

# **TOWN OF GILMAN**

## **COMPREHENSIVE PLAN**

**Adopted: December 1, 2009**

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## **Introduction**

Wisconsin Act 9 of 1999 and its subsequent revisions set in place the comprehensive planning process in the State of Wisconsin. By Wisconsin State law, as of January 1, 2010, all land use related actions by a Town Board must be consistent with an adopted Comprehensive Plan. If the Town has not adopted its own plan by that time, then the county Comprehensive Plan must be followed and all land use actions checked for consistency with that county Comprehensive Plan.

In 2008 the Gilman Town Board passed an ordinance creating a Town Plan Commission and appointed members to the commission to draft a Comprehensive Plan for Gilman. (The Town Plan Commission is an advisory board that, pursuant to requests from the Town Board, studies and makes recommendations to the Town Board on issues addressed by the Comprehensive Plan.) The Town Plan Commission solicited community input and created a draft plan which was reviewed, amended, and approved by the Town Board in 2010.

This Comprehensive Plan is a framework for the Town Plan Commission and the Town Board to use when addressing the issues of land use, development, and infrastructure requirements. Private interest groups (such as developers) and citizens will also find the plan useful to assure conformity with the plan's objectives.

Comprehensive means that the plan must address all areas of the community as well as all activities associated with regulating development. There are nine elements required in a comprehensive plan (issues and opportunities, housing, transportation, utilities and community resources, agricultural, natural, and cultural resources, economic development, intergovernmental cooperation, land use, and implementation).

The plan was developed through a process of public input, data collection, analysis of potential alternatives, and the formation of goals, objectives, recommendations, and policies. This plan was amended by the Town Board in 2014 and will be updated at least once every 10 years.

Pierce County conducted a Community Attitudes Survey in 2007 and the results of the Gilman Township part of that survey (See Appendix A) are hereby incorporated into this Comprehensive Plan.

## I. ISSUES AND OPPORTUNITIES

### A. Introduction

This element provides background information on the Town of Gilman and a statement of overall goals, objectives, and policies to guide the future development of Gilman over a 20 year planning period. Also included are a listing of issues and opportunities identified during the planning process as well as a Gilman Vision Statement.

### B. Existing Conditions

The population of the Gilman grew at a moderate rate from 1960 through 1980. This was followed by a 16.6% decline in the 1980's. In the period of 1990 through 2000 Gilman experienced a small population increase, followed by rapid growth of 20.9% from 2000 to 2009. The growth of Gilman's population was considerably slower than that of Pierce County as a whole from 1960 to 2000, but has been nearly double that of the county from 2000 to 2009.

Growth stopped during the Great Recession of 2008-2010 but has since returned but at slower rates. State demographers predict continued slow growth for the foreseeable future. However, for planning purposes, one must note that demographers failed to predict the last two declines.

**Table 1.1 Population Trends**

		1970	1980	1990	2000	2010	2013	2020	2040
<b>Gilman</b>	Number	842	914	762	772	959	968	1060	1225
	% change	2.8%	8.6%	-16.6%	1.3%				
<b>Pierce County*</b>	Number	26652	31149	32765	36804	41109	40940	43575	46825
	% change	18.4%	16.9%	5.2%	12.3%				

Sources: U.S. Census; Demographic Services Center, Wisconsin Department of Administration.

The age distribution of Gilman's population is similar to that of Pierce County, with the highest percentage of residents in the 35 to 44 year old age bracket.

**Table 1.2 Population • Age Distribution (by percent) NEW Table needed**

	Under 5 yrs.	5 to 10 yrs	10 to 14	15 to 19	20 to 24	25 to 34	35 to 44	45 to 54	55 to 59	60 to 64	65 to 74	75 to 84	85 and over
<b>Gilman</b>	7.0	7.8	7.1	7.3	4.8	10.6	20.6	14.2	5.8	4.1	5.3	4.7	0.6
<b>Pierce County</b>	5.7	6.7	7.4	10.4	11.2	12.1	16.0	13.3	4.2	3.4	4.8	3.5	1.3

Source: 2000 U.S. Census

As of January 2014 the Wisconsin Department of Administration estimates there are 722 voters in Gilman.

After a number of years of declining population, the Wisconsin Department of Administration states that Gilman is again growing with a 1% increase in population between 2010 and 2013.

Table 1.3 Household Projections

MCD Type & Name	County Name	2010 Census	2015 Projection	2020 Projection	2025 Projection	2030 Projection	2035 Projection	2040 Projection
Gilman	Pierce	365	388	417	447	471	488	504

Outside of Milwaukee County, Pierce County has the highest rate of low income households 52.65%.

Poverty: 2000 and 2012 American Community Survey

The median household income of \$49,250 for Gilman residents is similar to the county average. The majority of this income is from salaries and wages.

Additional background information on educational levels and employment characteristics can be found in the Economic Development section of this document.

### C. Vision Statement:

*Vision Statement: The Town of Gilman is a rural community with an agricultural base. We seek to maintain a community of family-oriented hard-working citizens. We expect limited residential and commercial/industrial development as long as this development is planned and managed to protect our natural resources and agricultural land.*

### D. Overall Goals

In order to attain the town's vision for the future, officials and citizens of the Town of Gilman will seek to:

1. Maintain and improve the community's quality of life by promoting the comfort, safety, health, prosperity, and general welfare of town residents
2. Protect and preserve the town's ground and surface waters, air, soil, agricultural land, green space, woodlands, and scenic value
3. Provide for orderly development

### E. Issues and Opportunities

The following issues and opportunities were identified during the planning process:

#### Issues:

1. The pace of development: The Town of Gilman's proximity to the Twin Cities and Eau Claire metro areas has led to significant residential growth in recent years. Some residents would like to see this growth continue, while others feel the pace of development has been too fast.

2. Preservation of farmland: Some feel there should be few restrictions on subdividing and developing land, (for example, farmers wishing to sell land to provide money for retirement). Others are more concerned about the effects that housing developments would have on farmland preservation, farm land affordability for beginning farmers, the town's rural character, infrastructure needs, and the environment. Rapid, poorly planned development has led to significant difficulties both nearby and throughout Wisconsin.
3. Employment opportunities: We need greater local employment opportunities.
4. Cost of services: There are many demands on the Town's budget such as road maintenance, mandated bridge improvements, materials and equipment, payments for ambulance and fire protection services, etc. Given recent trends, these costs are likely to continue to increase.

### **Opportunities:**

1. Accessibility: The Town of Gilman's proximity to the Twin Cities and Eau Claire metro areas as well as access to major highways provides good opportunities for marketing of agricultural and other products.
2. Support for ground water protection: The Community Attitudes Survey showed that ground water protection through land use regulations is widely supported in the town.
3. Support for planning process: Many Town residents have expressed support for planning for a future which maintains the desired attributes of the Town while minimizing conflicts.
4. Environmental amenities: The Town of Gilman is located in an area of scenic beauty with artistic communities (artists, crafts people, music and stage, etc.), orchards and farmers markets, recreational areas (hunting, fishing, camping), restaurants, lodging businesses. These amenities draw visitors, new residents, and businesses.
5. Available workforce: The local, hard-working, well-educated workforce is a plus for quality businesses looking for a solid employee base and stable long term growth.

## II. HOUSING

### A. Introduction

It is important for a community to provide adequate and safe housing for all of its residents. As stages of life, health, family, marital status and financial circumstances change, so do housing needs. Therefore, the Town of Gilman requires a mixture of housing types to meet individual requirements of preference, age, family size, and income.

When discussing the rate at which the area is growing, it is not only important to consider the speed at which growth is occurring but also the location within a given geographic region where growth is taking place. The location of growth provides insight as to future development, as well as indicating the factors that precipitated the initial growth.

The impact of many “local” development activities is felt beyond the local borders, sooner or later. For example, cars from a new subdivision or shopping area do not stop at influx of students coming from the new residential developments approved by the multiple towns, cities and villages that make up a district.

Different land uses generate demands for different services. The issue here is housing. While population and density determine the aggregate level of demand, the configuration and location of dwelling units may determine how, where, and at what cost services may be delivered. Sewer, water, schools, streets, traffic and noise regulation, and police and fire protection are among the services that typically must be provided to residents and their homes..

### B. Existing Conditions

Current Housing Ordinances and zoning categories found in the Town of Gilman are:

- 1). Two houses per forty acres on land zoned primary agriculture.
- 2). Four houses per forty acres on land zoned general rural.
- 3). Two acres minimum lot size
- 4). Seventy-five foot set back from road center line.
- 5). New driveways must be 200 feet from existing driveways and intersections and have seven seconds of clear visibility at the posted speed limit, both directions.
- 6). Mobile homes must be placed on a permanent foundation and meet Uniform Building Code standards.

Gilman has a subdivision ordinance that covers most subdivisions of land; requirements increase with the size of the subdivision and county regulations may also apply. See the Town and Pierce County ordinances for details.

Housing numbers in the Town of Gilman saw substantial increases in the 1970s and again from 2000 to 2008. In the 1980’s numbers declined, followed by moderate growth in the 1990’s (Table 2.1).

#### **Table 2.1 Housing Trends-Number of Housing Units & Occupancy Characteristics**

In 2000, of the over 13,000 occupied housing units in the county, 73% are owner-occupied. This figure includes city and village data. By contrast, owner-occupied units in the Towns range from

a low of 83% (Union) to a high of almost 98% (Martell). Gilman has experienced unexpected growth in population and corresponding household numbers despite the recession between 2008 and 2010. By 2010 the number of households in Gilman had already surpassed projects made for 2025 in the 2000 US Census.

Population and Housing Data – Gilman Township - Census 2000 and 2010 Comparison Based on Census 2010 Geography				
	2000	2010	Difference	% Difference
Population	772	959	187	24.2%
Housing Units	289	398	109	37.7%
Occupied Housing Units (Households)	283	365	82	29.0%
Occupancy Rates	97.9%	91.7%		-6.2%

Source: U.S. Census Bureau

**Table 2.2 Housing Tenure**

	Occupied Housing Units No.	Owner-Occupied Housing Units		Renter-occupied Housing Units	
		No.	%	No.	%
<b>Gilman</b>	283	246	86%	37	13.1%
<b>Pierce County</b>	13,015	9,514	73.1%	3,501	26.9%

Source: US Census 2000

### Age and Condition Characteristics

The age of a home is a simplistic measure for the likelihood of problems or repair needs. Older homes, even when well cared for, are generally less energy efficient than more recently-built homes and are more likely to have components now known to be made unsafe, such as lead pipes, lead paint and asbestos products.

**Table 2.3 Housing Stock-Year Structure Built**

	1939 or earlier		1940- 1959		1960-1969		1970-1979		1980- 1989		1990-1994		1995-1998		1999- March 2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
<b>Gilman</b>	121	42.2%	26	9.1%	10	3.5%	40	13.9%	46	16%	19	6.6%	17	5.9%	8	2.8%
<b>Pierce Co.</b>		27.2%		10.9%		9.6%		18.3%		14.9%		7.2%		9.4%		2.4%

Source: US Census 2000

### Structural Characteristics

As of the 2000 census, almost 75% of county housing units were single-family homes. As is expected, single-family homes in the Towns range from 81.9% (Diamond Bluff) to 97% (El Paso).

**Table 2.4 Housing Units by Type**

	Single Family		Two Family		Multi-Family		Mobile Home	
	No.	%	No.	%	No.	%	No.	%



<b>Gilman</b>	258	89.9%	1	0.3%	0	0%	28	9.8%
<b>Pierce County</b>	10,072	74.6%	656	4.9%	1,949	14.4%	806	6%

Source: US Census, 2000

### Value Characteristics

The 2000 median value for specified owner-occupied homes in Pierce County was \$123,100. Home values rose dramatically in the 1990's, mostly due to the influx of disproportionately valuable new home construction.

**Table 2.5 Housing Trends-Median Value of Owner-Occupied Units**

	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>% change 1980-90</b>	<b>% change 1990-00</b>
<b>Gilman</b>	35,000	54,400	99,000	55.4%	82%
<b>Pierce County</b>	47,900	65,500	123,100	36.7%	87.9%

Source: US Department of Commerce-Bureau of the Census

**Table 2.6: Year Householder Moved Into Unit**

	<b>1969 or earlier</b>		<b>1970-79</b>		<b>1980-89</b>		<b>1990-94</b>		<b>1995-98</b>		<b>1999 to March 2000</b>	
	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>
Gilman	41	14.5%	54	19.1%	55	19.4%	41	14.5%	56	19.8%	36	12.7%
Pierce County		10.2%		11%		16.2%		17%		27.6%		18%

Source: US Census, 2000

### Housing Affordability Characteristics

Housing is considered to be affordable when the owners or renters monthly costs do not exceed 30 percent of their gross monthly income. Among county households that own their homes, 17.8% exceeded the "affordable" threshold in 2000.

