

# City of Gillett

## 20-YEAR COMPREHENSIVE PLAN UPDATE



**BAY LAKE**  
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# CITY OF GILLETT

## OCONTO COUNTY, WISCONSIN

### CITY COUNCIL

Mayor:

Josh McCarthy

Alderpersons:

Marie Blaser

Sandra Hubbard

Nanette Mohr

Debbie Rudie

Gary Spaulding

Matthew Stroik



### CITY PLANNING COMMITTEE

Aldersperson Marie Blaser

Aldersperson Nanette Mohr

Aldersperson Gary Spaulding

### BAY-LAKE REGIONAL PLANNING COMMISSION PROJECT TEAM

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# City of Gillett

## 20-YEAR COMPREHENSIVE PLAN UPDATE

### *A Vision for 2040*

**Adopted: September 3, 2020**

PREPARED BY:



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# 20-Year Comprehensive Plan Update

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# I

# INTRODUCTION

This *City of Gillett 20-Year Comprehensive Plan* update was initiated to provide municipal officials and other decision makers with a revised guide to the 2004 plan for managing growth, planning for economic development and housing issues, engaging in conservation, and to satisfy the requirements of Wis. Stats. 66.1001. This comprehensive plan is a long-range policy tool that contains updated demographic data, current and potential issues of development and preservation, and goals and supporting objectives to achieve the city's 20-year vision.

The goals and objectives contained in this document were written in conjunction with city officials, as well as public input from city residents and property owners. Goals and objectives specific to each topic are found immediately following each element's inventory.



Responses from an online interactive survey, including a mapping component, proved invaluable in deciding upon the best course of action.



**GILLETT PLAN UPDATE  
COMMUNITY SURVEY**

The **City of Gillett** is beginning to update its 20 year comprehensive plan, which will guide the city's growth and development through 2040. We are requesting your input on how you want *your* city to look in 20 years! Your feedback will be invaluable to the planning process.

The city is asking for you to please participate in a brief online survey to tell us your concerns and discuss improvements for the city. The survey can be found online at:  
<https://arcc.is/1q0ePD>

The survey is also available at [www.cityofgillett.com](http://www.cityofgillett.com) and on Facebook at [www.facebook.com/cityofgillett](https://www.facebook.com/cityofgillett)

The online survey will be available for input through February 21, 2020. Thank you for taking the time to continue to make the City of Gillett a wonderful place to live, work, and prosper!

The city has hired the Bay-Lake Regional Planning Commission to facilitate the city's comprehensive plan update process. Please contact the Commission for any questions you may have regarding this project.

**PLANNING FOR THE FUTURE OF  
YOUR  
CITY OF GILLETT**

Questions? Contact us!  
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# II

# VISION

# STATEMENT

## 2040

*"The City of Gillett will continue to prosper as a small close-knit community that promotes diverse development through strategic growth while ensuring that its natural features are preserved and protected for the enjoyment of all its residents.*

*The city's small-town character will continue to be defined by its friendly, outgoing residents; abundance of parklands; clean, orderly and quiet residential neighborhoods; safe and uncluttered street system, and well-administered public safety. The quality of life in the city will benefit from the superb school system along with excellent public services."*



*Rainbow over Gillett. Photo courtesy of the City of Gillett.*

# III

# GILLETT SNAPSHOT

### Population (2017 Estimate)

**1,199**

Change from the 2010 US Census: - 187

Source: U.S. Census; American Fact Finder 2013-2017 American Community Survey (ACS) 5-Year Estimates

### Yr. 2040 WDOA Population Projection

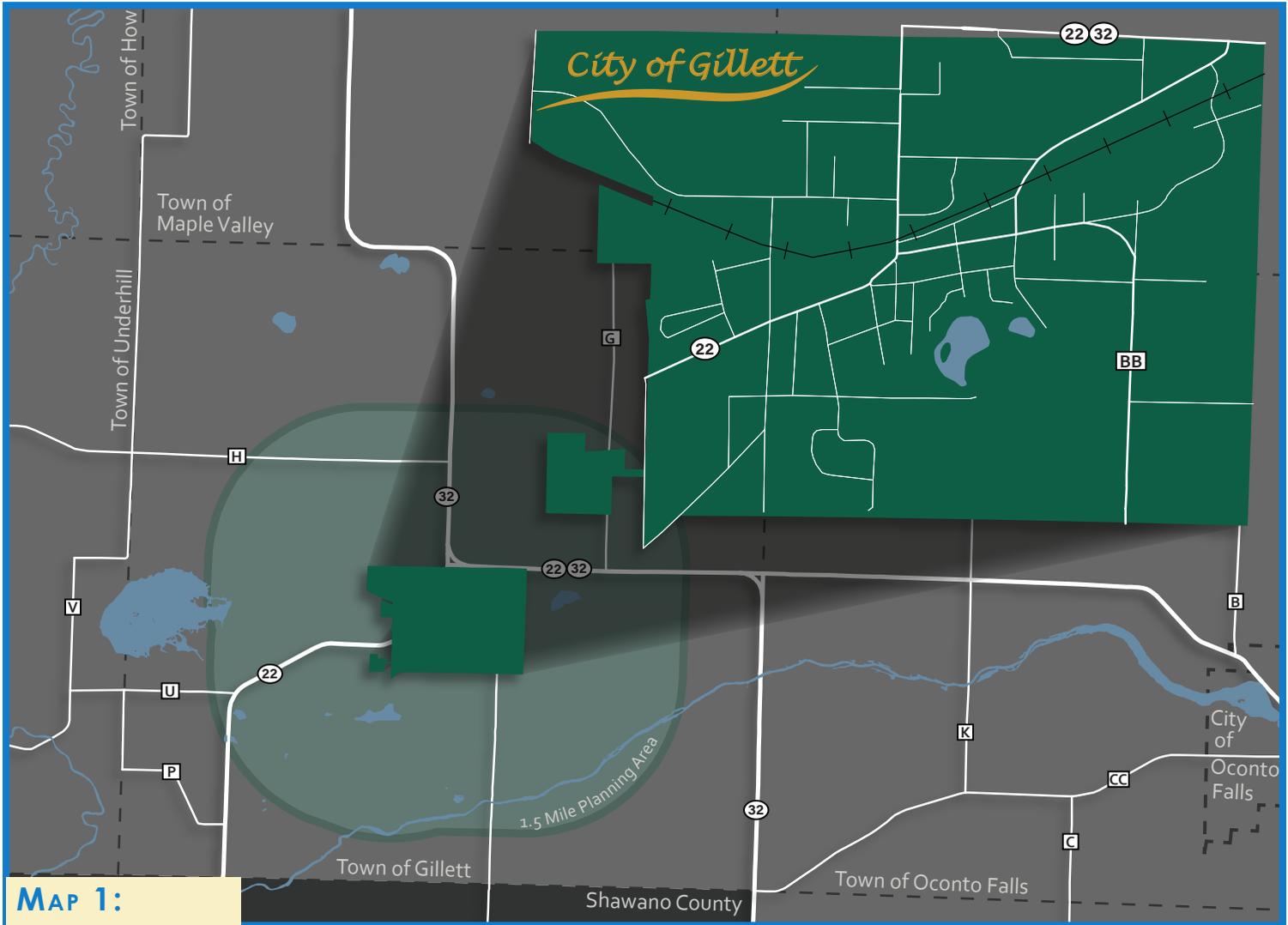
**1,540**

Source: Wisconsin Department of Administration (WDOA)

### Median Age

**45.7**

Source: American Fact Finder 2013-2017 ACS 5-Year Estimates



**MAP 1:  
LOCATION MAP**

### Civilian Labor Force

**651**

Source: American Fact Finder 2013-2017 ACS 5-Year Estimates

### Median Household Income

**\$42,104**

Source: American FactFinder 2013-2017 ACS 5-Year Estimates, 2017 inflation-adjusted numbers

### Total Housing Units

**656**

Source: 2010 U.S. Census

### Unemployment Rate

**5.7%**

Source: American FactFinder 2013-2017 ACS 5-Year Estimates

### Largest Nonfarm Industry

**Manufacturing**

Employment: **144** or **24%**

Source: American Fact Finder 2013-2017 ACS 5-Year Estimates

### Yr. 2040 Household Projection

**707**

Change from the 2010 US Census: **+ 80**

Source: WDOA

# IV

# AGRICULTURAL, CULTURAL AND NATURAL RESOURCES

## Agricultural Resources

Over 31 acres of the land in the city (3.6% of the city's total area) are devoted to agriculture. Over half (50.5%) of the city's planning area is devoted to agriculture.

According to the 2017 Census of Agriculture for Wisconsin, Oconto County was home to 834 farming operations covering approximately 189,898 acres of land in Oconto County, with a median farm size of 80 acres.

## Cultural Resources

### **Historically and Culturally Significant Places**

The Citizens State Bank of Gillett was constructed in 1904. This property is listed on both the State of Wisconsin and National Registers of Historic Places. The structure no longer operates as a bank, but the structure is still in use and preserved.

The Gillett Area Historical Society operates a museum on W. Main St. The museum is in a house built in 1910 on land formerly owned by Rodney Gillett, the city's namesake.

## Natural Resources

### **Lakes and Surface Water**

The city and surrounding planning area contain several lakes including:

- Christie Lake
- Finnegan Lake
- Newton Lake
- Savage Lake and Kasten Lake (uninventoried by the Wisconsin Department of Natural Resources)
- Christie Brook
- Oconto River

### **Watersheds**

The city and its planning area lie within two watersheds, the Lower Oconto River watershed and the Little River watershed.



*Gillett Historical Society. Photo courtesy of the City of Gillett.*

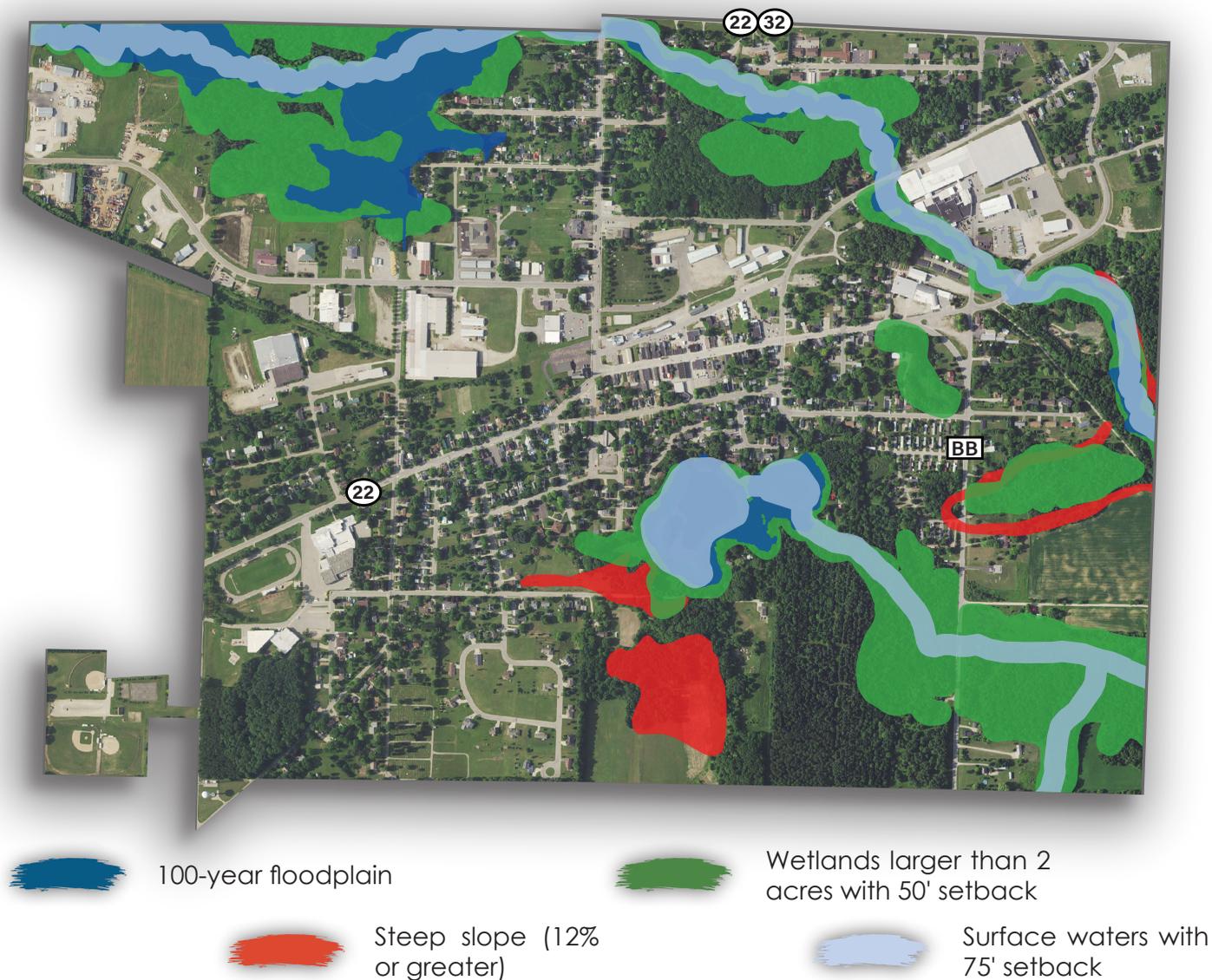
# AGRICULTURAL, CULTURAL AND NATURAL RESOURCES

## MAP 2:

## ENVIRONMENTAL CORRIDORS

**Environmental Corridors** are landscape elements or places which are vital to the long-term maintenance of biological diversity, soil, water, or other natural resources.

