14              | 3.0              | 31              | 5.9              | 509           | 3.9              |
| <b>Public administration</b>                                    | <b>13</b>       | <b>2.7</b>       | <b>12</b>       | <b>2.3</b>       | <b>326</b>    | <b>2.5</b>       |
| <b>Total</b>  | <b>474</b>      | <b>100.0</b>     | <b>524</b>      | <b>100.0</b>     | <b>13,113</b> | <b>100.0</b>     |

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

Figure 4.1: Percent Employment by Industry Group, 1990, Town of Gillett



Source: U.S. Bureau of the Census, Census of Population and Housing 1990, STF 3A, General Profile; and Bay-Lake Regional Planning Commission, 2001.

## **Unemployment Rate**

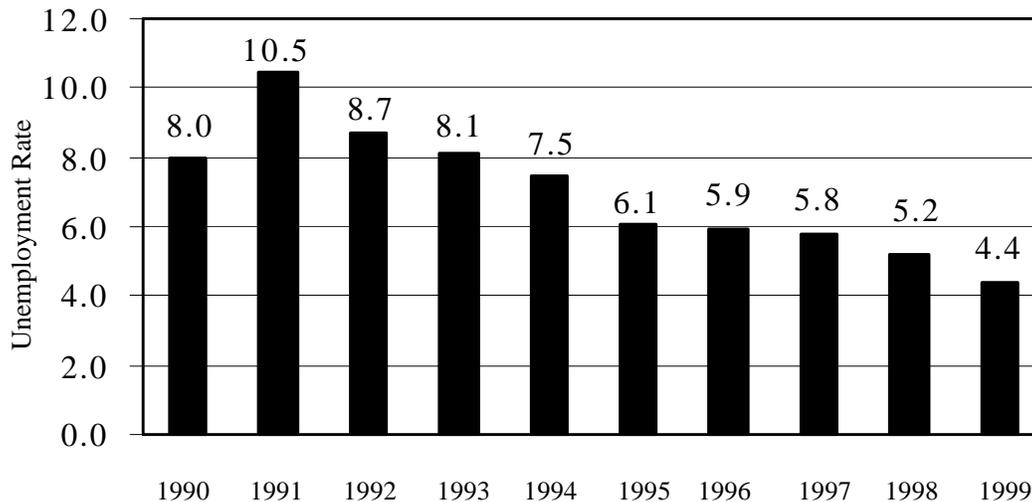
The civilian labor force for Oconto County has experienced both slight increases and decreases since 1990 (see Table 4.5). The unemployment rate and the number of unemployed in 1999 was the lowest its been during the whole decade (see Figure 4.2). For the period 1990 to 1999, the civilian labor force increased 7.1 percent, the number of unemployed decreased 40.7 percent, and the number of employed increased 11.2 percent.

**Table 4.5: Average Civilian Labor Force Estimates, 1990-1999, Oconto County**

| Year | Civilian Labor Force | Unemployed | % Civilian Labor Force | Employed |
|------|----------------------|------------|------------------------|----------|
| 1990 | 14,427               | 1,154      | 8.0                    | 13,273   |
| 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   |

Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, for years cited; and Bay-Lake Regional Planning Commission, 2000.

**Figure 4.2: Unemployment Rate, 1990-1999, Oconto County**



Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimate, 1990-1999; and Bay-Lake Regional Planning Commission, 2001.

## **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 town 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 town, not the employment numbers of businesses in the town.

To determine the economic health of the town, it is important to determine the number of jobs available within the town. Therefore, the following methodology is used to determine an estimated number of people who are employed by businesses in the town of Gillett. In 1990, businesses in the town employed a total of 52 persons. Businesses in Oconto county employed a total of 7,136 persons in 1990. To determine the town of Gillett's share of total county employment, the 1990 town employment number (52) is divided by the county employment number (7,136) resulting in 0.73 percent. Since the town data for 2000 is not available at this time, multiplying this number (0.73) by the available year 2000 employment figure for Oconto County (9,192), results in an estimated 2000 employment figure for the town of 67 persons. The resulting figure reveals a 28.8 percent increase in town employment since 1990. It should be noted that in using this forecast, the assumption is made that the town's share of total county employment in 1990 will remain the same in 2000.

## **Median Household Income**

In 1989, the median household income in the town of Gillett was \$25,852. This was greater than the town of Maple Valley, city of Gillett and Oconto County (see Table 4.6). By 1997, the median household income for the town increased by approximately \$7,730 up to \$33,582. Similar increases of the median household income were also evident in the surrounding communities

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

| Area                 | 1989     | 1997     |
|----------------------|----------|----------|
| Town of Gillett      | \$25,852 | \$33,582 |
| Town of Maple Valley | \$21,667 | \$28,145 |
| City of Gillett      | \$15,329 | \$19,912 |
| Oconto County        | \$22,927 | \$29,911 |

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

### **Personal Income**

The per return income for residents in the town of Gillett has increased 26.7 percent for the period 1994 to 1998 (see Table 4.7). This increase is greater than the region and the state increases for the same period. However, the town of Gillett has not increased its personal income as much as the county or the city of Gillett. The 1998 personal income for the town 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, 1994-1998, Town of Gillett & Selected Areas

| Area            | (Dollars) |        |        |        |        | Percent Change<br>1994-1998 |
|-----------------|-----------|--------|--------|--------|--------|-----------------------------|
|                 | 1994      | 1995   | 1996   | 1997   | 1998   |                             |
| Town of Gillett | 21,487    | 22,582 | 22,944 | 28,499 | 27,231 | 26.7                        |
| City of Gillett | 20,574    | 21,062 | 24,576 | 24,543 | 27,364 | 33.0                        |
| Oconto County   | 23,186    | 24,099 | 25,617 | 27,544 | 29,571 | 27.5                        |
| Bay-Lake Region | 26,225    | 27,444 | 28,733 | 30,268 | 32,518 | 24.0                        |
| Wisconsin       | 30,014    | 31,427 | 32,793 | 34,716 | 36,996 | 23.3                        |

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, 2000.

## **ECONOMIC BASE**

### **Employment by Economic Division**

The future of town 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<br>1990-1998 |       | Oconto<br>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 their 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 town 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/commission.

### **Physical Capabilities**

#### **Utilities**

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

Electric services are provided by Wisconsin Electric Power Company (WEPCO) and Oconto Electric Cooperative (OEC), and Natural gas services are provided by (WEPCO). The city of Gillett is centrally located within the town and can provide potential new commercial or industrial businesses with the infrastructure that the town lacks.

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

The town currently does not have a public water or sewer system to offer potential commercial businesses.

#### **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 town and other municipalities within the county. The town also has internet access. Cable is also accessible by various satellite dish providers.

#### **Transportation**

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

The town has access to STH 32/22 which is a pathway that provides highway exposure to the town. Another pathway that gives the town some added exposure is the Oconto County Recreational Trail, which guides users of the trail through the town. Most town residents are within minutes of the city of Gillett.

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

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

## **Local Labor Force Characteristics**

### ***Strengths:***

The unemployment rates (4.4 percent) within the county are low. The employment rates for the county grew approximately 11 percent over the last ten years.

### ***Weaknesses:***

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/needing 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 town has ample space for commercial/light industrial development along STH 32. The areas adjacent to the highway 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.

*The town of Gillett is not looking to compete with the city of Gillett. However the town would like to cooperate with the city regarding possible expansion of areas for future industry or commercial businesses. Overall, the town is looking to maintain its rural nature, thus if any new commercial were to locate within the town it should be highway commercial types along STH 32, in addition to small neighborhood commercial businesses that relate to the towns character. The more intensive business operations should locate in the city or other adjacent communities that have adequate services.*

## **Programmatic Capabilities**

### **Existing Business Base Analysis**

The town has approximately 45 acres dedicated to industrial and commercial uses, or approximately four percent of its developed lands. Business within the town include a gas station, restaurant, veterinarian clinic, well drilling, auto body repair, cement manufacturing, etc.

### **Available Government Services**

The town has an adopted Comprehensive Plan, a County Subdivision Ordinance, Zoning Ordinance, Floodplain Ordinance, and Shoreland Wetland Ordinance. Police services are provided by Oconto County, fire service is provided by the town and ambulance services are provided by Gillett Area Ambulance. Postal services are provided by the Gillett, Cecil and Oconto Falls post offices. Government assistance comes from a Town Board, Plan Commission, Town Clerk, and various planning agencies who assist the town on writing grant applications and monitoring these grants (park acquisitions/improvements, community developments, housing improvements, etc).

## **Specific Inhibitors To Economic Development**

Infrastructure does not exist in planned areas of commercial and industrial growth. Rail and air services do not exist within the town.

## **Training Programs**

### ***Strengths:***

The town has access to training from UW-Green Bay, UW- Marinette, the UW-Extension services (providing education and training seminars and courses), and Northeast 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 town had a 1999 Full Value equal to \$39,652,900, which is higher than only six other towns in Oconto County. The Full Value Effective Rate for the town in 1999 was .018, which is higher than the county's "town average" of .017.

### **Incentives For Development**

The town of Gillett has no local incentives for development.

### **Banking Capability And Capacity**

The town 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 a 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 "know" personally their borrower due to the availability of high speed telecommunications.

## **Quality of Life**

### **Housing Prices**

Approximately twenty-two percent of the town residents paid more than 30 percent of their incomes towards housing costs in 1990. In 1997 the median household income was \$33,582. Based on the household income median, a median housing payment would be \$840 or approximately a home valued around \$120,000.

## **Aesthetics**

The town consists of mainly agricultural land with various rivers and creeks. The abundance of open fields, wetlands and woodlands make up much of the town's visual appeal.

## **Environment**

Within the town exists areas of woodlands, farm fields, several lakes and rivers, and acres of wetlands. The waters are open to fishing, while the lands are open to hunting and hiking. The county has ordinances and plans protecting and enhancing the environment.

## **Education And Health Care**

The town 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 town of Gillett has approximately 5 acres of commercial lands developed comprising of a gas station, restaurant, veterinarian clinic, well drilling businesses and an auto repair shop. Past commercial development is located along STH 32/22. Future sites would most likely locate adjacent to the city of Gillett and along STH 32/22. 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 town has approximately 40 acres of industrial lands, mostly comprised of Gillett Cement Products Inc., individual storage facilities and small gravel pits. The majority of the industrial land in the town has been located along STH 32. The town will identify specific policies and locations for industrial to accommodate future market forces and needs of the town. Areas will likely be in or adjacent to the city of Gillett where adequate services are located to better handle the needs of both light and heavy industrial uses.

### **Evaluation of Environmentally Contaminated Sites For:**

Recently the DNR 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 town of Gillett currently has approximately four of these sites. The town also has two sites which are designated as part of the WDNR Environmental Repair Program (ERP). These sites are areas other than LUST's that have contaminated soil and/or groundwater. In addition, there are several areas throughout the town in which spills have occurred that have potentially contaminated the soil. Refer to the Bureau for Remediation and Redevelopment Tracking System (BRRTS) on the WDNR website, or contact the WDNR for a detailed list of these contaminated sites.

**Designation of Business and Industrial Development**

***Commercial Uses:***

The comprehensive plan has identified, for the town, that throughout the planning period the town will work towards establishing well defined commercial areas/corridors to better enhance the town’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 town’s desired vision on community character. The town will allow home occupational business to continue as well as those scattered types of businesses providing needed services to locals.

***Industrial Uses:***

It is recommended by the town 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 town. 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 town of Gillett will also cooperate with the city of Gillett regarding possible expansion of areas in the town for future industry or commercial businesses.

**Acreage Projections**

The town will designate acreage associated with highway/community business needs as well as common use sizes for industrial development. For more information see the General Plan Design which has specified locations within the town 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 town of Gillett. The full value increased 43.7 percent for the period 1995 to 1999. The total property tax also increased 17.2 percent for the same period and is at its highest since 1995.

**Table 4.9: Comparative Tax Appropriations, 1995-1999, Town of Gillett**

| Year Levied | Full Value | Percent Assm't Level | Total Property Tax | State Tax Credit | Full Value Rate |           | Taxing Jurisdiction Share |            |         |         |       |
|-------------|------------|----------------------|--------------------|------------------|-----------------|-----------|---------------------------|------------|---------|---------|-------|
|             |            |                      |                    |                  | Gross           | Effective | School                    | Vocational | County  | Local   | Other |
| 1995        | 27,602,600 | 94.97                | 688,270            | 49,542           | 0.02493         | 0.02314   | 439,347                   | 37,999     | 152,978 | 52,426  | 5,521 |
| 1996        | 29,809,000 | 85.94                | 645,398            | 69,481           | 0.02165         | 0.01932   | 365,523                   | 38,476     | 149,011 | 86,427  | 5,962 |
| 1997        | 32,925,100 | 77.40                | 635,498            | 67,868           | 0.01930         | 0.01724   | 344,393                   | 41,312     | 157,996 | 85,212  | 6,585 |
| 1998        | 35,681,700 | 73.00                | 673,678            | 66,037           | 0.01888         | 0.01702   | 347,098                   | 46,376     | 186,619 | 86,449  | 7,136 |
| 1999        | 39,652,900 | 102.47               | 806,997            | 62,937           | 0.02035         | 0.01876   | 404,023                   | 53,345     | 209,230 | 132,468 | 7,931 |

Source: Wisconsin Department of Revenue, *Town, Village and City Taxes*, for years cited; and Bay-Lake Regional Planning Commission, 2000.

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 town's existing debt as of December 31, 1999, was \$235,446, with a debt margin of \$1,801,947.

Table 4.10: Public Indebtedness, Town of Gillett, 1998-2000

| Year | Full Value | Debt Limit* | Existing Debt | Debt Margin |
|------|------------|-------------|---------------|-------------|
| 1998 | 35,681,700 | 1,784,085   | 201,764       | 1,582,321   |
| 1999 | 39,652,900 | 1,982,645   | 180,698       | 1,801,947   |
| 2000 | NA         | NA          | 235,446**     | NA          |

\*Debt Limit equals five percent of full value.

Source: Wisconsin Department of Revenue, Town, Village and City Taxes, for years cited;  
 \*\*Town of Gillett Clerk, Feb. 14, 2001; and Bay-Lake Regional Planning Commission, 2001.

## Chapter 5 - TRANSPORTATION

---

---

### **INTRODUCTION**

This section of the Comprehensive Plan presents the communities transportation goals, objectives, and policies. This section of the plan also compares local plans to transportation plans developed at the state, regional and county level. This chapter also inventories existing transportation facilities that serve the town of Gillett in Oconto County and addresses the future transportation needs and concerns of the community. The inventory includes descriptions of the various modal elements of the town'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 town's highway and road system. The detailed description of the highway and road system includes the functional classification of roads within the town, traffic counts, traffic flow capacity, vehicle crashes, access controls, and an evaluation of the current internal traffic circulation system. This chapter also 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 town. 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 in its many forms is the link that connects the town'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 *Town of Gillett Year 2020 Comprehensive Plan*.

#### **Transportation Goal:**

To establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the town's adopted Year 2020 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 corridor.
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.
7. To plan for and designate future road rights-of-way within the town.
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 town'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 town.
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)***

Town 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 \$1,704 for 2001. 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 DOT 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; CHIP-D County Highway Discretionary Improvement Program; 2) Trip-D Town road Discretionary Improvement Program; and 3) MISP-D Municipal Street Discretionary Improvement Program for cities and villages.

All LRIP projects are locally let, with up to 50% 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% 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***

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% 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 assist 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 town 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 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 town. 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 TANF and federal DOT JARC funds. The purpose of the grant is to provide employment related group transportation assistance to people earning less than 200% 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% of the net deficit of the cost of the service after fares are deducted. A local match of 20% 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) will be established. One will travel between the village of Suring and the city of Oconto Falls. The second will travel between Oconto Falls and Oconto looping up into Stiles Junction and 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 Oconto County, both trips originate in the city of Green Bay. The final destinations are to Marquette, Michigan and to Calumet, Michigan. Both routes provide service through the city of Oconto. The Green Bay to Marquette, Michigan route leaves Green Bay at 5:15 P.M. and arrives in the city of Oconto at approximately 6:00 P.M.; continuing northward through the cities of Peshtigo, Marinette and Menominee. The return trip to Green Bay arrives at the city of Oconto at approximately 3:10 A.M., daily. The Green Bay to Calumet, Michigan route leaves Green Bay at 9:45 P.M, and arrives at the city of Oconto at approximately 10:15 PM. The returns service to Green Bay arrives at the city of Oconto at approximately 10:15 A.M., daily.

Connections to Milwaukee, Chicago, Madison and Minneapolis, can be made in the city of Green Bay.

### **Bicycle Transportation System**

At this time, there are no county or town facilities dedicated solely to the use of bicyclists. Bicycle travel is permitted on all highways and roads located within the town.

### **Rail**

There are currently no rail facilities currently operating within the town 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 town. Prior to abandonment this segment extended north from the town 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 town 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 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

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' to 3,000') 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 town of Gillett. One is located near the village of Suring (Piso Airport) and the other near Lakewood (Lakewood Country Club Airport).

### **Trucking**

There are no commercial trucking terminals located within the town.

## **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 town, 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 town 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 town of Gillett, STH 32 and STH 22. A portion of STH 22 runs concurrent with STH 32 from the east town line 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 Town 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 32 and STH 32/22 account for approximately 13-percent or approximately nine-miles of the town's total road system.

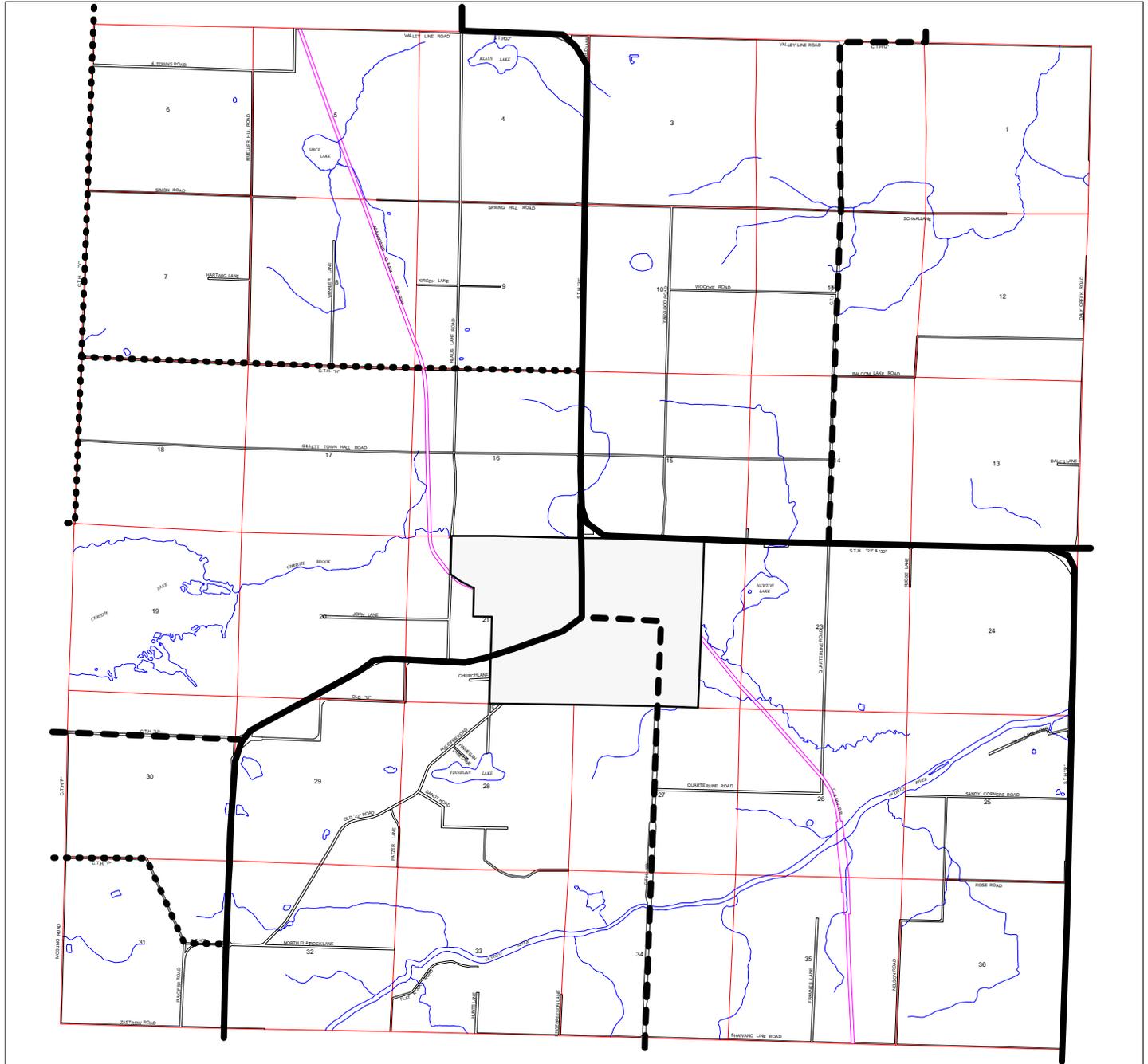
STH 22 (which runs concurrent to STH 32) is a primary east-west connector for the town to Oconto Falls and Oconto. From Gillett, STH 22 provides a direct southern route to STH 29 at Shawano. The northern terminus of STH 22 is its intersection with USH 41 in the city of Oconto. The highway, from that point, travels west crossing USH 141, and then through Oconto Falls, Gillett and from 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 three-miles of the town's 69.83-mile road system.

# Functional Classifications

Map 5.1

## Town of Gillett

Oconto County, Wisconsin



Source: WisDOT, 1995;  
Bay-Lake Regional Planning  
Commission, 2000.

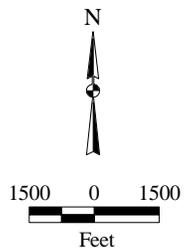
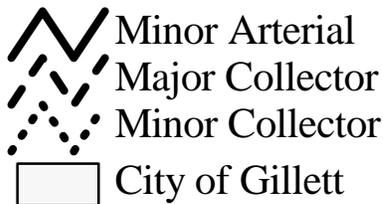


Table 5.1: Functional Classification Criteria for Rural Roads and Highways

| Must meet any <u>two</u> of these ( <u>or</u> ) the parenthetical traffic volume alone for collectors) |                       |   |  |                  |  |
|--|-----------------------|---|--|------------------|--|
| <b>Functional Classification</b>   | <b>Traffic Volume</b> | <b>Population Service</b>   | <b>Land Use Service</b>  | <b>Spacing</b>   | <b>SUPPLEMENTAL CRITERIA</b><br>Or <u>must meet both</u> of these <u>plus 90 percent of traffic volume</u>   |
| Principal Arterial   | > 3,000               | Connect places 50,000 with other places 50,000<br>Connect places 5,000 with places 50,000   | Provide area access to major recreational areas of the state   | Maximum 30 miles | None for Principal Arterials   |
| Minor Arterial   | > 1,000               | Connect places 5,000 with other places 5,000<br>Connect places 1,000 with places 5,000 or with principal arterials  | Serve all traffic generating activities with an annual visitation $\geq 300,000$ if not served by a principal arterial       | Maximum 30 miles | 1. Alternative population connection<br>2. Major river crossing/restrictive topography   |
| Major Collector  | > 500<br>(> 2,000)    | Connect places 1,000 with other places 1,000<br>Connect places 500 with places 1,000 or higher function route<br>Connect places 500 with other places 500 or higher function route<br>Connect places 100 with places 500 or higher function route | Land use service index $\geq 16$<br>Provides access to smaller attractions (i.e., airports, schools, factories, parks, etc.) | Maximum 10 miles | 1. Alternative population connection<br>2. Major river crossing<br>3. Restrictive topography<br>4. Interchange with freeway<br>5. Parallel to a principal arterial |
| Minor Collector  | >200<br>(>800)        | Connect places 100 with other places 100<br>Connect places 50 with places 100 or higher function route  | Land use service index $\geq 8$<br>serves same type of attractions as major collector  | Maximum 10 miles | 1. Alternative population connection<br>2. Major river crossing<br>3. Restrictive topography<br>4. Interchange with freeway<br>5. Parallel to a principal arterial |

Source: Wisconsin Department of Transportation, *Wisconsin Administrative Code, Chapter Trans 76*, 1984; and Bay-Lake Regional Planning Commission, 1998.

