

Village of Gilman Comprehensive Plan 2025-2045



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<u>1. ISSUES & OPPORTUNITIES</u>	1-1
<u>Introduction/Purpose of the Plan</u>	1-1
<u>History of the Village</u>	1-1
<u>Historical Population</u>	1-2
<u>Household Characteristics</u>	1-8
<u>Goals, Objectives, and Policies</u>	1-11
<u>2. HOUSING</u>	2-1
<u>Occupancy Characteristics</u>	2-1
<u>Age of Housing Stock & Structural Characteristics</u>	2-1
<u>Housing Value Characteristics</u>	2-2
<u>Gross rent</u>	2-3
<u>Affordable and Accessible Housing</u>	2-3
<u>Goals, Objectives, Policies, and Recommendations</u>	2-5
<u>3. TRANSPORTATION</u>	3-1
<u>Road System</u>	3-1
<u>Other Modes of Transportation</u>	3-1
<u>Transportation Facilities for the Disabled</u>	3-2
<u>State, Regional, and Other Transportation Plans</u>	3-2
<u>Identification of Transportation Issues</u>	3-2
<u>Goals, Objectives, Policies, and Recommendations</u>	3-3
<u>4. UTILITIES & COMMUNITY FACILITIES</u>	4-1
<u>Utilities</u>	4-1
<u>Communication Facilities and Services</u>	4-2
<u>Village Government Facilities</u>	4-2
<u>Educational Facilities</u>	4-3
<u>Medical/Health Care Facilities and Services</u>	4-3
<u>Childcare Facilities & Services</u>	4-4
<u>Parks, Campground & Recreational Facilities</u>	4-4
<u>Goals, Objectives, Policies, and Recommendations</u>	4-5
<u>5. NATURAL, AGRICULTURAL & CULTURAL RESOURCES</u>	5-1
<u>Natural Resources</u>	5-1
<u>Open Space</u>	5-2
<u>Cultural and Historical Resources</u>	5-3
<u>Goals, Objectives, and Policies</u>	5-4

<u>6. ECONOMIC DEVELOPMENT</u>	6-1
<u>Analysis of Labor Force</u>	6-1
<u>Employment by Industry</u>	6-1
<u>Village Industrial Park</u>	6-2
<u>Brownfield Sites & Redevelopment Opportunities</u>	6-2
<u>Economic Development Programs</u>	6-3
<u>Goals, Objectives, Policies, and Recommendations</u>	6-7
<u>7. INTERGOVERNMENTAL COOPERATION</u>	7-1
<u>Relationship to Other Governmental Units</u>	7-1
<u>Agreements with Neighboring and Adjacent Jurisdictions</u>	7-2
<u>Conflict Resolution</u>	7-2
<u>Goals, Objectives, Policies, and Recommendations</u>	7-4
<u>8. LAND USE</u>	8-1
<u>Existing Land Use</u>	8-1
<u>Land Trends</u>	8-2
<u>Future Land Use</u>	8-4
<u>Goals, Objectives, Policies, and Recommendations</u>	8-5
<u>9. IMPLEMENTATION</u>	9-1
<u>Introduction</u>	9-1
<u>How to Use the Plan</u>	9-1
<u>Consistency During Plan Development</u>	9-2
<u>Measuring Plan Progress</u>	9-2
<u>Action Plan</u>	9-2
<u>Future Amendments or Plan Updates</u>	9-15

Tables

Table 1: Population Trends, Village of Gilman 1950-2020..... 1-3

Table 2: Population Projections 1-5

Table 3: Village of Gilman Population Projections 1-6

Table 4: Population by Age Cohort, Village of Gilman 1-7

Table 5: Village of Gilman Household Characteristics 1-8

Table 6: Village of Gilman Household Projections 1-8

Table 7: Comparison of Educational Attainment, Population 25 and Over..... 1-9

Table 8: Village of Gilman Employment Status 1-9

Table 9: Village of Gilman Income & Benefits (in 2019 inflation- adjusted dollars) 1-9