**Table 2.7 Selected Monthly Owner Costs as a Percentage of Household Income (1999)**

	<b>Less than 15.0%</b>	<b>15-19.9%</b>	<b>20-24.9%</b>	<b>25-29.9%</b>	<b>30-34.9%</b>	<b>35% or more</b>
Gilman	40.2%	21.8%	17.2%	4.6%	4.6%	11.5%
Pierce County	34.4%	18.1%	18.1%	11.6%	5.5%	12.3%

Source: US Census, 2000

**Table 2.8 Gross Rent as a Percentage of Household Income (1999)**

	<b>Less than 15.0%</b>	<b>15-19.9%</b>	<b>20-24.9%</b>	<b>25-29.9%</b>	<b>30-34.9%</b>	<b>35% or more</b>	<b>Not Computed</b>
<b>Gilman</b>	24%	24%	24%	0.0%	12%	8%	8%

<b>Pierce Co.</b>	24.2%	19.6%	14.9%	9.2%	5%	21.5%	5.6%
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Source: US Census, 2000

## Housing Values

Table 2.10 outlines the values of owner-occupied housing units within Pierce County towns. The median home value in the county is \$123,000. The Town of Union has the least expensive homes with a median home value of \$78,600, while the Town of Clifton had the highest median home value of \$207,300.

**Table 2.9 Housing Unit Values-Owner Occupied (1999)**

	Less than 50,000	50,000 to \$99,999	\$100,000- \$149,999	\$150,000- \$199,999	\$200,000- \$299,999	\$300,000- \$499,999	\$500,000- \$999,999	\$1,000,000 or more	Median
<b>Gilman</b>	2.3%	48.3%	33.3%	9.2%	4.6%	2.3%	0%	0%	\$99,000
<b>Pierce Co.</b>	4.2%	29.3%	36.9%	16.4%	9.5%	3.3%	0.3%	0%	\$123,000

Source: US Department of Commerce-Bureau of the Census

## C. Goals, Objectives and Recommendations

**Goal 1:** Encourage and support a variety of affordable housing choices in the Town of Gilman.

### Objectives:

1. Support affordable housing options to attract future residents and first time home buyers.
2. Support alternative housing options to meet the future needs of current residents.
3. Support housing that meets the physical and financial needs of residents.
4. Encourage the rehabilitation and maintenance of the existing housing stock.
5. Seek to ensure a variety of lot sizes and housing density options located in appropriate locations.

### Policies and Recommendations:

1. Discuss options for different housing types when meeting with developers.
2. Provide referral information to residents seeking assistance from County, State, or Federal programs.
3. Encourage homeowners to retain and maintain historical architectural features and structures.
4. Support increased residential density in appropriate locations such as along the highways 29 and 63 corridors, along County Highways, and primary town roads.

**Goal 2:** Support subdivision practices that maintain the Town's agricultural and natural resources.

### Objectives:

1. Protect and maintain wetlands, rivers, lakes, and forested lands.

2. Preserve valuable wildlife habitat.
3. Preserve farmland and the ability to farm.

### **Policies and Recommendations:**

1. Encourage building on vacant lots in existing subdivisions.
2. Work with Pierce County to update land use regulations to guide the location of future residential development and protect important agricultural and natural features.
3. Guide development away from prime farmlands.
4. Encourage the use of Purchase of Development Rights (PDR) and other conservation easements to conserve agricultural and natural lands.
5. Encourage new construction to blend in with the environment and rural character by utilizing such methods as:
  - a. Encouraging vegetative buffers between building sites and sensitive environmental areas.
  - b. Preserving mature trees, vegetation, and other attributes that relate to the site's history or natural character.
  - c. Maximizing visually significant, unfragmented woodlands and open spaces.
6. Identify areas of the town with unique agricultural, natural or cultural resources which could be adversely affected by housing developments.
7. Provide citizens an easy way to understand our subdivision ordinance by developing a summary brochure.

### **Housing Programs**

There are programs available to residents of the Town of Gilman to maintain and improve housing conditions. First, to ensure that existing and future housing units are safe and adequate for occupancy, building and housing codes could be reviewed and updated. Second, to meet the needs of low and moderate income houses, the Town could explore the feasibility of participating in Federal, State and County housing programs that make available loans and grants to build, repair or obtain adequate housing. Such programs are listed below.

**WHEDA:** The Wisconsin Housing and Economic Development Authority (WHEDA) provides a listing of numerous housing programs including low interest loans and tax credit programs for the elderly and low-income family housing.

**WESTCAP:** West Central Wisconsin Community Action Agency, Inc. started in 1965, following the authorizing resolutions of seven area counties: Barron, Chippewa, Dunn, Pepin, Pierce, Polk, and St. Croix. WESTCAP is a non-profit corporation with a local board of directors composed in equal thirds of democratically selected low-income members, representatives of county government, and representatives from community businesses and organizations. It provides assistance to low income residents in a variety of areas including home weatherization and rent subsidies.

**CDBG-Small Cities Housing Program:** The Wisconsin Community Development Block Grant (CDBG) program, administered by the Wisconsin Department of Commerce, Division of Housing and Community Development (DHCD), provides grants to general purpose units of local government for housing programs which principally benefits low and moderate income (LMI) households. CDBG dollars are flexible and responsive to local needs.

### **III. TRANSPORTATION**

#### **A. Introduction**

The ability to get where we want to go is a key element in the functional operation of our community. An effective and efficient system of roads, bridges, bike paths, railroads, and other transit options result in long term costs savings, efficiency, safety, and overall desirability of the community as a place to live and work.

In analyzing our transportation system, we have considered traffic patterns through traffic counts, accident reports, discussion with community members, and planning by other local, county, regional, and state government agencies.

Particular concerns in our mostly rural community are

- Mobility needs of people who are elderly or disabled
- Mobility of freight
- Connectivity with larger transportation systems, in particular Interstate 94
- Supporting economic development
- Transportation safety
- Agricultural vehicle mobility
- Recreational transportation uses
- Tourism (including preservation of rural views)

The transportation in the Town of Gilman is composed of three levels of government jurisdiction: The Town system of local roads, the Pierce County system of trunk highways, and the Wisconsin highway system. County trunk highways and local town roads comprise the majority of roadways in the Town of Gilman. The Town currently maintains 48.41 miles of road under its jurisdiction. The County currently maintains 15.35 miles of road in Gilman under its jurisdiction. The State of Wisconsin maintains Highway 29 and Highway 63 is under the Federal Highway Administration.

#### **B. Existing Conditions**

##### **1. Functional Road Classification**

The United States Department of Transportation has a functional classification system that groups roads and highways according to the character of service that they provide, i.e. the mobility and efficiency of travel and access to properties. It also helps determine eligibility for federal aid. Classifications are divided into urban and rural categories, based on population. The Town of Gilman falls under the rural functional classification system.

The Wisconsin Department of Transportation uses population figures, land uses, spacing between classified roads, and average daily traffic counts to determine the functional classification. Classifications are updated every 10 years after census information becomes available. The Town can request a review of their classifications but would be required to collect the data needed.

**Principal Arterials** accommodate interstate and interregional trips.

**Minor Arterials** accommodate interregional and inter-area traffic movements.

**Major Collectors** serve moderate-sized communities and intra-area traffic generators.

**Minor Collectors** link local roads to higher capacity roads and smaller communities.

**Local Roads** provide access to residential, commercial, and industrial development.

HWY 63 is a principal arterial road. HWY 29 is a minor arterial road. County Road B, BB, CC, and I are major collectors. County N is a minor collector. All other roadways in the township are Local Roads. See Appendix C.

## **2. Costs**

Compared to other states, Wisconsin has more local roads, the majority of them are paved, and they must be maintained through four seasons. According to Federal Highway Administration (FHWA) data, Wisconsin's per capita spending on local road systems is second only to Minnesota's spending. Wisconsin towns spend on average \$234 per capita annually to maintain and improve our roads. The national average is \$123.

Transportation needs are a considerable cost to Town residents and constitute a significant portion of the annual Town budget.

## **3. State Highway Improvements**

Portions of Highway 29 underwent a major improvement and resurfacing in the Town of Gilman in 2007. Highway 63 was resurfaced and improved in 2009.

## **4. Transportation Service for Seniors, Veterans, and People with Disabilities**

In our area there are few intercity services. Due to aging baby-boomers, the needs of seniors who no longer drive are projected to increase during the next twenty years. Wisconsin's Section 85.21 program currently provides some funding to counties for Elderly/Disabled Transportation Programs. Transit service for people who are elderly or disabled is provided by the Pierce County Aging and Disabilities Resource Center.

The Pierce County Veterans Service also provides transportation for Pierce County veterans to and from the Minneapolis VA Medical Center. The service is provided daily but requires veterans to schedule their ride appointments ahead of time. The service also charges all riders a fee, primarily based on income. This service has been active for over twenty years and will continue into the foreseeable future.

## **5. Railroad Service**

There are no rail services in the Town of Gilman. Town businesses can access freight lines that connect with Madison to the east and to Prairie du Chien and the Mississippi River on the west. Connection points for freight service include Prescott, Diamond Bluff, Hager City, New Richmond, and Bay City in Wisconsin, and Hastings and Red Wing in Minnesota.

Passenger rail service is available from Amtrak in Red Wing and St. Paul, Minnesota.

High-speed rail transport for passengers and freight between the Minneapolis/St. Paul metropolitan area and Chicago has been postponed indefinitely in Wisconsin but remains in

transport plans for Minnesota and Illinois. Potential station sites include Menomonie and Hudson.

#### **6. Water Transportation**

No significant water transportation serves Town residents.

#### **7. Air Transportation**

Airports in the area surrounding Gilman that serve Town residents include the following:

Chippewa Valley Regional Airport – Eau Claire, WI

Menomonie Airport – Menomonie, WI

Minneapolis/St. Paul International Airport – Bloomington, MN

Red Wing Regional Airport – Bay City, WI

St. Paul Downtown Airport – St. Paul, MN

In addition there are small private airfields in both Baldwin and River Falls.

#### **8. Trucking**

The Wisconsin DOT classifies State Highways 29 and 63 as Truck Routes. Although commercial vehicles account for less than 10% of all vehicle miles traveled, truck traffic is growing faster than passenger vehicle traffic according to the Federal Highway Administration. This share will grow during the next twenty-five years and may even double according to a 2002 report to the United States Congress. Numerous trucking companies operate in and around Gilman Township.

#### **9. Bicycles and Pedestrians on Local Roads**

Children under the age of 16, the elderly, and those with disabilities are the greater portion of the public using pedestrian facilities. Many youth, and some commuters, ride bicycles as their regular means of transportation. In rural areas, both bicyclists and pedestrians share the road with motor vehicles. The limited experience of children, and the limited physical ability of the elderly and disabled, should be considered when making road improvements.

The *Wisconsin Bicycle Facility Design Handbook* provides information to assist local jurisdictions to determine if paved shoulders are necessary. For rural highways, a methodology or rating index should be used whenever traffic volumes on town and county roads increase beyond approximately 500 vehicles per day. Another resource is the Wisconsin Bike Map, which rates roadways for their bicycle compatibility using traffic volumes and the width of the roadway. On quiet country roads - including town roads and many county trunk highways - little improvement is necessary to create excellent bicycling routes. Very-low-volume rural roads (those with average daily traffic below 700) seldom require special provisions like paved shoulders for bicyclists. A motorist needing to move left to pass a bicyclist is unlikely to face oncoming traffic and may simply shift over and bicyclists can ride far enough from the pavement edge to avoid hazards. State trunk highways, and some county trunk highways, tend to have more traffic and a higher percentage of trucks. As a result, the addition of paved shoulders may be appropriate in these areas. In special cases, shoulders may be beneficial - on a town road connecting a school and a nearby development or a hilly low-volume highway serving truck traffic, for example. And paved shoulders should be seriously considered where low-volume town roads are being overtaken by new suburban development.

The U.S. and State Highways are not recommended for use as bicycle or pedestrian routes (unless one has a marked bicycle path) because of high volume traffic and narrow shoulders.

The Town of Gilman has seen an increase in bicycle and pedestrian traffic on local roads. In addition, recent improvements to HWY 29 near the Village of Spring Valley included a pedestrian path that is popular with Town and Village residents.

#### 10. Commute to Work Patterns

Nearly three quarters (72.5%) of the employed persons in the Town of Gilman drive to work alone. Approximately nine percent carpool. As Table 3.1 shows the Town residents' commute to work varies and has increased over time.