### ***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 town of Gillett, CTH P, CTH U, CTH V, CTH G, CTH BB and CTH H are classified as “collector roads” and comprises 17.8-percent or 12.48 miles of the towns total road system.

Table 5.2: Road Function, Total Mileage and Percent of Total Road Mileage, Town of Gillett, 2001

| Road Function        | Miles | Percent |
|----------------------|-------|---------|
| State Trunk Highways | 11.95 | 17.0    |
| County Trunk Highway | 12.48 | 17.8    |
| Local Roads          | 45.55 | 65.10   |
| Total Road Mileage   | 69.98 | 100.00  |

Source: Wisconsin Department of Transportation, *Town Plat Record*, 2000; Bay-Lake Regional Planning Commission, 2001.

### ***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 45.5 miles of local roads under the jurisdiction of the town, comprising approximately 65 percent of the total road mileage located within the town.

### **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 DOT 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 town road 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 town of Gillett, traffic volumes were last counted in 1998. Counts were also taken in 1995 and 1992. The average daily traffic volumes on principal and minor arterial roadways within the town for those years are listed in Table 5.3, and are shown on Map 5.2. The daily rural traffic counts are taken for 48 hours, and are reported as a 24-hour average weekday count for a specific data collection period.

Table 5.3: Annual Average Daily Traffic, Town of Gillett, 1992, 1995, 1998; Percent Change 1995-1998; Peak Hourly Traffic, 1998.

| Highway   | Count Location           | Annual Average Daily Traffic |       |       | % Change<br>1995-1998 | Peak Hourly<br>Traffic 1998 |
|-----------|--------------------------|------------------------------|-------|-------|-----------------------|-----------------------------|
|           |                          | 1992                         | 1995  | 1998  |                       |                             |
| STH 32    | south of STH 22          | 2,090                        | 1,600 | 2,600 | 62.5                  | 338                         |
| STH 32/22 | west of CTH G            | 4,690                        | 5,600 | 5,600 | 0                     | 728                         |
| STH 32    | north of city of Gillett | 2,940                        | 3,600 | 4,000 | 11.11                 | 520                         |
| STH 22    | south of CTH U           | 2,390                        | 2,900 | 2,600 | (10.34)               | 338                         |
| STH 22    | west of city of Gillett  | 2,960                        | 3,800 | 3,200 | (15.79)               | 416                         |
| STH 22    | east of STH 32           | 2,970                        | 3,400 | 4,100 | 20.59                 | 533                         |
| CTH P     | north of Mosling Road    | 160                          | 190   | 140   | (26.32)               | 18.2                        |
| CTH BB    | north of Quarterline Rd. | 860                          | 950   | 920   | (3.16)                | 119.6                       |
| CTH H     | west of STH 32           | 490                          | 540   | 560   | 3.70                  | 72.8                        |
| CTH V     | north of CTH H           | 220                          | 360   | 260   | (27.78)               | 33.8                        |
| CTH V     | south of CTH H           | 100                          | 200   | 150   | (25.00)               | 19.5                        |
| CTH U     | west of STH 22           | 540                          | 600   | 660   | 10.00                 | 85.8                        |
| CTH G     | north of STH 22/32       | 620                          | 520   | 520   | 0                     | 67.6                        |

Source: Wisconsin Department of Transportation, *Wisconsin Highway Traffic Volume Data*, 1992, 1995, 1998; Bay-Lake Regional Planning Commission, 2001.

Within the town of Gillett the highest traffic volumes (annual average daily traffic of 5,600 vehicles in 1998) are found on the section of STH 32/22 between Gillett and the east town line. From the city of Gillett north, STH 32 handles, on average, 4,000 vehicles daily; while STH 22 from the city of Gillett south handles approximately 2,600 vehicles daily.

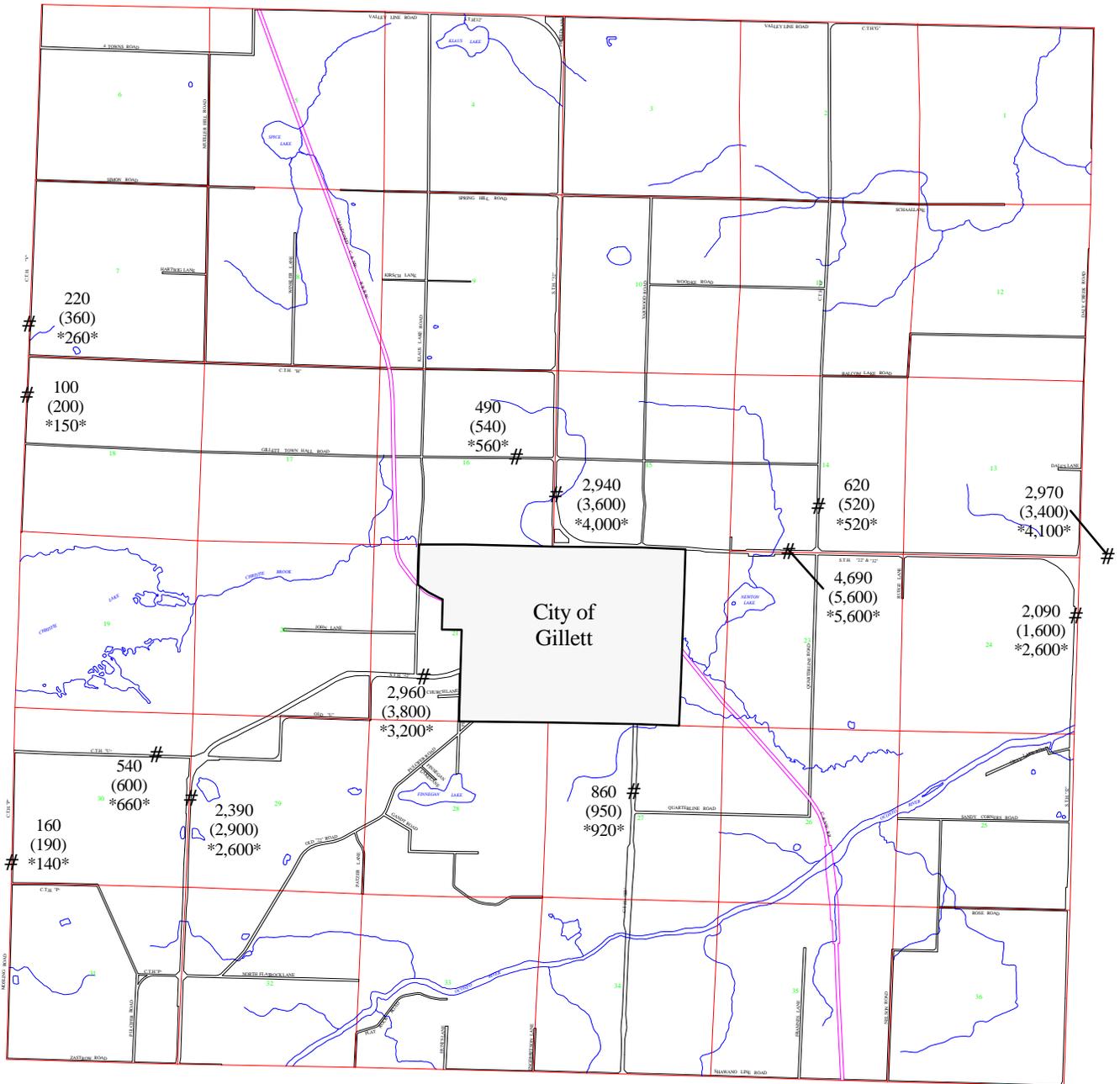
CTH BB services the most traffic of all county trunk highways in the town, with 920 vehicles per day in 1998. Conversely, annual average daily traffic on CTH V accommodates only 150 vehicles daily.

# Average Annual Daily Traffic

Map 5.2

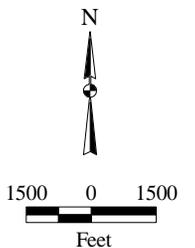
## Town of Gillett

Oconto County, Wisconsin



Source: WisDOT, 1992-1998;  
Bay-Lake Regional Planning  
Commission, 2000.

000      1992  
(000)    1995  
\*000\*    1998



### **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 5.4). 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 5.4 should be considered as the average maximum volume on various types of roads under ideal conditions.

Table 5.4: 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 town 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.

Table 5.5: Vehicle Crashes, Town of Gillett , 1998, 1999, 2000

| Year  | Fatalities | Persons Injured | Property Damage |
|-------|------------|-----------------|-----------------|
| 1998  | 0          | 7               | 19              |
| 1999  | 0          | 13              | 18              |
| 2000  | 0          | 7               | 12              |
| Total | 0          | 27              | 49              |

Source: Wisconsin Department of Transportation, 2001; Bay-Lake Regional Planning Commission, 2001.

For the three-year period between 1998 and 2000 there were a total of 76 reported crashes in the town of Gillett, 27 of which resulted in injuries to the vehicles occupants and 49 that resulted in property damage.

The crash data are further delineated by non-intersection and intersection crashes and by highway jurisdiction. Non-intersection crashes typically include deer/vehicle crashes, vehicles leaving the road and sliding into a ditch, and a crash between a vehicle travelling on the roadway and another

vehicle entering or exiting the roadway at a private property access. Intersection accidents are typically characterized by angle crashes, rear-end accidents and head-on crashes within the immediate area of a particular intersection. Intersection accidents often may be indicators of a problem with the sight triangle at the intersection (visibility), location of and visibility of signs, and/or the geometric configuration of the roadway itself.

Table 5.6: Intersection/Non-Intersection Crashes by Highway Jurisdiction, 1998 - 2000

| Crash Location   | Total Crashes | Intersection |             | Non-Intersection |             |
|------------------|---------------|--------------|-------------|------------------|-------------|
|                  |               | Crashes      | Percent     | Crashes          | Percent     |
| STH 32           | 11            | 7            | 9.2         | 4                | 5.3         |
| STH 22           | 15            | 9            | 11.8        | 6                | 7.9         |
| County Highways  | 17            | 2            | 2.6         | 16               | 21.0        |
| Local Town Roads | 33            | 6            | 7.9         | 24               | 31.6        |
| <b>Total</b>     | <b>76</b>     | <b>24</b>    | <b>31.5</b> | <b>50</b>        | <b>65.8</b> |

Source: Wisconsin Department of Transportation, 2001; Bay-Lake Regional Planning Commission, 2001.

As might be expected a significant majority of the crashes that were reported in the town of Gillett between 1998 and 2000 occurred on STH 32 and STH 22, the highways and roads with the highest traffic volumes.

### **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.

At this time, Oconto County does not have nor does it plan to adopt a Controlled Access Ordinance

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

The town's internal traffic circulation system consist of a typical north/south and east/west grid road pattern in the northern half of the town serving agricultural and scattered rural-residential properties. In the southern half of the town the traffic circulation system is influenced by natural features including numerous small streams, lakes, and the Oconto River, resulting in a road pattern that is largely non-continuous and circuitous.

The town's local road system and the county trunk highways located within the town provide excellent access to STH 32 and STH 22. The state highways, in turn, provides town residents with efficient inter-regional access throughout the state.

The town is also well served by several major and minor collector roads (CTH P, CTH BB, CTH H, CTH V, CTH U, and CTH G) providing nearly direct and efficient connections to other locations within Oconto County and in particular, to the numerous, essential services located in the city of Gillett.

In order to improve traffic safety and to maintain the efficiency of STH 32 and STH 22 (particularly in the areas immediately adjacent to the city of Gillett) the town 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. Future development on the property that is planned for commercial development on either side of Gillett Town Hall Road and west of STH 32, should only be accessible from an existing driveway or, preferably, from the town road.

There are numerous single-purpose or dead-end roads located throughout the town. If lands adjacent to these single-purpose roads are developed into residential or other uses in the future, the town may wish to require that property owners provide adequate turning areas (cul-de-sacs or circular driveways) in order to provide safe and efficient access and egress for service vehicles and safety equipment.

## **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 town, the former C&NW rail line does traverse north to south through the entire town. 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% 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.

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

## **Funding The Town Road System**

The cost of constructing, maintaining and operating roads under local jurisdiction (town roads) 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 towns 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 town 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 share of cost rate is determined by the available funding and the average costs reported by the town. The 2001 funding level has resulted in a share of cost percentage of **20.8** percent for towns. Each town's share of costs is determined by multiplying the six-year average costs by the percentage rate.

The 2001 flat rate has been set at \$1,740 per mile. Transportation Aids for towns, 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**

Town roads 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 road maintenance and repair.

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

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

### **Employ Adequate Design Standards**

New highways and roads, 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 town roads, the “road-scape” of these facilities also should be considered as well. The “road-scape” includes the area adjacent to the road and within the established right-of-way or the ditch that serves as a vegetative buffer between the road 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 town 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 road systems should be designed to minimize through traffic movement.
3. The road pattern should minimize excessive travel.
4. A simple and comprehensible system of road 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 roads should clearly indicate their function.
7. The local roads should be designed for a relatively uniform and low volume of traffic.
8. Local roads should be designed to discourage excessive speeds.
9. Minimize intersections.
10. Devote a minimal but adequate amount of space to road uses.
11. Roads 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 town 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 town.

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

---

---

### **INTRODUCTION**

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

To maintain a quality level of public services, the town 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 town of Gillett and to provide for orderly development of the town through the planned development of public and community facilities.

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

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 town of Gillett.
2. To continue to provide effective and efficient fire and emergency medical services.
3. Ensure adequate law enforcement services within the town.
4. To continue to provide adequate solid waste disposal services.
5. Maintain private septic systems to protect the groundwater and evaluate the future need for sanitary districts.
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 city of Gillett and adjacent communities to provide the best level of police, fire and rescue services.
2. Develop a sub-committee that will explore other ways to improve town road conditions and road maintenance.

**Goal: Parks and Recreational Lands**

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

***Objective:***

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

***Policies:***

1. The town should work with other municipalities to consider the development of future recreational lands within and around the town of Gillett.
2. The town needs to discuss future trailway development with residents as well as affected property owners.
3. Utilize the natural features for enhancing recreational opportunities within the town.
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 city of Gillett, Oconto County and surrounding communities to develop additional recreational sites in the town.
3. Work with state agencies to ensure the segment of recreational trails that exist within the town remain in good condition.
4. Explore all available resources to further enhance the quality of the town's recreational systems.
5. Recognize the potential of public and private donations for funding park system improvements.

**BOARDS AND COMMITTEES INVENTORY**

**Gillett Town Board**

The Gillett Town Board members consist of the Town Chairperson and two Supervisors, along with the Clerk and the Treasurer. The Town Board should work for the benefit of the public, recognizing that public interests must be their prime concern.

**Town of Gillett Comprehensive Plan Committee**

The town of Gillett Comprehensive Plan Committee contains approximately ten members. The Town Board established the Plan Committee to develop the town's first comprehensive plan.

## **PUBLIC FACILITIES INVENTORY AND ANALYSIS-LOCATION, USE AND CAPACITY**

### **Electric Service**

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

A portion of the town'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 town 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.

#### **Oconto Electric Cooperative (OEC)**

OEC is an electric utility in northeast Wisconsin, serving power to rural Oconto, Marinette and Shawano counties and part of the Menominee Reservation. Overall, OEC serves approximately 8,500 members with over 1,276 miles of distribution line. A portion of the town of Gillett is provided electricity by OEC from the LB substation located on Balcolm Lake Road in the town of Oconto Falls. The Pioneer bulk substation, located between the communities of Abrams and Stiles is the source that transmits electricity to the LB substation. Presently, transmission lines provide approximately 34.5 KV. Currently, approximately 1,000 customers in the Gillett area are provided with electricity from OEC. The current system servicing the town is believed to be adequate at this time.

### **Natural Gas**

Wisconsin Gas provides natural gas service for a portion of the town 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 5 years, there are no long term improvement plans for the natural gas service at this time.

### **Public Water System**

The town of Gillett does not have a public water system. Residents in the town have individual wells that are owned and maintained by the property owner. Currently the town has no plans to develop a public water system.

### **Sanitary Sewer Service**

The town of Gillett currently does not have a sanitary sewer system. Property owners within the town are responsible for owning and maintaining individual septic systems and holding tanks.

### **Storm Sewer System**

The town of Gillett allows stormwater to drain through a series of ditches and culverts along the town roads. There are no plans to add a storm sewer system to the town.

### **Solid Waste and Recycling Facilities**

Solid waste disposal in the town of Gillett is provided by Waste Management Incorporated which transports the solid waste to the Marinette/Oconto landfill. The town of Gillett does not have curbside pickup of recyclables, but it does contain a recycling center located in the city of Gillett. The drop-off site is open every Wednesday (1pm - 5pm) and Saturday (8am - 12pm). Paper, cardboard, glass, plastic, aluminum, and waste oil are all collected. There are no future plans to change the solid waste or recycling services provided within the next 10 to 20 years.

### **Telecommunications Facilities**

The town of Gillett has telephone service provided by Century Telephone and Frontier Communications, with nearest telephone facility located in the city of Gillett. Special lines are also provided for internet access in the community. Currently, the town does not contain any telecommunications towers. 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 town by various satellite dish providers.

## **COMMUNITY FACILITIES INVENTORY AND ASSESSMENT LOCATION, USE AND CAPACITY**

### **Municipal Building**

The Gillett town hall is connected to the town of Gillett Fire Station located at the corner of STH 32 and Gillett Town Hall Road. Built in 1997, the facility has a large hall, an office, a meeting room, serving area, and two bathrooms. The large hall is utilized for elections and general events, and the office is the workplace for the treasurer. The structure is handicapped accessible and the gravel parking at the facility is thought to be adequate. The facility is adequate for its current use, but if the clerk were to move into the office with the treasurer, then the facility may have to be upgraded to accommodate both individuals. Paving the parking lot is one of the future improvement plans for the facility in the next 10 to 20 years.

### **Road and Other Maintenance**

The everyday maintenance of roads and other facilities within the town are performed by the town of Gillett. The town shop is located on the corner of STH 32 and Gillett Town Hall Road, the same site as the Town Hall. In maintaining the town, the shop utilizes various types of equipment including two trucks with plows. Other areas in the town that are not maintained by the town of Gillett include BB Park, which is maintained by Oconto County, and another park that is maintained by the city of Gillett. In addition, the Gillett Schools have a lake access for boats which is maintained by the Finnegan Lake/Walleye Club. It is believed that the road conditions and road maintenance in the town are adequate.

### **Postal Services**

Postal services in town of Gillett are provided by the post office located at 205 East Main Street in the city of Gillett. 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. Additional postal services in the town are provided by the post offices located in Cecil and Oconto Falls.

### **Cemeteries**

Currently there are four cemeteries that serve the town of Gillett. Two of the four cemeteries recently have been expanded to allow for future use by the town and surrounding communities. It is believed that the cemetery facilities in the town are adequate and no major improvements are planned for the next ten to twenty years.

### **Police Station**

Police protection for the town of Gillett is provided by the Oconto County Sheriff's Department. The Sheriff's Department is located in the city of Oconto. The Sheriff's Department has a staff of 23 officers along with 27 patrol vehicles. The Department also has a 32 foot trailer that serves as a mobile command center. There is an enhanced 911 system that rings through the department. Special patrol units in the department include an ATV patrol, snowmobile patrol, and two K-9 units. Currently the police protection is believed to be adequate for the town of Gillett. Future improvement plans for the department in the next ten to twenty years include construction of a new jail where the 911 system and Sheriff's Department may be located.

### **Fire Station**

Fire protection for the town of Gillett is provided by the town of Gillett Fire Department. The department is connected to the town hall on the corner of STH 32 and Gillett Town Hall Road. Prior to the new structure being built in 1997, the vehicles were housed in the city of Gillett. Established in 1954, the town of Gillett Fire Department currently has 25 volunteers for fire protection. The Fire Department serves the entire town of Gillett and has mutual aid agreements with the fire departments of Oconto Falls, Underhill, Green Valley/Morgan, and Suring. Fire services are accessed by calling the 911 system, which in turn pages the volunteers. For every fire, the department has the following major equipment:

- 1980 International Pumper
- 1981 Ford Tanker (2000 gallon tank)
- 1985 GMC Tanker (1800 gallon tank)
- 1987 Ford Equipment Truck

The current fire rating for the town of Gillett is eight. Presently, the town of Gillett Fire Department facilities are seen as being adequate for the community. Improvements within the next 10 to 20 years include replacement of the tankers, a new pumper, and additional manpower.

### **Insurance Service Office (ISO) Grading**

The adequacy of fire protection within the township 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 representing the best protection and ten representing an unprotected community. In 2000, 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 |
|----------------------|------------------------|
| 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 town of Gillett can be evaluated with the standards given in Table 6.2. The current location of the town’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 Town Planning Handbook, American Planning Assoc., 1988; and Bay-Lake Regional Planning Commission, 1999.

**Emergency Services**

Ambulance services for the town 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 EMT’s, 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 ten to twenty years.

**Library**

There is no public library located in the town of Gillett. The nearest library facility is the Gillett Public Library 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 town 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**

There are no public child care facilities in the town of Gillett. The nearest facility is 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 town of Gillett. Town 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 town residents can utilize the Thedacare Physicians-Gillett Family Medicine clinic (extension of Thedacare, Appleton) and the Primary Care Clinic (extension of Bellin Health Group, Green Bay) located in the city of Gillett. The nearest long-term care and elder care facility is located on Robin Hood Lane in the city of Gillett. The nearest dental facility is Gillett Dental Care located on Main Street in the city of Gillett. Currently, the town does not have any future improvement plans for health care facilities.

## **OUTDOOR RECREATION INVENTORY**

### **Community Owned Sites**

The town of Gillett currently does not maintain any public parks.