Collectively, these features serve as a guidance tool to promote protection of areas with environmental significance from other land use influences.



Source: Oconto County, 2020; WDNR, 2020; Bay-Lake Regional Planning Commission, 2020.

### Significant Natural Features

**Land Legacy Location** has been deemed ecologically significant by the DNR.

- **Oconto River**, part of which flows through the City of Gillett's 1.5 mile planning area. (see Location Map on page 7.) Just southeast of the city, the Oconto River widens and begins to flow due east through the cities of Oconto Falls and Oconto on its way to the Bay of Green Bay. This river is critical for many fish, including steelhead trout.

**Christie Lake**, while not a Land Legacy location, holds great ecological importance. This lake drains into the Oconto River and has been identified as being critical for waterfowl migration.

# AGRICULTURAL, CULTURAL AND NATURAL RESOURCES

## **Agricultural Resources Goals:**

1. Maintain compatibility and minimize conflict between uses, while providing for the orderly development of land that is either currently, or has been, in productive farm use for non-farm development.
2. Support the Oconto County Farmland Preservation Plan (which is included in the 2015 Oconto County Comprehensive Plan) and future updates to the plan.
3. Support the preservation of existing farmland for agricultural uses.

## **Agricultural Resources Objectives:**

1. Direct large-scale residential development away from prime farmlands in order to protect farmers' "right to farm" while also minimizing conflicts between incompatible uses.
2. Explore regulatory options which establish buffer strips between farm operations and other adjacent developments to help minimize conflicts and possible nuisances from farming operations.
3. Collaborate with farmers who might retire from farming to explore alternative uses for their lands, in order to derive the best mutual benefits for the farmer and the city.
4. Support the Town of Gillett's and Oconto County's agricultural and erosion control programs, which are targeted to assist private landowners.
5. Support new innovative types of agricultural practices (e.g. organic farms, specialty farms) within the planning area.

## **Cultural Resources Goals:**

1. Preserve historically and culturally valuable areas, sites, structures, and landmarks.
2. Preserve the city's small-town charm.

## **Cultural Resources Objectives:**

1. Benefit from funding opportunities that preserve and restore cultural and historic resources within the city.
2. Host events which mark the city's history and civic milestones, including its centenary celebration in 2044.
3. Promote the city's cultural and historical heritage through marketing (e.g. a website and brochures) toward both residents and businesses.
4. Consider a historic district or overlay to ensure local protection of historic resources.
5. Establish a standing Historic Preservation Committee that can recommend a historic preservation ordinance or overlay, as local historic designations often carry more protection than state or federal historic designations.

## **Natural Resources Goals:**

1. Provide a clean, healthy, and safe natural environment for the residents of the City of Gillett.
2. Maintain or improve groundwater and surface water quality.

## **Natural Resources Objectives:**

1. Protect environmentally sensitive features such as woodlands, wetlands, floodplains, waterways, and the city's air quality.
2. Plan development adjacent to water features and wetlands carefully. The burden of proof shall be on the developer to prove that a negative result on adjoining rivers, lakes, streams, or wetlands will not take place. If this cannot be determined, then the development shall not occur.
3. Establish protective vegetated buffers around delineated wetlands and surface water.
4. Limit uses within environmentally sensitive areas to conservancy, trails, and other recreational activities which do not adversely impact the natural features and open spaces found within the corridor.
5. Ensure enforcement of floodplain zoning, conservancy zoning and shoreland zoning ordinances within the city's planning area to protect water quality.
6. Explore available grant programs to fund efforts to protect and restore the lakes and rivers in the area.
7. Utilize the city's authority to create an Official Map and identify features the city plans on using public ownership to preserve.
8. Maintain appropriate ordinances (such as a Wellhead Protection Plan) to protect water sources.
9. Maintain strict enforcement of existing regulations (federal, state, county, city) for lands within clearly defined environmentally sensitive areas.
10. Work with Oconto County to locate possible mining sites within the planning area. Through the City Planning Committee and City Clerks Office, the city will inform residents of any future mining sites/operations. The city will ensure all future mining operations will someday be reclaimed to a serviceable setting.



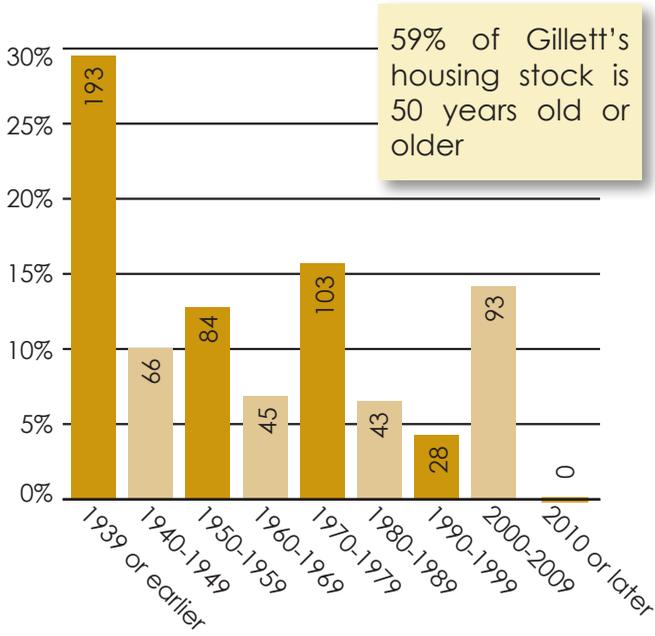
# HOUSING

Residential land uses are a significant use of land within the city, covering 253 acres within the City of Gillett, accounting for 29% of the city's total area.

This element includes historic and projected data about the city's housing stock and households. This data is used to develop the plan's goals and objectives for housing through the year 2040.

## Housing Units by Year Structure Built (2017)

Source: American Fact Finder 2013-2017 ACS 5-Year Estimates



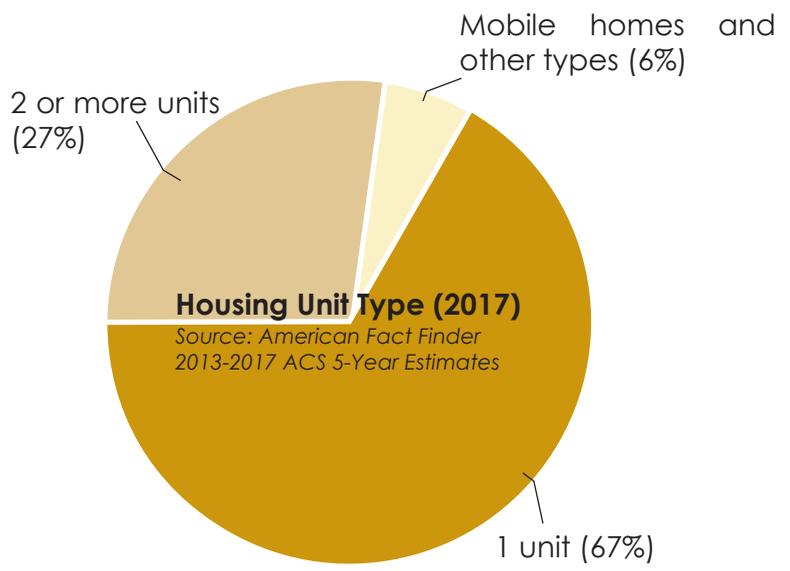
## Historic Total Housing Units

Source: 1990, 2000, and 2010 U.S. Census



4.5% increase in housing units from 1990-2010

The city has issued 354 residential building permits since January 2010, which includes new construction as well as remodels and other changes to existing residences.

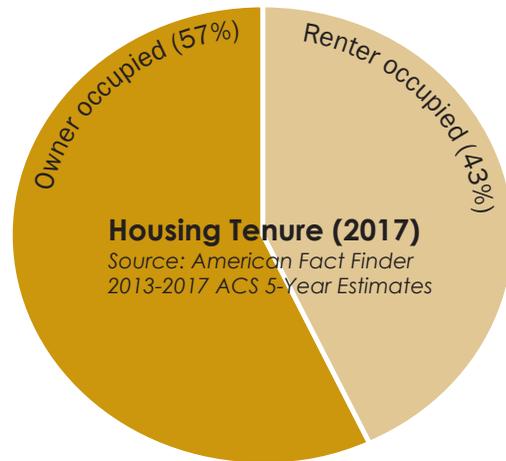
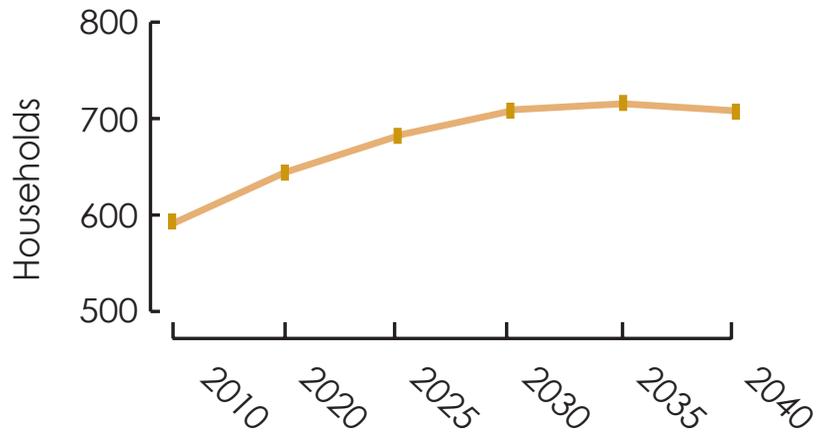


**Historic Household Data and Projections**

Source: American Fact Finder 2013-2017 ACS 5-Year Estimates; WDOA, 2013.

Census	2010:	592
	2020:	644
	2025:	682
Projected	2030:	708
	2035:	716
	2040:	707

WDOA projects a 19.4% increase in the number of city households from 2010-2040, compared with a 29.7% projected growth rate for Oconto County. The number of city households is projected to peak in 2035.



**Estimated Median Home Value (2017)**

Source: American Fact Finder 2013-2017 ACS 5-Year Estimates.

Wisconsin	\$169,300
Oconto County	\$156,700
City of Gillett	\$82,600

# HOUSING

## Housing Goals:

1. Provide a supply of housing stock that is adequate in number, condition, configuration, and location. Align housing supply with household and population projections.
2. Encourage new housing development in areas where it is needed and can be done in an environmentally sound and cost-effective way.