**Table 3.1 Commute times for Gilman residents who do not work at home.**

TRAVEL TIME TO WORK	2000 %	2010 %
Less than 10 minutes	18.7	11.0
10 to 14 minutes	14.2	9.5
15 to 19 minutes	7.5	20.9
20 to 24 minutes	12.6	10.5
25 to 29 minutes	7.0	5.6
30 to 34 minutes	8.0	6.6
35 to 44 minutes	8.6	8.1
45 to 59 minutes	13.1	18.0
60 minutes or more	10.4	9.9

Source: U.S. Census, 2000 & 2010

There are no Wisconsin Department of Transportation van and car pool lots in the Town of Gilman. The development of such a lot may benefit Town residents. The Wisconsin Department of Administration oversees a Vanpool/Ridesharing program for commuters. Shared-ride commuters often make informal arrangements to accommodate carpooling.

#### 11. State and Regional Transportation Plans

Wisconsin Statutes §66.1001(2) (c) requires communities to compare the local governmental units objectives, policies, goals and programs to state and regional transportation plans. It also requires communities to incorporate applicable state, regional, and other transportation plans into our Comprehensive Plan.

Plans reviewed in the creations of this element in the Town of Gilman Comprehensive Plan include the Wisconsin Bicycle Transportation Plan 2020, the 2002-2008 Transit Improvement Program and the Wisconsin Pedestrian Policy Plan 2020 among others.

WisDOT returns roughly thirty percent of all state-collected transportation revenues such as fuel taxes and vehicle registration fees to local governments in the form of General Transportation Aids (GTA). In 2014 Gilman received \$102,484 in State shared revenues to help offset costs of

construction, maintenance, and bridge improvements. GTA funds are distributed on a six-year average or a statutorily set rate-per-mile.

## **12. Traffic Safety**

The majority of rural roads were not designed to handle current traffic volumes. In 2002, according to Wisconsin's Transportation Development Association (TDA), 64% of all vehicle crashes in Wisconsin occurred on the state's local road system. According to TDA's 2004 report, better lane markings and signage, wider shoulders and lanes, additional guard rails and reduced speeds would make rural and two lane roads safer and reduce personal and financial loss that results from vehicle crashes.

## **13. Access Management**

Studies show a strong correlation between 1) an increase in vehicle crashes, 2) and increase in the number of commercial establishments, and 3) an increase in the total number of driveways per mile. Studies show that a single-family home generates 9.5 trips per day. On a town road, one new home may not make any difference but ten new homes can have a significant impact on safety and ag-vehicle mobility.

## **14. Recent Changes in Local Responsibility for Mobility & Safety**

In 2004, the legislature suspended sections of the Transportation Rule commonly referred to as Trans 233. With the suspension of the state's authority, local jurisdictions have increased responsibilities when making decisions that could impact mobility and safety. According to WisDOT, its District offices will no longer: 1) apply Trans 233 standards to land that is not being subdivided, but is adjacent to the land being subdivided and owned by the same entity; 2) review Certified Survey Maps (CSM), condominium plats, and other land divisions that do not qualify as subdivisions; 3) review subdivision plats if the plats do not touch a state highway or connecting highway (this includes subdivision plats that are separated from the highway by unplatted land or a service road). In addition, WisDOT no longer has the authority to: 4) ban improvements (other than buildings) within the setback; 5) declare some land divisions as "technical land divisions"; 6) prohibit access onto service roads; 7) require a notice to be placed on land division maps notifying property owners of possible excessive noise levels; 8) or to require vision corners at intersections and driveways.

Wisconsin DOT will still review "subdivision" plats, as defined in Chapter 236 of the statutes (5 or more lots of 1½ acre or less within a 5-year period) if such plats directly touch a state highway or connecting highway. This authority includes:

- Restricting access to the state highway or connecting highway
- Considering access requirements of adjacent and contiguous lands
- Regulating surface drainage
- Requiring a "desirable traffic access pattern"
- Requiring a recordable covenant on other unplatted lands of the property owner
- Conducting conceptual reviews, if desired by land divider
- Issuing temporary connection permits
- Prohibiting buildings in the setback area
- Granting special exceptions



Requiring performance bonds to insure construction of improvements that may impact state highways

### **15. Transportation and Agriculture**

Transportation is critical for agriculture, yet ag-related transportation needs and impacts are often overlooked in rural planning and zoning discussions. Ag-related transportation is multifaceted, from the movement of machinery on the system of local roads to the movement of commodities to markets. Transportation planning related to agriculture may consider:

Efficient access for agricultural suppliers, processors, agricultural service providers, and bulk transporters.

Efficient transport of farm produce to local, regional, national, and international markets.

Ways to reduce conflicts with other traffic and increase safety on public roads when moving.

Both rural residential development and new or expanding agricultural operations may affect traffic safety and necessitate unplanned improvements to the system of local roads.

### **16. Recreational Roadways.**

Nearly all town roads are open to All-Terrain Vehicle (ATV) traffic and are clearly marked with signs to indicate that. Snowmobile trails throughout Gilman are designated and maintained by the Pierce County Snowmobile Council. Trail maps are available through the Pierce County Nugget Lake Parks Office.

## **C. Goals, Objectives, and Policies/Recommendations**

**Goal 1:** Establish and maintain a safe, quality, and economical transportation system for the residents of the Town of Gilman.

### **Objectives**

1. Provide quality roads that meet the needs of farmers and other town residents.
2. Maintain our system of roads so that it is both safe and aesthetic.
3. Support long-range transportation planning for the future.

### **Recommendations:**

1. Coordinate transportation issues such as management of corridors and expenditures with the Wisconsin Department of Transportation and the Pierce County Department of Transportation. For example, work to ensure that Pierce County includes the Town of Gilman in its Capital Improvements Program.
2. Utilize grants to offset the costs of road construction and reconstruction.
3. Use the Pavement Surface Evaluation and Rating (PASER) system to efficiently plan future infrastructure expenditures.
4. Monitor noise levels of transportation means such as air traffic and dirt bike tracks to prevent unacceptable noise levels.
5. Limit visual obstacles along roadways.
6. Post weight restrictions where needed and review weight restrictions regularly to protect roadways.

7. Place and maintain road signs in compliance with the Federal Manual of Uniform Traffic Control Devices, being sure to offset signage so as to provide adequate clearance for farm equipment.
8. Provide efficient access for agricultural suppliers, processors, agricultural service providers, and bulk haulers to farm operations.
9. Study means to reduce conflicts with other traffic and increase safety on public roads when moving machinery to and from farm fields.

**Goal 2:** Provide and maintain a multi-modal system for the public that can be used for both recreational and transportation uses.

**Objectives:**

1. Expand means of transportation for all residents of the town of Gilman.
2. Encourage the expansion of safe bicycle/pedestrian routes and trails within the County bicycle route system.

**Recommendations:**

1. Explore the prospect of creating and implementing a regional bicycle/pedestrian path system in Pierce County in collaboration with other local governments in Pierce County.
2. Ensure safety of pedestrians and bicyclists through properly marked routes, crossings, and signage, and promoting law enforcement and safety education programs.
3. Consider widening shoulders along designated bicycle routes.
4. Utilize available State and Federal funding options for all of the above.

**D. Comparison of our objectives, policies, and goals with state and regional plans**

This plan is meant to further communication and cooperation with multi-jurisdictional transportation agencies on every level of government and has been prepared in a manner to synchronize rather than conflict with county, regional, state and federal transportation policies.

**E. Other Funding Programs**

The **Transportation Economic Assistance (TEA)** program provides 50% state grants to governing bodies, private businesses and consortiums for road, rail, harbor, and airport projects that help attract employers to Wisconsin or encourage business and industry to remain and expand in the state.

**Wisconsin Department of Natural Resources (WDNR)** provides multiple grants for the development of ATV, snowmobile, and recreational trails and trail maintenance. See The DNR website for grant opportunities.

**Bicycle and Pedestrian Facilities Program (BPFP)** funds projects that construct or plan for bicycle or bicycle/pedestrian facilities. BPFP is managed in conjunction with the Transportation Enhancements (TE) program. Additional information is available at <http://www.dot.wisconsin.gov/localgov/aid/bike-ped-funding.htm>.

The **Local Roads Improvement Program (LRIP)** assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. The competitive reimbursement program pays up to 50% of total eligible costs with local governments providing the balance. The program has three basic components: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP).

### **Pavement Surface Evaluation & Rating**

Software tools help jurisdictions to prioritize their transportation projects. Information collected as part of the **PASER** (Pavement Surface Evaluation & Rating) system helps establish budget parameters, select possible projects, and evaluate the implications of maintenance decisions. This information is submitted to WisDOT every two years and is integrated into the state's **WISLR** (Wisconsin Information System for Local Roads) database.

### **Planning for Capital Improvements**

A Capital Improvement Program (CIP) can assist in planning for major project costs by creating a multi-year scheduling plan for physical public improvements including transportation. The schedule is based on the projection of fiscal resources and prioritization of improvements five to six years into the future. Capital improvements include new or expanded physical facilities that are relatively large in size, expensive, and permanent.

The **Wisconsin Department of Transportation** administers a variety of state and federal programs which the Town of Gilman may apply to for funding, including but not limited to the following:

General Transportation Aids	Highway and Bridge Assistance
Local Bridge Improvement Assistance	Local Transportation Enhancements
Rural and Small Urban Public Transportation Assistance	
Rustic Roads Program	Rural Transportation Assistance Program
Surface Transportation Discretionary Program	
Surface Transportation Program – Rural and STP – Urban	
Traffic Signing and Marking Enhancements Grants Program	

## **IV. UTILITIES AND COMMUNITY FACILITIES**

### **A. Introduction**

The purpose of this section is to inventory, map, and forecast utilities and community facilities in the Town of Gilman. Utilities and community facilities, often referred to as public works, consist of the physical infrastructure that allows a community to function and grow. Such services and facilities affect and are measurements of a community's quality of life. These services are also commonly affected and/or stressed by development and growth.

Community facilities and public utilities may include storm water and waste water treatment management, solid waste disposal, sewer services, garbage collection, all water supply mechanisms, recycling facilities, parks, telecommunications, power plants and transmission lines, cemeteries, healthcare services, childcare services, police/fire/rescue services, municipal offices, libraries, schools, parks, and other government facilities.

It is difficult to determine whether the Town of Gilman will grow in the next twenty years. During the last four decades the town has experienced both rapid growth in population (8.6% increase from 1970 to 1980) and precipitous decline (16.6% decrease from 1980-1990). Assuming that population continues to spread from the Twin Cities megatropolis east, Gilman might expect a modest increase in population during the next twenty years.

### **B. Existing Conditions**

#### **Water Supply**

Groundwater is stored in underground aquifers and can be drawn out through a well. Groundwater is recharged through rainfall and snow melt. All drinking water for the residents of the Town of Gilman comes from private wells. A permanent easement on three parcels of land at W2555 State Road 29 requires the Village of Spring Valley to provide water and sewer to those parcels. The parcels are currently owned by Team Oil.

Wells are regulated by the state. NR812, the Wisconsin Administrative Code for Well Construction and Pump Installation is administered by the DNR. The Well Code is based on the premise that if a well and water system is properly located, constructed, installed, and maintained, the well should provide safe water continuously without need for treatment. Groundwater protection is important because contamination can be very expensive to mitigate. Sixty-two percent of respondents to the Community Attitudes Survey conducted by Pierce County in 2007 (hereinafter CAS) support additional land use regulation to protect groundwater. The future demand for water will depend on the number of new homes that are built.

#### **Storm Water Management**

Since there is no public water system in the Town of Gilman, storm water is handled by ditches, swales, and culverts before pouring into the local streams and creeks. Storm water runoff from roads and other paved surfaces can cause sediment and contaminants

to pollute surface and ground waters. Some agricultural practices can also lead to erosion and contamination through the overuse of pesticides, herbicides, chemical fertilizers, and manure.

### **Sanitary Sewer Service**

Town residents' wastewater is treated through private onsite wastewater treatment systems. (POWTS). POWTS, also called septic systems or holding tanks, treat domestic wastewater that includes sanitary, bath, laundry, dishwashing, garbage disposal, etc. POWTS are regulated under Wisconsin Administrative Code Chapter COMM-83. Permits are issued by the Wisconsin Department of Commerce and the Wisconsin Department of Natural Resources (DNR). All systems with a final discharge upon the ground surface or into surface waters are subject to DNR regulations.

### **Recycling and Solid Waste Disposal**

The DNR authorizes solid waste disposal pursuant to Wis. Stats. 389.35 and numerous Wisconsin Administrative Codes. The Town of Gilman maintains a drop off point for recycled materials and solid waste disposal at the Town shop. Numerous private companies also are available to town residents who prefer a pick up at their residence. Pierce County provides a Recycling Guide pamphlet to all residents to help us recycle all items properly.