### **National, State and County Facilities**

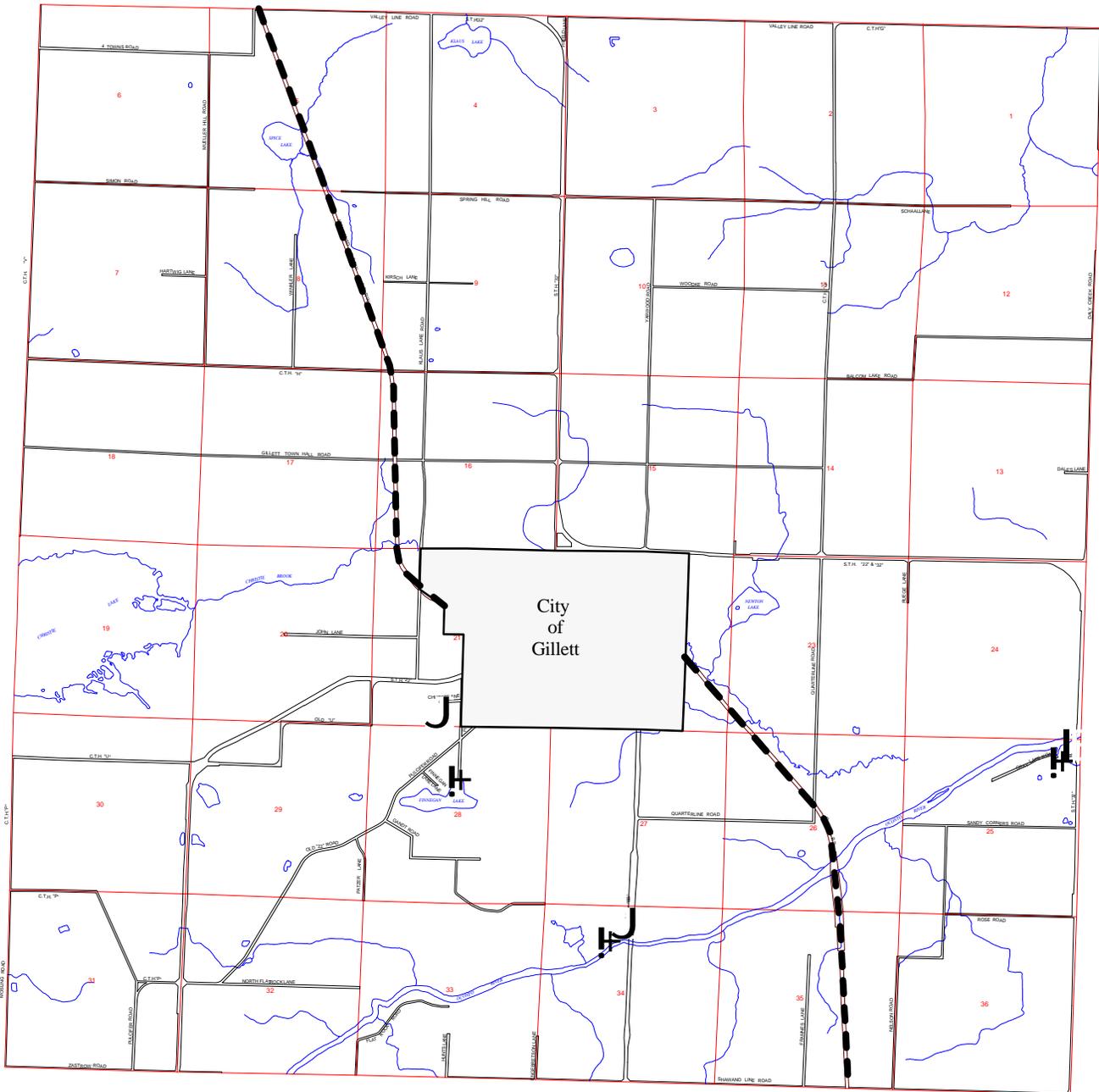
#### **Oconto County Recreation Trail**

The Oconto County Recreation Trail is an abandoned railroad right of way that extends from Gillett north to Townsend. Through the town, 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.

# Park & Recreational Facilities

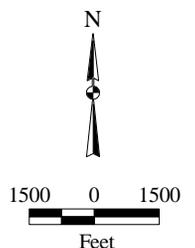
Map 6.1

## Town of Gillett Oconto County, Wisconsin



Source: Bay-Lake Regional  
Planning Commission, 2001.

-  Boat Landing
-  Parks & Playfields
-  Picnic Area
-  Oconto County  
Recreation Trail
-  City of Gillett



## **BB Park**

BB Park, located adjacent to the Oconto River on CTH BB, covers approximately 3 acres of land. This day use only county park includes a boat ramp, beach, grill, picnic table and bathrooms. A small shelter is one of the future recommendations for this park.

## **Other Recreation Facilities**

There is a large park area consisting of athletic fields and other school-related recreation sites located west of the city of Gillett. This area is annexed by the city of Gillett. Residents are also able to utilize the school-related recreation facilities in the city of Gillett.

There are also three boat landings within the town of Gillett. One of these landings exist on Finnegan Lake and two are on the Oconto River. (Map 6.1)

Currently there are no future improvement plans within the town regarding parks and open spaces. However, according to the community survey, a majority of the people have expressed an interest that the town cooperate with the city of Gillett and Oconto County to develop recreational facilities.

## **SUMMARY AND IMPLICATIONS**

At present, the town of Gillett offers a limited number of community facilities, and relies on Oconto County and outlying areas for some of its services. Overall, the residents of the town of Gillett rate the variety of utilities and services provided as being adequate. These services enhance the quality of life within the town, as well as look out for the general welfare, health and safety of the town residents. However, with the city of Gillett centralized within the town, continued growth can constantly be expected and the town may need to upgrade and expand the current services and facilities they offer.

Nonetheless, the town of Gillett is in a great position for future expansion. All amenities such as fire protection, police protection, health and education facilities are within a close proximity to the town. Regardless, the town 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 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 Town Board to collectively provide for quality educational opportunities.
- Promote the construction of a new child care facility for the area.

- Work with Oconto County, city of Gillett and adjacent municipalities to identify specific needs and improvements for local parks.
- Pursue intergovernmental cooperation and negotiations with the city of Gillett for sewer and water services to properties within the town of Gillett.

## **Chapter 7 - INTERGOVERNMENTAL COOPERATION**

---

---

### **INTRODUCTION**

The town of Gillett's relationship with neighboring communities and school districts can impact town 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 Town address these situations in a productive manner.

### **INTERGOVERNMENTAL COOPERATION STRATEGY**

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

Promote cooperation between the town 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 lakes and other land uses which lie across township lines. (Christie Lake)
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 with Oconto County regarding any county plans.
2. Work with the DNR, 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 town planning activities, and county and/or regional planning activities.
4. The Town Plan Commission or Town Board should be aware of any planning activities that may impact the town of Gillett.

## **EXISTING ACTIVITIES**

### **Adjacent Governmental Units**

The town of Gillett shares borders with eight other municipalities. The municipalities 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. The city of Gillett is also located in the center of the town of Gillett.

#### ***Relationship***

The town of Gillett has a good working relationship with the surrounding towns. Since towns are not incorporated they cannot annex land. Therefore, the borders between the town of Gillett and adjacent towns are fixed and boundary disputes are virtually nonexistent. There is cooperation with several of the adjacent communities in regards to the provision of public services such as road maintenance and emergency services.

The town of Gillett and the city of Gillett have a relationship that is best described as uncooperative. 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 town 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 are located in the city of Gillett. Currently, the town of Gillett has no future plans to jointly site public facilities with another governmental unit.

#### ***Sharing Public Services***

Currently the town of Gillett has several intergovernmental agreements with neighboring communities in regards to public services. The town's fire department has agreements to assist the fire departments of Oconto Falls, Underhill, Green Valley/Morgan, and Suring. Gillett's ambulance services are shared by the towns of Maple Valley, Breed, How, Underhill, and Green Valley, the city of Gillett, and the village of Suring.. The town currently has a road agreement with the town of Green Valley for road maintenance. Law enforcement is provided by the Oconto County Sheriffs Department. Library services, located in the city of Gillett, are utilized by the town's residents. The town also has agreements with Oconto and Marinette Counties regarding solid waste services.

### **School District**

The town of Gillett is located within the Gillett School District.

#### ***Relationship***

The town of Gillett's relationship with the School Districts is best described as limited. The School Districts tend to operate rather independently and interaction with the Town tends to be minimal.

### ***Siting School Facilities***

The siting of new school facilities is mainly conducted by the School Districts. The town has historically had little input into the location of new school facilities. However, the town 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 town has no formal agreement with the School Districts for shared use of the schools facilities. However, the schools outdoor recreational facilities provide opportunities to residents of the Town.

### **County**

The town of Gillett is located in Oconto County and therefore the county has some jurisdiction within the town. In particular, the county has jurisdiction in the town over zoning, land divisions, on-site sanitary systems, etc. The Town and County continue to maintain open communication with each other in order to build a good working relationship of both general agreement and respect.

### **Region**

The town 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 UNDER S. 66.0307, S. 66.0301 OR S. 66.0309**

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 Municipal 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 town 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. In the town of Gillett, the city of Gillett has extra territorial jurisdiction within the Town. 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 town 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, and the attendance list 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 town of Gillett currently has several cooperative agreements with other municipalities. 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 (ie. 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 town of Gillett.

### **INTRODUCTION**

This chapter presents information on the current (2000) land use and land use ordinances within the town 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:***

Utilize the town's General Plan Design which promotes the distribution of land uses that will preserve and enhance the character of the town 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 which will serve the needs of the town 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 town'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. Focus on encouraging small commercial and retail business activity along STH 32/22 and to cooperate with the city 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 town's cultural history.

***Program:***

The Town Plan Commission has the responsibility to review and update the General Plan Design to ensure it continues to meet the stated goals and objectives stated above as well as those stated goals and objectives outlined in previous elements of the plan.

**INVENTORY OF EXISTING LAND USE CONTROLS**

This section inventories and discusses the land use controls which currently exist within the town 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 town of Gillett.

**Existing Comprehensive Plans**

This will be the first comprehensive plan for the town of Gillett. Several surrounding communities have completed plans, or are in the process of developing a plan. The towns of Maple Valley, Underhill and How are currently in progress with their plans. 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 which 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 which 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 town of Gillett, 19,415 acres of land or 88 percent of the town is in agricultural preservation areas.

**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 whose lands are in a transitional areas may sign a contract agreeing not to develop their lands for a period of five to twenty years. The town of Gillett does not have any land designated as transitional areas.

## **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 town of Gillett 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 ten acre or larger non-agricultural related uses, and all land zoned for non-agricultural use. Excluded areas in the town of Gillett total 1,041 acres of land, or approximately five percent of the total town area. The majority of excluded areas are located adjacent to the city of Gillett.

## **Zoning Ordinances**

The town of Gillett does not have a zoning ordinance of its own. Rather, it falls under the jurisdiction of the Oconto County Zoning Ordinance which is set forth in Chapter 14 of the Oconto County Code of Ordinances. The purpose of the ordinance is to promote the health, safety, morals, prosperity, aesthetics, and general welfare of the County. In order to accomplish this purpose, the ordinance regulates and restricts the use of property. The ordinance divides the county, and therefore the town of Gillett, into districts for the purpose of regulating: 1) the location and use of land, water, buildings, and structures, 2) the height and size of building structures, 3) the percentage of a lot that may be occupied, 4) the density of the population, and 5) the size of lots.

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 Oconto County Zoning Ordinance, which was adopted in 1989 and revised in 1999, is not based on a county-wide comprehensive land use plan, but several towns within the county 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. The Oconto County Zoning Ordinance also includes, but is not limited to the Oconto County Farmland Preservation Plan and Oconto County Outdoor Recreation Plan.

## Oconto County Zoning Districts

---

|  |  |
|--|--|
| Residential Single Family District (R-1)*  | Agricultural District (A)*             |
| Residential Multiple-Family District (R-2) | Large Scale Agricultural District (LA) |
| Mobile Home Park District (R-3)            | Restricted Commercial District(RC)     |
| Community Service District (CS)            | General Commercial District (GC)*      |
| Park and Recreation District (P-R)         | Light Industrial District (LI)         |
| Forest District (F)*                       | Industrial District (I)*               |
| Rural Residential District (RR)*           |  |

---

\* *Districts within the Town of Gillett*

### **Residential Single Family District (R-1)**

This district provides attractive areas for development of single-family residences and protection of such residences from incompatible land uses.

### **Residential Multiple-Family District (R-2)**

The purpose of this district is to accommodate residential development at higher densities than single-family densities, and to provide necessary supporting services and facilities. This district should be mapped as demand warrants at locations that have size and physical capacity to handle multiple-story or multiple-unit buildings, greater area of paving and parking and higher intensity activity. The sites should be attractive for human occupancy and should be buffered from high intensity commercial, industrial or transportation activity. Buffer areas or open space should be provided between this district and other residential districts, agriculture and forest areas.

### **Mobile Home Park District (R-3)**

The Mobile Home Park District is intended to regulate the design and arrangement of mobile home parks and the residential use of mobile homes therein.

### **Community Service District (CS)**

This district provides for areas of use for community services such as churches, clinics, parks, schools, community buildings, emergency facilities, etc.

### **Park and Recreation District (P-R)**

The Park and Recreation District provides for recreational oriented establishments, as well as encouraging the maintenance of natural resources.

### **Forest District (F)**

This district provides for commercial production of trees, the conduct of forestry practices and related uses on large tracts of land that are well suited to these activities. The intent is to encourage forestry and also to recognize the value of forested areas as a recreational resource.

### **Rural Residential District (RR)**

The Rural Residential District provides for a mixture of farming, forestry and non-farm residential uses in those rural areas that are not suited for large scale agricultural use or large scale forestry practices.

### **Agricultural District (A)**

The County's Agricultural District is designed for agricultural uses of land devoted to the growing of crops and the raising of livestock. Oconto County's minimum parcel size to establish a residence or farm operation in this district is currently 10 contiguous acres.

### **Large Scale Agricultural District (LA)**

The Large Scale Agricultural District is designed for large scale agricultural uses of land devoted to the growing of crops and the raising of livestock. The minimum parcel size to establish a residence or farm operation in this district is much greater than that of the Agricultural District. Oconto County's minimum parcel size for the Large Scale Agricultural District is currently 35 contiguous acres.

### **Restricted Commercial District(RC)**

This district is created to regulate an exclusive commercial use on one or more parcels in an area predominately zoned residential, agricultural or forest. Owners of parcels petitioning for inclusion into this district shall declare their intended use and this use shall remain as the only use until discontinued or petitioned for change.

### **General Commercial District (GC)**

The General Commercial District provides locations for primarily retail and wholesale trade establishments engaged in sales of merchandise or service or both. The intent is to allow firms and operations whose primary function is selling to retail customers or clients. Processing of materials may be conducted as subordinate to retail or wholesale sales. It is the policy of Oconto County to promote economic development and a strong local economy. It is recognized, however, that most commercial uses should be located in the urban communities where the full range of needed services can be afforded to such uses.

### **Light Industrial District (LI)**

This district provides locations for retail and wholesale trade establishments engaged in sales of merchandise which is primarily produced, manufactured or assembled on the premise. The intent is to allow firms and operations whose primary function is manufacturing to sell to retail customers or clients. It is the policy of Oconto County to promote economic development and a strong local economy. It is recognized, however, that most commercial and industrial uses should be located in the urban communities where the full range of needed services can be afforded to such uses.

### **Industrial District (I)**

The Industrial District is established to accommodate manufacturing and related processing activities such as furniture and fixtures, lumber and wood products, printing, publishing and allied industries, fabricated metal products, etc.

In addition to the zoning districts discussed, the Oconto County Zoning Ordinance has several overlay districts. These districts include a Conservancy District (C), Floodplain District (FP), Airport Height Limitation District (AH), Adult Entertainment Overlay District (AEOD), Quarrying District, Metallic Mining Exploration District (MME), and a Mining District (M). The provisions of an overlay district shall be in addition to any underlying zoning district requirements.

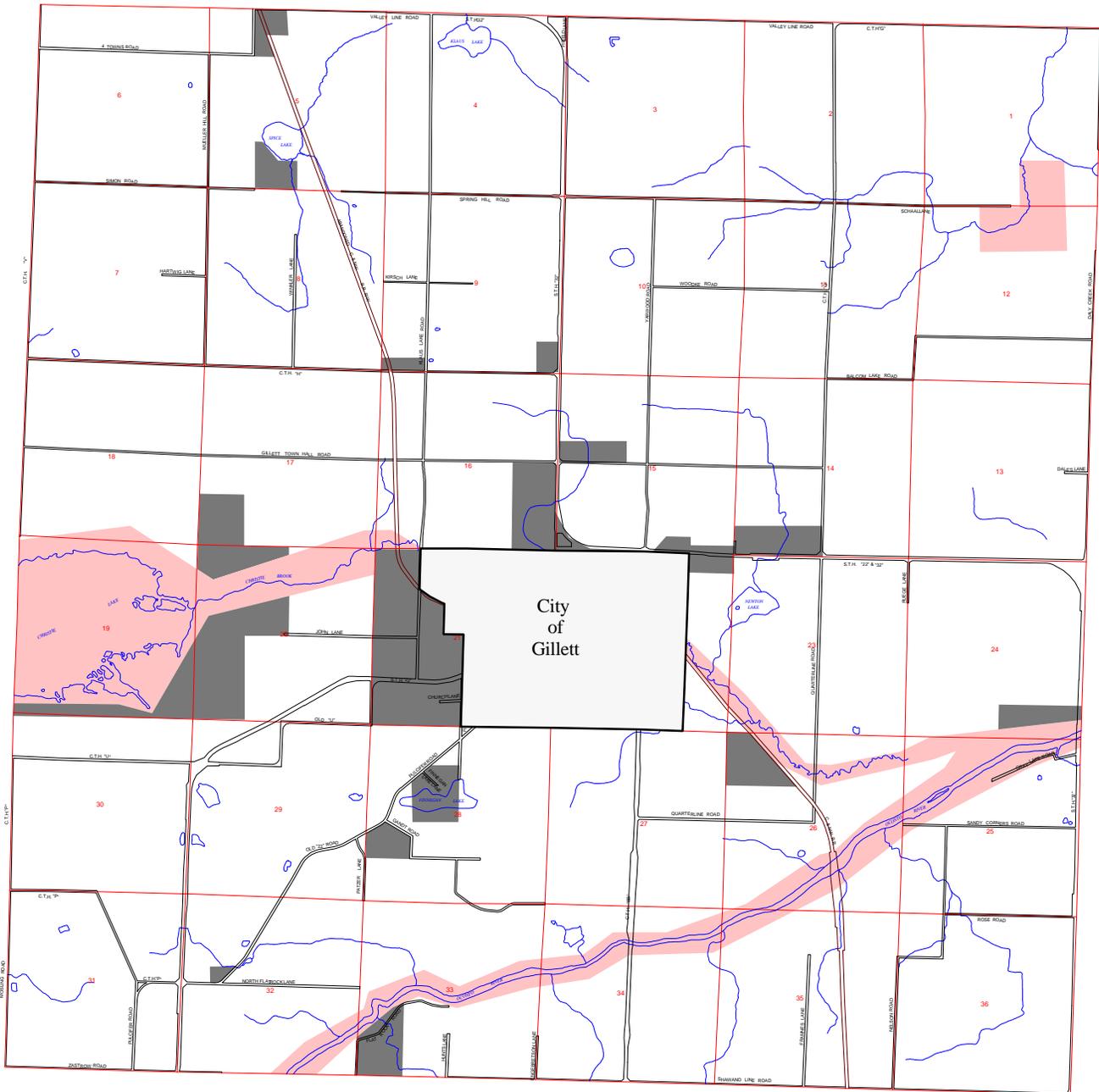
Map 8.3 displays the zoning for the town of Gillett. Refer to the Oconto County Zoning Ordinance for a detailed explanation, and information on the restrictions of each of the zoning districts.

# Farmland Preservation

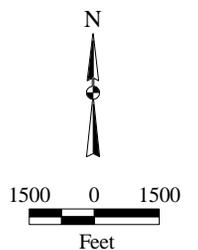
Map 8.1

## Town of Gillett

Oconto County, Wisconsin



Source: Oconto County  
Farmland Preservation Plan,  
1985, Bay-Lake Regional  
Planning Commission, 2000.



### **Oconto County Sanitary Ordinance**

The Oconto County Sanitary Ordinance is contained within Chapter 12 of the Oconto County Code of Ordinances and regulates the private sewage and septic systems of all residential, commercial, industrial, and governmental uses within the town 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.

### **Subdivision Ordinance**

Oconto County's land Division Ordinance is contained in Chapter 13 of the Oconto County Code of Ordinances. Portions of this ordinance have recently been re-written to address current land division concerns. The ordinance regulates the subdivision of land where the act of division creates five or more parcels or building sites of which four may be less than 1.5 acres (65,340 square feet). The ordinance also regulates minor land division (certified survey map or commonly referred to as CSMs) where it is proposed to divide land into two, three or four parcels or building sites of less than 10 acres each of which the original parcel has existed for a 5-year period. The ordinance also contains design standards for streets, curb and gutter, sidewalks, drainage, erosion control, utilities, and easements that must be complied with in order for the subdivision to be approved by the County. The ordinance also contains requirements for park and public land dedication. The land division ordinance in conjunction with other tools, provides a means of implementing the county's zoning.

### **Official Map**

An official map is intended to implement a town, village, or city master plan for streets, highways, parkways, parks and playgrounds, and drainageways. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use. The town of Gillett does not currently maintain an official map. Oconto County is in the process of completing a county wide parcel base map. The town may want to utilize the county's parcel map as a possible start for an official map.

### **Erosion Control Plan**

Under s. 92.10, Wis. Stats., those counties that are designated as priority counties by the Department of Agriculture, Trade and Consumer Protection (DATCP) must prepare and adopt erosion control plans. The county land conservation committee prepares plans to conserve long-term soil productivity, protect the quality of related natural resources, enhance water quality and focus on severe soil erosion problems. In 1985, The Oconto County Land Conservation Committee entered into an agreement with DATCP to prepare a County Erosion Control Plan. The Oconto County Erosion Control Plan was adopted in 1987.

### **County Shoreland and Floodplain Ordinance**

The *Oconto County Shoreland and Floodplain Zoning Ordinances* were adopted by the Oconto County Board in 1983 and 1987, respectively. The purpose of the shoreland zoning ordinance is to further the maintenance of safe and healthful conditions; to prevent and control water pollution; to protect fish spawning grounds and other aquatic life; to control building sites, placement of structures and land uses; and to preserve shore cover and natural beauty.

The shoreland ordinance applies to all shorelands of navigable waterways in the unincorporated areas of Oconto County which are: 1,000 feet from the ordinary high water elevation of navigable lakes, ponds, or flowages; and 300 feet from the ordinary high water elevation, or to the landward side of a floodplain, of the navigable reaches of rivers or streams, whichever distance is greater. This ordinance regulates parcel size, alteration of surface vegetation, land surface alterations, sewage disposal, filling, toxic dumping, lagooning/dredging, commercial advertising and mandates a basic building and structure setback of 75 feet from the ordinary high water mark.