Table 10: Village of Gilman Employment by Industry 1-10

Table 11: Village of Gilman Occupancy Characteristics..... 2-1

Table 12: Physical Housing Stock Characteristics Comparisons 2-2

Table 13: Home Heating Fuel 2-2

Table 14: Gross Rent Village of Gilman 2-3

Table 15: Functional Classification 3-1

Table 16: Village of Gilman AADT 2010-2019 3-1

Table 17: General Transportation Aid Payments 2019-2023, Village of Gilman 3-1

Table 18: Transportation Plans 3-2

Table 19: Threatened & Endangered Species 5-2

Table 20: Village of Gilman Labor Force Statistics 6-1

Table 21: Village of Gilman Employment by Industry 6-2

Table 22: Remediation Activities, Village of Gilman 6-3

Table 23: Gilman Intergovernmental Relationship Ratings..... 7-1

Table 24: Village of Gilman Existing Land Use Classifications 8-2

Table 25: Property Tax Assessment, Village of Gilman, WI 2017-2023 8-2

Table 26: 2023 Assessed Land Values, Village of Gilman, WI 8-3

Table 27: Village of Gilman Forecast Land Demand Projected 2025-2045..... 8-4

Figures

Figure 1: Gilman Population Change 1950-2020 1-2

Figure 2: Village of Gilman Population Projection Comparison..... 1-6

Figure 3: Sex by Age 1-7

Figure 4: Year Home Built 2-1

Figure 5: Housing Value 2-2

1. ISSUES & OPPORTUNITIES

Introduction/Purpose of the Plan

The Village of Gilman will maintain its identity as a small, attractive, and friendly rural community. Over the next planning period, the Village will enhance its character and sense of place, which is defined as a unique rural community in western Taylor County. The fundamental objectives of this comprehensive plan are, first to ensure that development within take place in orderly and complimentary fashion; and second, to ensure that the necessary issues are considered, and facilities are provided to accommodate such development and future population. The plan was formulated by the collaboration of Village officials and residents. This plan can be used as a tool to help the local government make land use decisions over the next planning cycle. A comprehensive plan targets specific elements that all play a part in the development of a municipality. The plan establishes a vision of the community's future development and establishes a policy framework for housing, transportation, utilities and facilities, agricultural, natural and culture resources, economic development, intergovernmental cooperation, and general land use. The *Village of Gilman Comprehensive Plan* meets the requirements of the Wisconsin Comprehensive Planning Law, Wisconsin Statutes, Ch. 66.1001. This law requires all municipalities (counties, cities, villages, and towns) to adopt a comprehensive plan by the year 2010 if they wish to make certain land use decisions. After the year 2010, any county or municipality that regulates land use must make their zoning, land division, shoreland and floodplain zoning, and official mapping decisions in a manner that is consistent with its comprehensive plan.

To set the framework for the Village of Gilman's comprehensive plan it is important to know the historical, current, and projected makeup of the community. In this element the history of the Village will be explained, as well as the current demographics, and future projections for multiple areas including population, housing, employment, and income levels. This background information has helped the Village officials set forth the vision, goals, and objectives for the comprehensive plan as a whole. In each element to follow, the Village has compiled a list of goals, objectives, policies and recommendations that will help better the community in each specialized portion of the plan. These guiding principles will help the Village accomplish the overall goals and objectives of the comprehensive plan.

History of the Village

The Village of Gilman was incorporated in 1914. By that time, it had developed into a growing community with Gilman Manufacturing Company paving the way. The small town grew to be an incorporated village during World War I when the manufacturing company began making ammunition barrels from local basswood trees. The fire of 1922 ravaged through the Village and began the rebuilding period. Shortly thereafter the sawmill and manufacturing plant closed. While this caused small surrounding areas to dissolve, the Village of Gilman remained and therefore became the centralized location for the high school, and eventually the primary schools followed suit. The Village is now much smaller than it once was, but it offers its residents a quaint and connected living environment.

The Village of Gilman began to form when 19th century loggers were traveling along the yellow river by train. The area where Gilman is now located was the crossing spot of the Yellow River to move supplies and manpower to the Jump River area where logging was in full swing. A section house was built on the banks of the yellow river after the crossing and was named after the wife of the Northwestern Lumber Company president, Sallie Gilman.

The village grew fast around the section house, starting with a school in 1904. Hotels, saloons, a general store, a barber, and a post office soon developed. In 1907, the stave and heading mill named Gilman Manufacturing company was started by community members on the south side of the village. By 1912 the company employed as many as sixty employees.

The growing size of the Village can be attributed to the Stanley Merrill & Phillips (SM&P) and the Wisconsin Central Railway that each run through separate parts of the Village. This rail access allowed all types of businesses to succeed due to the ability to send and receive materials and manpower using those railways. These railways also allowed the sawmill to grow exponentially during World War I because the mill was able to produce and ship mass amounts of ammunition barrels to areas where they could be sent overseas.

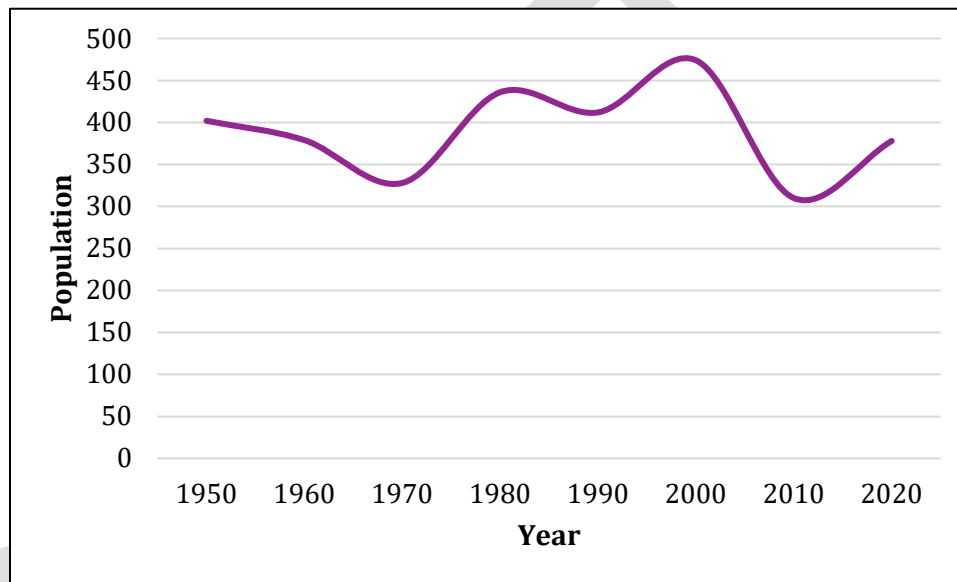
Although the sawmill shut down in 1935, the logging boom passed, and the rail lines closed down, the Village of Gilman was able to rebuild and survive. A vibrant business district provides income to owners and shopkeepers and offers its residents a quaint and connected living environment.

As Gilman became a more family and community focused area, small dairy farms started to develop without the option of manufacturing or logging jobs being present anymore. By 1948 the Dairy production became large enough that the Gilman Cheese Corporation came to fruition. In 1994, Tom Hand arrived in Gilman to learn the processed cheese business and purchase the company. Hand finally acquired the business in January of 2000. After his purchase, Gilman Cheese Corporation has grown exponentially and is one of the largest employers in the Gilman area.