### **Parks and Recreational Facilities**

There are no public parks in the Town of Gilman; there are also no DNR regulated parks or State lands within the Town. The Pierce County Educational Forest is located on Highway 29 in Gilman. Also, the Rush River affords many residents and tourists with ample opportunity for outdoor activities such as fishing and bird watching. Of the Gilman residents who responded to the CSA, 46.8% favored an increase in tourism in Pierce County while 51.8% thought that tourism in the county should remain at current levels.

### **Telecommunications Facilities**

The availability of infrastructure such as high-speed Internet service and cell phone reception is an important factor for attracting new business, students and other residents who may wish to telecommute. Still, only 17.8% of Gilman respondents to the CSA indicated that telecommunications should be encouraged in the township. Several companies provide telecommunications services (telephone, cell phone, internet, and cable television) to Town residents, including Baldwin Telecom, Spring Valley Telephone, Century Telephone and a host of cell phone service providers. Currently, reception for cell phone service is spotty throughout the Town. There currently are no cell phone towers in the Town of Gilman. High speed internet access is currently becoming available to most residents.

### **Power Plants and Transmission Lines**

Dairyland Electric, St. Croix Electric, Excel Energy and Pierce Pepin Electric provide electricity to Town residents. Various transmission lines traverse the township.

**Pipelines**

There are currently no natural gas or other pipelines in the Town of Gilman. There are pipelines nearby, however. For example, a petroleum pipeline runs east-west through Eau Galle Township (St Croix County) a couple hundred yards north of our common border.

**Alternative Energy Sources**

There is one wind turbine in the Town of Gilman located on private property at the corner of 490<sup>th</sup> and 730<sup>th</sup> streets and there are several in nearby communities. The use of solar technology to provide electrical services has not been studied in the Town.

**Cemeteries**

Gilman Township currently has one cemetery located next to the Gilman Lutheran Church at the intersection of highway 29 and 330<sup>th</sup> street.

**Postal Service**

There are no post offices located in the Town of Gilman. Post offices closest to the Town of Gilman may be found in Spring Valley, Baldwin, and Ellsworth.

**Municipal Buildings**

The Town of Gilman maintains both a town shop and a town hall at W3616 770<sup>th</sup> Avenue, Spring Valley, WI.

**Police, Fire, and Rescue Services**

The Town of Gilman does not have a Town Constable. Instead, the Pierce County Sheriff's Department provides patrol services in the Town of Gilman, as well as providing crime and welfare fraud investigations, anti-drug abuse enforcement and education, traffic enforcement including accident reports and water and snowmobile patrol, and a twenty-four hour dispatch center which also handles 911 emergency calls.

The Town of Spring Lake, the Village of Spring Valley, the Town of Cady, and the Town of Gilman jointly operate and own the Spring Valley Area Ambulance Service and the Spring Valley Fire Department. The service has volunteer Emergency Medical Technicians, First Responders, and Firefighters, many of whom are Gilman residents.

**Libraries**

In 1971 the Wisconsin State Legislature created seventeen library systems in Wisconsin. Town residents are served by the MORE library system which connects Gilman residents with forty-two public libraries in west central Wisconsin that have combined their catalogs and provide service online as well as at area libraries such as those in Spring Valley, River Falls, Ellsworth and Baldwin. We expect the MORE system to have greater demand on its services and resources throughout the next twenty years.

**Schools**

There are no schools in the Town of Gilman. Town students attend Spring Valley Elementary, Middle, and High School and residents are taxed accordingly. The Town of

Gilman had 170 school age students in 2000. The Wisconsin Department of Aging projects Gilman will have 190 such students in 2025.

There are no institutions of higher learning in the Town of Gilman but Town residents have easy access to the University of Wisconsin at River Falls, the University of Wisconsin at Stout (in Menomonie), University of Wisconsin at Eau Claire and various institutions in the Twin Cities metropolitan area in Minnesota. The University of Minnesota-Twin Cities, for example, has 19 colleges and offers 161 bachelor's degrees, 218 master's degrees, 114 doctoral degrees, and 5 professional degrees.

### **Child Care**

There are no licensed childcare facilities in the Town of Gilman. Residents can find many licensed childcare facilities nearby in Spring Valley, Ellsworth, and River Falls.

### **Health Care**

There are no health care facilities in the Town of Gilman. Residents can receive health care (including chiropractic, dental, massage and acupuncture) at various local clinics including the Red Cedar Clinic in Menomonie and Elmwood, the Fairview Ellsworth Clinic, the Ellsworth Medical Clinic, and the Spring Valley Medical Clinic. Local hospitals include the Baldwin Area Medical Center, the River Falls Area Hospital, and the Red Cedar Medical Center in Menomonie.

## **C. Goal, Objectives, and Policies**

**Goal 1:** Provide adequate utilities and community facilities to serve the residents of the Town of Gilman.

### **Objectives:**

1. Maintain existing utilities and community facilities in the township.
2. Increase community facilities for underserved populations, including seniors, people with disabilities, and children in need of childcare.
3. Discourage the monopoly of available telecommunication services to reduce user fees and costs.
4. Plan for development of new utilities and community facilities needed to serve town residents in advance of anticipated growth.
5. Expand Town services only as development warrants such expansions as Town residents and taxpayers request higher levels of services from the Town.

### **Recommendations**

1. Consider developing a method to determine the community facilities needed or desired by town residents.
2. Work with surrounding communities and agencies to continue to provide quality police, fire, and emergency medical services to the Town.
3. Maintain a strong working relationship with the Spring Valley School District.
4. Encourage the use of and support the development of additional public facilities and parks in neighboring communities.

Support telecommunications facilities that would better enable residents to establish home-based businesses if the towers/antennae do not detract from the rural aesthetics of the Town, including access to affordable high speed internet.

**Goal 2:** Protect the surface and groundwater supplies used by Gilman residents from pollution or depletion.

**Objectives**

1. Ensure safe drinking water for residents in the Town of Gilman.
2. Encourage routine testing services for local wells and surface waters.

**Policies and Recommendations**

1. Support inspection and maintenance of wells, private septic systems, and holding tanks.
2. Support farm run-off best management practices.
3. Consider limiting COMM-83 rules which allow development to occur in areas where private, on-site waste disposal systems were previously not feasible due to poor soil conditions.

**Goal 3:** Encourage the development of alternative energy sources within the Town of Gilman.

**Objectives:**

1. Support alternative energy sources that will decrease energy costs.
2. Support alternative energy sources that may be more environmentally sound than burning fossil fuels.
3. Support opportunities for residents to develop alternative energy sources that will be self-sustaining.

**Policies and Recommendations**

1. Work with Pierce County to allow the development of wind turbines and alternative fuel processing facilities.
2. Support and regulate the development of wind turbines/wind energy.
3. Support and regulate the conversion of animal waste gasses and other biomass sources into useable fuels.
4. Support and regulate the use of solar panels and solar energy.

**D. Utilities and Community Agencies and Funding Programs**

There are numerous state and federal agencies and programs to assist the Town of Gilman with public work projects. Below are brief descriptions of various agencies and programs.

**United States Department of Agriculture – Rural Development (USDA-RD)**

**1. Community Facilities Direct Grant Program**

The community facilities grant program provides grants to assist the development of essential community facilities in rural areas and towns of up to 20,000 people. The objective of the agency is to construct, enlarge, extend, or otherwise improve community facilities providing essential services to rural residents. This can include the purchase of equipment required for a facility's



operation. All projects that are funded by the RHS grant program must be for public use.

## **2. Community Facilities Guaranteed Loan Program**

The community facilities loan program is similar to the grant program in that it provides funding for essential community facilities, such as schools, roads, fire halls, etc. Again local jurisdictions must have a population of less than 20,000 to be able to apply. Applications are funded based on a statewide priority point system.

## **United States Department of Agriculture – Rural Utilities**

There are a number of available programs through USDA-RUS as part of the Water and Environmental Programs (WEP). WEP provides loans, grants, and loan guarantees for drinking water, sanitary sewer, solid waste, and storm drainage facilities in rural areas, cities, and towns of 10,000 or less. Public bodies, non-profit organizations and recognized Indian Tribes may qualify for assistance. WEP also makes grants to nonprofit organizations to provide technical assistance and training to assist rural communities with their water, wastewater, and solid waste programs. Some of the available programs include:

1. Water and Waste Disposal Direct and Guaranteed Loans
2. Water and Waste Disposal Grants
3. Technical Assistance and Training Grants
4. Solid Waste Management Grants
5. Rural Water Circuit Ride Technical Assistance

## **United States Department of Agriculture (USDA Natural Resource Conservation (NRCS) United States Environmental Protection Agency US EPA) Cooperative State Research Education Extension Services (CSREES)**

1. **Farm \*A\* System** is a national program cooperatively supported by the above agencies. The program enables one to prevent pollution on farms, ranches, and in homes using confidential environmental assessments. Farm\*A\*System is a voluntary program, so one can decide whether or not to assess one's property. This program has been nationally and internationally recognized for its common-sense approach to managing environmental risks. This program can help determine risks. A system of fact sheets and worksheets helps one identify the behaviors and practices that are creating risks. Some of the issues Farm\*A\*System can help address include:

- a. Quality of well water, new wells, and abandoned wells
- b. Livestock waste storage
- c. Storage and handling of petroleum products
- d. Managing hazardous wastes
- e. Nutrient management

2. **Home \*A\* System** is also available through the cooperative efforts of USDA, NRCS, CSREES, and US EPA is the national Home\*A\*System program. This program is very similar to the Farm\*A\*System program explained above, but instead is specific to one's home. The program begins with a checklist to identify risks including safety of drinking water, use and storage of hazardous chemicals, and lead based paint. The program can help one develop an action plan to reduce risks.

## **Wisconsin Department of Natural Resources**

The **Bureau of Community Financial Assistance** (DNR-CFA) administers a number of grant and loan programs. The Bureau supports projects that protect the public health and the environment and provide recreational opportunities. The Bureau has loan programs which cover loans for managing drinking water, wastewater, and brown field projects; for non-point runoff pollution, recycling, lakes, rivers, municipal flood control, and well compensation; and for conservation, restoration, parks, stewardship, acquisition of land and easements for conservation purposes, recreational facilities and trails, hunter education, forestry, forest fire protection, gypsy moth control, household hazardous waste collection, dam rehabilitation and abandonment, dry cleaner remediation, and urban wildlife damage.

**Wisconsin Well Compensation Grant Program** enables people who own a contaminated private water supply that serves a residence or is used for watering livestock to secure partial cost sharing for water testing if it shows the well is contaminated, reconstructing a contaminated well, constructing a new well, connecting to an existing private or public water supply, installing a new pump and piping, equipment for water treatment and getting temporary bottled or trucked in water.

## **Wisconsin Department of Commerce**

**Wisconsin Community Development Block Grant Program for Public Facilities (CDBG-PF)** is designed to assist small communities with public facility improvements. Eligible activities would include publicly owned utility system improvements, streets, sidewalks, disability accessibility projects, and community centers. Local governments including towns, villages, cities, and counties are eligible. Entitlement cities, over 50,000 in population, are not eligible. Federal grant funds are made available on an annual basis. The maximum grant for any single applicant is \$750,000. Grants are only available up to the amount that is adequately justified and documented with engineering or vendor estimates.

**Wisconsin Community Development Block Grant Program Public Facilities and Economic Development (CDBG-PFED)** helps underwrite the cost of municipal infrastructure necessary for business development. This program requires that the result of the project will ultimately induce businesses, create jobs, and invest in the community. More information is available from the Wisconsin Department of Commerce.

## **V. AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

### **A. Introduction**

The Town of Gilman's significant agricultural, natural, and cultural resources define the town's identity. Town residents understand that these resources are irreplaceable and are dedicated to their preservation.

Since the mid-1800s, the Town of Gilman has had an agricultural base. Town residents seek to maintain that characteristic, as agriculture ultimately supports all other human activity.

Gilman's natural resources, such as water, air, land, forests, fish, wildlife, topsoil, and minerals are valued for their critical utilitarian purposes and for the aesthetic beauty and sense of well-being they provide. Human activities significantly impact the natural environment.

The land in Gilman Township lies mainly in the Rush River watershed. The river meanders 3.9 miles through the southwest corner of the township. Prior to white settlement, this area was approximately 85% virgin deciduous forest, 12% prairie/brush and the rest water and wetlands. During the next century, stream habitat and water quality were severely degraded by deforestation, logging and milling, dams, agricultural activities and wastewater effluent. Flooding became rampant and the Rush River became dependent on stocking to support a sport fishery. Over time the small dams washed out.