The Oconto County Floodplain Zoning Ordinance was adopted to promote public health, safety, and general welfare, and to minimize flood losses in areas subject to flood hazards. The ordinance regulates residential development, storage of hazardous materials, uses which may be detrimental to permitted uses in adjoining districts, sewage disposal, wells for drinking water, and wastewater ponds or facilities, except those permitted under Wisconsin Administrative Code (NR 110.15) within the FEMA designated floodplain area. Refer to Map 2.9 for an illustration of these rural areas which are covered by the Floodplain Ordinance.

### **Shorelands**

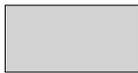
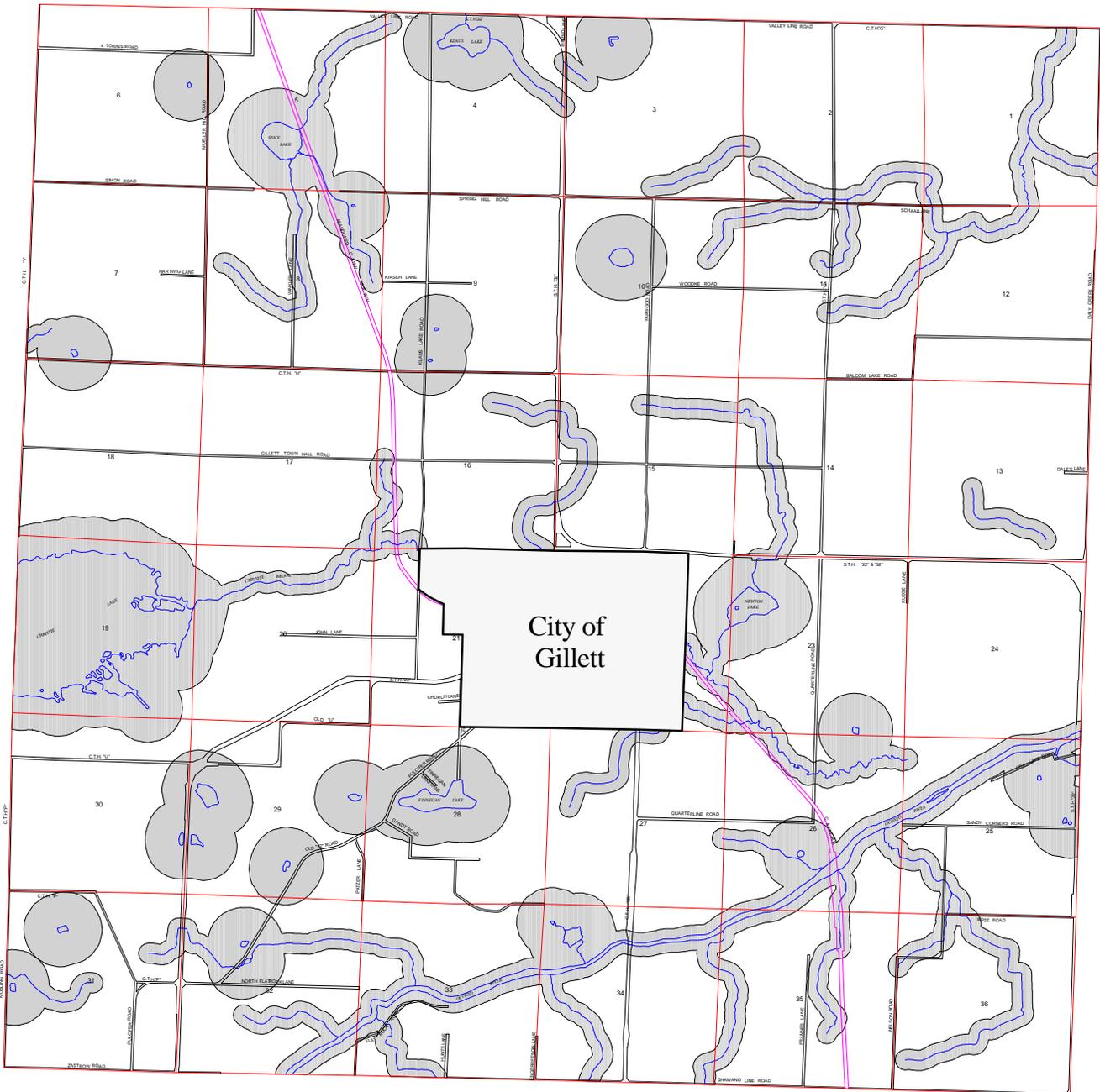
Shorelands are often viewed as valuable recreational and environmental resources in both urbanized and rural areas. As a result, the State of Wisconsin requires that counties adopt shoreland/floodplain zoning ordinances to address the problems associated with development in floodplain areas. Development 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 59.692 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. 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. Map 8.2 illustrates the locations of these shoreland areas.

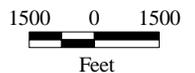
# Shorelands

## Town of Gillett

Oconto County, Wisconsin



Shorelands



Source: Bay-Lake Regional Planning Commission, 2000.

## **CURRENT LAND USE INVENTORY**

A detailed field inventory of land uses in the town of Gillett was conducted in the fall of 2000 by the Bay-Lake Regional Planning Commission. This land use information was then compiled into generalized land use categories and is presented in Table 8.1 and Map 8.4 (Appendix B contains the detailed land use calculations). 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: Town of Gillett 2000 Land Use Summary

| Land Use Type                  | Total Acres     | Percentage<br>Total Land | Percentage<br>Developed Land   |
|--------------------------------|-----------------|--------------------------|--------------------------------|
| <b>DEVELOPED</b>               |                 |                          |                                |
| Residential                    | 67.5            | 0.31                     | 6.19                           |
| Single Family                  | 63.3            | 0.29                     | 5.81                           |
| Mobile Homes                   | 3.0             | 0.01                     | 0.28                           |
| Vacant Residential             | 1.1             | 0.01                     | 0.10                           |
| Commercial                     | 4.8             | 0.02                     | 0.44                           |
| Industrial                     | 40.1            | 0.18                     | 3.68                           |
| Transportation                 | 632.4           | 2.87                     | 58.07                          |
| Communications/Utilities       | 9.6             | 0.04                     | 0.88                           |
| Institutional/Governmental     | 4.5             | 0.02                     | 0.41                           |
| Recreational                   | 100.7           | 0.46                     | 9.25                           |
| Agricultural Structures        | 228.6           | 1.04                     | 20.99                          |
| Land Under Development         | 1.1             | 0.00                     | 0.10                           |
| <b>Total Developed Acres</b>   | <b>1,089.1</b>  | <b>5.0</b>               | <b>100.0</b>                   |
| <b>UNDEVELOPED</b>             |                 |                          |                                |
|                                |                 |                          | Percentage<br>Undeveloped Land |
| Croplands/Pasture              | 12,941.0        | 58.83                    | 61.90                          |
| Woodlands                      | 6,574.4         | 29.89                    | 31.45                          |
| Open/Vacant Space              | 10.1            | 0.05                     | 0.05                           |
| Other Natural Areas            | 781.8           | 3.55                     | 3.74                           |
| Water Features                 | 600.3           | 2.73                     | 2.87                           |
| <b>Total Undeveloped Acres</b> | <b>20,907.7</b> | <b>95.05</b>             | <b>100.0</b>                   |
| <b>Total Land Area</b>         | <b>21,996.8</b> | <b>100.0</b>             |                                |

Source: Bay-Lake Regional Planning Commission, 2000.

### **Planning Area**

The town of Gillett encompasses approximately 22,000 total acres of land. Of this, 1,089 acres, or five percent of the town, are developed, leaving 20,908 acres (95 percent) of undeveloped land. Of these undeveloped lands, the vast majority of the acreage are croplands or pastures.

### **Residential Land**

Residential development in the town of Gillett is similar to most other rural towns in Wisconsin. Most of the residential uses are located along primary transportation corridors such as state highways 22 and 32 in the town of Gillett. Additional residential concentrations are located along the Oconto River on Flat Rock Heights Lane and Gray Lake Road. Residential land uses account for 67 acres of land which is six percent of all developed land uses within the town, and less than

one percent of the total town land use. There are approximately twelve residential uses per square mile within the town of Gillett.

### **Commercial Land**

There are various commercial land uses within the town of Gillett. Some commercial land uses in the town include Luedke Auto, Gillett Well Drilling, Young Well Drilling, Cenex, Country Roads Family Diner and Northwood's Veterinarian. The majority of the commercial uses in the town are located along STH 32 and 22. Commercial land uses make up five acres of the land within the town.

### **Industrial Land**

Industrial uses occupy approximately 40 acres of land which is 3.7 percent of all developed land in the town. A large gravel pit in the southwestern portion of the town, along with Gillett Cement Products Inc. located on STH 32, account for the majority of the industrial land uses in the town. In addition, several small gravel pits and storage structures are located within the town.

### **Transportation**

Transportation land uses within the town of Gillett consist of the entire street network and off-street parking. Transportation uses account make up approximately 632 acres of land, or 58.4 percent of all developed land. Transportation uses account for three percent of all land within the town.

### **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 9.5 acres of land in the town of Gillett. The sewage treatment plant, which is owned by the city of Gillett, makes up the majority of the land in this category.

### **Institutional/Governmental**

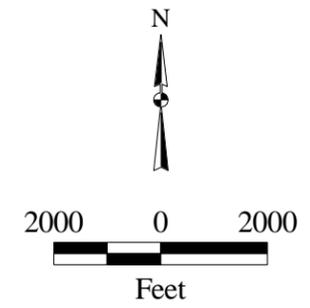
Institutional/Governmental uses generally include schools, clinics, government buildings, churches, etc. The land uses in this category consist of approximately four acres of land in the town. Institutional/Governmental land uses in the town of Gillett include the town hall, fire station, municipal garage, churches and cemeteries.

# Zoning Town of Gillett Oconto County, Wisconsin

Water Features  
Oconto County Recreation Trail

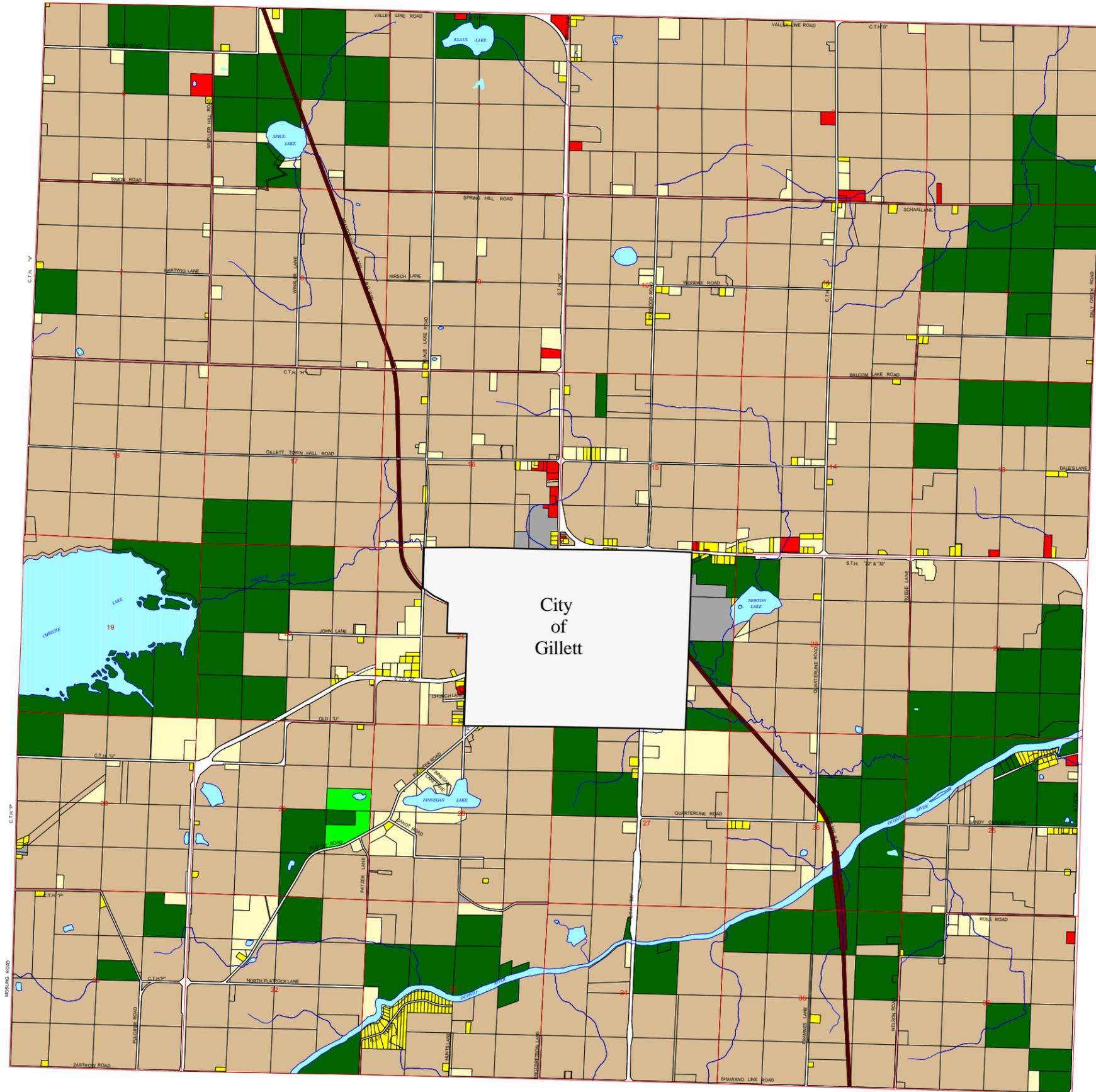
**Zoning Districts**

- R1 - Residential Single-Family
- RR - Rural Residential
- GC - General Commercial
- I - Industrial
- A - Agricultural
- F - Forest
- C - Conservancy

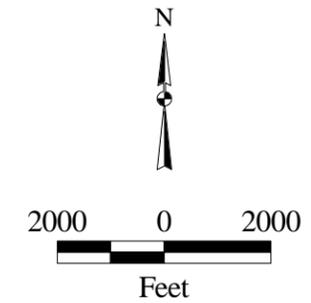
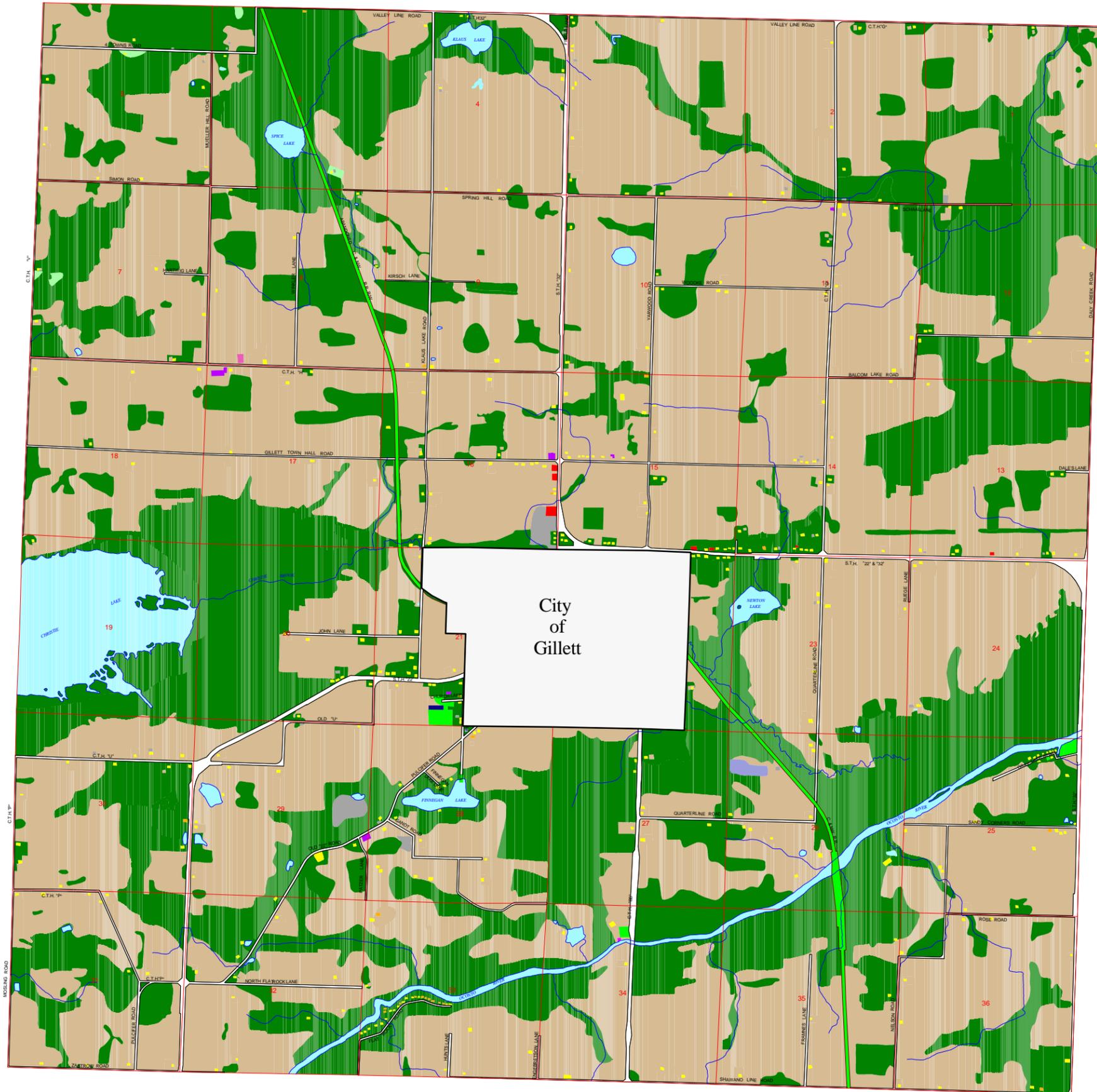


NOTE:  
This map is NOT an official zoning map.  
This map is intended for general and  
informational use only.

Source: Oconto County; Bay-Lake  
Regional Planning Commission, 2000.



# 2000 Land Use Town of Gillett Oconto County, Wisconsin



Source: Bay-Lake Regional Planning Commission, 2000.

### **Parks and Recreational**

Various recreation opportunities exist within the town of Gillett, as evidenced by the 101 acres of land (nine percent of developed land) dedicated to this use. The Oconto County Recreation Trail, which makes its way through the town and the city of Gillett, accounts for the majority of the acreage (83 acres) in the category. In addition, a large park area consisting of athletic fields located west of the city of Gillett covers ten acres of land and BB County Park, located adjacent to the Oconto River, also makes up a portion of the land in this category. Several small parks, a wayside and boat landings account for the remainder of the land classified as parks and recreation.

### **Agricultural Structures**

Items found on farmsteads, excluding the home, including barns, silos and outbuildings, make up the land uses in this category. As a result of the large amount of agricultural land and active farms in the town, 228 acres of land (21 percent of developed land) is dedicated to this use.

### **Open Space**

Open space is usually used to classify vacant lots in urban settings. However, In the town of Gillett, this classification is used for areas located in the northwestern portion of the town. Open space accounts for ten acres of land in the town.

### **Croplands/Pasture**

Croplands/Pasture make up the largest classification in the town of Gillett accounting for 12,941 acres (58.8 percent) of the entire town. The larger tracts of the of agricultural land are generally found in the northern portion of the town. The remainder of the town's agricultural land is interspersed with wetlands, floodplain, and steep slopes.

### **Other Natural Areas**

Natural areas consist of land not actively farmed, but also not considered woodlands, and includes marshes and grassy floodplain areas. Natural areas account for approximately 782 acres land, or 3 percent of the town of Gillett. Natural areas are dispersed throughout the town, with large areas around Christie Lake.

### **Woodlands**

Woodlands are scattered throughout the town and account for 6,574 acres of land, or 30 percent of the town of Gillett. Large areas of woodlands can be found along the Oconto River and around the various lakes in the town.

### **Water Features**

The Oconto River and Christie Lake are the primary water features located in the town of Gillett. Various small lakes and ponds account for the remainder of the water features found within the town. Water features total 600 acres of land, or 2.7 percent of the town of Gillett.

## **LAND SUPPLY**

### **Amount**

Currently the town of Gillett allows for ample room to develop with residential, commercial, park and recreation, institutional, etc., while preserving the natural amenities that give the town 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 town. Taking in account the various factors which may affect development, it is determined that an adequate amount of developable lands exist within the town of Gillett for the planning period.

### **Price**

Information on land prices were obtained from R & R Assessing. Approximate cost **per acre** of lands listed with this agency are:

- Commercial - \$15,000-\$20,000
- Farm property - \$700-\$1,000
- Residential property - \$1,500-\$10,000

The prices of these 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 were attracting higher price listings. For more information regarding land prices for residential, commercial, industrial, recreational and other land uses in the town of Gillett, contact any local realtors.

### **Demand**

Based on building permit information from the Wisconsin Department of Administration and Oconto County, the town of Gillett experienced 46 housing permits for new residential construction from 1990 to 1999. If this trend continues, the town could expect approximately 100 new homes by the year 2020. However, the trend for many families has been to move from the city to lower density areas within the region, and commute a hour or more to work. If this trend continues, the demand for more housing in rural communities will likely increase.

The demand for commercial lands in the town has not been high in the past 10-20 years. Many of the businesses have been locating within the city of Gillett or surrounding municipalities. With the increased development of highway commercial businesses, the demand for highway commercial in the town of Gillett may increase along STH 32 and STH 22 during the planning period.

## **LAND USE ISSUES AND CONFLICTS**

The town will need to work with the Oconto County Zoning Office in order to correct the town's zoning map. As with a number of towns within the county the town's zoning map needs to be updated to reflect current uses within the town of Gillett and to correct obvious mapping errors. In utilizing the Commission's Geographic Information System to overlay the current (2001) land use with the county zoning districts, there does not appear to be many conflicts between zoning and land use.

However, there are opportunities for conflicts to arise between uses in the future, especially as residential growth takes place in the historically agricultural areas, and commercial and/or industrial development takes place adjacent to residential areas. Allowing for adequate screening, setbacks and buffering should alleviate much of the incompatibility, as will additional county controls within the subdivision ordinance and ordinances regulating signage, lighting and noise.

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, the area identified for possible commercial businesses is recommended for additional design standards, to be determined by the town, and the location is set to allow the least impact on neighboring uses not conducive to commercial businesses.

## **ANTICIPATED LAND USE TRENDS**

Analyzing data within past presented chapters, the following land use trends were developed for the planning period. It is expected that these trends will influence the town's future growth and preservation. The Town's Plan Commission and Town Board will need to address these trends over the next two decades in order to reach the town's desired vision. The following trends were used to provide direction in the development of the General Plan Design, along with the town's goals, objectives, and policies, the issue identification and the town wide survey results. Some of these trends are also very similar to the trends of several communities located adjacent to the town of Gillett.

- The demand for increased lot sizes will increase and the ratio of persons per household will decrease resulting in greater acreage needs to accommodate future residential growth.
- Residential developments adjacent to the city of Gillett will continue with the possibility of receiving adequate services and to preserve the rural nature of the surrounding town.
- The town of Gillett can expect a projected minimum (528) dwelling units and a projected maximum (587) dwelling units through the year 2020, a 86 to 145 housing unit increase.
- Farmlands will continue to be preserved in the town to allow for general crop farming.
- The rural character will continue to be maintained in the town, preserving the natural vegetative structure resulting in the protection of wildlife and fish spawning habitats.
- The use of on-site wastewater septic systems and individual groundwater wells will continue within the town throughout the planning period, with the possibility of the city of Gillett extending services to adjacent developments.