## Housing Objectives:

1. Ensure the availability of adequate owner-occupied and rental housing stock to meet the City's projected population.
  2. Provide adequate housing for all persons including low and moderate income (LMI) residents, the elderly, and residents with disabilities.
  3. Work with the county and BLRPC to monitor the city's population characteristics and projections to stay informed of changing demographics/characteristics within the city.
  4. Provide affordable housing information to first-time home buyers.
  5. Ensure appropriate buffers between residential areas and incompatible land uses. Encourage mixing of residential land uses with compatible uses, such as retail and other commercial uses.
  6. Direct future housing development away from environmentally sensitive areas and toward areas designated for such housing development.
  7. Encourage clustering of development to limit sprawl and its many negative impacts. Encourage new housing in areas in which community facilities currently exist or are planned to exist.
  8. Develop and enforce policies and programs to assist citizens in obtaining affordable quality housing.
  9. Assist residents by providing educational materials and information on financial programs and on home repairs.
  10. To ensure residential property conditions are maintained or improved, work either with community partners or as a municipality to establish a tool lending library (TLL) which can lend tools and offer instruction on basic home maintenance.
  11. Support local initiatives to improve the housing conditions within the city.
  12. As a city, apply for grants and become involved in programs to address the city's housing needs.
  13. Establish a group or committee 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 neighborhood development, etc. When appropriate, work with neighboring communities, the county and BLRPC to develop a set of ordinances designed to further these developmental practices.
-



# ECONOMIC DEVELOPMENT

The city's economy is primarily driven by three industry sectors: manufacturing; retail trade; and educational services, and health care and social assistance. These three industries combined account for over half of the city's employment.

This element includes data about the city resident's employment, educational attainment, income, and other economic attributes. This data helped form the plan's goals and objectives for economic development through the year 2040.

The city, located where STH 22 and STH 32 meet, is geographically well-situated for continued development. Various municipal economic development plans should be in line with Oconto County's economic development plans.

## Estimated Jobs by Industry (2017)

Source: American Fact Finder 2013-2017 ACS  
5-Year Estimates



# ECONOMIC DEVELOPMENT

## Largest Employers in the City

Source: Wisconsin Department of Workforce Development, 2019

Employer name:	Estimated Number of Employees:
Seneca Foods Corporation.....	100-249
New View Industries.....	100-249
CESA 8.....	100-249
Gillett School District.....	50-99
Microcraft Boats.....	50-99
Woodland Village Nursing Center.....	50-99
Gillett Elementary School.....	20-49
Wausaukee Composites, Inc.....	20-49
Custom Pallet and Crate, Inc.....	20-49
Gillett Cement Products, Inc.....	20-49
Pat's Market.....	20-49
C & L.....	20-49
Northern Grace Youth Camp.....	20-49



Local business. Photos courtesy of the City of Gillett.

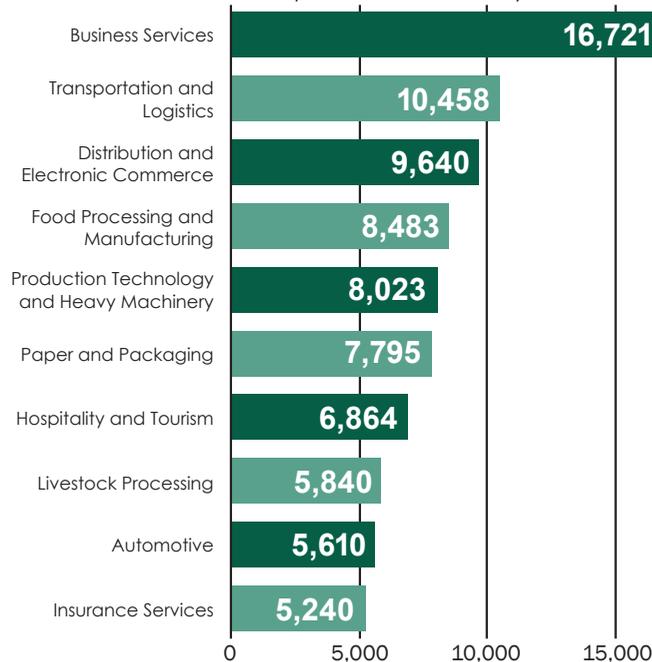
### Prominent Employers (Oconto County)

Source: Wisconsin Department of Workforce Development, 2019

- Cruisers Yachts
- KCS International, Inc
- Saputo Cheese USA, Inc
- St. Clare Health
- Rampage Sport Fishing Yachts
- Oconto County Technology Services
- Seneca Foods Corporation
- Unlimited Services-Wisconsin
- Atrium Post Acute Care of Oconto Falls
- New View Industries
- Diversified Woodcraft, Inc
- CESA 8
- McDermid Transportation, Inc

### Employment in Cluster Industries in Northeast Wisconsin\* (2017)

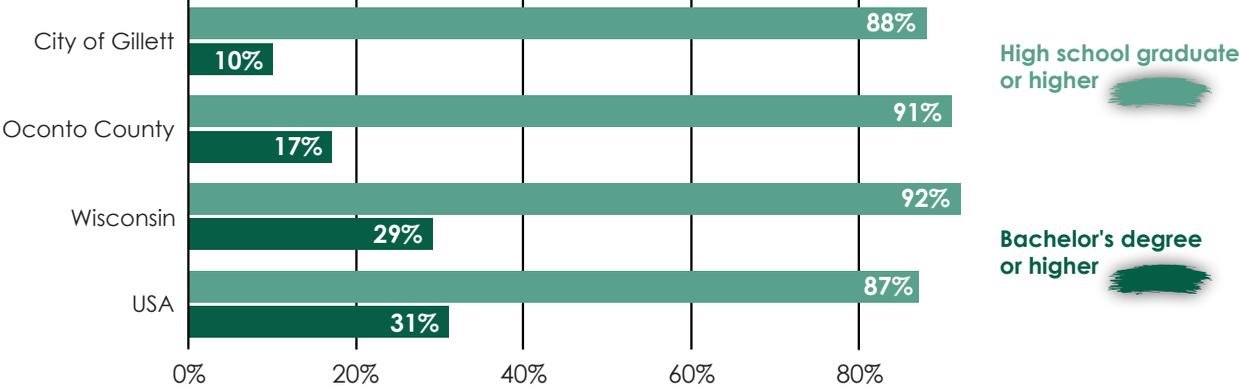
Source: U.S. Cluster Mapping (Harvard Business School and U.S. Economic Development Administration), 2017.



Note: Non-agricultural employment only  
\*Includes Oconto, Marinette, and Shawano Counties

**Educational Attainment (Age 25 and Over) (2017)**

Source: American Fact Finder 2013-2017 ACS 5-Year Estimates



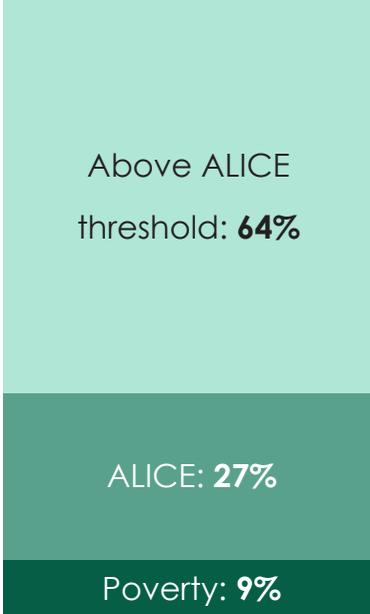
**ALICE**

The ALICE concept was developed by a group of state-level United Way nonprofits, including the United Way of Wisconsin. **ALICE** stands for **A**sset **L**imited, **I**ncome **C**onstrained, **E**mployed. Residents below the ALICE threshold are employed and often earn more than the federal poverty level, but still have difficulty affording necessities. People living below the ALICE threshold come from all walks of life, including students, working adults, and the elderly.

In 2016 (the most recent year for which data are available) Oconto County had a lower poverty rate than Wisconsin (9% vs. 11.7%) but had a higher percentage of ALICE households (27% vs. 25.8%) for a total of 36% of households below the ALICE threshold.

Source: 2018 United Way ALICE Report, commissioned by the United Way of Wisconsin.

**Oconto County ALICE Households (2016)**



Source: 2018 United Way ALICE Report, commissioned by the United Way of Wisconsin.

**Estimated Median Household Income (2017)**

Source: American Fact Finder 2013-2017 ACS 5-Year Estimates

City of Gillett.....	<b>\$42,104</b>
Oconto County.....	<b>\$55,762</b>
Wisconsin.....	<b>\$56,759</b>

# ECONOMIC DEVELOPMENT

## Commute Time (2017)

City of Gillett: 24.1 minutes

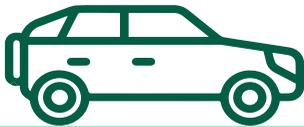
Oconto County: 26.6 minutes

## Percentage of Workers Who Carpool (2017)

City of Gillett: 16%

Oconto County: 9%

Source: American Fact Finder 2013-2017 ACS 5-Year Estimates



Local businesses. Photos courtesy of the City of Gillett.



Local businesses. Photos courtesy of the City of Gillett.



## Economic Development Goals:

1. Promote economic development within the city by seeking balanced economic growth in business and industry, while providing jobs for residents and increasing household income.
2. Encourage economic development projects that involve public-private partnerships, employment of persons with low to moderate skills, or employment training to improve job skills.

## Economic Development Objectives:

1. Maintain programs designed to make the city's workforce more competitive. Support the Gillett School District, CESA-8, and local career coaching programs.
2. Enter discussions with existing businesses about their possible expansion.
3. Closely monitor the capacity of existing infrastructure (including streets, electricity, waste disposal, public safety services, etc.) to serve existing businesses and accommodate new development. Weigh the costs of service expansion against possible benefits.
4. Cooperate with the Town of Gillett to discuss expansion of the existing industrial park to bring jobs into the area.
5. Work with the Town of Gillett to expand services to future commercial businesses or industries that locate within the town.
6. Support standards to minimize pollution and adverse impacts on the environment and human health.
7. Work with residents and developers to approve standards for hours of operation, signage, lighting, parking, and landscaping to meet the city's desire for well planned growth.
8. In order to provide commercial service to local and through traffic, locate commercial development dependent on vehicular traffic and easy access (such as gas stations and casual restaurants) along the STH 22 and STH 32 corridors to the north and northeast of the city.
9. The Tourism and Marketing Committee should continue to explore opportunities to market the city to current businesses for expansion and to potential new businesses for relocation. Cooperation with county and regional entities is encouraged.
10. Work with businesses and regional entities to apply for grants and loans to establish or expand businesses.
11. Continue to cooperate with the BLRPC's annual economic development report, which evaluates economic activity. The city may identify future economic development projects may become eligible for federal funding.



Local business. Photos courtesy of the City of Gillett.



Local business. Photos courtesy of the City of Gillett.

# ECONOMIC DEVELOPMENT

## County Programs

The Oconto County Economic Development Corporation (OCEDC) – The OCEDC is a local economic development organization that seeks to foster economic development and tourism promotion in Oconto County. The OCEDC website contains information about the organization and the services available.

## Regional Programs

Comprehensive Economic Development Strategy (CEDS) – The Bay-Lake Regional Planning Commission (BLRPC) along with economic development representatives from the region work together to develop a CEDS for northeast Wisconsin. The CEDS is a strategic plan for strengthening the regional economy and a plan of action to carry out the strategies. The CEDS must meet the requirements of the Economic Development Administration (EDA) and by doing so, strengthens efforts to secure Federal funding for projects that have a focus and impact on advancing economic development that will benefit economically distressed areas in the region.

Disaster Recovery Microloan Program – Through WEDC, the BLRPC administers a Disaster Recovery Microloan Program that is designed to financially assist businesses impacted by natural and manmade disasters.

CARES Act COVID-19 Recovery Assistance – The BLRPC provides technical assistance for communities that have been economically impacted by COVID-19. BLRPC assists communities with project identification, grant writing, and identifying federal and state funding opportunities. Assistance has been made possible by EDA and will be available until September 2022.

## State and Federal Programs

Wisconsin Economic Development Corporation (WEDC) – The WEDC is a public/private entity created to support business growth and job creation in the State. The organization collaborates with regional, local, and private partners to develop strategies and offer funding

opportunities to accelerate the five key Catalysts of Growth identified by WEDC, including strategic economic competitiveness, business development, community and economic opportunity, brand development and strategy, and operational and fiscal excellence.

U.S. Economic Development Administration (EDA) - The EDA provides grants and technical assistance to economically distressed communities in order to generate new employment, help retain existing jobs and stimulate industrial and commercial growth through a variety of investment programs.