Conservation practices begun in the 1930s, including reforestation, wastewater treatment, and improved farming practices have reduced flooding and improved water quality. Today, the river is a regional destination for trout fishermen. Gilman's forested areas, prairies, wetlands, and the many natural springs are natural resources that residents continue to maintain and enjoy. These natural resources also attract many tourists, hunters, bird watchers and other visitors on an annual basis.

Cultural resources can include a structure, area, site, object, or community that has historic, archeological, architectural, cultural, or social significance. Historical preservation means protection, preservation, rehabilitation, and reconstruction of cultural resources. Preservation gives character, pride, and a sense of meaning to communities and citizens. There are also economic reasons for preservation, such as an increase in tourism, increase in property values, and it can also be cheaper than building new.

Rural communities like ours often seek new development and want to protect the natural environment and preserve the rural character of the area. At first, development may have only a limited impact on the natural landscape, but as it continues, the visual and environmental impacts become increasingly apparent. According to the Pierce County Community Attitude Survey, Gilman residents are split approximately fifty/fifty-those that want more development and those that want no development.

Per the Wisconsin comprehensive planning legislative requirements, this element includes goals, objectives, policies, and programs for the conservation and promotion of effective management of agricultural, natural, historical, and cultural resources in the Town of Gilman.

Existing Conditions sections of this element will summarize current agricultural, natural, and cultural resources in the Town of Gilman. Each segment is then followed by goals, objectives and policies/recommendations. This element closes with a list of programs which the Town and its residents may utilize to enhance and maintain our agricultural, natural, and cultural resources.

## **B. Agriculture**

### **Existing Conditions**

Farmers started to settle in the Gilman area in the 1850's. Norwegian and German immigrants chose this area because of its rich farm land, natural springs, and stately wooded areas. With markets within reach, wheat soon became the area's staple crop. With the increase of wheat diseases farmers then became dependent on dairy for their primary income. Timber cutting in the land best suited for trees was also an income producer.

Today, Gilman Township has more than 14,000 acres assessed as agricultural land, 65% of the total land base. Some small family farms continue to exist. Other farms, especially conventional dairy, grain and forage operations, have become large scale. Farmers with less land under cultivation often have one of the owners holding a job away from the farm. Alternative agricultural enterprises such as nurseries, green houses, orchards, organic farms, and CSA operations also exist and are growing in number.

The ability to succeed at these operations and hold jobs off the farm, is due in large part to the improved roads and highways (including Interstate 94) connecting Gilman to other areas. This allows access to additional markets in adjoining towns and the Twin Cities Metropolitan area.

While access to the Twin Cities and other rapidly developing areas allows opportunities for emerging markets, the proximity also provides access to the area for more urban residents. Current residents tend to enjoy the quiet rural atmosphere. Getting into agriculture requires a considerable capital investment. This deters older farmers from finding buyers who plan to farm. In addition, people moving into Gilman often come expecting the convenience and familiar comforts of urban life. These two factors tend to support development and pose a threat to the rural qualities of Gilman. Yet, sometimes the city and country cultures find new ways to cooperate and blend - such as with the growth of local farmers markets in the area.

**Table 5.1 Pierce County Agricultural Land Values**

Table 5.1 Farm Property Values for Pierce County, Wisconsin (includes buildings)			
Census Year	2007	2012	% change
Average Est. Mkt. Value per Farm	\$ 591,718	\$ 773,024	+31
Average Est. Mkt. Value per Acre	\$ 3,341	\$ 3,957	+18

Source: USDA Agricultural Census 2012

**Table 5.2 Pierce County Agricultural Lands: Change in Size & Commodity Values.**

Table 5.2 Farm Count & Size, Product Values, Federal Program Acres & Payments for Pierce County, Wisconsin			
Census Year	2007	2012	% change
<b>Operations</b>			
Number of Farms	1,531	1,259	-18
Total Acres in Farms	271,178	245,974	-9
Average Size of Farm	177	195	+10
<b>Market Value of Products Sold</b>			
Sales of Crops	\$ 38,535,000	\$ 94,416,000	+145
Sales of Livestock, Poultry and their products	\$ 76,659,000	\$ 84,238,000	+10
Average Sales per Farm Reporting Sales	\$ 75,241	\$ 141,901	+89
<b>Acreage in Federal Programs</b>			
Conservation: CRP, Wetland Reserve, etc.	22,575	9,237	-59
Crop Insurance	88,560	101,723	+15
<b>Federal Payments</b>			
For Conservation: CRP, Wetland Reserve, etc.	\$ 1,441,000	\$ 642,000	-55
All Other Federal Farm Payments	\$ 2,795,000	\$ 3,997,000	+43

Source: USDA Agricultural Census 2012

**Table 5.3 Land in Farms by Types of Land**

Table 5.3 Farm Land Use for Pierce County, Wisconsin				
	2007 Acres	% of Farmland	2012 Acres	% of Farmland
Cropland	177,989	65.6	166,276	67.6
Woodland	55,974	20.6	45,704	18.6
Pasture	23,132	8.5	20,101	8.2
Farmsteads, buildings, facilities, roads, etc.	14,083	5.2	13,893	5.6
Total	271,178	100.0	245,974	100.0

Source: USDA Agricultural Census 2012

**C. Agricultural Goals, Objectives, and Recommendations/Policies**

**Agricultural Goal:** Continue to promote a strong agricultural base for the Town of Gilman.

**Agricultural Objectives:**

1. Protect tracts of prime farmland.
2. Promote separation of residential, commercial and industrial development from agriculture areas in order to decrease traffic, noise, and odor conflicts.
3. Encourage a diverse agricultural base including dairies, grains and forage crops, livestock production, fruit crops, alternative crops such as vegetables and berries, nurseries, green houses, agro-tourism and other value-added agricultural businesses.
4. Promote involvement in programs that require sound resource management practices and provide economic or tax incentives to farmers and landowners (Farmland Preservation, Managed Forest, CRP, etc.).
5. Encourage cottage industries compatible with agricultural land use.

**Agricultural Recommendations:**

1. Notify all new building applicants about the Right to Farm Law and that this is a farming community with associated smell, noise and dust.
2. Ensure that the size and location of livestock production facilities in Gilman allow manure to be managed in a way that is environmentally safe and compatible with neighboring land uses.
3. Future revisions of zoning regulations and possible future ordinances concerning development should encourage residential or commercial/industrial development in locations, forms, and densities which allow the preservation of productive agricultural lands.
4. Consider adoption of the Livestock Facility Siting ordinance.

**D. Natural Resources**

**Existing Conditions**

Through wise use and management, Gilman township continues to hold a wealth of natural resources, including natural forests, tree plantations, natural and planted prairies, wetlands, ponds and intermittent waterways, and miles of streams and rivers. These areas are home to a diverse population of wildlife including mammals, birds, fish, insects and plants.

**Forest and Woodland Areas**

Approximately 3,600 acres (16%) of Gilman's land base are assessed as woodland; many of these acres are under long term management for sustained yield. These lands provide economic returns from timber and pulp, maple syrup and other forest products. They provide homes for birds and wildlife; they also provide scenic beauty and recreational opportunities such as

hunting, bird watching, hiking and skiing to area residents and visitors alike, throughout the seasons.

### **Ponds, Wetlands Streams and Rivers**

In the 1960s stocking replenished the trout populations in the Rush River. Today, watershed conditions, infiltration rates and cold water base flow have improved to the point that natural reproduction of trout is common in the tributaries and portions of the main channel of the Rush River.

Threats to the watershed include erosive and intensive farming practices, road building and drainage alterations in sensitive areas, and storm water and animal waste runoff. In addition, Gilman Township is susceptible to subsidence and crevice or sinkhole development. Installation of corrective and protective measures, some of which may be complex, can reduce risks of subsidence and sinkhole development and thereby reduce groundwater pollution from chemicals, animal waste or sediment. Assistance is available from the Pierce County Land Conservation office.

There are 2,600 acres (12%) in Gilman assessed as undeveloped, however, this characterization was created to facilitate tax collection, not to determine land use policy. This category includes prairie remnants, restored prairies, ungrazed pastures, old hayfields, fallow cropland, shrub habitat, wetlands, drainages, and rights of way. Many of these areas are actively managed to support wildlife and aquatic communities. In addition, many of these areas help to control flooding and filter sediment from surface waters.

Best management practices for farming and forestry operations to maintain and improve water quality are available from the Wisconsin Extension Services and DNR to aid landowners and developers.

### **Wildlife**

Originally overhunted by European settlers, Gilman Township currently has significant populations of song birds, game birds, raptors, and mammals large and small. The size of the white tailed deer herd is apparent and deer hunting is popular throughout the township.

Landowners electing to plant native prairie grasses and forbs, or to maintain grassed waterways and fencerows, have provided much needed habitat. Like elsewhere as habitat declines populations of native songbirds have declined. Due to efforts of the DNR and various conservation and hunting groups some grassland game birds such as the introduced species Chinese ring-necked pheasant are plentiful.

The township has frequent sightings of raptors including: Red tailed hawks, Northern harriers, barred owls and American bald eagles. There have even been sightings of black bear and cougars in the township. All of these signs indicate the area is capable of supporting significant wild creature populations, but that requires awareness of human impacts and appropriate moderation of human activities.

### **Table 5.4 Endangered and Threatened Species List for Gilman Township**

Common Name	Scientific Name	State Status	Group
Bald Eagle	Haliaeetus leucocephalus	Special Concern/Protected	Bird
Big Brown Bat	Eptesicus fuscus	Threatened	Mammal
Cherrystone Drop	Hendersonia occulta	Threatened	Snail
Eastern Pipistrelle	Perymyotis subflavus	Threatened	Mammal
Little Brown Bat	Myotis lucifugus	Threatened	Mammal
Northern Long-eared Bat	Myotis septentrionalis	Threatened	Mammal
Snowy Campion	Silen nivea	Special Concern	Plant
Wood Turtle	Glyptemys insculpta	Threatened	Turtle
Bat Hibernaculum		Special Concern	Other

The above **Table 5.4** includes Gilman and a two mile buffer zone and was prepared by Ryan Haffele, WI DNR Wildlife Biologist, in May 2014.

### Geological and Mineral Resources

In June of 2001, all Wisconsin counties were obliged to adopt an ordinance for nonmetallic mine reclamation. The purpose of the ordinance was to achieve an approved post-mining land use, which would be in compliance with uniform reclamation standards. Uniform reclamation standards address environmental protection measures including topsoil salvage and storage, surface and groundwater protection, and concurrent reclamation to minimize acreage exposed to wind and water erosion.

There are gravel quarries in the Town of Gilman. Also there is a great deal of frac sand mining near Gilman causing conflicts between mining interests and citizens affected by increased noise, air pollution, and truck traffic.

### E. Natural Resources Goals, Objectives, &Policy/Recommendations

**Natural Resource Goal:** Preserve and promote Gilman’s natural resources, including, woodlands, grasslands, prairies, shrublands, wetlands and waterways, , native animal, bird and plant communities, soil and mineral resources, and fresh air and clean water to provide a long-lasting and high-quality natural setting.

#### Natural Resource Objectives:

1. Coordinate public and private sector actions and efforts to promote and protect Gilman’s natural resources.
2. Protect habitats of threatened and endangered species.
3. Encourage the management and protection of woodlands and wildlife for their economic, ecological, and environmental importance in the present and the future.



4. Encourage environmentally appropriate land uses that protect all the resources of the Town.
5. Separate planned residential areas from environmentally sensitive areas.
6. Protect groundwater and surface waters within Gilman.
7. Recognize the environment as an integrated system of land, water, and air resources. The destruction or disturbance of any part of these can affect the community, in the short and long term, by destroying important public resources and habitat, or damaging productive lands and property.

#### **Natural Resource Recommendations:**

1. Consider creating ordinances and other incentives to ensure that conservation development planning and design can be implemented, which include alternative storm water management practices, preservation and restoration of native landscape, and inclusion of open space components in developments not subject to the subdivision ordinance.
2. Identify and protect critical, unique, and sensitive resources in Gilman.
3. Recommend implementation of Best Management Practices in agriculture, residential and commercial land use activities, particularly the use of well-designed buffers on highly erodible soils. Best Management Practices (BMPs) are measures used to control the adverse storm water-related effects of development. BMPs include structural devices that temporarily store or treat storm water runoff to remove pollutants, reduce flooding, and protect aquatic habitats. BMPs also include non-structural approaches, such as public education efforts to prevent the dumping of household chemicals.
4. Future revisions of zoning regulations and possible future ordinances concerning development should encourage residential or commercial/industrial development in locations, forms, and densities which support the preservation of woodlands, prairies, shrublands, wetlands, steep slopes, and clean surface and ground water.
5. Proposed development must be compatible with soil characteristics of the location, with particular reference to the soil infiltration rates for the protection of ground water.
6. Consider sand mining regulations to mitigate air and noise pollution and damage to town roads from truck traffic.