- As computer technology continues to advance in global information (Internet), home occupations will likely increase.
- Commercial uses will likely begin to increase, and primarily will be located at the intersection of STH 32 and Gillett Town Hall Road.
- Future light industrial developments will be located within areas near STH 32, or be directed instead to the city of Gillett or other adjacent communities with existing services.
- The town will experience a demand for services, as the median population age continues to increase.
- The town of Gillett will work with the city of Gillett and Oconto County to ensure that seasonal and year-round residents will continue to enjoy the trails, lakes and woodlands for generations to come.

## **DEVELOPMENT CONSIDERATIONS**

### **Environmental and Public Utility Considerations**

The population projections found in Chapter 3 of this document can be used to provide the town with an adequate measure of the number of acres that will be needed to accommodate future growth. The following environmental and public utility considerations should be utilized to provide the town with an indication of which acreage of the municipality is best suited for development.

Since suitable vacant lands exist within the town, it would **not** be necessary to propose development within the town's remaining "environmental corridors". These areas shall be protected and integrated into the overall development of the town. The town has an abundance of these unique areas including wetlands, floodplains, and steep slopes which can add significantly to the aesthetic appeal of the community while providing important ecological and environmental functions such as stormwater retention and flood control.

The town currently does not provide municipal sewer and water to its residents. The plan recommends that individual property owners continue to install and maintain their own wells and on-site wastewater systems. The need for the protection of the watersheds and aquifers within the town is thus required in order to provide town residents with safe, usable water.

An adequate network of arterial, collector, and local roads are already in place throughout the township, which could readily serve future traffic flows generated from any increased growth.

### **Planning Criteria**

Planning criteria are developed in order to give the 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. The criteria used by the town, when developing the general plan design, was based upon values identified by the State, Oconto County and the town of Gillett.

The following State criteria are based upon Smart Growth criteria encouraged within community plans:

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- Encouragement of neighborhood designs that support a range of transportation choices.
- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
- Protection of economically productive areas, including farmland and forests.
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
- Preservation of cultural, historic and archaeological sites.
- Encouragement of coordination and cooperation among nearby units of government.
- Building of community identity by revitalizing main streets and enforcing design standards.
- Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
- 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.
- Promoting 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.
- Balancing individual property rights with community interests and goals.
- Planning and development of land uses that create or preserve varied and unique urban and rural communities.
- 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.

The *Oconto County Zoning Ordinance* has identified the following criteria for all the unincorporated areas within Oconto County:

- Preserve adequate open spaces for present and future use and recreational use;
- Maintain natural or undeveloped lands and buffer zones between developed areas;

- Protect scenic and historically valuable sites;
- Protect forests, wilderness and wildlife, and maintain other factors that insure balance of ecological systems by not developing forests, wetlands, beaches, estuaries and shorelands;
- Prevent the construction of buildings in hazardous areas such as floodplains and wetlands;
- Maintain highly productive farmland;
- Prevent erosion and unnecessary destruction of ground-cover;
- Minimize pollution of the water, land and air.

The town of Gillett has identified the following criteria from the issue identification process, the town wide survey results, and the plan's goals and objectives:

#### Community Growth

- To maintain the town's rural atmosphere;
- To provide for limited development while preserving the agricultural lands and maintaining the integrity of the environment;
- To protect all future growth areas from incompatible development;
- Steer intensive developments adjacent to or within the city of Gillett – which is better equipped with infrastructure to handle them;
- Cooperate with the city of Gillett and surrounding towns on future planning projects and boundary issues to minimize conflicts.

#### Residential

- Direct new development to appropriate locations to maintain the rural character of the town;
- Situate residential development in and adjacent to areas that minimize impacts upon agricultural lands and the environment;
- Residential developments should be directed to areas which will allow for compatible uses, and will minimize conflicts between farming and non-farming land uses within the town;
- Direct multi-family developments toward areas that have the adequate facilities and services that they need;
- Provide for a variety of quality housing opportunities for all segments of the town's current and future population.

#### Commercial/Industry/Parks

- Only allow limited commercial development that addresses its impacts on surrounding uses and the environment to minimize adverse impacts;
- Consider neighborhood and highway commercial business (fast food and family restaurants, neighborhood grocery, gas station, etc.);

- Plan for future commercial near areas that have high visibility from roadway, is compatible with adjacent uses, near intersections, has adequate room to develop off-street parking and landscaping;
- Industry will be allowed to locate within the town, but are encouraged to locate within the city of Gillett industrial park, or in an adjacent community capable of providing needed services;
- Cooperate with the city of Gillett, Oconto County and other adjacent communities on the maintenance of existing parks and development of additional recreational opportunities.

### **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 town-wide survey results. Over an 14 month period, the Town Plan Committee met more than 12 times to review town data and growth options. From these meetings and presentation to the public, a 2020 General Plan Design was developed and approved.

One noticeable difference that needs to be taken into consideration is the visual representation of the 2000 Land Use map and the 2020 General Plan Design map. The General Plan Design was developed by the town utilizing the parcel mapping. As mentioned previously in this chapter, the existing land use was done by specific structural or feature basis rather than parcel-by-parcel. In order to more accurately determine on a parcel basis, the amount of land developed and how much land is available for growth, the Commission's GIS system was utilized. Parcels that have existing development on them were tagged as developed, and the remaining parcels are available for future development. However, there are rare instances where the designated land use did not precisely match the parcel. Overall, by converting the existing land use acreages into parcel acreages gives a better representation of the amount of land that is developed and how much land is available for future development in the town of Gillett.

### **Five Year Incremental Land Use Projections**

Wisconsin statues require Comprehensive Plans to include projections, in five-year increments, for future residential, commercial, and industrial land uses in the community over the twenty year planning period.

### **Residential Projections**

The methodology used to project the Town's future residential land use acreage employed: the projected housing needs presented in Chapter 3 of this document, an assumed dwelling unit per 1.8 acres ratio for each housing type, and a multiplication factor of (2.0) to allow for market flexibility. Based on this methodology, the Town would need to accommodate approximately 137 acres for future residential development over the next five years, 140 acres between 2005 and 2010, 122 acres between 2010 and 2015, and 122 acres between 2015 and 2020, for a total of 521 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 develop, rather the specified uses shall be allowed if consistent with the type, location, and density of the development;
- some of the lands would 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 percent of the gross land area. Therefore, the gross total for land allocated for residential development should be approximately 695 acres in the town. On the 2020 General Plan Design map, the town of Gillett has allocated approximately 850 acres for residential growth.

### **Commercial Projections**

To calculate commercial land use projections, the Commission compared the current ratio of residential acreage to commercial land use acreage by parcel in the Town (14:1) based on the 2000 land use inventory. Based on this methodology, the Town would need to accommodate about 10 acres for future commercial development over the next five years, 10 between 2005 and 2010, 9 acres between 2010 and 2015, and 9 acres between 2015 to 2020. The town has allocated approximately 99 acres for commercial uses on the 2020 General Plan Design. The larger commercial acreage allocation on the plan design is due in large part to the highway exposure and the close proximity to the city of Gillett. It is the hope that this will attract more commercial businesses to the area and help create more jobs. These areas designated as commercial will also allow for proper parking facilities and adequate buffers between the different business types.

### **Industrial Projections**

Industrial lands are projected in the same manner as the commercial lands. According to the 2000 land use inventory, the current ratio of residential acreage to industrial land use acreage in the Town is 11:1. Therefore the town would need to accommodate about 12 acres for future industrial development over the next five years, 13 between 2005 and 2010, 11 acres between 2010 and 2015, and 11 acres between 2015 to 2020. The town has allocated approximately 34 acres for industrial uses on the 2020 General Plan Design. The town has also recommended that the majority of future industries locate within the city of Gillett's industrial park where the industries can be supplied with adequate services.

## **DEVELOPMENT STANDARDS**

### **General Plan Design Classifications**

The classifications listed below closely follow a set a standards which were developed and are utilized by the Regional Planning Commissions (RPC)of eastern Wisconsin (Bay-Lake RPC & Southeastern Wisconsin RPC). These classifications set by the RPC's were utilized in the beginning of the development of the General Plan Design to assist the town with allocating various areas for the different types of land use. The town in some cases follows the standards set by the RPC's, and in other cases set town specific standards which the town believes are a better

representation of the community’s character and more fully meet the wishes of the town’s citizens.

The General Plan Design has 10 classes of land use. The majority of the classifications correspond to the districts within the *Oconto County Zoning Ordinance* that are in existence within the town of Gillett, to ease future implementation of the plan. A more detailed explanation of recommended uses within each classification can be found in the Recommended Development Strategy portion of this plan beginning on page 8-26. The General Plan Design classifications, and a general description of each are as follows:

- |                               |                             |
|-------------------------------|-----------------------------|
| 1. Single Family Residential  | 6. Communication/Utilities  |
| 2. Rural Residential          | 7. Park & Recreation        |
| 3. Commercial                 | 8. Agricultural             |
| 4. Industrial                 | 9. Forest/Open Space        |
| 5. Governmental/Institutional | 10. Environmental Corridors |

### **Single-Family Residential**

Identifies areas recommended for single-family residential development located adjacent to the city of Gillett’s existing development. Also includes existing areas throughout the town with dense residential development.

### **Rural Residential**

Identifies areas that are also recommended for residential development, consisting of the same minimum lot size as the “Single Family Residential” category. However, these areas will also allow a mixture of uses such as agricultural, and provide a good transition from dense development to the rural countryside.

### **Commercial**

Due to the different types of commercial uses allowed in this classification, two categories will describe the uses that shall be allowed based on the Town’s recommendations.

1. **Highway Commercial:** Identifies location and types of commercial uses which would target transient traffic, good customer base, have good visibility, and have ease of access.
2. **Other Commercial:** Areas of existing zoned commercial businesses scattered throughout the town. Also incorporates existing and future home occupational businesses.

### **Industrial**

Specific areas identified by the town as existing, or recommended for industrial use for the planning period.

**Governmental/Institutional**

Identifies existing or planned governmental/institutional facilities within the town.

**Communication/Utilities**

This classification discusses communication or utility facilities within the town that are existing or are recommended for the planning period.

**Forest/Open Space**

Includes areas of vast woodlands and valuable open spaces within the town of Gillett.

**Agricultural**

Identifies areas recommended to be preserved for the purpose of the raising of livestock and general crop farming.

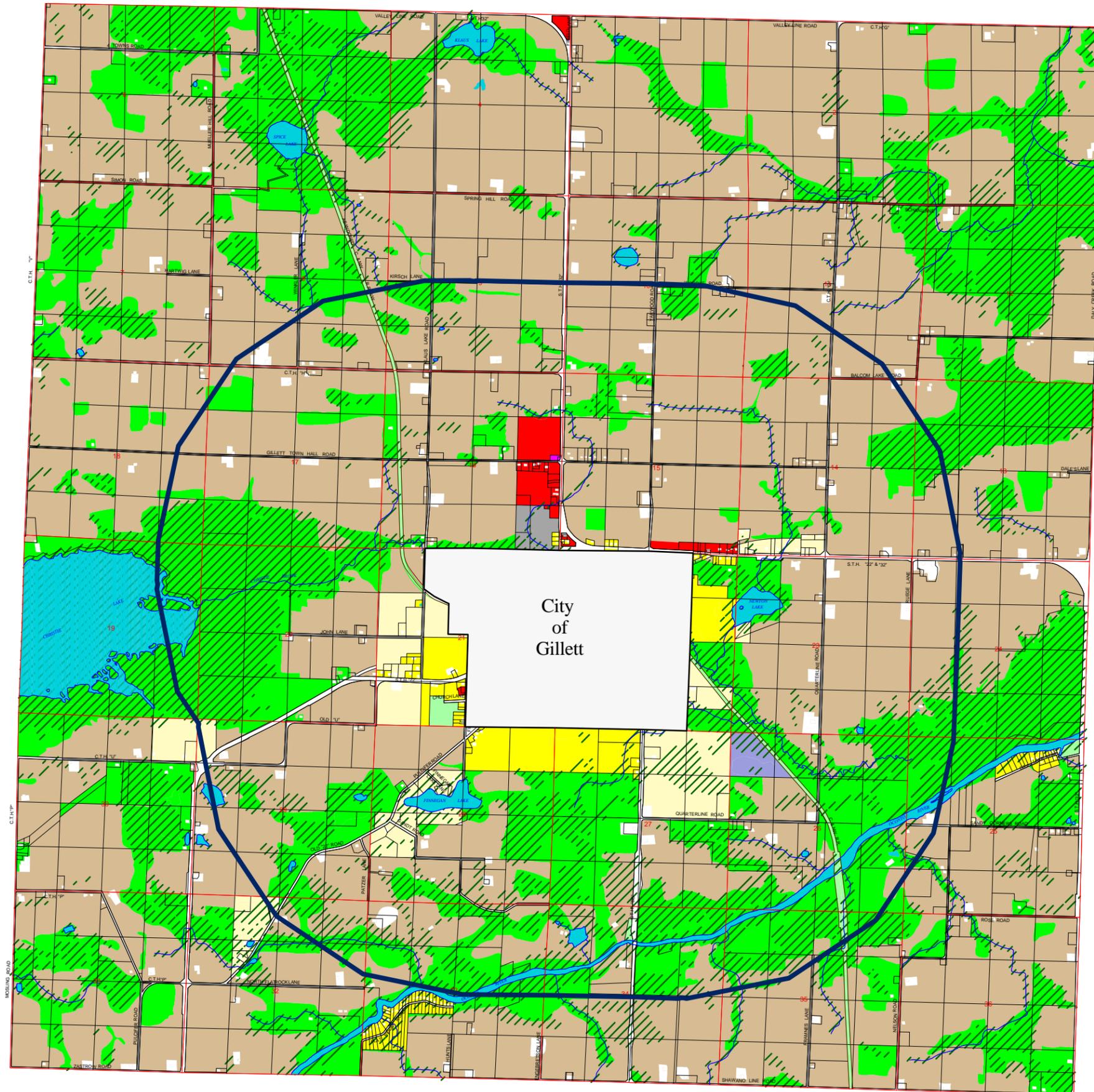
**Park & Recreation**

Identifies existing or planned recreational trails and other recreational facilities within or near the town of Gillett.

**Environmental Corridors**

Contains four elements including; 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA), DNR wetlands, steep slopes of 12 percent or greater, and a 75-foot setback from all navigable waterways as defined by the Oconto County Shoreland Zoning Ordinance. Also includes other significant features or areas identified by the town.

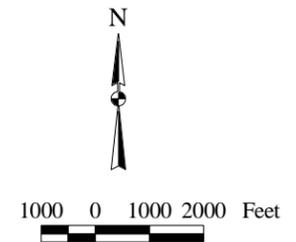
# 2020 General Plan Design Town of Gillett Oconto County, Wisconsin



City of Gillett  
 Existing Rural Development  
 Environmental Corridors  
 Water Features  
 1.5 Mile Extraterritorial Boundary

**GPD Categories**

- Single Family Residential (2 Acre Min.)
- Rural Residential (2 Acre Min.)
- Commercial
- Industrial
- Communications/Utilities
- Governmental/Institutional
- Park & Recreation
- Forestry/Open Space (10 Acre Min.)
- Agricultural (3 Acre Min.)



Source: Bay-Lake Regional Planning Commission, 2001.

## **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 town. 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. The type and density of the land use is identified within each classification.

### **Residential Development**

As residential development pressures continue, the town must closely monitor the proposed types of development regarding their impacts on the natural resources and rural character of the town. The General Plan Design includes three primary areas for residential types of growth.

#### ***Single Family Residential***

The Single Family Residential development are those units that are intended to promote orderly and efficient growth which are consistent to the land uses adjacent to the city of Gillett. It is the intent that these areas develop at a **2 acre minimum** for newly created residential lots, plus allowing infilling of existing vacant lots 20,000 square feet or greater. Residential developments should be steered to these areas rather than allowing the developments to scatter throughout the town. This would help to preserve the open spaces, viewsheds and natural settings that are prevalent throughout the town. Locating the single family residential developments adjacent to the city of Gillett will also ensure that the prime farmlands found throughout the town are preserved, thus lessening potential conflicts between residential and agricultural land uses.

By locating near the city of Gillett, residential developments in these areas could potentially receive services such as sewer and water. In order to ensure the city's cooperation regarding urban services, a boundary agreement is recommended. It is also recommended that at the time of development near the city, that the developments comply with the city's "Official Map" regarding street extensions and minimum standards for city streets. These areas are where future annexation will most likely occur as public amenities such as wastewater treatment and municipal water are demanded.

Other areas in the town that have been classified as Single Family Residential are found in two areas along the south side of the Oconto River. These areas are classified as such because of the dense development that currently exists along the river. These two areas are intended to remain as they have throughout the planning period by allowing infilling of existing vacant lots 20,000 square feet or greater for future residential development.

#### ***Rural Residential***

The second type of residential development addresses those areas also intended to develop at a minimum residential lot size of one unit per **2 acres or greater**. The Rural Residential category is similar to the Single Family classification with the difference being Rural Residential shall

allow a mixture of farming uses. These farming uses shall be compatible with other surrounding land uses as well. Infilling of existing vacant residential lots will also be permitted. These areas will also help to preserve the town's rural nature and ensure that there will be less conflicts between incompatible land uses. The Rural Residential classification allows the town to provide for a range of lot sizes within the town, while providing a transition from the city to the countryside.

- *Quarterline Road Area*

These areas consist of steep rolling topography and woodlands, an area not considered ideal for farming. This area of the town lends itself to develop in a more orderly and efficient pattern due to its close proximity to the city of Gillett. The area is also currently zoned for residential development.

Since environmental corridors exist in this area, it is recommended that development be designed around these areas in order to not negatively impact the environment. Review of developments in this area will be necessary in order to determine if proposals are infringing on any one of the environmental corridor elements (wetlands, floodplain, steep slope or the 75-foot setback from all navigable waterways).

- *Klaus Lake Road Area*

This area allows for a transition from dense development within and adjacent to the city of Gillett, to the rural, natural atmosphere that exists within the town. This area is partially developed and currently zoned for residential development.

- *Other Rural Residential Areas*

Other areas in the town classified as Rural Residential include lands around Finnegan Lake, near CTH U and along Old "22" Road (See Map 8.5). These areas consist of steep slopes and are not considered ideal for farming. In addition, Oconto County currently zones these areas as Rural Residential. Therefore, the town recommends that these lands be used for residential purposes that will maintain the natural views that currently exist within these areas.

### ***Open Space/ Forestry/Agricultural Areas***

The third type of residential development addresses lands within agricultural, woodland and open areas. These areas are intended to remain as they are at the time of this plan with minimum requirements of **one residential unit per 3 or more acres** in agricultural lands, and **10 or more acres** in open space areas and woodlands. It is felt by the town that further development of these areas will likely spur greater fragmentation of the remaining agricultural lands and natural features within the town. If residential development is to occur in these areas, adequate buffers shall exist between farming and non-farming operations in order to lessen conflicts. Subdivisions are not encouraged within these areas in order to maintain the scenic views that the town currently has.

Individual proposals for residential development in these areas need to be considered on their own merit. If it is found that new residential development will not have a negative effect on an existing farm operation or the rural character of the town, it may be possible to allow limited residential development.

Criteria for review in these instances should include at a minimum,

- an inventory of surrounding land uses;
- consideration of the potential impacts to neighboring development;
- location of woodlands and prime agricultural soils;
- soils test results and the type of on-site treatment system that would be required;
- whether the new development would be taking place on an existing town road, or if it would require the construction of a new street resulting in additional maintenance costs for the town.

Overall, the town shall encourage future land divisions and residential developments within the proposed residential classifications **only**. This practice will encourage infill development and discourage further fragmentation of agricultural areas. Planned unit developments/cluster developments work best near natural features in these areas protecting both vegetated and/or open space views.

Additionally, it is the intent of this plan to see all future residential developments occur without negatively affecting the function or the look of the town's unique environmental features. In most cases, the plan's intent is to protect existing natural areas (vegetated areas and/or open space views) from being developed. Large stands of trees as well as open spaces, if they are to be developed, should be developed in such a way as to complement their aesthetic nature.

### *Other*

In order to maintain the rural nature of the town and to allow for compatibility of land uses, the town of Gillett recommends that more intensive developments, such as multi-family residential, consider locating within the city of Gillett which contains adequate services.

## **Commercial Strategy**

### ***Highway Commercial***

The commercial activities within the town are targeted on the west side of STH 32, at the intersection of Gillett Town Hall Road, and northeast of the city of Gillett along STH 32. These sites are envisioned to fulfill the needs of the residents plus capitalize on high traffic volumes, good visibility, access on a major state highway, and have ease of access and enough area to accommodate off-street parking and landscaping. These sites will promote highway as well as neighborhood type businesses such as restaurants, gas stations, grocery store, etc. According to the 2000 community survey, the respondents stated that fast food restaurants, grocery store, gas station, and hotel/motel would be appropriate in the town along STH 32. The areas classified as commercial on the 2020 General Plan Design map shall have identified standards for the commercial uses allowed within them. The town will have minimum sign, landscaping, lighting, parking and access standards that fit the town's atmosphere. Business hours shall be regulated as well so as not to detract from the rural, natural environment of the town.

### ***Other Commercial***

The Other Commercial category accounts for businesses such as taverns, restaurants, and other existing commercial uses found within the town. It is the intent of this plan that these existing establishments, that are currently zoned commercial, continue throughout the 20 year planning period. In addition, home occupational businesses, which the town recognizes as a permitted use, also falls into this category. The town will need to ensure that what home occupational businesses exist do not outgrow their current location or become nuisances to adjoining land owners. Those home occupational businesses that expand and need a zoning change to continue to operate, should be encouraged to locate their business in the areas designated as commercial, or in the city of Gillett with the services capable of sustaining their business.

Plenty of land (approximately 99 acres) has been allocated to accommodate any future commercial uses. Therefore any new commercial businesses, or expanding businesses should be directed toward these areas. Overall, as with any kind of development, when commercial development is proposed within the town, the Town Plan Commission and Town Board must closely monitor the capacities of the infrastructure and community services that accommodate this new development and weigh the future costs to benefits. The town shall **not** encourage the development of commercial businesses within the town not specified within the plan. More intensive commercial businesses shall be directed to the city of Gillett, or other adjacent communities that currently have adequate infrastructure and services.

### **Industrial Strategy**

One area in the town is designated for industrial uses within the town of Gillett. Located along STH 32, north of the city of Gillett, the area currently consists mainly of the Gillett Cement Products. However, the town of Gillett will also work with the city of Gillett on expanding the City's industrial park to create more jobs for the area. Due to Gillett Cement currently occupying the majority of the industrial lands designated within the town, it is recommended that future industries be steered toward the City's industrial park, which has the adequate services industries need.

If additional lands for industrial expansion would be needed within the town during the planning period, the agricultural lands immediately west of the industrial location illustrated in the General Plan Design would be utilized. These areas are immediately adjacent to the city and would allow for possible expansion of City's industrial park.