## Additional Resources

Additional financial resources are available through several state and federal agencies, including the following:

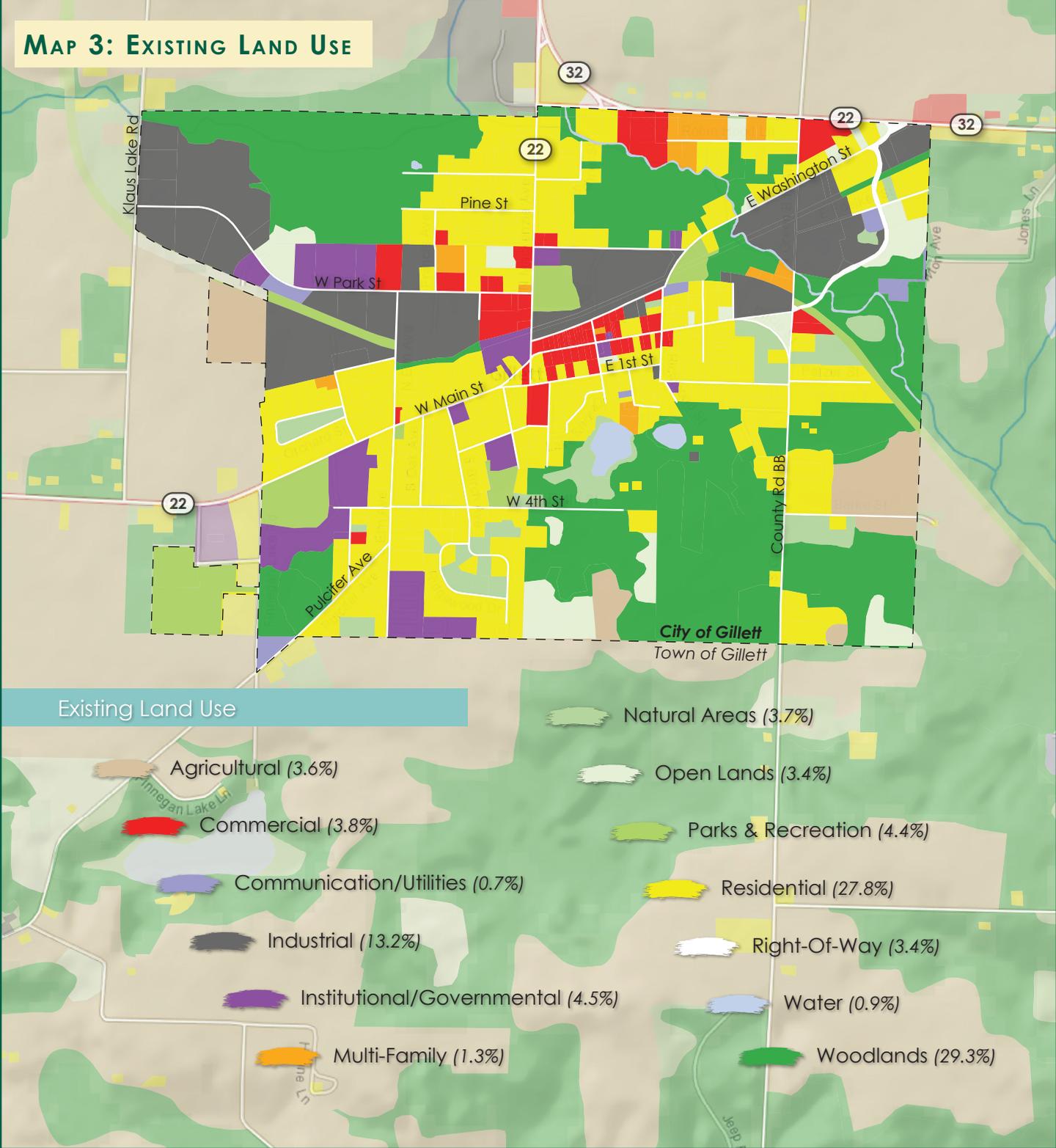
- Wisconsin Department of Natural Resources
- Wisconsin Economic Development Corporation
- Wisconsin Department of Administration
- Wisconsin Department of Agriculture, Trade, and Consumer Protection
- Wisconsin Department of Transportation
- Wisconsin Board of Commissioners of Public Lands
- Wisconsin Housing and Economic Development Authority
- The State Historical Society of Wisconsin
- U.S. Economic Development Administration
- U.S. Environmental Protection Agency
- U.S. Department of Housing and Urban Development
- U.S. Department of the Treasury

# VII

# CITY LAND USE

The City of Gillett accounts for over 870 acres of land. Approximately 36% of the city is undeveloped (primarily woodlands, natural areas, and agriculture). Residential land use (including both single- and multi-family residential) accounts for the largest portion of the city's developed land, covering over 29%, or 253 acres, of the city. The land use inventory (below) illustrates the city's existing land use.

**MAP 3: EXISTING LAND USE**



# VIII FUTURE LAND USE

The city's future land use classifications and map take into account existing land use as well as household and economic projections. Future land use should not be construed as zoning. Future land use classifications are not legal descriptions of allowable land uses. They represent an idealized vision of what Gillett's land use could become by 2040.

## **Future Land Use Goals:**

1. Promote the equitable distribution of land uses that will preserve and enhance the city's rural and small-town character and improve citizens' quality of life.
2. Establish land development guides designed to promote environmental protection, meet social and economic needs, provide housing consistent with household projections, provide for adequate services and facilities, and ensure compatibility of land uses.
3. When making land use decisions, consider environmental sustainability and the availability of resources.
4. Implement the goals and objectives in this plan's Community Design element.

## **Future Land Use Objectives:**

1. Utilize this comprehensive plan update as a guide for the city's development.
2. Ensure that growth 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.
3. Collaborate with the Town of Gillett about land uses on the city's periphery and about other issues of mutual interest.
4. Encourage preservation of water resources, unique open spaces, and other natural and cultural resources.
5. Provide orderly development to promote efficient and equitable distribution of community services.
6. Establish a set of design standards to be followed by developers in planning their projects.
7. Promote the preservation of buildings (places of worship, historic homes and buildings), structures (out buildings, bridges, etc.) and other landscape features (cemeteries, fence lines, etc.) that embody the city's cultural history.

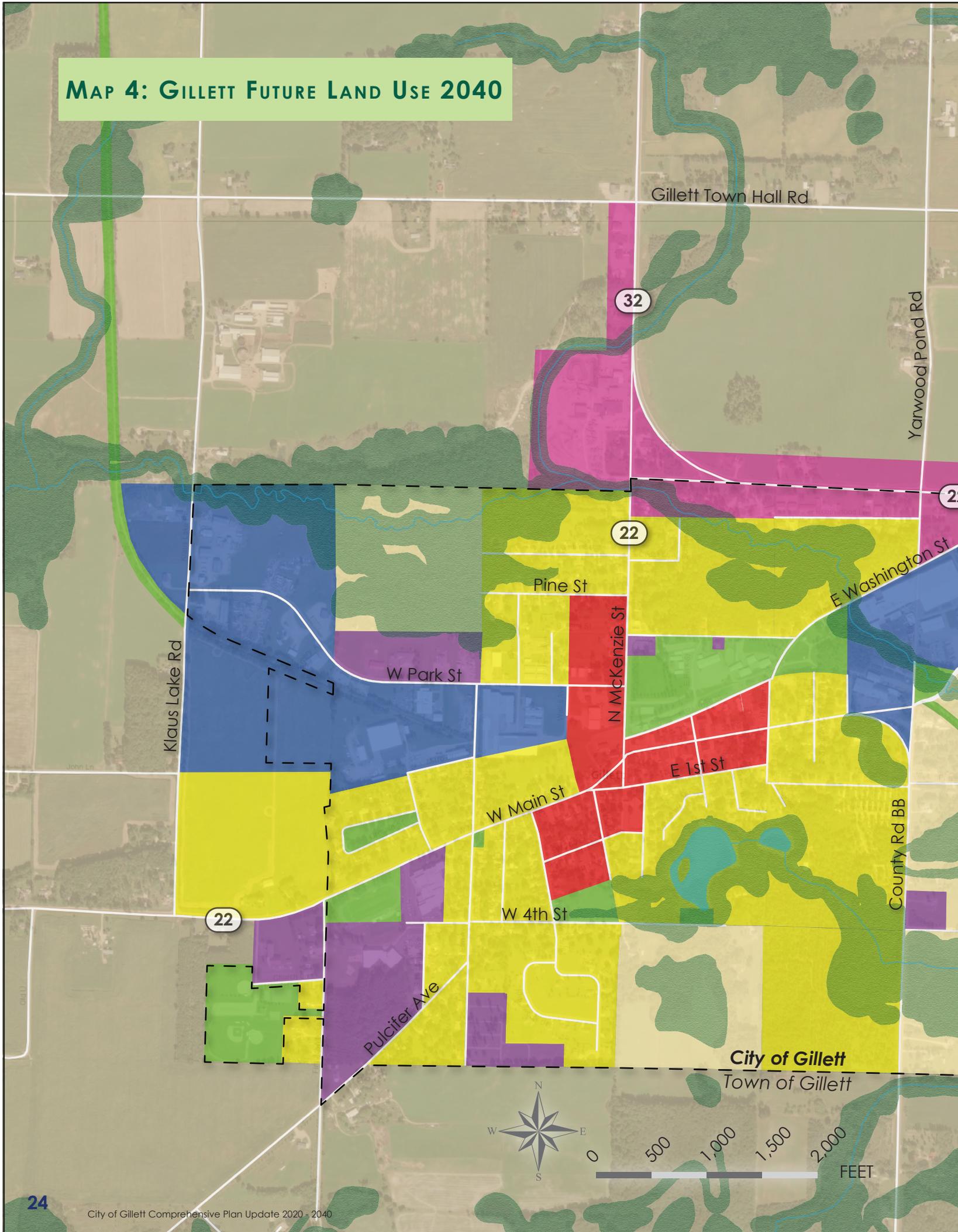
**Land Use Classifications:****Neighborhood Residential:**

This classification identifies both established and future residential areas at medium densities. The majority of the city's current residential areas are on both sides of STH 22/ W Main St.; both sides of N McKenzie St.; the south and west of CTH BB; and south of STH 22/STH 32. Recent residential development has occurred south of 4th St. The Neighborhood Residential classification seeks to 'fill out' existing neighborhoods using rehabilitation and infill development before additional greenfield development occurs, which will also maximize efficiency in utility provision. While architecturally or culturally significant homes deserve emphasis, all homes have a role to play in neighborhood preservation and providing housing at affordable levels. Traditional development patterns are strongly recommended. These include a well-connected street system, few cul-de-sacs, and neighborhood parks. Neighborhood Residential areas are envisioned to contain a balance of housing choices, including single-family and duplexes occupied by homeowners or renters. Home-based businesses, where they are permitted, are included in the Neighborhood Residential category.

**Neighborhood Residential Recommendations:**

1. Preserve existing neighborhoods. Promote the rehabilitation of existing homes, both to preserve the historic fabric and to maintain property values. This provides more comfortable and appealing homes and reduces the perception of blight.
2. Provide residents with educational materials on home repairs and financial programs.
3. Infill development should occur before new residential areas are built, because it 'completes' a neighborhood and allows for the more efficient provision of services. Rehabilitated homes and new homes built in established residential areas should be sensitive to the existing urban fabric and should be generally similar in size, scale, and typology to the existing neighborhood.
4. For parking and municipal services/utilities, rear alleys are preferred over street-facing driveways and garages.
5. New residential areas should conform to surrounding land uses and existing homes to avoid incompatibilities. Use traditional neighborhood development patterns, which include street connectivity and neighborhood parks.
6. Environmental corridors should be protected and not developed. Although these sensitive natural areas might run through one's property, proper setbacks should be observed to protect both structures and environmental features.
7. Ensure adequate housing for all persons, regardless of household configuration or income. This includes, but is not limited to, promoting housing for people with low to moderate incomes, elderly people, and starter homes. If needed, the city is encouraged to apply for grants to address housing needs.
8. Encourage home-based businesses where permitted. These businesses should be properly permitted, as well as promoted through appropriate signage that is in keeping with neighborhood character.