Historical Population

The Village of Gilman had a population of 402 in 1950, but in the last 70 years, the Village has experienced a total population decrease of 24 people, a decrease of nearly 6 percent. Since 1950, the population had declined until the twenty-year period from 1980 to 2000 when it gained 38 persons. This gain was short-lived as the population decreased significantly between the years 2000-2010 by 164 persons. From 2010-2020, the population showed a slight increase from 310 to 378 persons. Figure 1 charts Gilman’s population from 1950 to 2020.

Figure 1: Gilman Population Change 1950-2020



Population Counts

Table 1 displays the population trends from 1950 through 2020 for all municipalities within Taylor County. During this 70-year period, the population of 17 out of 27 communities in Taylor County declined. The City of Medford and the Town of Medford saw significant increases in population over the last 70 years. This could be explained by populations moving to more urbanized areas for higher education opportunities and greater varieties in resources.

Taylor County’s population in the past 70 years has risen from 18,456 persons in 1950 to 19,913 persons in 2020, a gain of 1,457 persons. There are no major trends or indicators that would indicate any population will experience a dramatic increase or decrease over the planning period.

Table 1: Population Trends, Village of Gilman 1950-2020

Municipality	1950	1960	1970	1980	1990	2000	2010	2020	Change
Aurora (T)	564	563	466	461	473	386	422	459	-105
Browning (T)	630	630	644	702	740	850	905	910	280
Chelsea (T)	603	566	554	677	731	719	806	710	107
Cleveland (T)	458	358	250	286	23559	262	268	216	-242
Deer Creek (T)	780	810	764	747	738	733	768	677	-103
Ford (T)	334	306	248	274	254	267	268	265	-69
Gilman (V)	402	379	328	436	412	474	310	378	-24
Goodrich (T)	460	414	373	408	454	487	510	460	0
Greenwood (T)	758	653	190	705	634	642	638	621	-137
Grover (T)	266	232	210	229	214	233	256	208	-58
Hammel (T)	516	526	509	562	633	735	713	703	187
Holway (T)	834	859	837	903	779	854	973	930	96
Jump River (T)	448	391	355	365	330	311	375	275	-173
Little Black (T)	1,216	,182	1,133	1,169	1,195	1,148	1,140	1,156	-60
Lublin(V)	161	160	143	142	129	110	118	117	-44
McKinley (T)	570	491	461	416	403	359	458	408	-162
Maplehurst (T)	462	405	348	345	300	418	335	338	-124
Medford (C)	2,799	3,260	3,454	4,010	4,283	4,350	4,326	4,349	1,550
Medford (T)	1,661	1,622	1,546	1,834	1,961	2,216	2,606	2,482	821
Molitor (T)	200	168	199	212	183	263	324	308	108
Pershing (T)	418	358	295	276	217	180	180	201	-217
Rib Lake (T)	769	657	615	682	746	768	852	763	-6
Rib Lake (V)	853	794	782	945	887	878	910	935	82
Roosevelt (T)	678	602	518	491	429	444	473	478	-20
Stetsonville (V)	334	319	305	487	511	563	541	563	229
Taft (T)	499	418	355	347	367	361	430	310	-189
Westboro (T)	783	720	631	706	663	660	684	693	-90
Taylor County	18,456	17,843	16,958	18,817	18,901	19,680	20,689	19,913	1,457

Source: U.S. Census Bureau, 1950-2020

Population Estimates

Every year, the Wisconsin Department of Administration (WDOA), Demographic Services Center develops population estimates for every municipality and county in the state. The January 1, 2024 final population estimate for the Village of Gilman was 383 persons, a 1.32 percent increase from the 2020 census count. Taylor County's 2024 final population estimate was 20,150, a 1.19 percent increase from 2020.

Population Projections

Population projections are created as a guide based on how previous trends and patterns may continue through the next period of time. They should not be used as predictions but rather as an informed way to guesstimate what the population may look like in the future. Populations are subject to many outside factors that cannot be controlled such as environmental concerns, land use, taxation, or other political issues that may influence a residents decision on what area to call home.

Recognizing the inherent difficulties in predicting future population growth is important to the planning process. The Wisconsin Department of Administration (WDOA) Demographic Services Center prepares baseline population projections in accordance with Wisconsin Statute 16.96 to the year 2050 for all municipalities in Wisconsin. The projections are based on past and current population trends and are intended as a baseline guide for users. Users are urged to examine any other available forecasts that incorporate additional information such as land use, zoning regulations, and planned or proposed developments. Users may also compare the projections with the population estimates that are produced annually Table 2 displays population projections for all municipalities in Taylor County, while the Table 3 and Figure 2 show three additional population forecasts for the Village itself.

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Table 2: Population Projections

Municipality	2020	2030	2040	2050	2020-2050
Aurora (T)	459	429	403	374	-85
Browning (T)	910	860	818	767	-143
Chelsea (T)	710	618	539	461	-249
Cleveland (T)	216	211	207	200	-16
Deer Creek (T)	677	581	499	418	-259
Ford (T)	265	244	226	206	-59
Gilman (V)	378	347	320	291	-87
Goodrich (T)	460	408	364	319	-141
Greenwood (T)	621	579	543	502	-119
Grover (T)	208	172	141	112	-96
Hammel (T)	703	666	635	597	-106
Holway (T)	930	866	811	749	-181
Jump River (T)	275	216	164	117	-158
Little Black (T)	1,156	1,092	1,037	972	-184
Lublin(V)	117	107	98	88	-29
McKinley (T)	408	356	311	266	-142
Maplehurst (T)	338	320	305	287	-51
Medford (C)	4,349	4,118	3,927	3,689	-660
Medford (T)	2,482	2,322	2,185	2,029	-453
Molitor (T)	308	273	243	212	-96
Pershing (T)	201	197	194	188	-13
Rib Lake (T)	763	675	598	522	-241
Rib Lake (V)	935	850	777	699	-236
Roosevelt (T)	478	443	414	381	-97
Stetsonville (V)	563	533	507	476	-87
Taft (T)	310	245	1899	137	-173
Westboro (T)	693	662	635	601	-92
Taylor County	19,913	18,390	17,090	15,660	-4,253