As with the commercial development, when industrial development is proposed within the town the Town Plan Commission and Town Board must closely monitor the capacities of the infrastructure and community services that accommodate this new development and weigh the future costs to benefits.

### **Governmental/Institutional**

The Town Hall is the only use illustrated on the General Plan Design Map (Map 8.5) as Governmental/Institutional. The existing Town Hall is sufficient for the town's uses, and the site is large enough to accommodate limited future expansions.

It is the intent of this plan to see that the Town Plan Commission and Town Board continue to monitor services provided to the town residents. These officials will work with adjoining

communities and Oconto County to help provide future services as effectively and efficiently as reasonably possible. The town will continue to explore options of maintaining the level of services from the Oconto County Sheriffs Department and other service providing entities. In addition, the town should explore options for future town road services, recycling services and disposal of solid waste, which could be more cost effective and more efficient. It is also recommended that the town cooperate with the city of Gillett, surrounding towns and Oconto County on maintaining and enhancing the recreational facilities in the area.

The town should utilize the Pavement Management Program developed by BLRPC to assist in maintaining the roads in the future. Grant and aid programs shall be explored by the town when considering improvements to any of the town services. The town will continue to work with adjoining towns and Oconto County to update the Oconto County Zoning Ordinance in order to best protect the residents' quality of life.

### **Communication/Utilities**

This classification identifies the city of Gillett sewage treatment facility as the only use within the town. It is expected that the facility will remain throughout the planning period, with no other facilities being added within the town of Gillett.

Services such as electric and natural gas services provided to town residents are adequate and will be available through the planning period. There is also the possibility of the city of Gillett expanding its water and sewer services into the town once development begins to move into the adjacent areas.

It is recommended that the town address the issue of telecommunication towers and antennas. With the expanding use of "cell phones" which provide many benefits, including safety and convenience, their rapid growth also requires an expanding network of new transmission towers. The profitability of wireless communication and intense competition among wireless service providers has resulted in companies quickly erecting towers that can have adverse impacts on the local area. 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. 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.

To address the telecommunication tower issue, it is recommended that the town, along with UW-Extension, Oconto County, and other professional agencies develop a program to educate community officials and citizens on the existing rules and regulations associated with these structures. 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 town should be informed as to when and where possible telecommunication towers may be constructed in and around the town of Gillett.

Wind Turbines are another issue which should be discussed with Oconto County and other professional agencies. The major benefit of wind energy is that it produces electricity without generating polluting by-products. However, there are several other factors which must be discussed regarding the impacts of wind turbines. Some major environmental issues associated with wind turbines include land utilization, visual impact, noise, electromagnetic interference and

power transmission. The town should be informed if any wind turbines are being considered for the area, and should use the factors listed above as planning guides.

### **Park and Recreation**

Given the proximity of community parks and school playground facilities in and adjacent to the city of Gillett, there are no plans for expenditures for a community park in the town of Gillett. However, if future recreational development occurs, the town will work with Oconto County, the city of Gillett, and other adjacent communities to plan for future neighborhood and community parks.

It is also the intent of this plan to promote Oconto County Recreation Trail as a valuable recreational resource in the town. Such promotional activities might include local informational brochures, signs, and additional trail heads. As use of the trail increases and residential development occurs along it, the town should investigate a more restrictive rear yard building setback from the trail to buffer trail users from residential development and to buffer the residences from trail activities. The town shall work with Oconto County to be sure that the trail is maintained and used properly.

### **Agricultural Strategy**

It is the intent of this plan to preserve these lands for continuation of agricultural uses within this classification. Lands devoted to agricultural production are not encouraged to be converted to residential. Future residential development should be directed toward residential areas identified on the General Plan Design Map (Map 8.5). However, if the need arises, it is the town's recommendation to be for a single family residence, with a three acre minimum in order to preserve larger agricultural areas, natural areas, viewsheds, open spaces, and areas deemed important for the town to keep preserved. Adequate buffers shall exist between farming and non-farming operations in order to lessen conflict. Decisions to allow residential development in areas identified for agricultural uses should be limited and decisions to approve or deny must be based on sound land use planning criteria.

It is also recommended that the town address the issue of mega-farming operations. The trend in farming within the State of Wisconsin and Oconto County is showing that the smaller, family-owned farms have difficulty trying to compete with the larger farming operations, which eventually leads to the smaller farms ceasing operations and possibly selling out to developers just to survive. This in turn, could change the landscape of the town as a whole, and possibly create conflicts between different types of land uses.

Throughout the State of Wisconsin and beyond, the trend is turning to cooperative farming practices in which two or more small farming operations combine funds and materials in order to keep up with the corporate mega-farms. To address the mega-farming issue, it is recommended that the town, along with UW-Extension, Oconto County, and other professional agencies develop a program to discuss several issues including the potential impacts that these corporate farms could have on the environment, as well as how mega-farms can affect a community's character.

### **Forest/Open Space**

The Forest/Open Space classification is intended to preserve the natural amenities within the town. By preserving the woodlands and vast open spaces, the town of Gillett will maintain its rural nature which gives the town its character. If these areas were to become developed, a density of **one** residential unit per 10 acres or greater would be permitted. However, residential development in these areas need to show that they will have a minimal affect on wildlife habitats and the rural nature of the town. In addition, care shall be given that residential development along transportation corridors in these areas do not negatively impact the view along the roads. Other possible uses allowed in this classification include the permitted or conditional uses under the Forest District of the Oconto County Zoning Ordinance.

### **Environmental Corridors**

The preservation and protection of natural areas within the town of Gillett will become increasingly important as population and development pressures increase. Many natural features are either unsuitable for development, enhance the appearance of the community, improve natural processes such as flood control, water retention or groundwater recharge. The town of Gillett has many significant natural features including wetlands, large stands of trees, floodplains, lakes, rivers, and creeks. This plan recommends that the natural features within the town remain in their natural state or be minimally modified for possible recreational use.

Environmental corridors are represented by four elements including; 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA), DNR wetlands, steep slopes of 12 percent or greater, and a 75-foot setback from all navigable waterways as defined by the Oconto County Shoreland Zoning Ordinance. These four elements provide serious limitations to development and the floodplains, wetlands and the 75-foot building setback are generally regulated by either the federal, state, or county government. Together, these elements represent the areas of the town that are most sensitive to development and should be preserved.

The 2000 survey results overwhelmingly indicate that residents feel strongly about preserving natural resources. Using the environmental corridors as a guide when reviewing proposed developments will give the town background information on what areas the town residents believe are important to maintaining the town's rural character and the quality of its natural resource base. The town should direct development away from environmental corridors as much as possible. The plan should serve as a guide for the preservation of these areas and alert the town that more detailed studies need to be done, if and when developments are proposed in and around these areas. Impacts should be minimized to the fullest extent possible when developments are permitted.

Additionally, it is encouraged that the town preserve large natural areas and or features within possible subdivisions to enhance/retain buffers between residential uses and transportation routes, plus that agricultural operations should be buffered from waterways by adequate natural vegetation. The town should also explore adding a 50 foot buffer around existing wetlands to further protect water quality and watersheds.

### **Transportation**

The transportation network in the town of Gillett is adequate, given the two State highways and the various County highways that are found within the town. The local road system that is in

place provides good traffic flow within the town from north to south, and east to west. If any new subdivisions are proposed within the town, the Plan Commission and Town Board should require Area Development Plans. This will allow the town to review and ensure that future roads are well designed to promote efficient traffic flow and to avoid unnecessary cul-de-sacs and loops that can increase the town's future maintenance costs.

It is also recommended that the Pavement Management Plan (PMP), prepared in conjunction with this plan by the Commission be utilized by the town. The PMP provides a detailed inventory and description of all the town roads; provides a detailed surface condition survey of those streets; defines the goals and objectives of the town with respect to their street maintenance and repair; and ultimately establishes a long-term maintenance schedule that prioritizes road maintenance and repair needs.

### **IDENTIFIED “SMART GROWTH” AREAS**

During the planning process, the town of Gillett Plan Committee developed a recommended land use plan (Map 8.5) which identifies how the town will develop and preserve its lands throughout the planning period. During this process the Plan Committee 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” within the town of Gillett are found immediately adjacent to the city of Gillett extending out approximately ¼ to ½ mile from the city's border. Locating these areas near the city's existing development allows for more orderly and efficient development patterns. In addition, these lands immediately surrounding the city will allow for a mixture of uses (residential, industrial, commercial, recreational, etc.), and are in close proximity to urban services such as public sewer and water. Locating more development adjacent to the city also assists the town in maintaining its rural character by offering the opportunity to preserve the many valuable natural areas and prime agricultural lands that make up the town of Gillett's landscape.

### **SUMMARY**

Overall, the Town of Gillett 2020 General Plan Design is the result of approximately 14 months of preparation and work done by the Town of Gillett Plan Committee which generally works towards several issues including:

- finding a balance between individual property rights and community wide interests and goals;
- steering developments to areas of within the town in order to minimize land use conflicts;
- understanding the value of environmental corridors and wildlife habitats by steering development away from these areas;
- promoting environmental corridors to serve as natural buffers which will help lessen conflicts;
- preserving productive farmlands within the town;
- maintaining the towns rural and open space character;

- steering more intensive development toward the city of Gillett in order to promote more efficient development patterns;
- cooperation with the city of Gillett and surrounding towns
- 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 town is twofold: first, it identifies a responsible program to improve the overall condition and delivery of public facilities and services; and second, it provides a future development scheme which is not only cost-effective but is also compatible with the town’s existing development pattern and provides for the achievement of the town’s vision and goals outlined within the plan. In simple terms, the town 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 framework of this plan design. To accomplish this, the Town Board, Town Plan Commission and all town residents must work together in an organized and cooperative manner on all future planning efforts within the community. This may require cooperative agreements and joint planning with the adjoining towns and the county.

Table 8.2 contains a summary of the year 2020 land uses which have been designated in the General Plan Design for the town of Gillett along with their approximate acreage totals. It is important to note that the 2020 acres are by parcel and not by individual land uses, resulting in larger acreage calculations than those acreage totals found in the 2000 land use inventory.

Table 8.2: 2020 General Plan Design Acreage Calculations, Town of Gillett.

| Land Use Type              | 2020 Acres    |
|----------------------------|---------------|
| Residential                | 857           |
| Commercial                 | 99            |
| Industrial                 | 34            |
| Governmental/Institutional | 1             |
| Communication/Utilities    | 37            |
| Parks and Recreation       | 104           |
| Agricultural Lands         | 12,753        |
| Open Space/Forest          | 6,881         |
| Transportation             | 630           |
| Water Features             | 600           |
| <b>Totals</b>              | <b>21,996</b> |

Source: Bay-Lake Regional Planning Commission, 2001

## **Chapter 9 - IMPLEMENTATION**

---

---

### **INTRODUCTION**

The final element in a comprehensive planning program is the implementation of the approved Year 2020 Comprehensive Plan. Implementation can take the form of:

1. Carrying out the recommendations in the plan for specific projects, for example, creating an Official Map;
2. Using the plan as a guide to public and private decision-making on matters that relate to the development of the town, 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.

This chapter provides information on the comprehensive plan amendment/update process and its overall use by the town of Gillett. More specific information on various statutory powers which the town may utilize to implement the Year 2020 Comprehensive Plan are also included in this chapter.

### **Role of the plan**

The comprehensive plan must be in conformance with land controls governing within the town. When reviewing any petition or when amending any land controls within the town, the 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 one that needs to be made in which it 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.

### **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 they 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 judgement on the matter at hand.

### **LAND USE PLANNING CONTROLS RECOMMENDATIONS**

#### **Zoning**

The town of Gillett is under the authority of the Oconto County Zoning Ordinance administered by Oconto County, Wisconsin. Many of the future land uses may need re-zoning in order to take place. The town will also need to stand firm on minimum zoning standards regarding natural features and should veto any relaxing attempts of regulations.

- A comparison between the preferred land uses and the County Zoning Ordinance and Zoning Map to determine compatibility and realignment within various districts should take place. The town of Gillett should work with Oconto County in amending the County Zoning to reflect the town's desires, which may mean the development of additional zoning districts.

- Work with the county in identifying standards for lighting, signage and landscaping in order to best protect the rural look of the town, regarding future commercial and industrial uses.

### **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 rural character and abundance agricultural lands in the town of Gillett, it is recommended that the town begin the official map process in specific areas where more intensive development is to take place, as opposed to the entire town.
  - Another option is to require Area Development Plans prior to the approval of certified survey maps or subdivision plats. It is important to note that the city of Gillett currently has a right to exercise extra-territorial plat review over the town, and thereby influence the division of land within 1.5 miles of its border with the town. The town would have discretion in the design of the development plan and in most instances the city of Gillett would have approval authority of any Area Development Plans within 1.5 miles of the city. If approved, the plans would be incorporated as part of the official map. Thus, developers would be required to ensure the town 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 proposed to be platted. This would help the town 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 placed on them, and have greater square footage, the sides of roadways and within community centers become places of growing confusion as each sign attempts to get your attention.

- The town may wish to adopt sign controls to preserve its look and character, especially as commercial businesses develop within the town, as well as in adjoining communities.

### **Erosion and Storm Water Control Ordinances**

Under § 61.354 of the Wisconsin Statutes, the town may enact a construction site erosion control and storm water management zoning ordinance. Oconto County has an adopted Erosion Control ordinance in place. 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 town of Gillett should support this type of ordinance and work with the county to develop, adopt, and ensure compliance by developers. In the future, the town may wish to enforce such an ordinance themselves.

### **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. The town may wish, in the future, to explore the use of such ordinances to promote a specific look for an identified area within the town. Such areas may be along an identified commercial corridor or within an established industrial area (which are identified in this plan). Signage, lighting, exterior building material types and colors would be specifically identified within the ordinance.

### **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.

- Oconto County has an Economic Development Corporation - whose Executive Director is Bruce Mommaerts. It is recommended that the commercial and industrial needs of the town be expressly conveyed to this agency in order to attract the desired commercial and industrial growth.

### **Building/Housing Codes**

The town should work closely with Oconto County in the enforcement of all applicable building/housing codes to ensure that properties are adequately maintained to preserve the rural character of the town and to protect property values. This is important especially for those older areas within the town and for properties that are not owner occupied. The town should review the codes with the county to determine their effectiveness within the town.

### **Floodplain Ordinance**

Oconto County regulates through its Floodplain ordinance development within the designated FEMA floodplain areas. 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 town. To do so the town 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 town will need to work with Oconto County to ensure that strict compliance with all sanitary codes is adhered to within the town. Groundwater protection is of great importance to the town and surrounding communities. Uncontrolled waste can have detrimental and wide ranging impacts on health and property values. The town will review code enforcement with the county to determine its effectiveness within the town, and the town will stay informed on any future changes to code minimum standards which may effect residents and their lands.

### **Subdivision Ordinances**

Section 236 of the Wisconsin Statutes regulates the division of raw land into lots for the purpose of sale or building development. The town may regulate, by ordinance, the subdivision of land within its boundary. 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. A subdivision ordinance would also allow the town to encourage well designed neighborhoods and ensure the creation of adequate land records. In addition, a subdivision ordinance would allow the town to set construction standards and timelines for improvements such as streets. The town could also require dedication of parks and playgrounds or a fee-in-lieu of dedication as a condition of approval of a subdivision, thus implementing another aspect of the comprehensive plan.

- It is recommended that the town of Gillett explore developing and adopting a subdivision ordinance to utilize the ordinance to require dedication of recreational areas by developers and regulate how lots are developed, arranged within specific areas. It is recommended that any ordinance be developed jointly with Oconto County, BLRPC and/or other planning services. Also, the city of Gillett currently has a right to exercise extra-territorial plat review over the town, and thereby influence the division of land within 1.5 miles of its border with the town.
- The town can petition the county to amend the County Subdivision Ordinance to include specific town wishes/standards, as other towns have done in the past.

## COMPREHENSIVE PLAN INTERNAL CONSISTENCY

The comprehensive plan was developed sequentially in order to develop a plan with supportive goals, objectives, policies, and programs. Utilizing a community survey 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 town 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 STEPS

| Implementation Timeline |   |                           |   |        |   |        |        |                                   |  |  |
|-------------------------|---|---------------------------|---|--------|---|--------|--------|-----------------------------------|--|--|
| Category                | YEAR 1  | YEAR 2                    | YEAR 3  | YEAR 4 | YEAR 5  | YEAR 6 | YEAR 7 | YEAR 8                            | YEAR 9   | YEAR 10                                |
| Planning Elements       |   |                           | Review Chapter's Goals<br>Evaluate Against WDOA Estimates |        | Review Chapter's Goals<br>Evaluate Against WDOA Estimates   |        |        |                                   | Plan Commission Gather Needed Information to Update The Plan | Review & Update Plan                   |
| Governmental            | Establish Plan Commission                     |                           |   |        | Review Chapters Projections & Compare to Latest Information |        |        | Contact Consultant to Update Plan |  | Adopt Plan By Ordinance                |
| Ordinances              | Initiate Ordinance Update                     | Complete Ordinance Update |   |        |   |        |        |                                   |  | Review And Amend Ordinances            |
| Intergovernmental       | Establish Committee to work with County/Towns | Evaluate Shared Goals     |   |        | Evaluate Shared Goals                                       |        |        |                                   |  | Continue Intergovernmental Cooperation |

## PROCESS FOR UPDATING PLAN

As directed by s66.1001, any plan commission 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 s66.1001 (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:

### **Town of Gillett Action Plan**

**1. Activity**                      Establish a Town Plan Commission to administer the Comprehensive Plan.

**Who:**                              Chief Elected Officials

**When:**                             Fall 2001

**2. Activity**                      Discuss the town's intentions regarding future commercial and industrial development within the town with the Oconto County Economic Development Corporation.

**Who:**                              Plan Commission and Chief Elected Officials

**When:**                             Spring 2002

**3. Activity**                      Administer the Comprehensive plan's recommendations, and monitor/update the statistical projections within the comprehensive plan.

**Who:**                              Town Plan Commission

**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 city of Gillett and neighboring towns in an effort to identify shared goals, visions, and efforts to further the communities developments.

**Who:**                              Chief Elected Officials, Town Plan Commission

**When:**                             Spring 2002

**5. Activity**                      Develop a code of ordinances to be comprised of the existing town ordinances and additional ordinances recommended in the plan.

**Who:**                              Chief Elected Officials, Town Plan Commission

**When:**                             Spring 2002

- 6. Activity** Request modifications to the Oconto County Zoning Ordinance to reflect the recommendations of the *Town of Gillett 2020 Comprehensive Plan* General Plan Design.
- Who:** Chief Elected Officials, Town Plan Commission, Assistance From Oconto County Planning and Zoning Department, UW-Extension and other planning agencies.
- When:** Summer 2002
- 7. Activity** Require Area Development Plans for all new subdivisions in lieu of an Official Map.
- Who:** Town Plan Commission and Chief Elected Officials
- When:** Ongoing
- 8. Activity** Work on educating the town on non-traditional methods of development such as Conservation Subdivisions, Cluster Districts, Traditional Neighborhoods - that will promote the plans of the town to allow creative development opportunities while protecting and enhancing the natural resources of the town.
- Who:** Chief Elected Officials, Town Plan Commission/UW-Extension
- When:** Summer/Fall 2002
- 9. Activity** Have discussions with the city of Gillett for services and seek to establish a formal boundary agreement.
- Who:** Chief Elected Officials
- When:** Ongoing

**APPENDIX A**  
**2000 SURVEY AND RESULTS**

---

---

# Town of Gillett



## Community Land Use Survey Results

Oconto County UW-Extension  
301 Washington Street  
Oconto, WI 54153-1699  
(920) 834-6845

<sup>UW</sup>**Extension**



Oconto County UW-Extension  
 301 Washington St.  
 Oconto, WI 54153

## Community Land Use Survey Town of Gillett

Dear Town Residents and Property Owners;

Positive economic trends and future highway expansions in our region will most likely accelerate growth and development in the Town of Gillett over the next decade. This will bring changes to the town's landscape, impact the cost and demand for town services, and influence the tax base, among other things. There are positive opportunities for the town in this situation, and there are potential threats to characteristics which you value. In response the town board has formed a Town Planning Committee to develop a long range, comprehensive plan that will serve the town as a guide for making fair and consistent land use decisions, help avoid costly problems, and take advantage of opportunities to improve the quality of life. IT IS VERY IMPORTANT for you to participate in this effort by completing this survey. Only with your input will the plan truly address the town's concerns and shared vision. Please note that this survey may be completed by two persons in your household. The first respondent should use only the box  to record your answer, and the second respondent should use only the circle . Please complete and return this survey in the enclosed, stamped, pre-addressed envelope by August 7, 2000. UW-Extension Oconto County will compile and present the survey results at public meetings to be announced. Thank you once again for your very important involvement by completing this survey.

The Town of Gillett Planning Committee:

*TOM COTA 855-6574, HARVEY FIFIELD 845-2680, CINDY ARNDT 855-6429; DAVID SCHAAL 855-6101; MARVIN ZAHN 855-2552, JAMES E SCHROEDER 855-2911, RAY WICHMAN 855-2763, GARY E. FRANK 855-2878, DONNA KLEMENS 855-6295*

*Please indicate how strongly you agree or disagree with the following statements...*

**1. As I look out the window of my home, I see changes occurring in the use of land in the town of Gillett.**

Strongly Agree      Agree      Neutral      Disagree      Strongly Disagree  
                           

**2. For the most part, the land use changes I see in the Town of Gillett are positive.**

Strongly Agree      Agree      Neutral      Disagree      Strongly Disagree  
                           

**3. Our town board should remain involved in land use decisions affecting the Town of Gillett.**

Strongly Agree      Agree      Neutral      Disagree      Strongly Disagree  
                           

**4. Cooperation with the City of Gillett on growth and development along our border area is important and should be pursued.**

Strongly Agree      Agree      Neutral      Disagree      Strongly Disagree  
                           

**5. The town should discourage future residential developments near established agricultural facilities (farms) in order to minimize conflicts between farming and residential land uses.**

Strongly Agree      Agree      Neutral      Disagree      Strongly Disagree  
                           

**6. The Town should consider allowing a mixture of housing types (single family, duplex, apartments) along our border with the City of Gillett.**

Strongly Agree      Agree      Neutral      Disagree      Strongly Disagree

7. **Businesses should be concentrated in a few areas, not dispersed throughout town.**

- Strongly Agree      Agree      Neutral      Disagree      Strongly Disagree

8. **The Town should cooperate with the city of Gillett on expanding the industrial park to bring jobs into the area, even if this means expanding into town territory.**

- Strongly Agree      Agree      Neutral      Disagree      Strongly Disagree

9. **What types of developments do you feel would be appropriate in town along the Hwy. 22/32 intersection bordering the city of Gillett? Check all that apply. If two respondents, please collaborate on answers**

- Taverns     Fast Food Restaurants     Gas Station/Mini-Mart     Strip Mall (for shops/offices)  
 Hotel/Motel     Residential     Industrial     Dept. Store     No Development  
 Grocery Store     Restaurants     Other (Please List): \_\_\_\_\_

10. **Should the Town of Gillett develop and own park and recreation facilities (ball fields, trails, etc.) leave that to others (city, county) or share the costs of such facilities with the city and/or county?**

- Town should develop and own it's own park and rec. facilities  
  Town should leave that to others.  
  Town should cooperate with city and/or county to develop more park/rec. facilities.