# MAP 4: GILLETT FUTURE LAND USE 2040



**Future Land Use Classifications:**

**Neighborhood Residential** identifies both established and future residential areas at medium densities, including single-family homes, duplexes, and townhomes occupied by homeowners or renters.

**Rural Residential** is intended to preserve the rural character of largely undeveloped lands which may see future development. Homes in this classification are envisioned to be at low densities on or near agricultural lands, forests, and other non-developed lands.

**Downtown Core** is a mixed-use classification envisioned at the heart of Gillett and shall include municipal, institutional, higher-density residential, and commercial, retail, and service-sector businesses.

**Highway Mixed Use** shall include a balance of retail, commercial, residential, and light industrial and manufacturing along the STH 22/32 corridor.

**Agricultural & Open Space** includes existing open space as well as agricultural activities, including working farms, fields, and pastures. Farm residences are also included.

**Governmental/Institutional/Utilities** includes all governmental facilities, emergency services and facilities, utilities, schools, and places of worship.

**Parks & Recreation** includes areas for existing and future parks, sports fields, and trails for motorized and non-motorized use.

**Industrial & Manufacturing** includes heavy industry and manufacturing land uses.

**Natural Preservation Overlay** includes environmentally sensitive areas such as surface water, wetlands, floodplains, and areas of steep slope. This classification is less conducive to development and is a prime candidate for conservation.

**Transportation/Right-of-Way** includes transportation facilities, chiefly roads and bridges.

<b>Neighborhood Residential</b>
<b>Rural Residential</b>
<b>Downtown Core</b>
<b>Highway Mixed Use</b>
<b>Agricultural &amp; Open Space</b>
<b>Governmental/Institutional/Utilities</b>
<b>Parks &amp; Recreation</b>
<b>Industrial &amp; Manufacturing</b>
<b>Natural Preservation Overlay</b>
<b>Transportation/Right-of-Way</b>



32

## FUTURE LAND USE

### Rural Residential

This classification is intended to preserve the rural character of largely undeveloped lands which may see future development. Homes in this classification are envisioned to be near agricultural lands, forests, and other non-developed lands. Development in these areas are expected to be at low overall densities. The preferred housing typology is clustered development (such as conservation subdivisions) that leaves a majority of the rural land intact. In outlying areas, single-family homes and accessory structures on large tracts of land may be acceptable. These areas should be integrated into the fabric of existing rural areas. It is anticipated that homes in the Agricultural & Open Space classification will be broadly consistent with those in the Rural Residential classification.

### Rural Residential Recommendations:

1. Homes in this area should be in harmony with the existing rural character, which could include agricultural fields, pastures, forests, or other natural areas. Even with homes on large tracts of land, clustering of homes is recommended with plenty of space between them. This will create less disturbance of existing natural areas and will allow natural features to be the highlight of this area.
2. Multifamily housing should be included where it meets the same open space standards as single-family homes in this classification.
3. Environmentally sensitive areas should be protected and not developed. Although these sensitive natural areas might run through one's property, proper setbacks should be observed to protect both structures and environmental features.

### Downtown Core:

This classification exists in the heart of Gillett, drawing in visitors and meeting residents' daily needs. It includes a mix of compatible uses designed to foster a vibrant and walkable small-town downtown. Recommended land uses for Downtown Core areas include municipal; institutional; higher density residential such as townhomes and apartments; commercial and retail businesses; professional services; and service sector businesses. Businesses in this classification should not generate a large amount of heavy truck traffic. Much of the city's historic character is embodied in the Downtown Core, and all properties in the Downtown Core are highly visible to visitors. New commercial activities, especially neighborhood commercial and general purpose shopping, should be directed to the Downtown Core.

### Downtown Core Recommendations:

1. A healthy use of compatible mixes is encouraged. These mixed uses can be side-by-side (horizontal) or on different floors of the same structure (vertical) or both.
2. Future public and civic developments, such as a park, plaza, or library, should be encouraged in areas classified as Downtown Core. Where existing public/civic land uses are near the Downtown Core, connections between them should be made easy via different modes of transportation.
3. Public activities and community events should be encouraged in this area.
4. Design guidelines should be considered for areas classified as Downtown Core. These guidelines will ensure that the fabric and aesthetics of this future land use classification retain and foster a true downtown feel.
5. Evaluate parking requirements in the Downtown Core. While some amount of parking is desirable and necessary, too much space devoted to parking will make a vibrant downtown feel empty. Where parking lots are necessary, direct them to the rear of buildings and encourage shared parking between businesses, institutions, etc.

6. Higher density housing, such as townhomes and apartments, are encouraged in the Downtown Core. These should be aesthetically compatible with surrounding land uses.
7. Single family homes should continue to exist on the periphery of the Downtown Core. This provides a gradual transition between land uses.

### Highway Mixed Use:

This classification is envisioned along STH 32 north of the city and along STH 22 / STH 32 on the northeast edge of the city. Appropriate uses include a balance of retail, commercial, residential, and light industrial and manufacturing. Retail and commercial businesses can benefit from traffic on STH 22 and STH 32, while light industrial and manufacturing businesses can benefit from efficient truck access to and from these highways without the need to traverse city streets. Existing and future residential are recommended at medium-to-high densities.

### Highway Mixed Use Recommendations:

1. While this area is designated as mixed use, appropriate buffers should be placed between industrial/manufacturing businesses and incompatible land uses. Landscaped buffers are encouraged over bare fencing.
2. Where non-retail light industrial and manufacturing businesses exist in the Highway Mixed Use area, they should include landscaped screening in place of bare fencing.
3. Proper signage will be necessary to direct drivers and potential consumers to this area. Such signage will be many people's first impression of Gillett and should be regulated with this in mind. Strike a balance between a business's need for visibility and the city's interest in fostering an attractive mixed use area.
4. Land uses in this area will partly rely on highway traffic for patronage, but outdoor activities and walkability should also be encouraged.
5. Residential uses envisioned for this area can include a variety of typologies, including denser housing such as apartments. Residential uses should conform to the character of the surrounding area.

### Agricultural & Open Space:

This classification includes existing and future agricultural activities (including working farms, fields, and pastures) and open space. It is envisioned that much of the existing agricultural land will remain agricultural. Open space land may be appropriate for development under certain circumstances but should only be permitted in accordance with the recommendations in the Rural Residential or Parks & Recreation classifications. Agricultural land may also include existing or future developments in the Rural Residential classification. Areas of open space in this classification that are covered by the Natural Preservation Overlay are not recommended for development. Existing institutional or commercial developments are envisioned to remain, as they are generally in keeping with this classification's rural character.

### Agricultural & Open Space Recommendations:

1. Protect and preserve prime agricultural land and environmental corridors. The Oconto County 20-Year Comprehensive Plan includes a DATCP-certified Farmland Preservation Plan, and land use decisions made in this area should be in accordance with that plan's farmland-related recommendations.
2. Preserve the rural character of this land. Travel along the roadside and horizon should include views of farmland, agricultural structures, and natural features.
3. Homes built in these areas should conform to recommendations in the Rural Residential classification, generally meaning clustered development or single-family homes on larger tracts of land.

## FUTURE LAND USE

4. Low-impact recreational facilities (e.g. trails and open spaces) may be incorporated to promote recreational opportunities without detracting from this area's rural character.

### Governmental/Institutional/Utilities:

This classification includes government facilities; emergency services and facilities; utilities and utility sites; cemeteries; other public services provided to city residents; schools; and places of worship. Many municipal and institutional facilities are located in areas classified as Downtown Core; these are highly visible and frequently patronized and should be maintained as such.

### Governmental/Institutional/Utilities Recommendations:

1. Maintain all municipal facilities and utility infrastructure to ensure proper function and for aesthetic purposes. Certain utilities (substations, etc.) should be screened from public view, preferably with landscaping.
2. Remain informed of changing utility and communication issues, including telecommunication towers and antennas, wind generation facilities, and the siting of such utilities.
3. Continue the city's policy of requiring annexation prior to extending municipal services to an area in the city's extraterritorial planning jurisdiction.

### Parks & Recreation:

This classification includes areas for existing and proposed recreational facilities, including parks, trails, sports fields. These facilities may be publicly or privately owned.

### Parks & Recreation Recommendations:

1. Maintain an updated Outdoor Recreation Plan to guide the maintenance, expansion, and establishment of recreational facilities, and to ensure eligibility for various funding sources.
2. Ensure that new and existing recreational facilities are well-connected to each other and to neighborhood residential areas to promote equitable access to recreation.
3. Promote the sustainable use of the area's natural features for recreation.
4. Continue to promote the city and surrounding area as a destination for ATV riders, with plenty of motorized trails and amenities.
5. Future residential developments should be reviewed for proximity to, or inclusion of, recreational facilities.
6. Continue to add a suitable number of neighborhood parks or recreational areas, both on vacant parcels in existing neighborhoods and when reviewing a new subdivision.
7. Prior to constructing new recreational facilities, consult with nearby communities about arrangements for sharing the management, maintenance, etc. of these facilities, if appropriate.
8. Ensure that recreational trails, both motorized and non-motorized, have proper signage and intersection controls to ensure safe crossing with vehicles.

### Industrial & Manufacturing:

This classification includes industrial and manufacturing uses which are more intense, may generate more noise pollution, and may run all hours of the day (even if only seasonally). Some businesses in this category may transform raw/unfinished materials into consumer goods and sell them to retail shoppers on site, although it is anticipated that most will not. Businesses in this classification should always be buffered from other land uses. It is anticipated that businesses in this classification may generate a large amount of heavy truck traffic.

**Industrial & Manufacturing Recommendations:**

1. Maximize the capacity of the existing industrial park before expanding industrial uses into other areas.
2. Encourage expansion of existing industrial facilities while also working to attract new industrial businesses. Locate future large-scale operations in or near the industrial park to maximize the use of existing infrastructure.
3. Ensure that industrial businesses are properly buffered from incompatible land uses, especially sensitive land uses such as residential and recreational areas.
4. Ensure that these land uses do not present nuisances to nearby land uses, including but not limited to excessive dust, smoke, odor, and noise.
5. Continue to avoid the degradation of groundwater and surface water through appropriate controls and regulations.

**Natural Preservation Overlay:**

This classification identifies environmentally sensitive features such as surface water, wetlands, floodplains, and areas of steep slope. These areas are largely unsuitable for development and are prime candidates for environmental protection. Some of these areas might be used for informal year-round or seasonal outdoor recreation, but are not identified as Parks & Recreation because they have been identified for their environmental sensitivity and because they do not constitute formal recreational facilities.

**Natural Preservation Overlay Recommendations:**

1. Minimize development in these areas, as these lands are unsuitable for development and/or worthy of preservation. Wherever possible, direct development away from environmental corridors.
2. Homes built in these areas should conform to recommendations in the Rural Residential classification. Low-impact clustered development will preserve the majority of this area's natural character.

**Transportation:**

This classification identifies transportation facilities, chiefly roads and bridges. Paths or trails for ATV use, hiking, etc. are not included, as they are identified in the Parks & Recreation category.

**Transportation Recommendations:**

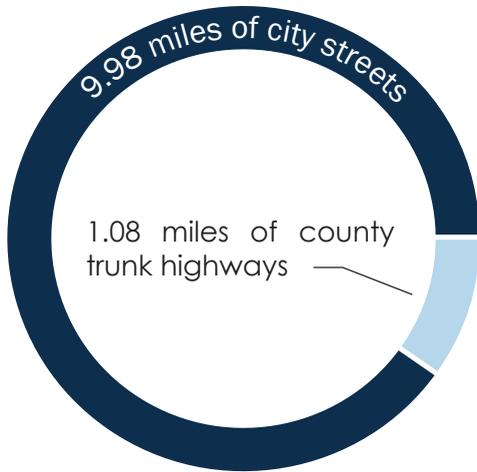
1. Consider traffic-calming measures to increase the safety of the transportation network.
2. Utilize WISLR (Wisconsin Information System for Local Roads) and PASER (Pavement Surface Evaluation and Rating), which are both free WisDOT programs, to track pavement conditions and build a road maintenance plan and budget.
3. When reviewing new developments, consider speed limit reductions.
4. Ensure that well-maintained sidewalks are present throughout the city.
5. Ensure roadway safety between different modes of transportation, including automobiles, cyclists, and ATVs.