#### **F. Cultural Resources**

##### **Existing Conditions:**

The Wisconsin Historical Society maintains an Architecture and History Inventory (AHI) for the entire state. The inventory is a collection of information on historic buildings, structures, sites, objects and historic districts. Most properties become part of the inventory as a result of a systematic architectural and historical survey.

Sites not listed on the AHL, but still of historical and cultural significance, are also included in Table 5.4. Determinations on what constituted a cultural site worthy of preservation followed this methodology from the Wisconsin Historical Society:

- Be a good local example of an architectural style. To be individually eligible in the area of architecture, a property must retain the majority of its original architectural features and be a good example of the style and period.
- Be associated with a person important in our past. The property must be the resource most clearly related to the person's period and area of importance.
- Represent an important period, movement or trend in local, state or national history.
- Have the potential to yield information; these types of properties are primarily archaeological sites.

**Table 5.5 Historical Sites in the Town of Gilman**

House (clapboard)	Cross gabled	890 <sup>th</sup> Ave..S side, .8 mi E of Co. B
Mines School (clapboard)	Front gabled	850 <sup>th</sup> Ave., N side,.6 W of Co B
House (clapboard)	American foursquare	850th, N side,.3 mi. W of BB
House (clapboard)	Front gabled	850th N side, .3 mi.W of 410 <sup>th</sup> St.
House (clapboard)	Two story cube	890th, S side, .1mi E of USH 63
House Clapboard)	Front gabled	USH 63 and STH 29, NE corner
House (clapboard)	Gabled ell	850 <sup>th</sup> Ave., S side, .5 mi. W of 410th St.
House (stucco)	Two story cube	850 <sup>th</sup> Ave, S side, .4 mi. E of BB
Lutheran Church of Gilman	Neogothic revival	STH 29 and 330 <sup>th</sup> St., NW corner
Outbuildings (clapboard)	Astylistic utilitarian building	850 <sup>th</sup> Ave. , S side, .1 mi. of Co. B and Co. I
Gilman Town Hall	Front gabled	770 <sup>th</sup> Ave., N side, .2 mi. E of Co. BB
Old Lone Balsam School(clapboard)	Front gabled	770 <sup>th</sup> Ave. and Co. N, NE corner
House (clapboard)	Front gabled	410 <sup>th</sup> St. and STH 29, SW corner
Log House		490 <sup>th</sup> and 770 <sup>th</sup> , 1 mile S of STH 29

The section of 450<sup>th</sup> Street near the river which was constructed of large limestone slabs by the Works Project Administration during the Great Depression may also be of historical interest. That area is locally known as Stonehammer due to the hand labor of the men who built it.

Gilman is also home to several century farms; farms that have been continuously owned by a single family for 100 years or more. These and other farms in the township have some outstanding examples of timber framed barns, built in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries.

Another unique site in the township is the Lee-Kay Educational Forest found at the intersection of State Highway 29 and 410<sup>th</sup> St. This 40 acre forest, maintained by Pierce County, is an

excellent example of sustained forest management and is used as an outdoor classroom by teachers in the area.

## **G. Cultural Resources Goals, Objectives, & Policies/Recommendations**

**Cultural Resource Goal:** Maintain, preserve, and enhance the cultural, historical, and archeological resources of the Town of Gilman.

### **Cultural Resources Objectives:**

1. Encourage preservation of natural and historic areas.
2. Work with Pierce County Historical Society to identify and record historically significant properties.

### **Recommendations:**

1. Identify archaeological sites and resources so that their archaeological significance may be protected.
2. Encourage private landowners to protect and rehabilitate identified cultural, historic and archeological resources when specific sites are proposed for development.

## **H. Programs**

### **Conservation Programs**

The following is a list of the active conservation programs and agencies active in Pierce County. Generally, these programs are administered through the cooperative effort of various federal, state and local agencies.

#### **Wisconsin Nonpoint Source Priority Watershed Program (NPS)**

Purpose: to improve and protect water quality.

#### **Wetland Reserve Program (WRP)**

Purpose: to restore drained wetland and protect them with a 30-year or perpetual easement.

#### **Wildlife Habitat Incentives Program (WHIP)**

Purpose: to develop or improve wildlife habitat on privately owned land.

#### **Wisconsin Department of Natural Resources (WI-DNR)**

The Wisconsin Department of Natural Resources is dedicated to the preservation, protection, effective maintenance of Wisconsin's natural resources. It is responsible for implementing the laws of the state and, where applicable, the laws of the federal government that protect and enhance the natural resources of our state. The Wisconsin DNR has a number of programs available to assist Gilman residents to protect threatened and endangered species, water quality, forests, parks and open spaces, and wetlands.

#### **Wisconsin Department of Trade and Consumer Protection (DATCP)**

Specifically DATCP has two divisions that relate directly to agriculture and natural resources section of comprehensive plan. The Environmental Division focuses on insects, land and water, as well as plants and animals. The Agriculture division focuses on animals, crops, agriculture, land and water resources.

#### **Wisconsin Natural Resources Conservation Service (NRCS)**

NRCS is part of the U.S. Department of Agriculture, formerly the Soil Conservation Service or “SCS”. Nearly three-fourths of the technical assistance provided goes to helping farmers and ranchers develop conservation plans suited to their lands and individual ways of doing. The agency also assists other private landowners and rural and urban communities to reduce erosion, conserve and protect water, and solve other resource problems.

#### **Environmental Protection Agency (EPA) Region 5**

EPA is a federal agency of the United States government, responsible for regulating environmental pollution and environmental quality. The EPA has been one of the lead agencies within the United States Government on the climate change issue.

#### **Historic Home Owners Tax Credit**

The Wisconsin Historical Society’s Division of Historic Preservation (DHP) administers a program of 25 percent Tax credits for repair and rehabilitation of historic homes in Wisconsin. Contact Historical Society for minimum requirements.

#### **Historic Preservation Tax Credits for Income-Producing Historic Buildings**

Owners of historic income producing properties in Wisconsin may be eligible for two income tax credits that can help pay for their buildings rehabilitation. The Wisconsin Historical Society’s Division of Historic Preservation (DHP) administers both programs in conjunction with the National Park Service (NPS). The programs are, Federal Historic Preservation Credit, and Wisconsin Supplemental Historic Preservation Credit. Contact Historical Society for more details.

## **VI. ECONOMIC DEVELOPMENT**

### **A. Introduction**

The economic viability of a community is essential to quality of life and to the ability of government to finance services needed by residents and businesses. The Gilman area's economy has changed considerably in the last fifty years. The consolidation in agriculture, increasing commute times, and increasing employment opportunities due to commercial/industrial growth along the Twin Cities to Eau Claire I-94 corridor have greatly reduced the percentage of Gilman residents whose primary income is from farming. Up to the present time, however, there has been little commercial or industrial development in the town itself. Appropriate economic growth within the Town of Gilman and the adjacent Village of Spring Valley could provide significant job possibilities and diminish the cost and environmental impact of long daily commutes for Gilman residents.

Citizen input during the preparation of this plan and the Community Attitudes survey administered during 2007 by Pierce County indicated that many Gilman residents are concerned about the pace of development in the town and would like to see the agrarian and rural character of the town maintained.

A diversified agriculture with alternatives such as orchards, vegetables, greenhouses and nurseries in addition to conventional crops and livestock may provide a way for the agricultural sector to grow. Agriculture-related businesses, as well as tourism, recreation, and various home-based businesses could provide additional opportunities while maintaining the town's rural character. Other commercial or manufacturing enterprises could be considered if they could be operated without adverse environmental effects or conflicts with neighboring land owners. The need for municipal services, utilities and transportation must also be considered when evaluating the types of economic growth desired in the town.

Gilman's proximity to major metropolitan areas, and its access to major transportation corridors should help attract new businesses to the town. With economic growth, new businesses would start to pay a share of local property taxes, as well as providing employment for local residents. However, the type, location, and pace of new business growth must be managed in a way that preserves the town's agricultural base and rural character. Economic growth possibilities for Gilman are explored in the Goals, Objectives and Recommendations section.

### **B. Existing Conditions**

#### **Economic Base**

Historically, the economy of the Town of Gilman has been rooted in agriculture. While agriculture continues to have a strong presence in Gilman, only 3% of employed Gilman residents listed farming or forestry as their occupation in the 2012 (see Table 6-1).

As seen in Tables 6-1 and 6-2, Gilman residents are employed in a wide range of industries and occupations. As noted above approximately 59% of working Gilman residents have commute times of twenty minutes or longer (Table 3.1). This indicates that the majority of employed Gilman residents work outside of Gilman. Economic growth along the I94 corridor and other parts of Pierce and St. Croix counties has provided increased employment opportunities within reasonable driving distances.

**Table 6.1 Employment by Occupation in Town of Gilman**

OCCUPATION (by Percentages)	2000 %	2012 %
Management, professional, and related occupations	33.6	24.6
Service occupations	12.8	12.9
Sales and office occupations	17.6	31.1
Farming, fishing, and forestry occupations	4.1	3.0
Construction, extraction, and maintenance occupations	10.5	6.9
Production, transportation, and material moving occupations	21.5	21.1

Source: U.S. Census, 2000 & American Community Survey 2008-2012

**Table 6.2 Employment by Industry in Town of Gilman**

INDUSTRY (by Percentages)	2000 %	2012 %
Agriculture, forestry, fishing and hunting, and mining	15.3	5.0
Construction	6.8	9.9
Manufacturing	28.8	24.6
Wholesale trade	1.6	8.4
Retail trade	8.0	8.8
Transportation and warehousing, and utilities	2.7	4.8
Information	1.4	4.3
Finance, insurance, real estate, and rental and leasing	2.7	2.6
Professional, scientific, management, administrative and waste management services	8.0	5.0
Educational, health and social services	14.2	16.8
Arts, entertainment, recreation, accommodation and food services	2.3	1.0
Other services (except public administration)	5.3	2.6
Public administration	3.0	6.2

Source: U.S. Census, 2000 & American Community Survey 2008-2012

### Labor Force

Educational attainment is an important component of a community's labor force. 91% of Gilman residents (25 years or older) have at least a high school education, and 25% have college degrees (Table 6.3).

**Table 6.3 Educational Attainment of Gilman Residents**

	2000 #	2000 %	2012 #	2012 %
Population 25 years & over	504	100	625	100
Less than grade 9	20	4.0	3.1	0.5
Grade 9-12, no diploma	24	4.8	8.1	1.3
High school graduate	212	42.1	253.7	98.0

(includes equivalency)				
Some college, no degree	117	23.2	116.9	18.7
Associate degree	47	9.3	58.1	9.3
Bachelor's degree	60	11.9	136.9	29.6
Graduate or professional degree	24	4.8	48.1	7.7

Source: U.S. Census 2000 & American Community Survey 2012 (Estimates)

### **Strengths and Weaknesses of Town of Gilman's Economy**

In analyzing a community's possibilities for economic development, it is important to assess strengths and weaknesses with respect to attracting and retaining businesses and industries. The strengths can be used to promote the Town's economic possibilities, while efforts can be made to minimize any weaknesses.

Strengths and weaknesses of Gilman identified during the comprehensive planning process are listed below:

#### Strengths

- Proximity to Twin Cities and Eau Claire metro areas.
- Access to major transportation corridors, allowing easy access to the area for employees and for freight transport.
- Attractive rural setting.

#### Weaknesses

- Lack of public water and sewer services.
- Limited sites for commercial/industrial development under current zoning.

### **Environmentally Contaminated Sites**

The Comprehensive Planning Law requires communities to evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The Wisconsin Department of Natural Resources list of contaminated sites includes one site in the Town of Gilman involving a leaking underground storage tank located at 7815 County Road N.

## **C. Goals, Objectives, and Policies/Recommendations**

**Economic Development Goal:** Support economic development activities which strengthen the local economy while maintaining the town's agricultural base, rural character, and healthy environment.

### **Economic Development Objectives:**

1. Focus economic development efforts on a diverse agriculture base including agriculture-related businesses in appropriate locations.
2. Promote recreation, tourism and other small businesses which can operate while maintaining a clean rural environment.
3. Minimize land use conflicts with neighboring properties.