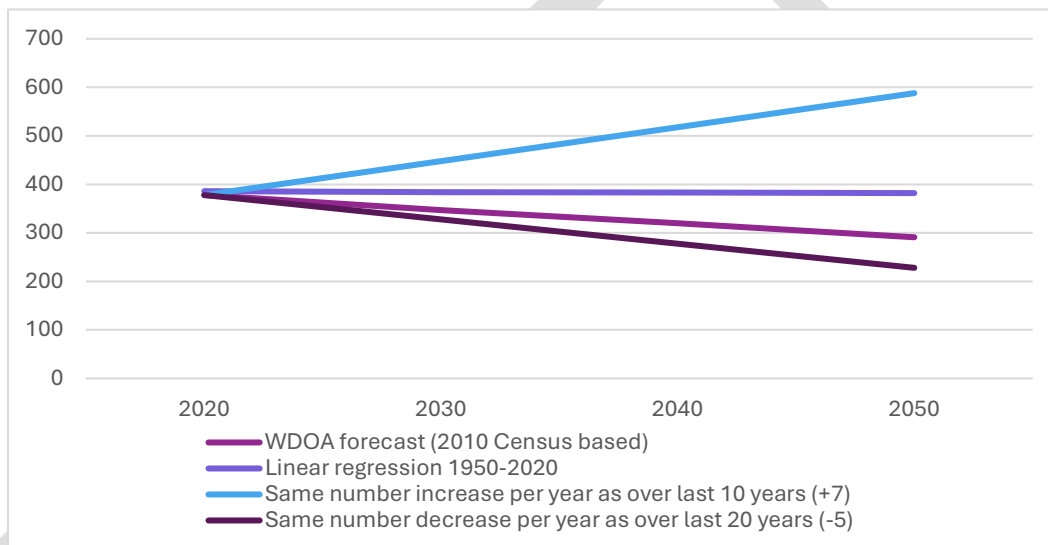
Source: 2020-2050 WDOA Projections

Table 3: Village of Gilman Population Projections

Projection	2020	2030	2040	2050
WDOA forecast (2020 Census based)	378	347	320	291
Linear regression 1950-2020	386	384	383	382
Same number increase per year as over last 10 years (+7)	378	448	518	588
Same number decrease per year as over last 20 years (-5)	378	328	278	228

Source: WDOA & NWRPC

Figure 2: Village of Gilman Population Projection Comparison



Source: WDOA & NWRPC

Population by Age Cohort & Population Pyramid

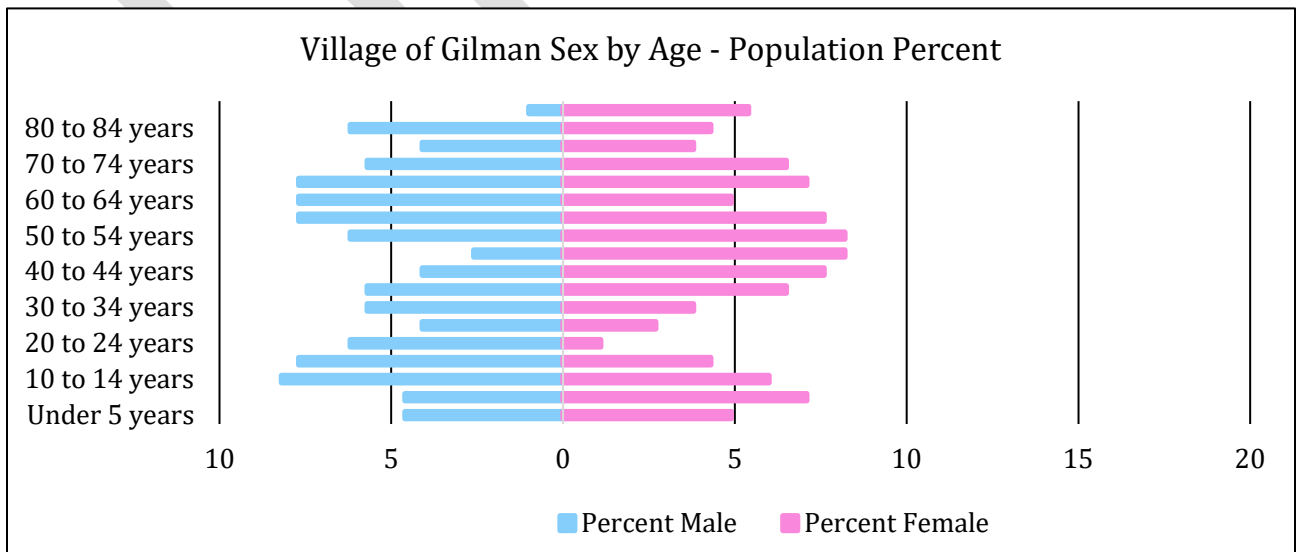
A national trend that has recently become evident in the State of Wisconsin and within rural areas like the Village of Gilman, is the aging population. The 2020 Census data from the U.S. Census Bureau depicts this differential in Table 4. 37.29% of the population in Gilman are aged 55 or older, and only 3.46% of individuals are between the ages of 20 - 24. As we further analyze the data, 20% of the total population is under 20 years of age. There could be multiple explanations for this lack of people in the age range 20-24. As the plan will dive into throughout the comprehensive plan, the Village of Gilman does not have any post-secondary education facilities within the Village limits. The population that is in these age ranges may be leaving the municipality to further their education. Another explanation could be the low birth rate since the baby boomer generation. The median age for the Village of Gilman according to the 2020 Census was 47.8 years of age. This is not very far from the state median age of 40.5 years of age. The changing population must play a role in the Village’s decision making to plan for future needs that will need to be met. Figure 3 further breaks down the current population demographics to sex by age.