# IX

# TRANSPORTATION

The transportation element includes the city's transportation infrastructure, which includes streets, bridges, sidewalks, and any other motorized or non-motorized transportation facility.

## Streets



## Air Service

The nearest regional airport is Green Bay-Austin Straubel International Airport, located in the City of Green Bay, approximately 35 miles southeast of the City of Gillett.



## Rail Service

There are no active rail lines within the city. However, approximately 1.4 miles of Chicago and Northwestern Railroad (C&NW) rail line runs through the city. This section was granted the right of abandonment in 1978 and now functions as part of the Nicolet State Trail.

## Paratransit

Several entities within Oconto County provide transportation for individuals over a certain age and to veterans. These include:

- Oconto County Commission on Aging
  - Meal Site Transportation
  - Volunteer Escort Program
- Oconto County Veteran's Transportation Program

Forward Service Corporation (a nonprofit organization with a location in the City of Oconto) offers two transportation related programs. Both are part of the Wisconsin Employment Transportation Assistance Program (WETAP). Programs include a vehicle repair program and a vehicle loan program to help people travel to and from work.

## Trucking

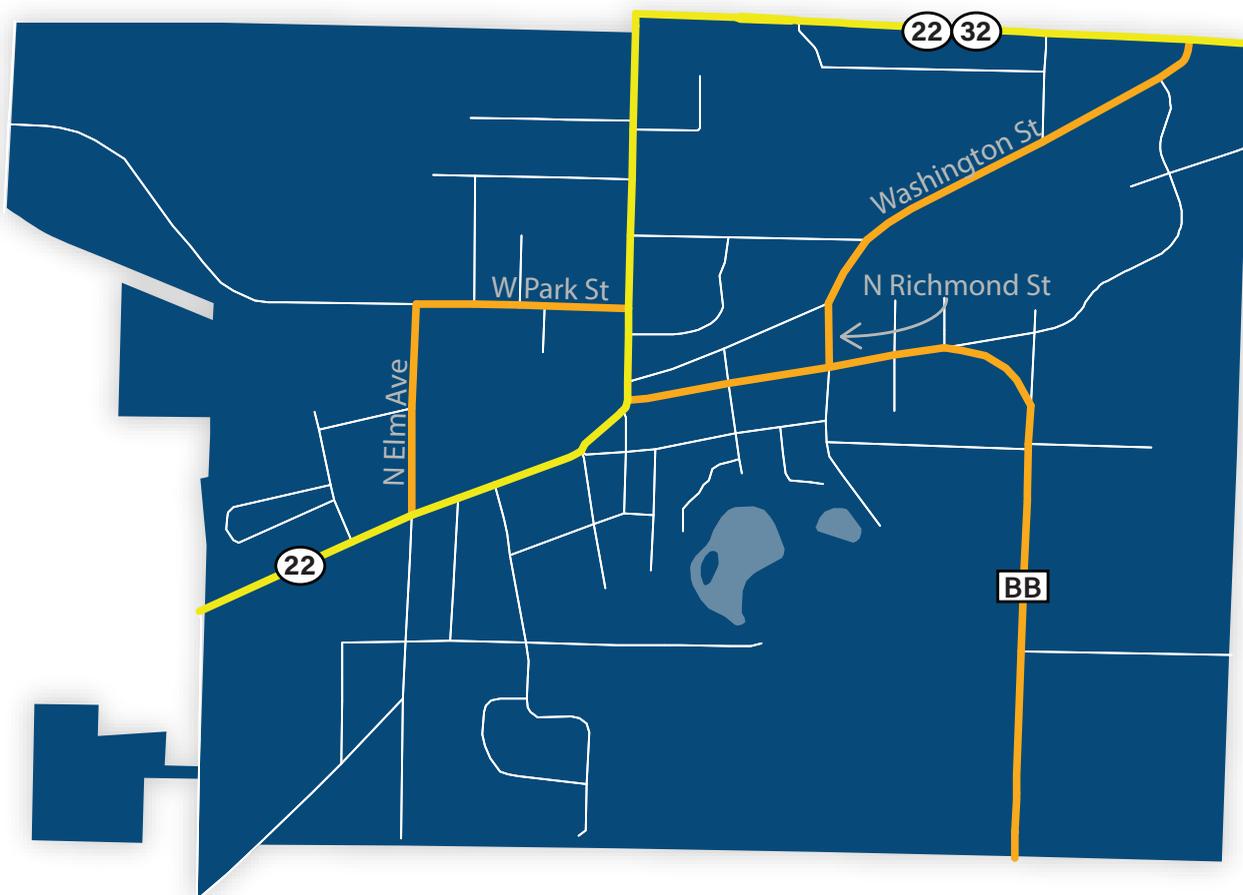
Many businesses within the city and its planning area, including farms and industries, rely on truck routes to import and export goods. STH 22 and STH 32 are state-designated long truck routes, including the portions which run through the city. By necessity, these trucks occasionally need to travel on city streets.

**MAP 5:**  
**FUNCTIONAL CLASSIFICATION**

**Functional Classification** is the classification of streets and roads based on their intended purpose and the volume of traffic which they carry.

Arterials carry traffic over the longest distance, often between major economic centers in different regions. Collectors carry traffic within a region or within a city or other municipality. (Arterials and collectors are subdivided into 'major' and 'minor' based on traffic volume.) Local streets offer access to individual parcels of land, such as a home or business.

Functional classification of roads in the City of Gillett is detailed in the following map:



Source: Wisconsin Department of Transportation, 2020; Bay-Lake Regional Planning Commission, 2020.



Arterial



Local Streets



Collector (including Washington St., N. Richmond St., N. Elm Ave., and W. Park St.)



City of Gillett

# TRANSPORTATION

## **Transportation Goals:**

1. Maintain the city's transportation system to maximize the safe, efficient, and accessible conveyance of people and goods.
2. Ensure that the city's transportation system provides for all modes of transportation, including motor vehicles, pedestrians, and cyclists.
3. Keep the city's transportation system well-maintained.

## **Transportation Objectives:**

1. Ensure that the transportation system provides for all transportation modes and is harmonious with surrounding land uses.
2. Provide for adequate traffic controls and convenient, efficient vehicular movement near all commercial, industrial, and public facilities, particularly those located along the STH 32, STH 32/22 and STH 22 corridors.
3. Work to minimize the total amount of land used for motorized transportation facilities.
4. Ensure that the transportation system reduces crashes and provides for increased travel safety.
5. Ensure that the transportation system minimizes adverse effects upon the property tax base and the natural and cultural resource base.
6. Identify dangerous intersections and conflict points within the city and address them using traffic calming measures.
7. Continue to provide a safe system of bicycle, pedestrian, and motorized recreational vehicle paths and trails through the city.
8. Afford pedestrians and cyclists 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.
9. Maintain the city's sidewalk system.
10. Abandoned rail and/or utility right-of-way corridors should be maintained for future transportation facilities for cyclists, pedestrians, and motorized recreational vehicles.
11. Maintain connections between existing and future parks and recreational facilities with trails for non-motorized and motorized use.
12. Avoid locating transportation facilities in or through environmentally sensitive areas unless such facilities are for non-motorized use only and can be shown to have no adverse environmental impact.
13. When planning and constructing transportation facilities, minimize the negative impacts to historic and cultural resources.
14. Utilize WISLR (Wisconsin Information System for Local Roads) and PASER (Pavement Surface Evaluation and Rating), which are both free WisDOT programs, to track pavement conditions and build a road maintenance plan and budget.



Gillett Main Street. Photo courtesy of the City of Gillett.



Original Gillett Train Depot. Photo courtesy of the City of Gillett.



# UTILITIES & COMMUNITY FACILITIES

Utilities & community facilities refers to any facility or service provided or administered by the city, as well as other public services. Parks and recreational amenities are also included in this section.

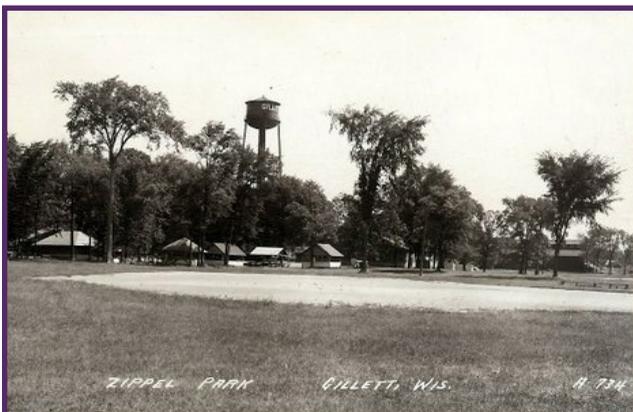
## Utilities

### Sanitary Sewer & Wastewater Treatment

The Gillett Utility provides sanitary sewer service to a majority of residents and businesses. The system operates one lift station. The wastewater treatment facility was updated within the last ten years and service is considered adequate.

### Potable Water

The Gillett Utility provides potable water to city residents from three wells. The most recently posted Consumer Confidence Report (2014) showed adequate water quality.



Original Water Tower in Zippel Park. Photo courtesy of the City of Gillett.

### Storm Sewer

The city has a curb and gutter system throughout much of the city. Portions of the city with only open ditches for stormwater drainage have intermittent drainage problems. The curb and gutter system has been expanded in recent years and will continue to be expanded to other parts of the city.

### Power Generation (electricity & natural gas)

WeEnergies, a subsidiary of WEC Energy Group, supplies the city with electricity and natural gas service.

Capacity and service are considered adequate.

### Garbage & Recycling

The city picks up residential refuse weekly. Curbside pickup uses a sticker system; stickers may be purchased at City Hall.

Recycling is mandatory. Residents may opt for weekly curbside recycling pickup or choose to drop off their recyclables at the municipal recycling center. Some larger items or certain materials must be dropped off at the recycling center.

## Community Facilities

### Cemeteries

Four cemeteries serve the city. Capacity is considered adequate. These cemeteries are:

- Wanderer's Rest
- St. John's Lutheran Church
- St. John The Evangelist Catholic Church
- Immanuel Lutheran Church

## Schools

The Gillett School District operates Gillett Elementary School and Gillett Secondary School, which houses the middle and high schools.

The Gillett School District serves residents of the city and areas of surrounding towns, including parts of the towns of Gillett, How, Oconto Falls, Maple Valley, Morgan, and Underhill in Oconto County and the Town of Green Valley in Shawano County.



*Gillett Public School. Photo courtesy of the City of Gillett.*

## Police Protection

The City of Gillett Police Department is comprised of a full-time police chief and two full-time officers, as well as four part-time officers. The department is headquartered at City Hall.

The Oconto County Sheriff's Department, located in the City of Oconto, provides support, as needed.

## Assisted Living & Elderly Care

There is one assisted living facility (Serenity Gardens) in the city. There are multiple adult day care, adult family home, and community-based residential facilities in nearby communities, specifically the cities of Oconto Falls and Oconto.

## EMS Protection

Emergency medical services are provided by a private non-profit organization. This EMS provider is currently licensed by the Wisconsin Department of Health Services.



*Gillett Police Department and Fire Engines. Photo courtesy of the City of Gillett.*

## Fire Protection

The Gillett Fire Department, comprised of 25 volunteer members organized into four companies, provides fire protection to the city. All members receive mandatory State of Wisconsin firefighter training and monthly drills. The fire department is headquartered in the city's industrial park.

## Medical & Healthcare

HSHS St. Clare Memorial Hospital Prevea Gillett Health Center is a rural health clinic located in the city, and includes on-site lab and X-ray and radiology capability.

The nearest hospitals are located in the cities of Shawano and Oconto Falls, with larger hospitals located in the cities of Green Bay and Marinette.

# UTILITIES & COMMUNITY FACILITIES

## Government Facilities

Gillett City Hall is located at 150 N. McKenzie Avenue. City Hall houses several city departments, including the Gillett City Council, the Clerk/Treasurer, Deputy Clerk/Deputy Treasurer, the Gillett Joint Municipal Court, and the City of Gillett Police Department.

The Gillett Public Library is located at 200 E. Main Street. The new library building opened in 2016, along with the new Ebenreiter Community Square adjacent to the library. An adjacent former bank building has been converted into the Gillett Community Center.