What, if any, types of parks or recreation facilities would you like to see developed in the town?

---

11. **If you could control the future, what one term would you use to describe the town of Gillett in 20 years?**

- A predominantly agricultural community        Mainly a rural-residential community  
  A mixed residential/business community        A mixed agricultural/residential community  
  A mixed residential/Ag./Business community        Other (please list): \_\_\_\_\_

12. **A major challenge for the town is to prioritize the issues growth and development bring (both positive and negatives) so they may be dealt with accordingly. For each issue listed below, please rank it on a scale of 1 - 10.**

1 = VERY IMPORTANT issue for town to deal with to 10 = NOT IMPORTANT issue for the town to deal with

-- If two respondents, please collaborate on answers --

- |  |       |       |                                      |
|--|-------|-------|--------------------------------------|
| Controlling the cost of town services  | _____ | _____ | Creating jobs for town residents     |
| Losing scenic areas to development     | _____ | _____ | Good farmland sold for development   |
| Losing wildlife habitat to development | _____ | _____ | Bringing new businesses into town    |
| Residential-Ag. Conflict (odors, etc). | _____ | _____ | Diversify housing options in town    |
| Diversify town's tax base              | _____ | _____ | Damage to Natural Resources          |
| Cooperate with city on land use issues | _____ | _____ | Increased school populations         |
| Losing wetlands                        | _____ | _____ | Annexation of town territory by city |
| Traffic problems                       | _____ | _____ | Other (list): _____                  |
|  |       | _____ | Other (list): _____                  |

13. In general, what minimum lot size would you prefer to see for residential developments in the town?   Under 1 acre   1 acre   1.5 acres   2 acres   2.5 acres   3 acres   5 acres   Other: \_\_\_\_\_

14. Would you favor allowing smaller residential lots in town immediately adjacent to the city of Gillett, but requiring larger lot sizes elsewhere out in the town?

Yes   No   Not Sure

15. Would you favor requiring a 50 foot buffer area (a zone of no buildings) around delineated wetlands?

Yes   No   Not sure

**16. Demographic Information**

Age:   18 - 24   25 - 45   46 - 61   62 - 74   74+

Gender:   Male   Female

How many years have you lived in the Town of Gillett?   0 - 5   5 - 10

11 - 20   Over 20   Don't reside in town, but own property here.

Children under 18 in household?: \_\_\_ none \_\_\_ 1 - 2 \_\_\_ 3 - 5 \_\_\_ 6 or more

If employed, place of employment   Town of Gillett   City of Gillett

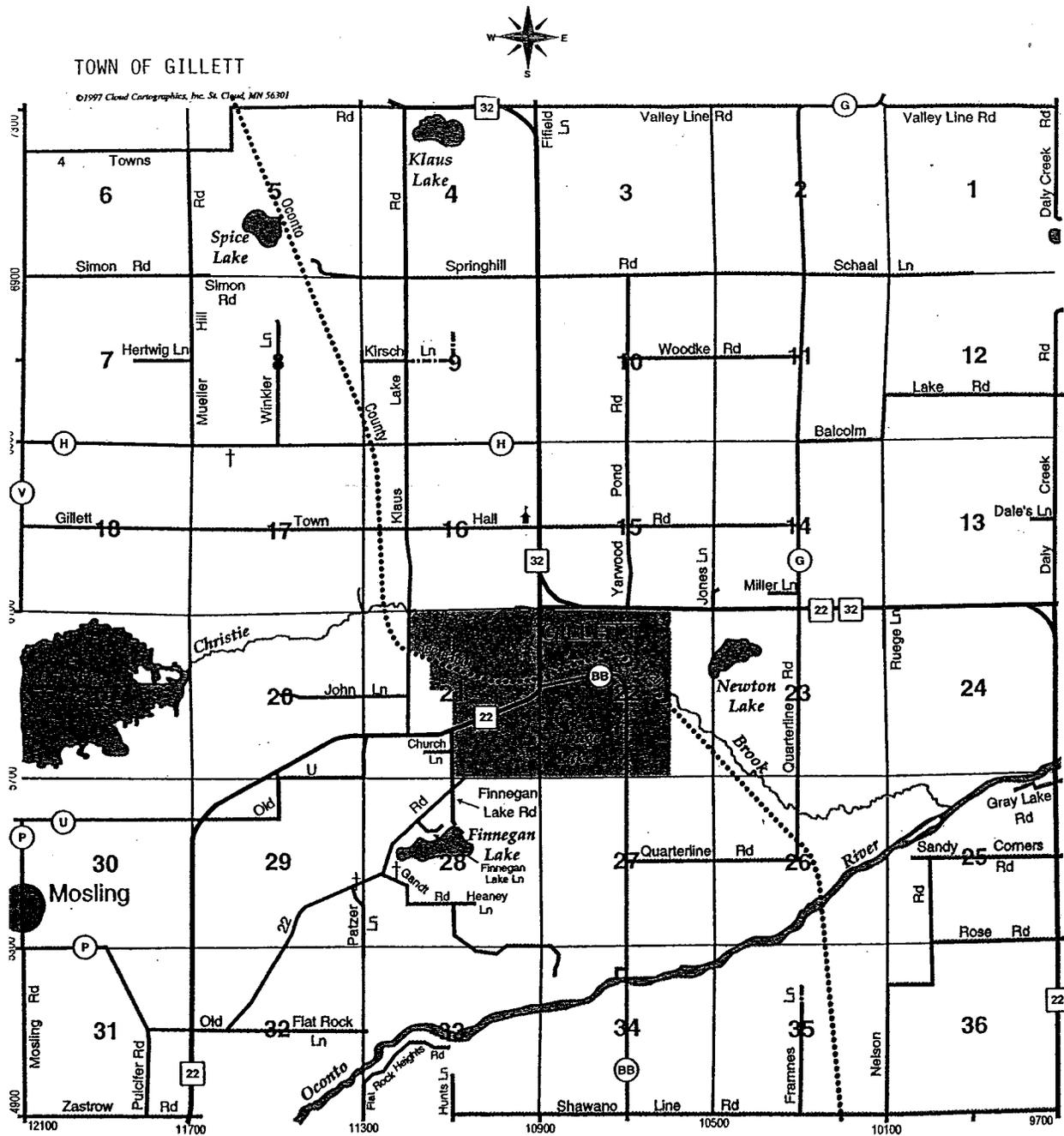
Brown Co.   Elsewhere in Oconto Co.   Other: \_\_\_\_\_

If you commute, how many miles do you drive one way to work each day?

\_\_\_ (miles one way)  \_\_\_ (miles one way)

17. Comments/Suggestions WELCOME! (Attach additional page(s) if needed):

18. Map Section. On the reverse, you will find a general map of the town. Please follow the instructions on the map to give your general idea of areas of the town you feel most appropriate for certain types of development, or preservation. And Thank You Very Much for Completing the Survey!



On the map above, please identify:

- a. All areas where you feel growth and development should NOT be occurring or encouraged. Encircle these areas as best you can and label each with "ND" (for No Development)
- b. All areas you feel growth and development SHOULD be occurring or encouraged. Encircle these areas as best you can and label each with the following codes:  
 DR = Develop Residential      DC = Develop Commercial/Business  
 DI = Develop Industrial

**Town of Gillett Land Use Planning Survey Tallys**

**1. As I look out the window of my home, I see changes occurring in the use of land in the Town of Gillett.**

| Strongly Agree | Agree | Neutral | Disagree | Strongly Disagree | Total |
|----------------|-------|---------|----------|-------------------|-------|
| 24             | 73    | 52      | 46       | 16                | 211   |
| 11%            | 35%   | 25%     | 22%      | 8%                |       |

**2. For the most part, the land use changes I see in the Town of Gillett are positive.**

| Strongly Agree | Agree | Neutral | Disagree | Strongly Disagree | Total |
|----------------|-------|---------|----------|-------------------|-------|
| 8              | 84    | 77      | 25       | 5                 | 199   |
| 4%             | 42%   | 39%     | 13%      | 3%                |       |

**3. Our town board should remain involved in land use decisions affecting the Town of Gillett.**

| Strongly Agree | Agree | Neutral | Disagree | Strongly Disagree | Total |
|----------------|-------|---------|----------|-------------------|-------|
| 72             | 99    | 17      | 16       | 3                 | 207   |
| 35%            | 48%   | 8%      | 8%       | 1%                |       |

**4. Cooperation with the City of Gillett...along our border area is important and should be pursued.**

| Strongly Agree | Agree | Neutral | Disagree | Strongly Disagree | Total |
|----------------|-------|---------|----------|-------------------|-------|
| 80             | 89    | 19      | 12       | 3                 | 203   |
| 39%            | 44%   | 9%      | 6%       | 1%                |       |

**5. The town should discourage future residential developments near established agricultural facilities...**

| Strongly Agree | Agree | Neutral | Disagree | Strongly Disagree | Total |
|----------------|-------|---------|----------|-------------------|-------|
| 54             | 46    | 49      | 35       | 17                | 201   |
| 27%            | 23%   | 24%     | 17%      | 8%                |       |

**6. The Town should consider allowing a mixture of housing types...along our border with the City...**

| Strongly Agree | Agree | Neutral | Disagree | Strongly Disagree | Total |
|----------------|-------|---------|----------|-------------------|-------|
| 12             | 98    | 43      | 29       | 19                | 201   |
| 6%             | 49%   | 21%     | 14%      | 9%                |       |

**7. Businesses should be concentrated in a few areas, not dispersed throughout town.**

| Strongly Agree | Agree | Neutral | Disagree | Strongly Disagree | Total |
|----------------|-------|---------|----------|-------------------|-------|
| 60             | 67    | 29      | 32       | 12                | 200   |
| 30%            | 34%   | 15%     | 16%      | 6%                |       |

**8. The Town should cooperate with the City of Gillett on expanding the industrial park...**

| Strongly Agree | Agree | Neutral | Disagree | Strongly Disagree | Total |
|----------------|-------|---------|----------|-------------------|-------|
| 57             | 99    | 20      | 19       | 15                | 210   |
| 27%            | 47%   | 10%     | 9%       | 7%                |       |

**9. What types of developments along the Hwy. 22/32 intersection? ...**

|                       |            |     |
|-----------------------|------------|-----|
| Tavern                | 10         | 2%  |
| Fast Food Restaurants | 76         | 17% |
| Gas Station/Mini-Mart | 43         | 10% |
| Strip Mall            | 38         | 9%  |
| Hotel/Motel           | 45         | 10% |
| Residential           | 31         | 7%  |
| Industrial            | 35         | 8%  |
| Department Store      | 25         | 6%  |
| Grocery Store         | 47         | 11% |
| Restaurants           | 61         | 14% |
| No Development        | 22         | 5%  |
| Other                 | 14         | 3%  |
| <b>Total</b>          | <b>447</b> |     |

**10. Should the Town of Gillett develop and own park and recreation facilities (ball fields, trails, etc.)...**

|                             |            |     |
|-----------------------------|------------|-----|
| Town should develop         | 16         | 9%  |
| Town should leave to others | 43         | 23% |
| Cooperate with City/County  | 129        | 69% |
| <b>Total</b>                | <b>188</b> |     |

**What, if any, types of parks or recreation facilities would you like to see developed in the town?**

|               |           |     |
|---------------|-----------|-----|
| Pool          | 5         | 24% |
| Parks         | 6         | 29% |
| Sports Fields | 1         | 5%  |
| Other         | 9         | 43% |
| <b>Total</b>  | <b>21</b> |     |

**11. Describe the Town of Gillett in 20 years?**

|                                |     |     |
|--------------------------------|-----|-----|
| Predominantly Ag               | 25  | 13% |
| Mainly rural-residential       | 11  | 6%  |
| Mixed residential/business     | 16  | 8%  |
| Mixed agricultural/residential | 64  | 32% |
| Mixed residential/ag/business  | 82  | 41% |
| Other                          | 0   | 0%  |
| Total                          | 198 |     |

**12. Growth and develop issues.**

|                               | #1         | #2        | #3         | #4        | #5         | #6       | #7       | #8        | #9       | #10       | Total     |
|-------------------------------|------------|-----------|------------|-----------|------------|----------|----------|-----------|----------|-----------|-----------|
| Control cost of town services | 76<br>58%  | 11<br>8%  | 12<br>9%   | 7<br>5%   | 18<br>14%  | 2<br>2%  | 2<br>2%  | 2<br>2%   | 0<br>0%  | 2<br>2%   | 132<br>7% |
| Losing scenic areas           | 66<br>51%  | 9<br>7%   | 7<br>5%    | 10<br>8%  | 22<br>17%  | 4<br>3%  | 1<br>1%  | 3<br>2%   | 1<br>1%  | 6<br>5%   | 129       |
| Losing wildlife habitat       | 57<br>45%  | 9<br>7%   | 14<br>11%  | 8<br>6%   | 21<br>17%  | 3<br>2%  | 3<br>2%  | 5<br>4%   | 1<br>1%  | 5<br>4%   | 126       |
| Residential ag conflict       | 39<br>31%  | 6<br>5%   | 6<br>5%    | 11<br>9%  | 36<br>28%  | 7<br>6%  | 5<br>4%  | 3<br>2%   | 2<br>2%  | 12<br>9%  | 127       |
| Diversify tax base            | 27<br>22%  | 19<br>15% | 19<br>15%  | 10<br>8%  | 34<br>28%  | 2<br>2%  | 3<br>2%  | 5<br>4%   | 2<br>2%  | 2<br>2%   | 123       |
| Cooperate with city           | 48<br>37%  | 19<br>15% | 20<br>16%  | 1<br>1%   | 24<br>19%  | 1<br>1%  | 1<br>1%  | 2<br>2%   | 3<br>2%  | 10<br>8%  | 129       |
| Losing wetlands               | 40<br>31%  | 13<br>10% | 11<br>9%   | 5<br>4%   | 28<br>22%  | 7<br>6%  | 5<br>4%  | 5<br>4%   | 3<br>2%  | 10<br>8%  | 127       |
| Traffic problems              | 29<br>23%  | 6<br>5%   | 10<br>8%   | 9<br>7%   | 30<br>24%  | 10<br>8% | 3<br>2%  | 11<br>9%  | 6<br>5%  | 12<br>10% | 126       |
| Creating jobs                 | 40<br>30%  | 11<br>8%  | 16<br>12%  | 14<br>10% | 17<br>13%  | 3<br>2%  | 3<br>2%  | 8<br>6%   | 3<br>2%  | 19<br>14% | 134       |
| Good farmland sold            | 48<br>38%  | 11<br>9%  | 8<br>6%    | 3<br>2%   | 26<br>21%  | 5<br>4%  | 5<br>4%  | 6<br>5%   | 3<br>2%  | 11<br>9%  | 126       |
| Bring in businesses           | 45<br>35%  | 18<br>14% | 17<br>13%  | 9<br>7%   | 15<br>12%  | 5<br>4%  | 4<br>3%  | 4<br>3%   | 1<br>1%  | 10<br>8%  | 128       |
| Diversify housing             | 20<br>17%  | 4<br>3%   | 13<br>11%  | 9<br>7%   | 34<br>28%  | 6<br>5%  | 8<br>7%  | 4<br>3%   | 4<br>3%  | 19<br>16% | 121       |
| Damage to natural resources   | 53<br>40%  | 17<br>13% | 9<br>7%    | 8<br>6%   | 20<br>15%  | 6<br>5%  | 5<br>4%  | 5<br>4%   | 0<br>0%  | 8<br>6%   | 131       |
| Increased school populations  | 15<br>12%  | 12<br>10% | 13<br>10%  | 12<br>10% | 32<br>26%  | 6<br>5%  | 4<br>3%  | 12<br>10% | 5<br>4%  | 13<br>10% | 124       |
| Annexation                    | 32<br>31%  | 11<br>11% | 10<br>10%  | 8<br>8%   | 25<br>24%  | 1<br>1%  | 4<br>4%  | 1<br>1%   | 3<br>3%  | 9<br>9%   | 104       |
| Other                         | 1<br>17%   | 2<br>33%  | 0<br>0%    | 0<br>0%   | 1<br>17%   | 0<br>0%  | 2<br>33% | 0<br>0%   | 0<br>0%  | 0<br>0%   | 6         |
| Totals                        | 636<br>34% | 178<br>9% | 185<br>10% | 124<br>7% | 383<br>20% | 68<br>4% | 58<br>3% | 76<br>4%  | 37<br>2% | 148<br>8% | 1893      |

**13. In general, what minimum lot size would you prefer to see for residential developments in the town?**

|              |     |     |
|--------------|-----|-----|
| Under 1 acre | 27  | 14% |
| 1 acre       | 62  | 32% |
| 1.5 acres    | 16  | 8%  |
| 2 acres      | 26  | 13% |
| 2.5 acres    | 8   | 4%  |
| 3 acres      | 17  | 9%  |
| 5 acres      | 29  | 15% |
| Other        | 11  | 6%  |
| Total        | 196 |     |

**14. ...favor a town policy allowing smaller lots immediately surrounding the city...**

|     |     |          |       |
|-----|-----|----------|-------|
| Yes | No  | Not Sure | Total |
| 97  | 66  | 24       | 187   |
| 52% | 35% | 13%      |       |

**15. ...favor requiring a 50 foot buffer area (a zone of no building) around delineated wetlands?**

|     |     |          |       |
|-----|-----|----------|-------|
| Yes | No  | Not Sure | Total |
| 124 | 30  | 34       | 188   |
| 66% | 16% | 18%      |       |

**16. Age of Respondents**

|       |       |       |       |     |       |
|-------|-------|-------|-------|-----|-------|
| 18-24 | 25-45 | 46-61 | 62-74 | 74+ | Total |
| 3     | 51    | 71    | 53    | 7   | 185   |
| 2%    | 28%   | 38%   | 29%   | 4%  |       |

**Gender**

|        |     |     |
|--------|-----|-----|
| Male   | 98  | 59% |
| Female | 69  | 41% |
| Total  | 167 |     |

**How long have you lived in the Town of Gillett?**

|           |            |             |               |          |       |
|-----------|------------|-------------|---------------|----------|-------|
| 0-5 years | 5-10 years | 11-20 years | Over 20 years | Just own | Total |
| 19        | 12         | 25          | 95            | 35       | 186   |
| 10%       | 6%         | 13%         | 51%           | 19%      |       |

**# of children**

|      |           |           |            |       |
|------|-----------|-----------|------------|-------|
| none | 1-2 years | 3-5 years | 6 or older | Total |
| 99   | 35        | 5         | 0          | 139   |
| 71%  | 25%       | 4%        | 0%         |       |

**If employed, place of employment**

|                            |     |     |
|----------------------------|-----|-----|
| Town of Gillett            | 30  | 20% |
| City of Gillett            | 17  | 11% |
| Brown County               | 28  | 18% |
| Elsewhere in Oconto County | 35  | 23% |
| Other                      | 42  | 28% |
| Total                      | 152 |     |

**If you commute, how many miles do you drive one way to work each day?**

|            |             |             |             |           |       |
|------------|-------------|-------------|-------------|-----------|-------|
| 0-10 miles | 11-20 miles | 21-30 miles | 30-50 miles | 50+ miles | Total |
| 38         | 15          | 8           | 20          | 2         | 83    |
| 46%        | 18%         | 10%         | 24%         | 2%        |       |

**APPENDIX B**  
**DETAILED LAND USE TABULATION**

---

---

**2000 TOWN OF GILLETT DETAILED LAND USE**

| CODE          | LAND USE CLASSIFICATION                    | ACRES    |
|---------------|--|----------|
| 100           | RESIDENTIAL                                |          |
| 110           | Single Family Residential                  | 63.3     |
| 180           | Mobile Homes                               | 3.0      |
| 190           | Land Under Development                     | 1.1      |
| 199           | Vacant Residence                           | 1.1      |
| 200           | COMMERCIAL                                 |          |
| 210           | Retail Sales                               | 4.5      |
| 250           | Retail Services                            | 0.3      |
| 300           | INDUSTRIAL                                 |          |
| 310           | Manufacturing                              | 16.6     |
| 360           | Extractive                                 | 18.4     |
| 381           | Open Storage                               | 0.9      |
| 382           | Enclosed Storage                           | 4.1      |
| 400           | TRANSPORTATION                             |          |
| 410           | Local Streets and Roads                    | 631.1    |
| 417           | Off-Street Parking                         | 1.3      |
| 440           | Rail Related                               | 83.1     |
| 500           | COMMUNICATION/UTILITIES                    |          |
| 577           | Water Supply Storage Tanks/Reservoirs      | 0.2      |
| 583           | Sewage Treatment Plants                    | 9.2      |
| 600           | INSTITUTIONAL/GOVERNMENTAL FACILITIES      |          |
| 611           | Administrative Buildings                   | 0.3      |
| 614           | Municipal Garages                          | 0.3      |
| 631           | Police/Fire Stations/Offices               | 0.3      |
| 691           | Churches/Temples/Synagogues                | 0.9      |
| 694           | Cemeteries                                 | 2.4      |
| 700           | OUTDOOR RECREATION                         |          |
| 736           | Parks/Parkways/Forest-Related Picnic Areas | 2.1      |
| 737           | Separate Picnic Areas                      | 3.5      |
| 741           | Playfields/Ball Diamonds/Volleyball Courts | 10.2     |
| 780           | Water Related Activities                   | 0.2      |
| 781           | Boat Launching Sites/Areas                 | 1.8      |
| 800           | AGRICULTURE/SILVICULTURE                   |          |
| 805           | Open Space                                 | 10.1     |
| 810           | Croplands/Pastures                         | 12,941.0 |
| 870           | Farm Buildings/Accessories                 | 224.4    |
| 899           | Vacant Agricultural Buildings              | 4.2      |
| 900           | NATURAL AREAS                              |          |
| 911           | Lakes                                      | 461.4    |
| 912           | Reservoirs and Ponds                       | 34.1     |
| 913           | Rivers and Streams                         | 104.7    |
| 950           | Other Natural Areas                        | 781.8    |
| 951           | Woodlands                                  | 6,574.4  |
| TOTAL ACREAGE |  | 21,996.3 |