Table 4: Population by Age Cohort, Village of Gilman

Age Cohort	2010	2020	Change	%Change
85 years and over	38	12	-26	-68.4%
75 to 84 years	25	35	10	40.0%
65 to 74 years	83	51	-32	-38.6%
55 to 64 years	83	53	-30	-36.1%
45 to 54 years	71	47	-24	-33.8%
35 to 44 years	30	45	15	50.0%
25 to 34 years	45	31	-14	31.1%
20 to 24 years	12	14	2	16.7%
15 to 19 years	33	23	-10	-30.3%
5 to 14 years	73	49	-24	-32.9%
Under 5 years	27	18	-9	-33.3%
Selected age categories				
All over 75 years	63	47	25	-23.4%
All over 65 years	146	98	63	-32.9%
All under 20 years	133	90	-7	-32.3%
All under 15 years	100	67	38	-33.0%

Source: 2010 and 2020 U.S. Census Bureau

Figure 3: Sex by Age



Source: 2010 and 2020 U.S. Census Bureau

Household Characteristics

Table 5 represents selected household characteristics for the Village of Gilman in 2000, 2010, and 2020 as reported by the U.S. Census Bureau. Overall, total households increased by 31 units between 2000 and 2010 and then decreased by 40 units between 2010 and 2020.

Table 5: Village of Gilman Household Characteristics

	2000	2010	2020
Total households	183	214	174
Family households (families)	102	108	86
With own children under 18 years	36	45	36
Husband-wife (married-couple) family	74	79	53
With own children under 18 years	23	26	17
Male householder, no wife present	*	1	11
With own children under 18 years	*	1	7
Female householder, no husband present	20	28	22
With own children under 18 years	13	18	11
Non-family households	81	106	88
Householder living alone	72	83	76
Households with individuals under 18 years	39	58	38
Households with individuals 65 years and over	83	87	74
Average household size	2.30	2.14	2.27
Average family size	3.23	3.08	3.02

Source: 2000, 2010, and 2020 U.S. Census Bureau

*No information available

Household Projections

According to the Comprehensive Planning Law, the Issues and Opportunities Element must contain household forecasts. The following table illustrates household projections for the Village of Gilman taken from the Wisconsin Department of Administration's Demographic Services Center. These projections are based on the period 2010 - 2040 as newer household projections have not yet been released. Households are predicted to decrease through 2040.

Table 6: Village of Gilman Household Projections

	2010	2015	2020	2025	2030	2035	2040
Village of Gilman	187	189	188	186	183	179	172

Source: 2010-2040 WDOA

Educational Attainment

According to the 2020 U.S. Census Bureau data, approximately 89.7 percent of the Village of Gilman’s population age 25 and older had attained at least a high school level education or higher with approximately 14.8 percent having attained a college level degree (bachelor’s degree or higher). See Table 7 for more information.

Table 7: Comparison of Educational Attainment, Population 25 and Over

Attainment Level	Village of Gilman	%	Taylor County	%	State of WI	%
Less than high school graduate	32	10.3	1,484	10.6	266,497	6.5
High school graduate	146	46.9	6,199	44.6	1,209,135	29.6
Some college or associates degree	87	28	4,020	28.9	1,254,447	30.7
Bachelor’s degree or higher	46	14.8	2,201	15.8	1,358,421	33.2

Source: U.S. Census Bureau

Employment Characteristics & Income

A community’s labor force is the portion of the population that is employed or available to work. The labor force includes people who are in the armed forces, employed, or unemployed but actively looking for a job. According to the 2022 American Community Survey 5-Year Estimates, 217 Village residents aged 16 and older are in the labor force. Table 8 illustrates labor force statistics for the Village of Gilman in more detail.

Table 8: Village of Gilman Employment Status

Employment Status	Estimate	Percent
Population 16 years and over	345	100.0%
In labor force	217	62.9%
Employed	213	61.7%
Unemployed	4	1.2%
Armed Forces	0	0.0%
Not in labor force	128	37.1%

Source: 2022 ACS, U.S. Census Bureau

Table 9: Village of Gilman Income & Benefits (in 2019 inflation- adjusted dollars)

Income Range	Gilman
Total households	172
Less than \$10,000	9
\$10,000 to \$14,999	17
\$15,000 to \$24,999	17
\$25,000 to \$34,999	10
\$35,000 to \$49,999	28
\$50,000 to \$74,999	32
\$75,000 to \$99,999	21
\$100,000 to \$149,999	25
\$150,000 to \$199,999	8
\$200,000 or more	5
Median household income	\$53,125

Table 9 shows a large portion of Gilman’s households (47.1% with an income range less than \$50,000) made less than the median household income of \$53,125. Gilman’s median household income is positioned between the \$50,000-\$74,999 household income range, making it not possible determine an exact percentage of households less than the Village median household income.

Source: 2022 ACS, U.S. Census Bureau

Employment by Industry

The Village of Gilman provides various industries for its residents to partake in. The ACS combines the The two primary industry sectors in the Village are education, health, and social services (30.52%), and manufacturing (19.72%). and Table 10 shows all of the industries represented in the Village of Gilman and the percentage of the total employed population that they represent.