*Gillett City Hall. Photo courtesy of the City of Gillett.*

## Utilities & Community Facilities Goals:

1. Provide quality and efficient community services to all the residents of the City of Gillett.
2. Promote orderly, concentrated development of the city through the planned development of public and community facilities.
3. Where possible and beneficial, cooperatively share facilities and services with neighboring communities.

## Utilities & Community Facilities Objectives:

1. Continue to provide adequate street maintenance, sanitary sewer, solid waste disposal services, snow removal, recreational facilities, and police, fire, and emergency medical services.
2. Continue to ensure that the Gillett School District, CESA 8, and other education entities provide high quality public education.
3. In areas identified for development, prepare for the orderly expansion of municipal utilities and services.
4. Continue to maintain the sanitary sewer system to protect the city's groundwater.
5. Invest in new equipment and facilities, as needed.
6. Continually monitor levels of public satisfaction with public facilities, e.g. the recycling center.
7. Continually monitor levels of public satisfaction with private contractors who work on behalf of the city, e.g. solid waste disposal contractors.
8. Ensure that when public services are extended to a new area, their costs and benefits are distributed equitably.
9. Monitor the expansion of telecommunication technology (e.g. 5G cellular towers) and be prepared to proactively adopt regulations before such technology proliferates in the city.
10. Encourage the expansion of childcare and elderly care facilities to meet demand.

## Recreational Facilities

Park	Ownership
Honey Park	City
Honor Park	City
Jones Family Sports Complex	City
Lion Park	City
Memorial Park	City
Seneca Park	City
Zippel Park	City
Nicolet State Trail	Oconto County/State
Oconto Riverside Park	Oconto County
Patzer Park (Hintz)	Oconto County/Town of Underhill
Finnigan Lake	Town of Gillett



City residents are served by many recreational facilities, including some which lie outside the city and are frequented by city residents.



Gillett ATVs/UTVs. Photo courtesy of the City of Gillett.

### Parks & Recreation Goals:

1. Ensure residents and visitors have many safe, inviting recreational sites within the city from which to choose and a variety of activities available to them.
2. Continue to foster connectivity between the city's recreational facilities.

### Parks & Recreation Objectives:

1. Continually monitor the need to upgrade recreational facilities and equipment to maximize accessibility and safety.
2. Ensure that public parks and recreational facilities are safe, well-connected, and accessible to all.
3. Develop and maintain multi-use paths or trails between the city's parks.
4. Promote public and civic events at public parks and recreational facilities.
5. Collaborate with neighboring communities and Oconto County about future recreational facilities (including trails) in the city and its planning area.
6. Encourage continued use of the Nicolet State Trail.
7. Continue to foster the safe use of ATVs on city streets.
8. Discuss future trail development with residents and property owners who might be impacted.
9. Capitalize on private funding opportunities, including donations, for improvements to the city's parks and trail system.
10. Explore available public funding opportunities to expand and enhance the city's recreational infrastructure.
11. Enhance recreational opportunities by incorporating natural features.
12. Market Gillett's variety of aesthetic and recreational opportunities, including its Tree City USA status and its reputation for ATV activities.



# COMMUNITY DESIGN

“Community design” involves the organization of the city and its planning area, especially the relationship among and between land uses, structures, and natural features. Aesthetics are also involved, but this does not mean subjective personal whims.

Community design can be evaluated and planned according to many criteria, including land use transitions, historical legacy and future design, and street design, land use transitions, gateways, and landmarks.

## Historical Legacy and Future Design

Community design is an excellent avenue for the city to pay homage to its past while preparing for its future. This could take the form of design guidelines for new or redeveloped businesses in a certain area, such as downtown or the industrial park. These design guidelines could include the use of compatible materials or colors on building facades.

A design guidebook could be written and adopted to regulate the materials and colors to encourage a desired aesthetic feel. For distinct areas of the city for which it is desirable to maintain uniqueness in design, different design guidelines could be adopted.

## Landmarks

Landmarks tell people where they are and allow people to orient themselves to their surroundings. Landmarks, just like gateways, define the spatial fabric of the city.

Whenever possible, locate a landmark at an intersection or other prominent location to maximize its visibility and use.

Notable landmarks in Gillett include:

- City Hall
- County Fairgrounds
- Industrial Park
- Gillett Schools
- Clock/Steeple on St. John's Lutheran Church

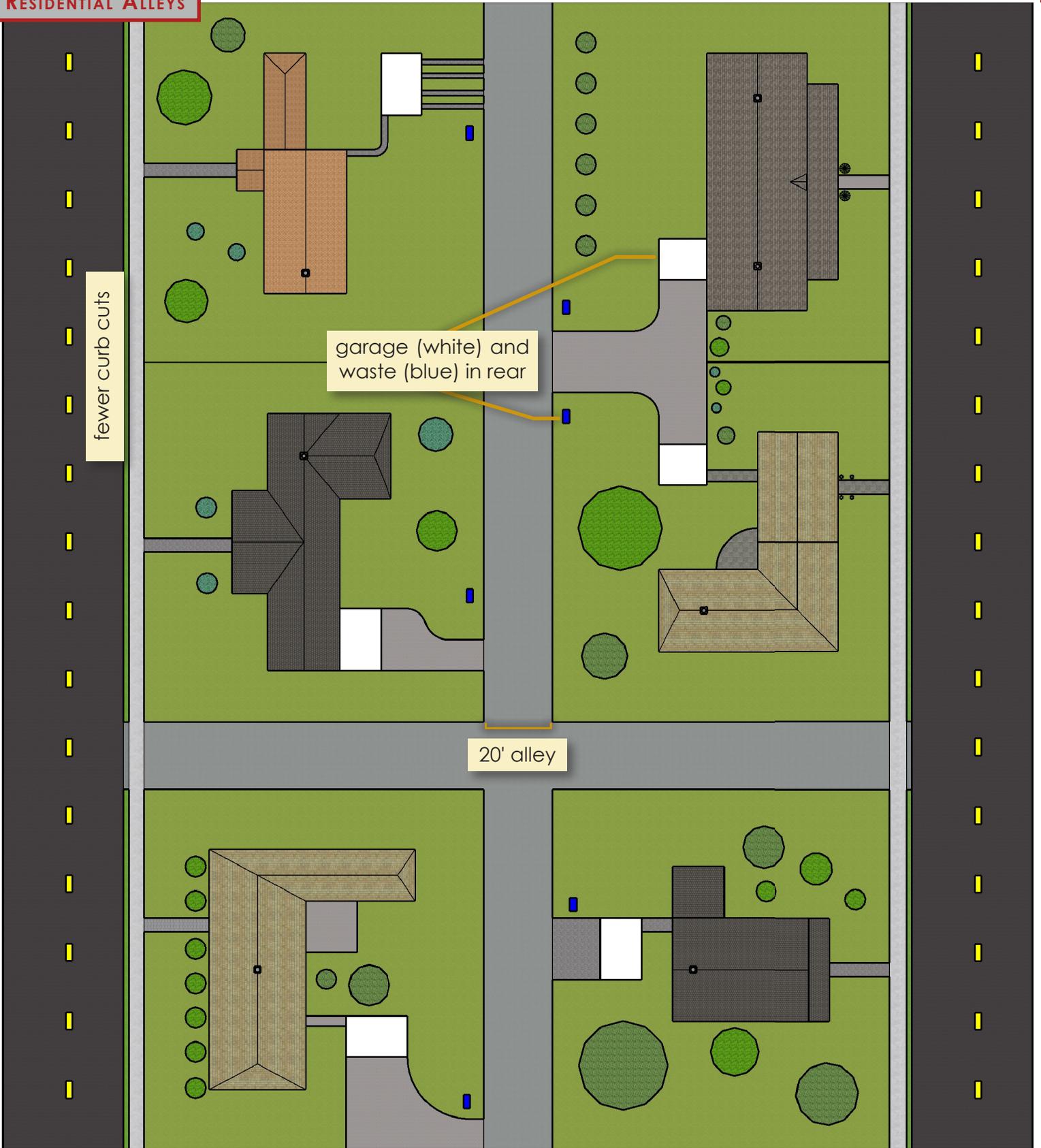


## Street Design *(see opposite page)*

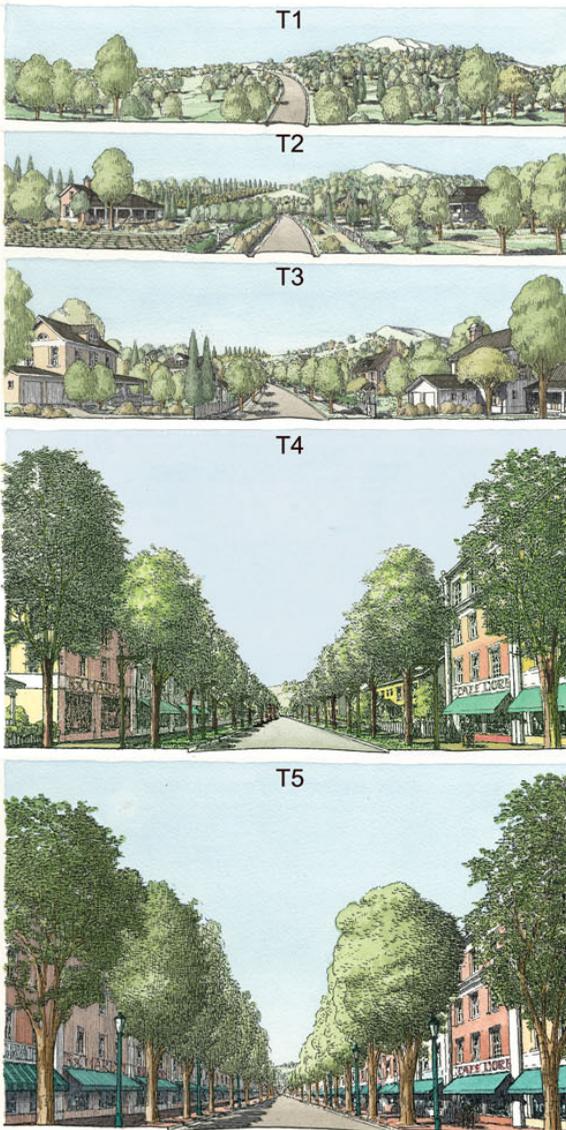
Future or redeveloped residential areas of the city can incorporate alleys into the street design. Residential alleys result in fewer curb cuts, which reduces conflict points between vehicles and people.

These alleys also move other necessary uses, such as parking and waste removal, to a shared rear area. This design prioritizes residential frontages for pedestrians and cyclists, while still providing adequate space for parking and waste removal. The result is a safer and more inviting residential atmosphere.

**ILLUSTRATION 1:  
RESIDENTIAL ALLEYS**



Source: BLRPC, 2020.



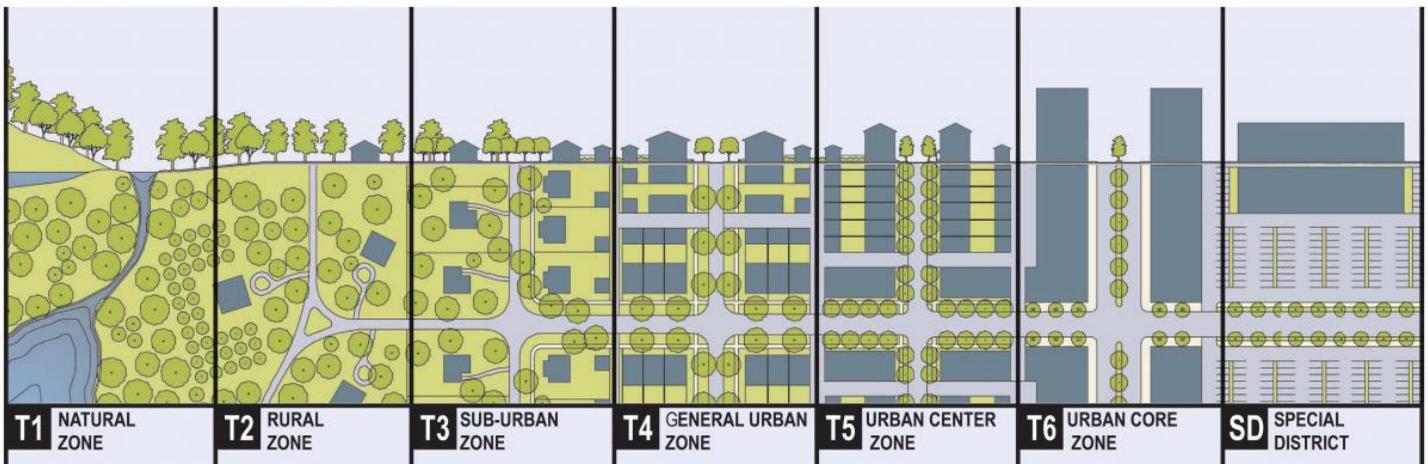
Source: DPZ Partners, LLC

## Land Use Transitions

Gradual transitions between land uses offers clear aesthetic benefits, but it also provides benefits for community health. Transitions between land uses can be visualized using a transect, which is a two dimensional image of land use from the city center toward the rural periphery. In a real three dimensional city, these transects radiate outwards from dense areas—from the downtown, city center, or other concentrated areas.