**Recommendations/Policies:**

1. Consider the following in future land use decisions or revisions of zoning regulations:
  - a. Directing commercial or industrial development to areas having access to major roads such as highways 29 and 63.
  - b. Avoiding encroachment of such development into actively farmed areas.
  - c. Minimizing environmental impacts of proposed developments, with special consideration given to more environmentally sensitive areas, such as sites adjacent to waterways or sites with steep, highly erodible terrain.
  - d. Minimizing possible conflicts of proposed land use with neighboring properties.
2. Work with Pierce County Development Corporation in exploring the economic development possibilities for the Town of Gilman and ways to attract the desired types of enterprises to the area.
3. Utilize various county, regional, state, and federal economic development financial programs and incentives.
4. Work with the neighboring communities, especially the Village of Spring Valley and the Towns of Martell, Spring Lake, and Eau Galle in the possible development of businesses along Highways 29 and 63.
5. Consult with the Wisconsin Department of Natural Resources and the U.S. Fish and Wildlife Service when determining environmental impacts of proposed development.

**D. Programs****Tax Incremental Financing (TIF)**

This program assists towns in attracting tourists, forestry, and agricultural development. A town can designate a specific area within its boundaries as a TIF district and develop a plan to improve its property values. Taxes generated by the increased property values pay for land acquisition or needed public works.

**The Early Planning Grant Program (EPG)**

This program helps individual entrepreneurs and small businesses throughout Wisconsin obtain the professional services necessary to evaluate the feasibility of a proposed start up or expansion.

**WHEDA-Linked Deposit Loan Subsidy (LIDL)**

This program helps women and minority-owned businesses by offering low interest loans through local lenders. The LIDL Program can be used for expenses including land, buildings and equipment.

**WHEDA-Small Business Guarantee Program**

This program offers a pledge of support on a bank loan. Loan proceeds can be used to



expand or acquire a small business. It can also be used to start a day care business.

### **Wisconsin Financing Alternatives**

The State of Wisconsin is an active partner with new, existing, and start-up businesses offering financing and incentive programs. The Dept. of Commerce has a broad range of financial assistance for businesses. Most of the programs are low interest loans that are repaid to a local unit of government. Grants or forgivable loans are also offered on a limited basis.

### **Small Business Administration (SBA) Financing**

Wisconsin Business Development Corporation (WBD) is a private, non-profit corporation serving the long term credit needs of small businesses. WBD is certified by SBA as a “development company,” thereby enabling it to package certain SBA loan programs that are blended with bank loans and a down payment from the business owner.

## **VII. INTERGOVERNMENTAL COOPERATION**

### **A. Introduction**

For this comprehensive plan to be successfully implemented, our vision and planning must extend beyond the Town of Gilman boundaries into areas for which neighboring towns, Pierce County and the State of Wisconsin also have visions and responsibilities. Zoning regulations, roads and highways, schools, environmental and agricultural regulations are some examples in which other units of government can have substantial influence on our town.

Intergovernmental cooperation is an effective way for local governments to respond to changing and diverse needs. This can be accomplished by a local government working together with their neighboring governments while maintaining their own identity. Good communication among governmental units is essential for effective intergovernmental cooperation to occur.

Intergovernmental cooperation may range from formal joint power agreements to unwritten understandings. If an agreement can be reached among two or more units of government, services can often be provided with substantial cost savings. Cooperation can also eliminate unnecessary duplication of services or purchasing of equipment. Intergovernmental cooperation can also help keep our Town's citizens informed about and having a voice in issues or operations where another governmental unit has authority.

### **B. Existing Conditions**

The Town of Gilman is located in Pierce County. The Town shares a border with the Town of Eau Galle (St. Croix County), the Town of Martell, the Town of Spring Lake, the Town of El Paso, and the Village of Spring Valley. Relations between Gilman and Pierce County, the neighboring towns and the Village of Spring Valley have been satisfactory. If residential growth continues in the area of Gilman adjacent to Spring Valley, annexation related issues may need to be addressed.

The Town receives law enforcement services from the Pierce County Sheriff's Department.

The Town of Spring Lake, the Village of Spring Valley, the Town of Cady, and the Town of Gilman jointly own the Spring Valley Area Ambulance Service and the Spring Valley Fire Department. These services have volunteer Emergency Medical Technicians, First Responders, and Firefighters, many of whom are Gilman residents.

The Town of Gilman and the Town of Martell have a written agreement to share 50/50 the work and costs of maintaining the Gilman/Martell town line road (490<sup>th</sup> St.).

The Town is served by the school district of Spring Valley, located in the Village of Spring Valley and the Ellsworth School District, located in the Village of Ellsworth.

### **C. Goal, Objectives, and Policies/Recommendations**

**Goal:** Establish and maintain effective and beneficial intergovernmental relations with the Village of Spring Valley, surrounding towns, Pierce County, and the State of Wisconsin.

**Objectives:**

1. Maintain open communication with neighboring towns and the county on all issues addressed in this comprehensive plan.
2. Explore the possibilities for shared public service agreements where such agreements will provide improved services and/or lower costs.
3. Seek communication and cooperation with the Village of Spring Valley on issues related to the boundary area such as annexation and water/sewer services.

**Policies/Recommendations**

1. Examine the comprehensive plans of neighboring towns, the Village of Spring Valley, and Pierce County. Work to resolve any actual or potential conflicts between the plans through open dialog, cooperative initiatives, and amendments or future revisions of the Town of Gilman's Comprehensive Plan where appropriate.
2. Continue to work with Pierce County, Village of Spring Valley and surrounding towns to identify joint services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services and/or cost savings.
3. If needed, explore cooperative boundary agreements, shared revenue agreements, annexation standards, and growth area agreements as possible tools for resolving any issues concerning annexation and the boundary area with the Village of Spring Valley.
4. Ask the Pierce County and State of Wisconsin Highway Departments to provide advance notification to the Town of Gilman when they will be doing any significant road or bridge maintenance within the township.
5. Work with Pierce County to create a safer intersection at County B, County I and 850<sup>th</sup> Avenue.

## **VIII. LAND USE**

### **A. Introduction**

The land use element contains a compilation of objectives, policies, goals, maps, and programs to guide the future development and redevelopment of public and private property.

A key consideration in the preparation of the land use element for a community is the identification of the goals that reflect the collective values and attitudes held regarding future development. These goals and the more specific objectives and policies are intended to represent a collective statement expressing what is desirable in relation to future development.

Land use is often one of the more controversial issues confronting communities. In many instances, communities were originally platted and land use decisions were made with little regard to natural limitations on development or the interests of the community as a whole. Today, with better knowledge of these limitations and interests, communities are faced with making more intelligent choices as to where future development should occur. The land use decisions in this plan are also meant to take into account the knowledge and policies of the other elements in this plan.

This chapter is intended to satisfy the statutory requirements in full and to address local planning needs of the Town of Gilman. It is the expressed intent of this Comprehensive Plan to maintain the agrarian and rural character of the Town of Gilman. Town residents identified this direction: 1) in the 2007 Community Attitudes Survey for the Town of Gilman administered by Pierce County, 2) to the Gilman Plan Commission, and 3) during citizen input at public hearings and the preparation of this plan.

### **Terms and Definitions**

#### **Agricultural**

The primary use of these lands is agricultural. Lands in this category include irrigated and non-irrigated croplands, dairy farms, livestock operations, and lands that have structures used to store agricultural equipment or products.

#### **Commercial/Office Land Use**

Commercial development accounts for a small amount of land use in the Town. These lands include uses such as; retail and sales establishments, restaurants, taverns, offices, and other professional services.

**Forest / Woodland** – Private and public timberlands, whether planted or naturally generated, and some but not all developing forests. This land use includes acreages that are actively or passively managed as woodlands, especially lands in woodland tax programs. It does not include pastured, wooded lands, which are considered agricultural.

#### **Government/Institutional & Other**

These lands include existing municipal and government-owned structures, public schools,

educational research lands, churches, cemeteries and fire stations.

Manufacturing (also known as Industrial)

Manufacturing land refers to business and industry that is engaged in processing, manufacturing, packaging, treatment, or fabrication of materials and products.

Non-Metallic Mineral Extraction

These include lands that are currently being used to extract sub-surface materials such as sand, gravel, clay, or other aggregates.

Parks and Recreation

These lands could be publicly or privately owned. Public lands may include State, County, or Town Parks, nature preserves, or public fishing.

Residential Land Use

Lands with structures built for human habitation. These include single family and seasonal residences, mobile homes, duplexes, and farm residences or farmsteads.

Road (right-of-way)

This land use category includes the road surface and all of the right-of-way for the Town.

Undeveloped

Lands in this category include privately owned wooded and non-wooded areas, fallow fields, wetlands, marshes, prairies, and shrublands, including properties that are actively managed as such and not waiting to be developed.

**B. Existing Conditions**

Table 8.1 Land Categories

<b>Town of Gilman – Land Categories as Assessed in 2004 / 2009 / 2014</b>						
Source: Pierce County Property Assessment and Taxation System – Real Estate Valuation Summary						
	Acres 2004	% Area 2004	Acres 2009	% Area 2009	Acres 2014	% Area 2014
Residential	961	4	1,077	5	1064	5
Commercial	25	<1%	26	<1%	26	<1%
Manufacturing	53	<1%	53	<1%	53	<1%
Agricultural	14,020	64	14,148	65	14,219	65
Undeveloped*	2,955	13	2,727	12	2,642	12
Forest/Woodland	3,677	17	3592	16	3,595	16

## Town of Gilman – Land Categories as Assessed in 2004 / 2009 / 2014

Source: Pierce County Property Assessment and Taxation System – Real Estate Valuation Summary

	Acres 2004	% Area 2004	Acres 2009	% Area 2009	Acres 2014	% Area 2014
Gov't & Other	246	1	305	1	326	1
	21,937	100	21,928	100	21,925	100

\*This category mischaracterizes some of the land use therein because the category includes land not waiting to be developed but rather land utilized and preserved as wetlands, shrublands, prairie, grasslands, developing forests, and other wildlife areas.

### Suitability for Development

Most land within the township is suitable for low-intensity, large acreage uses such as agriculture, forestry and recreation. Development of some lands for hi-intensity purposes such as residential, commercial, or industrial may be limited. Some areas are not suitable for building construction, septic systems or roads, given existing soil types, slopes, drainage patterns or proximity to sensitive natural or hydrologic areas.

### Slope Limitations

A review of the Gilman Slopes map (see Appendix E) reveals areas where development limitations occur due to steep slopes. Problems for development can be associated with areas having little or no slope (due to potential drainage problems) and areas with extreme slope (because of erosion and other factors). In general, areas with slopes under 12 percent are best suited for development.

### Soil Type and Depth To Bedrock

Soil type and depth to bedrock may affect land use options especially those pertaining to septic tanks and fields, building foundations, and drainage.. See Soil Survey, Appendix D.

## C. Gilman Real Estate Equalized Values

Table 8.2

Equalized Value of All Taxable Property in Gilman Township						
1980	1990	2000	2010	2011	2012	2013
\$22,576,500	19,196,800	41,361,300	79,297,700	79,300,000	75,334,400	75,154,200

Source: Wisconsin Department of Revenue

**Equalized Value Assessment** - The estimated value of all taxable real and personal property represents market value (most probable selling price), except for agricultural property, which is based on its use (ability to generate agricultural income) and agricultural forest and undeveloped lands, which are based on 50% of their full (fair market value).

### **Zoning Districts**

In the zoning map (See Appendix I) shows there is light industrial area along Hwy 63 in the North West corner and a small area in the South East corner for commercial business. The vast majority of the land is used for farming.

**Table 8.3 Land Use Permit Applications 1999-2008**

	Const. Value	Dwelli ng	Add/ Dw	Utility	Add/ Util	Garage	Mobile	Busin	Misc	Total
2001	2,009,030	19	5	7	0	2	0	0	2	35
2002	2,050,300	18	7	13	2	2	0	3	0	45
2003	1,962,857	15	9	12	1	3	0	0	2	42
2004	2,400,961	17	9	10	1	5	0	1	0	43
2011			3							
2012			2							
2013			2							

Source: Pierce County

### **D. Future Land Use Projections**

The majority of the land in Gilman is used for agriculture and this land use is expected to dominate for the foreseeable future. Future residential growth can also be expected in the entire Gilman area. That growth will be guided by market forces. Areas of Gilman closer to Interstate 94 and State Highways 29 and 63 will likely see greater residential pressures than locations farther away from the freeway. Commercial growth may continue as it has been growing, along Highway 29 near the Village of Spring Valley.

### **E. Land Use Concerns**

Occasionally concerns and conflicts can arise over land use, especially between adjacent land owners. One of the most common occurrences in a rural setting is the presence of agricultural operations near non-farm populations.

Agriculture can affect adjoining small rural lots, which are used essentially for residential purposes. Similarly, the presence of small rural lots creates an adverse influence on the continued operation of agriculture enterprise. The issue of rural-urban conflict can arise when there is no separation between incompatible uses. Land use conflicts may arise in such situations through noise, odor, farm chemicals, light, visual amenity, dogs, stock damage and weed infestation, lack of understanding, and lack of communication to name a few.