Table 10: Village of Gilman Employment by Industry

Industry	Number of Employed	Percent of Workforce
Employed Population over the age of 16	213	100%
Agriculture, forestry, fishing and hunting, and mining:	2	0.94%
Construction	15	7.04%
Manufacturing	42	19.72%
Wholesale trade	8	3.76%
Retail trade	25	7.04%
Transportation and warehousing	15	7.04%
Utilities	0	0.00%
Information	0	0.00%
Finance and insurance	8	3.76%
Real estate and rental and leasing	0	0.00%
Professional, scientific, and technical services	0	0.00%
Management of companies and enterprises	0	0.00%
Administrative and support and waste management services	9	4.23%
Educational, health, and social services	65	30.52%
Arts, entertainment, and recreation	10	4.69%
Accommodation and food services	2	0.94%
Public administration	5	2.35%
Other services	7	3.29%

Source: 2022 ACS, U.S. Census Bureau

Goals, Objectives, and Policies

Goals

- A. Adopt and implement a Comprehensive Land Use Plan which provides policy guidelines for growth management, particularly regarding land use and supporting infrastructure, and which furthers protection of the environment and community's quality of life.
- B. Foster orderly and efficient development pattern containing a system of land uses, including agriculture, residential, commercial, industrial and public uses, efficiently served by a transportation system and community facilities and services, which provides a broad economic base, safe healthy living conditions and is sensitive to social needs and environmental qualities.
- C. Balance appropriate land use regulations and individual property rights with Village interest and goals
- D. Encourage a pattern of community growth and development that will provide a quality living environment.
- E. Increase community awareness, support, and involvement in growth management and water conservation efforts.
- F. Strengthen local control of land use decisions through cooperation and communication between the Village of Gilman, Taylor County, and surrounding towns.
- G. Continue with Village policies and necessary services that will attract new residents to the village.
- H. Develop strategy that will increase jobs within the Village to attract new residents
- I. Develop the concept that the Village is a safe haven for families.
- J. Provide opportunities for a mix of lifestyles and living environments and provide for a mix of uses for the Village of Gilman community. This includes agriculture and rural uses, a range of housing densities, a variety of commercial land uses, and industrial development.
- K. Assess the need for changes in the implementation process and/or Comprehensive Plan revisions. Allocate budget and/or manpower to accomplish any necessary revisions every five years.

Objectives

- A. Inform the public as to the purpose and content of the Comprehensive Plan through document dissemination, the use of various media, and information from the Village of Gilman Board of Trustees.
- B. Evaluate and revise land use control mechanism as necessary to reflect the policies in the Comprehensive Plan.
- C. Establish a development review process whereby all interested parties are afforded an opportunity to influence the outcome, and which objectively examine the quality of a proposed development and the potential long-term positive and negative impact on the Village.
- D. Celebrate our area's heritage in festivals and other community events.
- E. Work with the county to establish a mutually beneficial decision-making procedure that integrates and is consistent with the comprehensive plan.

Policies

- A. Community development should occur contiguous to and extend outward from areas of existing development.
- B. The Village of Gilman should establish cooperative land use control procedures in conjunction with surrounding townships to ensure harmonious development beyond the corporate borders of the Village.
- C. The Village should encourage development which protects and enhances the Village tax base.
- D. The Village Board will continue with the CDBG Housing Rehabilitation Loans to make all homes within the village attractive to new and old residents.
- E. The Village will work with the Gilman Industrial Foundation to help attract new employment opportunities, businesses, and industries.
- F. The village will continue to work with the Village Police Department and the Sheriff's Office to ensure the village is safe.
- G. The Village will continue to use its resources as well as the state and federal government to see that the services of the village are in excellent condition.

2. HOUSING

Housing is one of the cornerstones in any community. Without adequate housing supply, employees or visitors cannot choose to remain in the Village as their desired place to reside. By analyzing current housing data and future housing demand predictions the Village of Gilman can plan for future housing needs when addressing land use. This element contains a compilation of data specific to the Village of Gilman including housing stock assessment information for characteristics such as occupancy, age, structural makeup, value, and programs that promote development of housing for persons of all income levels and age groups.

Occupancy Characteristics

Table 11 illustrates housing characteristics for the Village of Gilman for 2000, 2010, and 2020. In the last 20 years, Gilman has lost 16 housing units, almost one per year. Of the 174 occupied housing units, owner-occupied units are much more prevalent than renter-occupied housing units. Average household size has increased slightly since 2010.

The Village is trying to combat this deficit by investing in housing developments. Over the last three years, one new home has been built each year within the Village. Mobile home parks are seeing expansion as three new mobile homes were moved into Palmer court in 2024, and there have been two building approvals completed in Kapsy court for two more mobile homes to be added. The Village will be adding seventeen new rental units in March of 2025. These units were created by repurposing a nursing home facility that was otherwise vacant.