**APPENDIX C**  
**THREATENED AND ENDANGERED SPECIES LIST**

---

---

**RARE, THREATENED AND ENDANGERED SPECIES  
AND NATURAL COMMUNITIES IN  
OCONTO COUNTY**

**PLANTS**

| <b>Common Name</b>       | <b>Species Name</b>                           | <b>Wisconsin Status<sup>1</sup></b> |
|--------------------------|---|-------------------------------------|
| Adder's-Tongue           | <i>Ophioglossum vulgatum var pseudopodium</i> | Special Concern                     |
| Blunt-Lobe Grape-Fern    | <i>Botrychium oneidense</i>                   | Special Concern                     |
| Bog Bluegrass            | <i>Poa paludigena</i>                         | Threatened                          |
| Braun's Holly Fern       | <i>Polystichum braunii</i>                    | Threatened                          |
| Common Bog Arrow-Grass   | <i>Triglochin maritimum</i>                   | Special Concern                     |
| Crinkled Hairgrass       | <i>Deschampsia flexuosa</i>                   | Special Concern                     |
| Crawe Sedge              | <i>Carex crawei</i>                           | Special Concern                     |
| Cuckoo Flower            | <i>Cardamine pratensis var palustris</i>      | Special Concern                     |
| Deam's Rockcress         | <i>Arabis missouriensis var deamii</i>        | Special Concern*                    |
| Dwarf Huckleberry        | <i>Vaccinium cespitosum</i>                   | Endangered                          |
| Dwarf Milkweed           | <i>Asclepias ovalifolia</i>                   | Threatened                          |
| Fairy Slipper            | <i>Calypso bulbosa</i>                        | Threatened                          |
| Few Flowered Spikerush   | <i>Eleocharis quinquefolia</i>                | Special Concern                     |
| Heart-Leaved Foam-Flower | <i>Tiarella cordifolia</i>                    | Endangered                          |
| Hooker Orchis            | <i>Platanthera hookeri</i>                    | Special Concern                     |
| Indian Cucumber-Root     | <i>Medeola virginiana</i>                     | Special Concern                     |
| Large Roundleaf Orchid   | <i>Platanthera orbiculata</i>                 | Special Concern                     |
| Leafy White Orchis       | <i>Platanthera dilatata</i>                   | Special Concern                     |
| Little Goblin Moonwort   | <i>Botrychium mormo</i>                       | Endangered*                         |
| Many-Headed Sedge        | <i>Carex sychnocephala</i>                    | Special Concern                     |
| Northeastern Bladderwort | <i>Utricularia resupinata</i>                 | Special Concern                     |
| Northern Black Currant   | <i>Ribes hudsonianum</i>                      | Special Concern                     |
| Northern Bog Sedge       | <i>Carex gynocrates</i>                       | Special Concern                     |
| Northern Wild-Raisin     | <i>Viburnum cassinoides</i>                   | Special Concern                     |

|                              |                                       |                 |
|------------------------------|---------------------------------------|-----------------|
| Pale Green Orchid            | <i>Platanthera flava var herbiola</i> | Threatened      |
| Purple Bladderwort           | <i>Utricularia purpurea</i>           | Special Concern |
| Purple Clematis              | <i>Clematis occidentalis</i>          | Special Concern |
| Ram's-Head Lady's-Slipper    | <i>Cypripedium arietinum</i>          | Threatened      |
| Rocky Mountain Sedge         | <i>Carex backii</i>                   | Special Concern |
| Round-Leaved Orchis          | <i>Amerorchis rotundifolia</i>        | Threatened      |
| Sheathed Sedge               | <i>Carex vaginata</i>                 | Special Concern |
| Showy Lady's-Slipper         | <i>Cypripedium reginae</i>            | Special Concern |
| Silky Willow                 | <i>Salix sericea</i>                  | Special Concern |
| Slender Bog Arrow-Grass      | <i>Triglochin palustre</i>            | Special Concern |
| Slim Stemmed Small Reedgrass | <i>Calamagrotis stricta</i>           | Special Concern |
| Swamp-Pink                   | <i>Arethusa bulbosa</i>               | Special Concern |
| Sparse-Flowered Sedge        | <i>Carex tenuiflora</i>               | Special Concern |
| Variiegated Horsetail        | <i>Equisetum variegatum</i>           | Special Concern |
| White Adder's-Mouth          | <i>Malaxis brachypoda</i>             | Special Concern |

## ANIMALS

| Common Name               | Species Name                    | Wisconsin Status <sup>1</sup> | Taxa |
|---------------------------|---------------------------------|-------------------------------|------|
| Bald Eagle                | <i>Haliaeetus leucocephalus</i> | Special Concern**             | Bird |
| Barn Owl                  | <i>Tyto alba</i>                | Endangered                    | Bird |
| Black-Crowned Night-Heron | <i>Nycticorax nycticorax</i>    | Rule                          | Bird |
| Caspian Tern              | <i>Sterna caspia</i>            | Endangered                    | Bird |
| Common Tern               | <i>Sterna hirundo</i>           | Endangered                    | Bird |
| Forster's Tern            | <i>Sterna forsteri</i>          | Endangered                    | Bird |
| Loggerhead Shrike         | <i>Lanius ludovicianus</i>      | Endangered*                   | Bird |
| Merlin                    | <i>Falco columbarius</i>        | Special Concern               | Bird |
| Piping Plover             | <i>Charadrius melodus</i>       | Endangered**                  | Bird |
| Red-Necked Grebe          | <i>Podiceps grisegena</i>       | Endangered                    | Bird |
| Red-Shouldered Hawk       | <i>Buteo lineatus</i>           | Threatened                    | Bird |

|                         |                                   |                   |            |
|-------------------------|-----------------------------------|-------------------|------------|
| Yellow Rail             | <i>Coturnicops noveboracensis</i> | Threatened        | Bird       |
| Bog Copper              | <i>Lycaena epixanthe</i>          | Special Concern   | Butterfly  |
| Broad-Winged Skipper    | <i>Poanes viator</i>              | Special Concern   | Butterfly  |
| Dion Skipper            | <i>Euphyes dion</i>               | Special Concern   | Butterfly  |
| Karner Blue Butterfly   | <i>Lycaeides melissa samuelis</i> | Special Concern** | Butterfly  |
| Mulberry Wing           | <i>Poanes massasoit</i>           | Special Concern   | Butterfly  |
| Northern Blue Butterfly | <i>Lycaeides idas nabokovi</i>    | Endangered        | Butterfly  |
| Smokey Eyed Brown       | <i>Satyrodes eurydice fumosa</i>  | Special Concern   | Butterfly  |
| Tawny Crescent Spot     | <i>Phyciodes batesii</i>          | Special Concern*  | Butterfly  |
| Amber-Winged Spreadwing | <i>Lestes eurinus</i>             | Special Concern   | Dragonfly  |
| Black-Tipped Darner     | <i>Aeshna tuberculifera</i>       | Special Concern   | Dragonfly  |
| Lake Darner             | <i>Aeshna eremita</i>             | Special Concern   | Dragonfly  |
| Least Clubtail          | <i>Stylogomphus albistylus</i>    | Special Concern   | Dragonfly  |
| Pygmy Snaketail         | <i>Ophiogomphus howei</i>         | Threatened*       | Dragonfly  |
| Skillet Clubtail        | <i>Gomphurus ventricosus</i>      | Special Concern   | Dragonfly  |
| Swamp Spreadwing        | <i>Lestes vigilax</i>             | Special Concern   | Dragonfly  |
| Zebra Clubtail          | <i>Stylurus scudderii</i>         | Special Concern   | Dragonfly  |
| Greater Redhorse        | <i>Moxostoma valenciennesi</i>    | Threatened*       | Fish       |
| Lake Sturgeon           | <i>Acipenser fulvescens</i>       | Special Concern*  | Fish       |
| Least Darter            | <i>Etheostoma microperca</i>      | Special Concern   | Fish       |
| Longear Sunfish         | <i>Lepomis megalotis</i>          | Threatened        | Fish       |
| Paddlefish              | <i>Polyodon spathula</i>          | Threatened*       | Fish       |
| Redfin Shiner           | <i>Lythrurus umbratilis</i>       | Threatened        | Fish       |
| Bullfrog                | <i>Rana catesbeiana</i>           | Special Concern   | Frog       |
| Slippershell Mussel     | <i>Alasmidonta viridis</i>        | Threatened        | Mussel     |
| Four-Toed Salamander    | <i>Hemidactylium scutatum</i>     | Special Concern   | Salamander |
| Western Ribbon Snake    | <i>Thamnophis proximus</i>        | Endangered        | Snake      |
| Blanding's Turtle       | <i>Emydoidea blandingii</i>       | Threatened*       | Turtle     |
| Wood Turtle             | <i>Clemmys insculpta</i>          | Threatened        | Turtle     |

### Natural Communities

Important examples of the following natural community types have been found in this county. Although communities are not legally protected, they are critical components of Wisconsin's biodiversity and may provide the habitat for rare, threatened and endangered species.

|                               |                              |                           |
|-------------------------------|------------------------------|---------------------------|
| Alder Thicket                 | Lake--Shallow, Hard, Seepage | Open Bog                  |
| Bedrock Glade                 | Lake--Shallow, Soft, Seepage | Pine Barrens              |
| Emergent Aquatic              | Lake--Soft Bog               | Shrub-Carr                |
| Floodplain Forest             | Northern Dry Forest          | Southern Dry-Mesic Forest |
| Lake--Deep, Hard, Drainage    | Northern Dry-Mesic Forest    | Spring Pond               |
| Lake--Deep, Hard, Seepage     | Northern Mesic Forest        | Stream--Fast, Hard, Cold  |
| Lake--Deep, Soft, Seepage     | Northern Sedge Meadow        | Stream--Fast, Soft, Cold  |
| Lake--Hard Bog                | Northern Wet Forest          | Stream--Slow, Hard, Cold  |
| Lake--Shallow, Hard, Drainage | Northern Wet-Mesic Forest    |                           |

### Wisconsin Status:

**Endangered:** continued existence in Wisconsin is in jeopardy.

**Threatened:** appears likely, within the foreseeable future, to become endangered.

**Special Concern:** species for which some problem of abundance or distribution is suspected but not yet proven.

**Rule:** protected or regulated by state or federal legislation or policy; neither endangered nor threatened.

\* indicates: A candidate for federal listing.

\*\* indicates: Federally Endangered or Threatened.

**Last Revised: June 1998**

**APPENDIX D**  
**INTERGOVERNMENTAL COOPERATION MEETING**

---

---



**Intergovernmental  
Cooperation  
Meeting**

**May 16, 2001  
Gillett Town Hall**

**Towns of Bagley, Breed, Gillett, Green Valley  
(Shawano County), How, Maple Valley, Oconto  
Falls, Spruce, Underhill, and the Village of Suring**

INTERGOVERNMENTAL COOPERATION MEETING  
TOWN OF GILLETT & MAPLE VALLEY 2020 COMPREHENSIVE PLANS  
WEDNESDAY, MAY 16, 2001 @ Gillett Town Hall

ATTENDANCE LIST (PLEASE PRINT LEGIBLY)

| <u>Name:</u>              | <u>Address:</u>                          |
|---------------------------|--|
| 1. OSCAR TACHICK - BAGLEY | 10243, Hwy 2, SORVUB, WI 54122           |
| 2. RICHARD RATAJCZYK      | 9961 LYDIE LANE POUND                    |
| 3. ALAN SLEETET           | 9947 MADSEN RD. SUIZL                    |
| 4. Herbert Fischer        | 11021 UCIL LAKE Rd POUND                 |
| 5. LOREN BEGOUKE          | 5597 DOWNTOWN LA. Gillett (Underhill)    |
| 6. Frank Schuettpelz      | 13012 CTY Rd H Gillett 54124             |
| 7. Julie Pintarelli       | 5431 CTY. Rd. HH, Gillett 54124          |
| 8. Aaron Lehn             | Berry Lake Rd. & Hwy Vv, Gillett 54124   |
| 9. DAVE R. SEELING        | 5185 Golden Corners Rd. Oconto Falls, WI |
| 10. Milton Brock          | 7927 CTY A & G Lenoir, WI 54139          |
| 11. STAN OLSON            | 8104 BUSEMAN RD GILLETT 54124            |
| 12. Patsy Gauthier        | 8808 GAUTHIER Ln. Suring, 54174          |
| 13. Tom Cota              | 6709 Hwy G Gillett, WI 54124             |
| 14. Austin C. Matheson    | 8211 Hwy 32 N. F. L. H. # W. 54124       |
| 15. MELVIN G. RAATE       | 5703 Quarterline Rd, Gillett, WI         |

ATTENDANCE LIST (PLEASE WRITE LEGIBLY)

| <u>Name:</u>          | <u>Address:</u>                                |
|-----------------------|--|
| 16. Ray Williams      | 5600 Fremont Lake 4942 Gillett                 |
| 17. GARY Kopitzke     | 245 RIDGEMOOD DR Gillett                       |
| 18. James E Schroeder | 10357 Highway 22 east                          |
| 19. Harvey Lofel      | 10824 Newnam-Lumbd Cecil WI                    |
| 20. Gary Frank        | 9808 Highway 22 Gillett                        |
| 21. Allen Engelstein  | 4979 Eng Lane                                  |
| 22. Russell Zerk      | W 7453 LINDVIST C&D                            |
| 23. DALE REICHWALD    | 10792 HLOYDGE GILLETT                          |
| 24. Doug McMahon      | 301 Washington St Deonto                       |
| 25. Roger Fedler      | 5507 Quaterline Rd. Gillett                    |
| 26. Chris Culotta     | WisDot District 3 944 Vanderperren Way Green B |
| 27. MEN FUSICH        | 11272 TRINITY CHURCH RD                        |
| 28. CLIFF FENENDAEL   | 10790 HICKORY CEMETERY RD SURING               |
| 29. Curt Suring       | 11858 Golf Course Rd Suring                    |
| 30. David L. Womack   | 11040 County A - Suring                        |
| 31. Kaye Rundquist    | W455 Main, Box 64 Green Valley 54127           |
| 32. Connie A. Horsens | W1980 County Rd. C, Cecil, WI 54111            |
| 33. Kris Martin       | 411 E. Algoma St., Suring 54174                |
| 34. Paul Wolf         | 10705 Central R.O. Suring                      |

- 35. Doug Rossberg
- 36. TERRY CARSON
- 37. Lawrence Buhandt

WDMR Reshigo.  
WDMR PESHTIGO  
TOWN OF HOW

**Intergovernmental Cooperation in Comprehensive Planning  
Issues Identification and Discussion  
Gillett Town Hall, Oconto County  
May 16, 2001**

**Participating Communities**

**Oconto County Towns of: Gillett, Maple Valley, Underhill, How, Oconto Falls,  
Spruce, Breed, Bagley. Village of Suring. Town of Green Valley, Shawano County.  
Gillett School District.**

**Co-Facilitators:**

Brandon Robinson, Bay Lake Regional Planning Commission (920) 448-2820  
Rob Burke, Oconto County UW-Extension (920) 834-6851

**Background Statement**

Comprehensive Planning among towns in Oconto County is progressing rapidly. Under the recent "Smart Growth" legislation communities that engage in planning should consult with their neighboring municipalities. It is not expected that solutions to the challenges that face the communities will be instantly discovered, rather it may represent the start of much more cooperation among local governments. Towards accomplishing the requirement of consulting with neighboring municipalities, this workshop was held to identify the major issues all participants face, and discuss possible ways to help resolve the issues in the future. All participating communities may utilize the information generated in this meeting as helping accomplish the Intergovernmental Element of their Comprehensive Planning Process.

**Brainstorming Issues**

The process for this meeting included a round-robin modified Nominal Group process to identify issues. Approximately 40 representatives of 11 jurisdictions participated.

The results of the initial round-robin brainstorming of issues generated the following items:

1. Use of quarries and blacktopping
2. Protection of the Oconto River (controlling development)
3. Better communications between neighboring communities
4. Enhancing business

5. Stick w/plans, don't give into development pressures
6. Protect wetlands
7. Job opportunities to allow younger citizens to remain in community
8. Highways remain in current location
9. Protect undeveloped shorelines
10. Develop a plan that balances agriculture, manufacturing, recreation, and residential.
11. To allow towns to enforce their own ordinances.
12. Need to educate the public regarding land use plans
13. Intergov. Cooperation is a must
14. Planned growth
15. Preserve the quality of water near Kelly Lake
16. Expand Kelly Lake Sanitary District (develop a plan)
17. Keep planning as an ongoing business
18. Maintain and improve protective services (fire, ambulance, police)
19. Identify location of aquifer, before designating areas for residential
20. Frequent review of water features, wetlands, and pollution issues
21. Minimum lot size for residential development
22. Protect groundwater and wetlands
23. Long-range planning
24. Encourage "conservation by design"
25. Better cooperation with zoning and Oconto County
26. Energy conservation and preservation
27. Plan for shared services
28. Joint planning for Industrial Park in Gillett
29. Better working relationship between 2 ambulance services in Gillett
30. Highway planning
31. Drainage and run-off management
32. Shared responsibility for resource management
33. Protect groundwater
34. Keep habitats together
35. Where is agriculture going if people are bothered by odors, etc.
36. Communicate with school districts to collaborate on goals
37. Have plans that people can live with
38. Address all ages of people in our plans including ADA
39. Specify areas for mobile home units
40. Develop specific areas for residential
41. Plan for versatile trail use – diversify trail use
42. Can't deny right to develop property
43. Plans should be compatible with growth and development
44. Sharing fire/ambulance services
45. Fair taxation of property
46. How to balance property rights with restrictions
47. Animal Control (dogs)

## Prioritization

Attendees voted on these issues, each participant could vote for their top 2 priorities. The voting was weighted giving two points for the first priority, and one for the second priority. Twenty-six of the 47 items received at least one vote. The tabulation of the weighted vote count is as follows:

[Note: Items ranked 1<sup>st</sup> each received 10 points; 2<sup>nd</sup> received 6 points each; 3<sup>rd</sup> received 5 points each; 4<sup>th</sup> 3 points each; 5<sup>th</sup> 2 points each; and 6<sup>th</sup> 1 point each]

| <u>Rank</u> | <u>Issue # and Description</u>  |
|-------------|---|
| 1. [Tie]    | 10. Develop plans that balance agriculture, manufacturing, recreation, and residential.<br>33. Protect groundwater  |
| 2. [Tie]    | 22. Protect groundwater <u>and</u> wetlands<br>43. Plans should be compatible with growth and development   |
| 3. [Tie]    | 13. Intergovernmental Cooperation is a must<br>46. How to balance property rights with restrictions   |
| 4. [Tie]    | 19. Identify location of aquifer, before designating areas for residential<br>20. Frequent review of water features, wetlands, and pollution issues<br>34. Keep habitats together   |
| 5. [Tie]    | 2. Protection of the Oconto River (controlling development)<br>7. Job opportunities to allow younger citizens to remain in community<br>9. Protect undeveloped shorelines<br>14. Planned growth<br>26. Energy Conservation and Preservation<br>31. Drainage and Runoff Management<br>37. Have Plans People Can Live With<br>38. Address all ages of people in our plans, including ADA<br>45. Fair Taxation of Property |
| 6. [Tie]    | 4. Enhancing Business<br>6. Protect Wetlands<br>11. Allow towns to enforce their own ordinances<br>23. Long Range Planning<br>24. Encourage Conservation by Design<br>27. Plan for Shared Services<br>39. Specify areas for mobile home units<br>42. Can't deny right to develop property<br>44. Sharing fire/ambulance services  |

## **Groupings of Related Issues**

Several of the issues identified in the round-robin brainstorming exercise and related to each other in the following two categories:

### **Protecting Water Resources**

*Together this category received a total of 29 points*

2. Protection of the Oconto River (controlling development)
6. Protect wetlands
9. Protect undeveloped shorelines
15. Preserve the quality of water near Kelly Lake
19. Identify location of aquifer, before designating areas for residential
20. Frequent review of water features, wetlands, and pollution issues
22. Protect groundwater and wetlands
31. Drainage and run-off management
32. Shared responsibility for resource management
33. Protect groundwater

### **Balancing Individual Property Rights and Community Interests**

*Together this category received a total of 30 points*

10. Develop a plan that balances agriculture, manufacturing, recreation, and residential.
24. Encourage "conservation by design"
37. Have plans that people can live with
42. Can't deny right to develop property
43. Plans should be compatible with growth and development
46. How to balance property rights with restrictions

## **Discussion of Possible Solutions and Strategies to Further Intergovernmental Cooperation in the Future**

1. More meetings among governmental units on specific issues
2. Educate citizens on land use planning utilizing the newspapers and quarterly newsletters
3. Establish a process in the comprehensive plan for facilitating intergovernmental cooperation.
4. Help in determining the costs of growth
5. Work with county to improve zoning

## **Final Observations**

The strong interest among the represented communities to protect water resources and at the same time to respect property rights of individuals emerges as the most prominent statement generated by this meeting. If a joint statement were composed based on the strength of these two issues, it might read:

*“To be successfully implemented, comprehensive plans developed by municipalities will need tools to protect water resources in ways that are fair and equitable to property owners.”*

Such tools are being developed and popularized in Wisconsin and throughout the US (land trusts, purchase of development rights, conservation subdivision design as examples). As the communities involved in this meeting gain more understanding and sophistication in planning their ability and comfort in using these tools 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 this area.

**APPENDIX E**  
**RESPONSE TO PUBLIC COMMENTS**

---

---

# TOWN OF GILLETT

## RESPONSE TO PUBLIC COMMENTS

The town of Gillett has prepared the following in response to comments received regarding the *Town of Gillett 2020 Comprehensive Plan* prior to its adoption on November 19, 2001. All comments were reviewed on a case-by-case basis and separated into two categories: those comments addressing information of a factual nature; and those comments expressing an opinion about aspects of the plan. All factual comments were reviewed, compared to the plan and information was changed accordingly where needed. All comments expressing an opinion were reviewed and verified with the plan to assure that the concerns expressed had been addressed within the plan or planning process.

The town received a total of three written comments and two other comments on the draft *Town of Gillett 2020 Comprehensive Plan*, and five comments at the public hearing on November 12, 2001.

# *Bay-Lake Regional Planning Commission*

## *November, 2001*

### Commission Members

#### ***Brown County***

William M. Clancy  
Paul Jadin  
Clarence J. Lamers

#### ***Door County***

Charles Jarman

#### ***Florence County***

Edwin Kelley  
Yvonne Van Pembroke  
John Zoeller

#### ***Kewaunee County***

Gerald Novickis  
Vacant  
Vacant

#### ***Manitowoc County***

Gregory E. Buckley  
Kevin M. Crawford  
Donald C. Markwardt

#### ***Marinette County***

Florence I. Magnuson  
Cheryl R. Maxwell, Vice Chairperson  
Mary G. Meyer

#### ***Oconto County***

Donald A. Glynn  
Austin C. Makhholm  
Lois L. Trever, Sect./Tres.

#### ***Sheboygan County***

James E. Gilligan, Chairperson  
Michael K. Leibham  
James R. Schramm

#### ***Wisconsin Department of Commerce***

Sec., Brenda J. Blanchard,  
Ex-Officio Member

### Staff

#### **Martin W. Holden**

Executive Director

#### **Jeffrey C. Agee-Aguayo, AICP**

Transportation Planner III

#### **Jane M. Bouchonville**

Office Accounts Coordinator

#### **Katherine L. George, LTE**

Planning Assistant

#### **Candice M. Kasprzak**

GIS Coordinator

#### **Dale W. Mohr**

Community Assistance Planner II

#### **Angela M. Pierce, LTE**

Planning Assistant

#### **Brenda L. Rehberg**

Administrative Assistant

#### **Brandon G. Robinson**

Community Assistance Planner I

#### **Joshua W. Schedler**

GIS Technician

#### **James J. Van Laanen, AICP**

Transportation Planner I

#### **Mark A. Walter**

Community Assistance Planner III

#### **Cindy J. Wojtczak**

Economic Planner III