The aesthetic benefits are most clear as one enters or leaves the city. This allows someone to gradually experience shifting land uses, from natural to agricultural and rural to low-density commercial and residential to the highest density at the center.

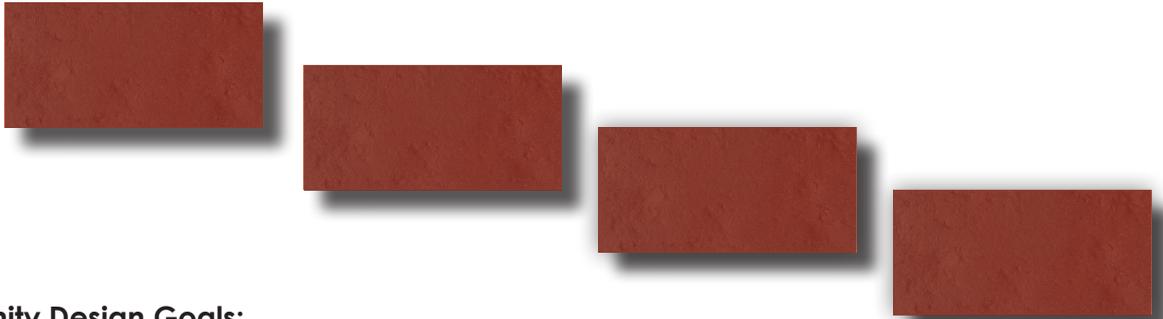
These transitions also offer benefits for community health, as incompatible land uses, such as heavy industry and residential, are separated. A natural buffer between the two might include light manufacturing and commercial/retail space. This can be achieved and maintained through zoning and other land use controls, which should all be rooted in this plan's Future Land Use element.



Source: Congress for the New Urbanism (CNU)

## Gateways

Just as land use transitions can make the transition more gradual, one's arrival in a destination can be announced through the use of gateways. A gateway can be thought of as a doorway into a city. A gateway signals the formal entrance into the city or an area of the city and should be marked with appropriate signage. Gateways which signal the entrance into a city might be marked with identical or similar signs placed at strategic points along main corridors into and out of the city.



### Community Design Goals:

1. Promote a human-centric city.
2. Encourage the preservation of natural areas and culturally important structures.
3. Ensure suitable buffers and gradual transitions between incompatible land uses.
4. Encourage the creative mixing of land uses in mixed-use areas.
5. Implement this comprehensive plan update's future land use goals and objectives.

### Community Design Objectives:

1. When adopting regulations and ordinances to implement this plan's future land use goals and objectives, pay special attention to how proposed changes would impact the physical character of the city.
2. Develop the Downtown Core future land use classification with the goal of promoting a vibrant, walkable, and diverse downtown that meets the daily needs of residents and attracts visitors.
3. For mixed-use areas, consider shared rear parking in place of street-facing parking lots. This will have the largest impact in the city's Downtown Core.
4. Consider the use of rear alleys in new neighborhood residential areas, which will provide space for parking and municipal services away from the street.
5. Encourage the preservation of existing landmarks, which help make the city's urban fabric unique.
6. Encourage the appropriate design and landscaping of gateway areas into the city. Notable gateways include STH 22 to the west, STH 22/32 to the north and east, and CTH BB to the south. Gateway design can include signage (such as a welcome sign).
7. In mixed-use areas, encourage the creative mixing of land uses, such as an apartment in the second story over a retail establishment.
8. Consider revised signage guidelines which will help beautify commercial and mixed-use areas.
9. Encourage public art, which can be either permanent installations or changed on a rotating basis. The Gillett School District might be a partner for public art projects.



# INTERGOVERNMENTAL COOPERATION

## Cooperative Agreements

The city is currently a member of the following cooperative agreements:

### City of Gillett Fire Department:

- Town of Underhill (mutual aid agreement)

### City of Gillett Municipal Joint Court:

- Towns of Breed, Doty, Gillett, Green Valley, Lakewood, Mountain, Riverview, Townsend, and Underhill

In addition, the city owns the Jones Family Sports Complex, while the Gillett School District has signed a contract for its use.

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## Intergovernmental Cooperation Goals:

1. Cooperate with the Town of Gillett, Oconto County, and any other governmental entity that makes decisions impacting the city, including local, county, regional, and state entities.
2. Promote coordination with nearby communities to limit conflict and achieve common goals.

## Intergovernmental Cooperation Objectives:

1. Continue to inform the Planning Commission and City Council of any planning activities or events that may impact the city.
2. Coordinate with neighboring communities about the cost-effective sharing of community facilities, equipment, and services.
3. Cooperate with neighboring communities about local natural features, trails, and other issues of mutual importance that cross municipal boundaries.
4. Continue to coordinate with the regional planning agency about planning activities in the city, county, or region.
5. Minimize conflict by working closely with the Town of Gillett to address planning and boundary issues which affect both the city and town.
6. Coordinate with adjacent communities, including the Town of Gillett, about future planning projects in order to maintain the rural character of the surrounding area.
7. Work closely with the Wisconsin Department of Natural Resources, U.S. Army Corps of Engineers, U.S. Environmental Protection Agency, and other relevant entities to ensure continued compliance with environmental regulations (e.g., water quality regulations).



# IMPLEMENTATION

The following action plan should be used as a guide by elected officials, the City Planning Commission, and other entities assigned by the City Council to implement the goals and objectives found in this *City of Gillett 20-Year Comprehensive Plan Update*.

## Action Plan:

1. Carry out the goals and objectives found within this comprehensive plan update. Monitor the projections used in this plan.
2. Conduct a minor plan update every 3 to 5 years and a major plan update at least every 10 years, per Wis. Stats. § 66.1001. Consider an annual report to document the implementation of this plan and monitor the plan's effectiveness.
3. Review the city's municipal code, zoning ordinance, and other municipal regulations for their ability to implement this comprehensive plan update. Consider an annual report on the city's existing regulations and document changes necessary to implement the goals and objectives of this plan update.
4. Coordinate with the Town of Gillett and Oconto County about land use planning, boundaries, and other issues of common interest that relate to plan implementation.
5. Promote cooperation between the City of Gillett, the Town of Gillett, Oconto County, and any other governmental entity that makes decisions impacting the town, including local, county, regional, and state entities.
6. Promote coordination with nearby communities, especially regarding cost-effective sharing of community facilities and services.



# APPENDIX



# PUBLIC

# PARTICIPATION PLAN

## **Purpose**

In accordance with Wisconsin State Statute 66.1001(4), which defines “Procedures For Adopting Comprehensive Plans”, these adopted written procedures will be followed in order to involve the public in the comprehensive planning process to the greatest extent possible. These procedures are designed to foster public participation, including open discussion, communication programs, information services, and public meetings and shall apply to the adoption and any amendments to the comprehensive plan.

## **Plan Commission Meetings**

The City of Gillett has established a Plan Commission to develop and review a comprehensive plan. This body will adopt the plan by resolution and petition the City Council to adopt the plan by ordinance.

All meetings of the Plan Commission will be posted in advance and open to the public in accordance with Wisconsin law. The agenda shall provide for comments from the public. To foster intergovernmental cooperation, copies of the agenda will be sent in advance to adjacent municipalities and to Oconto County.

## **Community Survey and Optional Nominal Group Exercise**

A community survey shall be developed and distributed to residents of the City of Gillett. The survey shall serve as further notice to the community that the City is developing a comprehensive plan and their input is being sought to establish community needs and desires. The survey shall be made available on the city’s website and shall be promoted on social media, through fliers posted at strategic locations around the city, and through general promotion at city meetings and events.

A nominal group meeting may be held with the Plan Commission and all interested citizens shall be encouraged to participate. The purpose of this meeting will be to identify issues specific to the City of Gillett that need to be addressed in the comprehensive plan. This nominal group is not required but is encouraged if the community survey does not yield adequate public participation.

## **Open House**

A minimum of one (1) “Open House” shall be held during the development of the comprehensive plan in order to present information regarding the comprehensive plan and to obtain public comment. The open house will be held near the end of the planning process to present the plan prior to the required public hearing. If a second open house is held, it shall be held at the “midway” point to present background information. The open house shall be noticed in a local newspaper. In addition, the open house will be noticed and posted in three locations by the City Clerk. The open house will provide the public with an opportunity to review and comment on work that has been accomplished by the Plan Commission and the Bay-Lake Regional Planning Commission.

### **Public Access and Public Comment on Draft Document**

In all cases Wisconsin's open records law will be complied with. During the preparation of the comprehensive plan, a copy of the draft plan will be kept on file at the City Hall and will be available for public inspection during normal office hours. The public is encouraged to submit written comments on the plan or any amendments of the plan. Written comment should be addressed to the City Clerk who will record the transmittal and forward copies of the comments to the Plan Commission for consideration.

The Plan Commission shall respond to written comments either individually or collectively by type of comments. Plan Commission responses may be in the form of written or oral communication, or by a written summary of the City's disposition of the comments in the comprehensive plan.

### **Plan Commission Adoption of Plans by Resolution**

The Plan Commission may recommend the adoption or amendment of the comprehensive plan only by the adoption of a resolution by a majority vote of the entire Plan Commission at a regularly scheduled and publicly noticed meeting of the Plan Commission in accordance with s. 66.1001 (4) b. The vote shall be recorded in the official minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the Comprehensive Plan.

### **Distribution of the Recommended Plan**

In accordance with State Statute 66.1001 (4)(b), Procedures for Adopting Comprehensive Plans, one copy of the recommended plan or amendment shall be sent to each of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit
2. The clerk of every local governmental unit that is adjacent to the local governmental unit that is the subject of the plan that is adopted or amended
3. The Bay-Lake Regional Planning Commission
4. The public library that serves the City of Gillett

The Wisconsin Department of Administration shall be notified when the plan is adopted, but a copy of the plan is not required.

### **Adoption of Comprehensive Plan by City Council**

After the Plan Commission resolution recommending adoption, the City Council will adopt the Comprehensive Plan by ordinance, but only after holding at least one public hearing at which the ordinance relating to the Comprehensive Plan is discussed. A majority vote of the members-elect is necessary for adoption. That hearing will be preceded by a Class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The Class 1 notice shall contain at least the following information:

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

## PUBLIC PARTICIPATION

Upon the day of publication of the public hearing notice, copies of the plan will be made available for public review at the nearest local library of the community and at the City Hall. Written comments on the plan from members of public will be accepted by the City Council at any time prior to the public hearing and at the public hearing.

### **Distribution of the Adopted Plan**

In accordance with State Statute 66.1001 (4)(b), Procedures for Adopting Comprehensive Plans, one copy of the recommended plan or amendment shall be sent to each group listed on the preceding page, under the heading "Distribution of the Recommended Plan."

### **Additional Steps for Public Participation**

The City reserves the right to execute additional steps, means, or methods in order to gain additional public participation and or additional understanding of the Comprehensive Plan and the process of its development and adoption. These optional steps may include informational memos, postcards, letters, posters, fliers, or website.

### **State Statutes**

Where there is a conflict with these written procedures and provisions of s. 66.1001 (4) Procedures for Adopting a Comprehensive Plan, the state statutes shall apply.

### **Amendments**

The City Council may amend these procedures from time to time.



Historical Gillett Bank Building. Photo courtesy of the City of Gillett.