Table 11: Village of Gilman Occupancy Characteristics

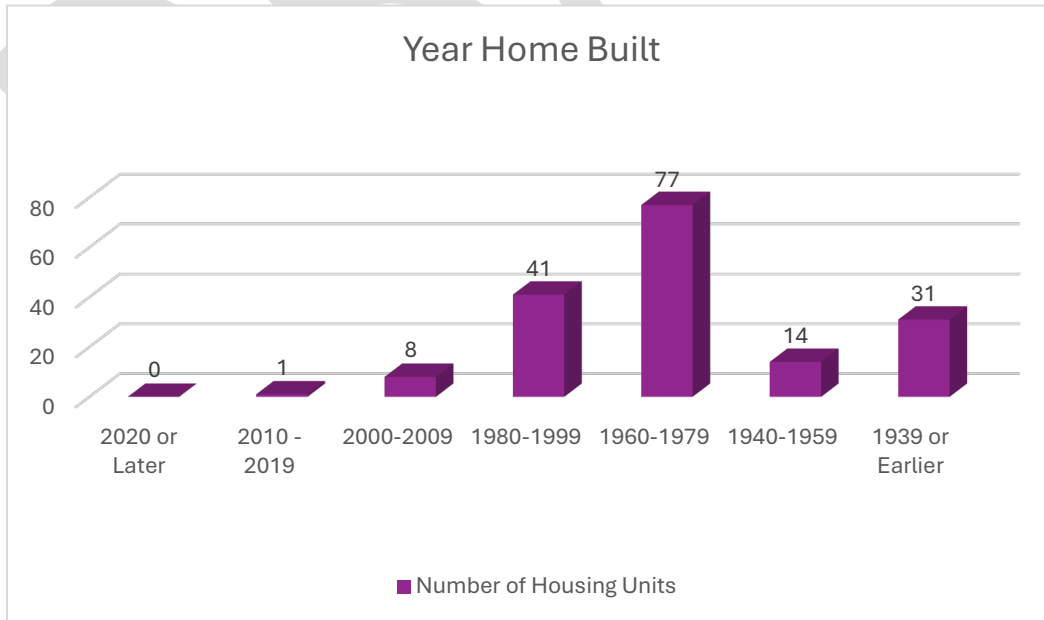
Occupancy Characteristic	2000	2010	2020
Total Housing Units	210	241	194
Total Occupied Housing Units	179	214	174
Owner Occupied Housing Units	137	154	120
Renter Occupied Housing Units	42	60	54
Seasonal Units	2	10	7
Average Household Size	2.30	2.14	2.27

Source: U.S. Census Bureau, Decennial Census

Age of Housing Stock & Structural Characteristics

The 2018-2022 American Community Survey 5-Year Estimates reports that 18 percent of occupied housing units in the Village of Gilman were constructed before 1939, and the majority were built between 1960 and 1979. See Figure 1 below.

Figure 4: Year Home Built



Source: 2018 - 2022 American Community Survey 5-Year Estimates

Table 12: Physical Housing Stock Characteristics Comparisons

Community	Median Rooms	1 unit	Apartment Complex	Mobile Homes	Lacking complete plumbing facilities	Lacking complete kitchen facilities	No telephone service
Village of Gilman	4	136	28	8	6	0	1

Source: 2018 - 2022 American Community Survey 5-Year Estimates

Table 12 displays housing stock characteristics for Gilman. These include units in structure, rooms, mobile homes and the lack of some facilities and utilities.

A 1 unit detached structure is one that is detached from any other house, with open space on all four sides. A home that has an adjoining shed or garage, or that was originally a mobile home with one or more permanent rooms built on is also classified as a 1 unit detached structure. A one family home that contains a business can also be classified as a 1 unit detached structure if the building has open space on all four sides.

Table 13 depicts home heating fuel used in the Village of Gilman. Of occupied housing units, most are heated with LP gas (56.4%). No homes were heated using coal or solar energy.

Table 13: Home Heating Fuel

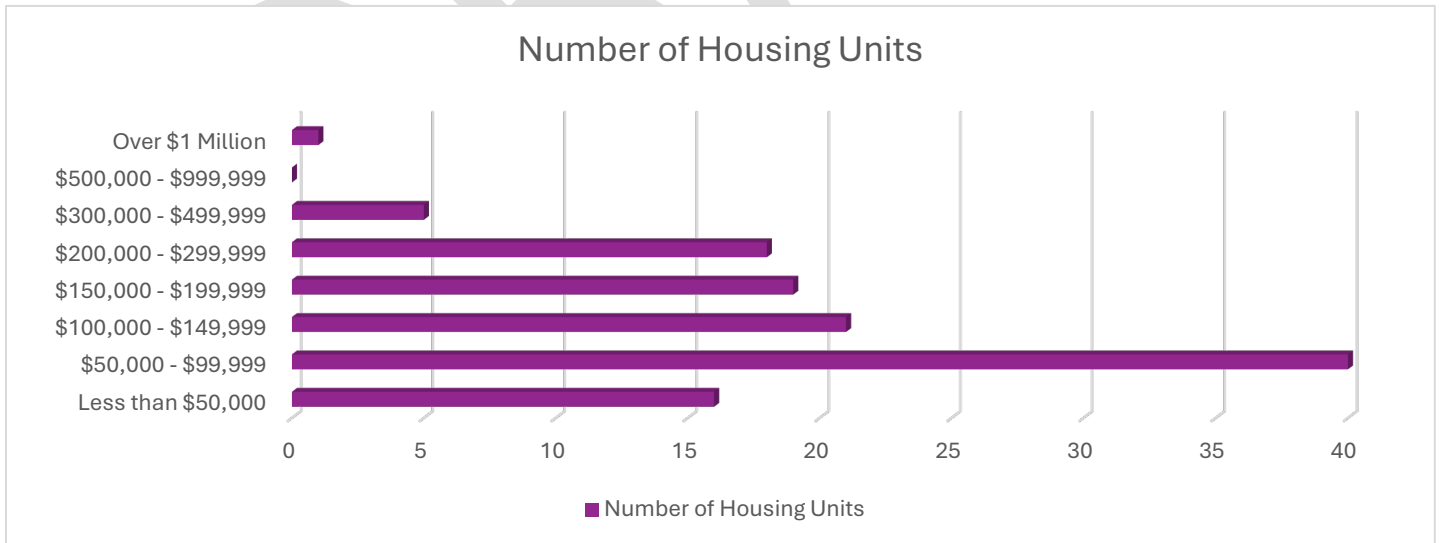
Type of Fuel	Number
Utility Gas	2
Electricity	30
All other fuels	10
Bottles, tank, or LP gas	97
Fuel oil, kerosene, etc.	33
Coal	0
No fuel used	0

Source: 2018 - 2022 American Community Survey 5-Year Estimates

Housing Value Characteristics

Of the 120 owner-occupied housing units (2020 census), 46 percent of the homes were valued under \$100,000. The median home value of a house in the City of Phillips was reported as \$105,900. Figure 5 shows housing values for specified owner-occupied housing units.