There are more Amish residents in nearby townships and they may soon live and work in Gilman Township. Their presence will require careful scrutiny by truck, car, and farm equipment drivers due to increased horse and buggy traffic.

Other land uses which may give rise to concerns and conflicts, and therefore should be considered in planning, include:

- Landfills or Waste Facilities
- Jails or Prisons
- Halfway Houses or Group Homes
- Airports, Highways, Rail Lines
- Low Income Housing
- Strip Malls and Shopping Centers
- “Cell” Towers, Electrical Transmission Lines
- Wind Farms
- Large Livestock Operations
- Industrial or Manufacturing Operations
- **Sand mining**
- **Adult entertainment establishments**

## **F. Goals, Objectives, Policies and Recommendations**

**Goal 1:** Preserve and protect productive farmland.

### **Objectives:**

1. Encourage programs that protect agriculture as a viable economy.
2. Encourage cooperation with adjacent municipalities to protect productive agricultural areas.

### **Policies and Recommendations**

1. Support farmers right to travel on roads to transport farm equipment; they should not be labeled a nuisance.
2. Recommend new non-farm residences to build at least 200 feet from lands which produce dust, noise, spreading of animal waste, and ground spraying, irrigation, etc.

**Goal 2:** To promote a higher quality of life for current and future residents of Gilman Township through the exercise of sound planning and zoning by administering and enforcing Town land use ordinances.

### **Objectives:**

1. Encourage the preservation and protection of productive farmland
2. Encourage compatible land use development
3. Encourage maintaining the town’s rural character
4. Encourage the protection of the natural resources in the town

### **Policies and Recommendations:**



1. Maintain a balance between the public interest and private property rights
3. Encourage creating a noise disturbance ordinance
4. Research and consider implementing an adult entertainment ordinance
5. Research and consider implementing an ordinance to mitigate negative effects from sand mining.

## **All Conditional Uses**

**Goal 1: To carry out the Town Vision and planning goals stated in this Comprehensive Plan when considering all conditional use permit applications.**  
**Objective:**

1. Ensure decision making is consistent with the Town's Comprehensive Plan.

### **Policies, Programs, and Actions:**

1. Consider recommending approval of conditional use permits only when the proposed conditional uses will not conflict with or negatively impact the use and enjoyment of nearby or surrounding properties and land uses; will not negatively impact property values; will not harm the public health and safety; and will be consistent with the Town vision, planning goals, and goals, objectives, policies programs, and actions in this Plan.

**Goal 2: Ensure that the proposed conditional use will be compatible with surrounding land uses that exist when the proposed use commences.**

### **Objectives:**

1. To consider and review proposed conditional uses that will commence within a reasonable time of the Town's consideration of the conditional use permit application.

### **Policies, Programs, and Actions:**

1. Town will generally not recommend approval of a conditional use permit application if the proposed conditional use is not expected to commence in the Town within 12 months of the issuance of the conditional use permit.

**Goal 3: Protect existing residential property values.**

### **Objectives:**

1. Ensure the growth and development of the Town is compatible with existing land uses.

### **Policies, Programs, and Actions:**

1. In addition to the programs, policies, and actions identified for each specific conditional use, the Town may also consider requiring property value guarantees as a condition of recommending approval of a proposed conditional use when: a) the intensity and scale of the proposed conditional use is such that negative impacts on surrounding properties are difficult to mitigate; b) the uses of surrounding/adjacent properties are such that the proposed conditional use is likely to materially negatively impact the use, enjoyment, and the value of the surrounding/adjacent properties, and c) in other similar circumstances.

## **G. Land Use Agencies and Programs**

There are a number of available state agencies and programs to assist communities with land use projects. Below are brief descriptions of various agencies and programs.

### **Center for Land Use Education (CLUE)**

The Center for Land Use Education is a joint venture of Cooperative Extension and the College of Natural Resources at the University of Wisconsin-Stevens Point. The Center for Land Use Education uses a team-based approach to accomplish its dual missions in campus based undergraduate and graduate education and Extension outreach teaching related to:

- land use planning,
- plan and ordinance administration,
- project impact and regional trends analysis and
- public involvement in local land use policy development.

### **Wisconsin Land Council – WI Department of Administration**

The Wisconsin Land Council was created to gather and analyze land use and planning related information, coordinate high priority state initiatives including the development of a Wisconsin land information system and provide recommendations to the governor for improvements to the existing statewide planning framework. The Council is dedicated to identifying ways to enhance and facilitate planning efforts of Wisconsin's local governments and to improve the coordination and cooperation of state agencies in their land use activities.

### **University of Wisconsin**

The UW-Madison has a department of Urban Planning that can provide research and outreach services to area communities. The University also has a Land Information & Computer Graphics Facility (LICGF). The overall mission of the Land Information and Computer Graphics Facility is to provide research, training, and outreach in the use of land and geographic information systems (LIS/GIS). Their mission focuses on land records modernization, land and natural resource management applications, and the use of information for land-use decision making.

## **IX. IMPLEMENTATION**

### **A. Background**

This Comprehensive Plan is a guide for future development decisions. Its real value, however, will be measured in the results it produces. To accomplish the goals, objectives, and policies of the plan, specific implementation measures must be taken to ensure the Town of Gilman's actions meet the desires of its Comprehensive Plan.

### **B. Plan Adoption, Monitoring, Amendments and Updates**

#### **Plan Adoption**

The first official action toward plan implementation is adoption of the plan document by the Town Plan Commission. After the Plan Commission adopts the Plan by resolution, the Town Board must adopt the plan by ordinance. This action formalizes the plan document as the current basic frame of reference for general development decisions over the next twenty years. The plan, thereby, becomes a tool for communicating the community's land use policy and for coordinating various individual decisions into a consistent set of actions to shape the area's continued growth in a harmonious and desired manner.

#### **Plan Monitoring**

This Plan should be evaluated by the Plan Commission once every year to determine the Town's progress toward implementing the Plan and identify areas that need to be updated. A joint meeting of the Town Board and Plan Commission should be conducted every three years to perform the evaluation. The evaluation should consist of reviewing actions taken to implement the plan, including their successes, failures, and costs. It should also include an updated timetable of actions not yet taken and their projected costs.

#### **Plan Amendments**

This Comprehensive Plan may be amended at any time by the Town Board following the procedures set forth in Wisconsin Statutes §66.0295(4). Amendments are generally defined as minor changes to the plan maps or text. Amendments may be needed for a variety of reasons including:

- Changes in Town goals, objectives, policies and recommendations
- Unique opportunities presented by private development proposals
- Changes in Town programs and services
- Changes in state or federal laws

Any proposed amendments should be submitted to the Plan Commission for their review and recommendations, prior to being considered by the Town Board for final action.

#### **Plan Update**

Wisconsin's Comprehensive Planning Law requires that the comprehensive plan be updated at least once every ten years. An update is different than an amendment because the update is often a substantial rewrite of the plan document and maps. In addition, on January 1, 2010, "any program or action that affects land use" must be consistent with locally-adopted comprehensive plans, including zoning and land division ordinances. The Town should continue to monitor any changes to the language or interpretations of the State Law over the next several years.

### **C. Integration**

The goals, objectives, and policies contained within the preceding eight elements of this Comprehensive Plan, along with the accompanying inventory and analysis, have been thoroughly reviewed and approved by the Gilman Plan Commission and Town Board. Throughout the drafting and review process great care was taken to include all issues and concerns from Board and Commission members, as well as from the community at large. Special attention was then given to making sure that the policies required to address the individual issues or concerns did not conflict, either with each other within the chapter, or between the different chapters. The future revision of any Comprehensive Plan goal, objective, or policy shall receive the same level of deliberation and analysis as the original Plan; special attention shall be given so that the new adopted language does not create conflicts within or between chapters.

### **D. Public Participation**

The Gilman Plan Commission seeks public participation as the basis for achieving an interactive dialogue between Town citizens and this Commission in implementing and updating our Comprehensive Plan for the Town of Gilman. The Commission uses the following strategies to facilitate public participation.

#### **1. Public Meetings.**

All Gilman Plan Commission meetings are open to the public and public participation is welcome. Persons speaking at meetings will be asked to express their comments concisely and provide specific details.

#### **2. Public Hearings**

The Gilman Plan Commission will hold a public hearing to allow public testimony during major revisions of the Gilman Comprehensive Plan. Persons testifying will be encouraged to express their comments concisely and provide specific details in a written format. Notice of Public hearings will be disseminated with the notice procedures noted below. In addition, notice of these public hearings will appear in local print media as well.

#### **3. Town Annual Meeting**

Gilman Plan Commission also takes public comments at the Gilman Town Annual Meeting usually held in April each year.

#### **4. Accessibility**

Gilman Plan Commission meetings take place at the Gilman Town Hall in order to create an accessible, central, familiar, and convenient meeting location.

#### **5. Notice**

Notices of any meeting or hearing of the Gilman Plan Commission contain the following:

- a. Name of the governmental body that will meet.
- b. Date, time, and location of the meeting
- c. General description and purpose of the meeting
- d. A contact person for further information about the meeting
- e. A referral to information and updates on the Gilman Township website

Gilman Plan Commission meeting notices are posted at least forty-eight hours before each meeting at the following locations:

- a. Town of Gilman Town Hall
- b. The Red Barn
- c. Team Oil
- d. On the Town of Gilman Website:  
[http://www.co.pierce.wi.us/Municipal%20Government/Gilman\\_Folder/Gilman\\_index.htm](http://www.co.pierce.wi.us/Municipal%20Government/Gilman_Folder/Gilman_index.htm)

Notice of meetings and hearings are also published in the Spring Valley Sun Argus.

### **Accessibility**

Gilman Plan Commission meetings will take place at the Gilman Town Hall in order to create an accessible, central, familiar, and convenient meeting location. Special arrangements will be made under the provisions of the Americans with Disabilities Act (ADA) with sufficient advance notice.

### **Written Comments**

All meetings and hearing notices include the following:  
Written comments are welcome. Send such comments to  
Tom Rauch – Chairperson,  
W4627 Hwy 29,  
Spring Valley, WI 54767

Email Tom Rauch at [rauchbor@svtel.net](mailto:rauchbor@svtel.net) or contact Tom by telephone at (715) 778-5057.  
Deadlines for written comments are twenty-four hours before the next scheduled meeting or public hearing.

### **Provisions for Open Discussions**

An agenda will be established that clearly defines the purpose of the public meeting or hearing, the items to be discussed, and any actions that may be taken.

The scheduled date, time, and place of the meeting will be convenient to encourage the maximum participation by residents.

A clearly identifiable facilitator or chair will conduct the meeting or hearing in an orderly fashion to ensure that all attendees have an opportunity to offer comments, discuss issues, or provide testimony when appropriate.

The facilitator or chair will provide opening remarks that clearly outline the purpose of the meeting or hearing, describe procedures attendees should use during the meeting or hearing when offering input, and describe how the public input will be used.

As appropriate, an overview of documents or proposals to be considered will be discussed.

All persons attending the meetings or hearing that desire to participate should be allowed to do so. However, specific factors, such as the meeting or hearing purpose, number of attendees, time limitations, or future opportunities to participate may require that appropriate constraints be applied to testimony. These constraints will be clearly outlined by the facilitator or chair if the need arises.

All attendees will be encouraged to sign in using a provided sign-in sheet.

#### **E. Action Plan**

What	Who	When
Implement Comprehensive Plan	Town Board/Plan Commission	Ongoing
Review Plan Implementation	Plan Commission/ Town Board	Once a year
Review Plan Goals, Objectives, and Policies	Plan Commission/ Town Board	2014, then every 3 years
Explore identification of environmentally sensitive areas	Plan Commission	2014
Create a Comprehensive Plan text or map amendment form	Plan Commission	2014
Prepare a summary brochure explaining the subdivision ordinance (Housing goal 2, Recommendation 10)	Plan Commission/ Town Board	2014
Research and consider sand mining ordinance (Natural Resources Recommendation 6)	Plan Commission/Town Board	2015
Explore confined livestock siting ordinances (Ag Resources Recommendation 4)	Plan Commission/ Town Board	2015
Consider creation of noise disturbance ordinance (Land Use, Goal 2, Objective 3)	Plan Commission/Town Board	2016
Research adult entertainment ordinances (Land Use	Plan Commission	2017

Recommendation 4)		
Consider what community facilities might be needed or desired by town citizens (Utilities Recommendation 1)	Plan Commission	2018
Plan Update	Plan Commission/Town Board	2019, Every 10 years