Figure 5: Housing Value



Source: 2020 Census

Gross rent

Of the 52 renter-occupied units (2020 census), 23.1% were paying between \$400 and \$499 for rent monthly. The median gross rent for the Village of Gilman was \$525.00. Table 14 shows the rent values for specified renter-occupied units.

Source: 2020 Census

Table 14: Gross Rent Village of Gilman

Village of Gilman	Total Renters: 52	
Rent Amount	Number of Households	Percent of Renters
Less than \$100	0	0.0%
\$100 - \$199	2	3.9%
\$200-\$299	2	3.9%
\$300 - \$399	9	17.3%
\$400 - \$499	12	23.1%
\$500 - \$599	4	7.7%
\$600-\$699	6	11.5%
\$700 - \$799	5	9.6%
\$800 – \$899	3	5.7%
\$900 - \$999	6	11.5%
\$1,000 - \$1,499	0	0.0%
\$1,500 - \$1,999	1	1.9%
Over \$2000	0	0.0%
No Cash Rent	2	3.9%
Gross Median Rent	\$525.00	

Affordable and Accessible Housing

The Village of Gilman encourages its residents and potential private developers to use programs and assistance provided for all income levels, age groups, and persons with special needs in the development of housing within the Village. The Village itself cannot independently supply the range of housing needs its residents desire. The listing of housing programs in the following section are available for different demographics within the community for residents to improve and add to Gilman’s current housing stock.

Housing Programs

The Wisconsin comprehensive planning legislation requires the plan to contain a list of programs to provide an adequate housing supply that meets existing and forecasted housing demand. Below is a list of housing programs available to the Village of Gilman.

WHEDA (Wisconsin Housing and Economic Development Authority)

The Wisconsin Housing and Economic Development Authority serve Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness. WHEDA has also released three programs catered toward municipality led development. These programs can assist municipalities financially to increase affordable and workforce housing by converting vacant units, rehabilitating housing over commercial buildings, or replacing/upgrading infrastructure that is related to new or improved housing developments.

USDA-Rural Development

Rural Development administers federal funds to help secure loan options to assist low- to moderate-income families with home purchase and rehabilitation. Rural Development generally funds individuals who cannot obtain conventional financing.

Community Development Block Grant (CDBG) Housing Rehabilitation

Housing rehabilitation funds are made available through the U.S. Department of Housing and Urban Development, as a pass through to the State of Wisconsin. CDBG housing rehabilitation funds are available to municipalities and regions to help offset rehabilitation costs of eligible homeowners and landlords.

The Village of Gilman has been a past recipient of the CDBG Housing Program. Funds are available to qualifying applicants (low to moderate income) for making major repairs to housing units such as replacing shingles, windows, siding, and doors; improving plumbing and electrical systems; adding insulation to walls and attics; and providing down payment assistance to persons for purchasing a home.

Community Development Block Grant Emergency Assistance Program (CDBG-EAP)

Emergency assistance funds are available to assist local governments in responding to emergency housing needs. The funds are provided to eligible families (low to moderate income) whose homes sustained damage due to the natural forces.

Northwest Affordable Housing Inc.

Northwest Affordable Housing Inc., located in Spooner, WI is a 501(C)(3) non-profit organization having access to housing funds to assist qualifying homeowners (low to moderate income) make major repairs to housing units including replacing shingles, windows, siding, and doors; improving plumbing and electrical systems; adding insulation to walls and attics; and other home repairs.

North Central CAP, Inc.

This program improves the efficiency of homes. Limited weatherization program is for households that cannot receive regular weatherization due to the homes condition or the project not being cost effective. The agency also provides emergency furnace repairs and replacement. Eligibility is required based on income.

Tomorrow's Home Foundation

The Tomorrow's Home Foundation assists disabled persons in the purchase of a manufactured or modular home via a down payment assistance grant, providing emergency assistance grants designed to make critical repairs so that individuals and families can stay in their manufactured or mobile home, create a method and mode for disposing of old, uninhabitable mobile homes that were blighting the countryside, and educating the manufactured and modular housing industry. At the present time, the Tomorrow's Home Foundation only operates in the State of Wisconsin

DRAFT

Goals, Objectives, Policies, and Recommendations

Goals

- A. Increase the supply of affordable housing.
- B. Strengthen and establish neighborhoods by finding new uses for abandoned and underused land.
- C. Ensure that the fair housing rights of all citizens are protected.
- D. Maintain the environmental assets of the community so that the Village of Gilman continues to be an attractive place to live.
- E. Continue to promote the CDBG Housing Rehabilitation Revolving Loan Fund to assist low-to moderate income citizens and seek additional Housing Revolving Loan Funds to assist village residents.
- F. Protect the character of existing residential neighborhoods.
- G. Encourage development in those areas already exhibiting housing development and already having the necessary infrastructure.

Objectives

- A. Promote the rehabilitation of houses assisting the owners with the Village's CDBG Housing Rehabilitation Loans and other assistance programs such as WHEDA.
- B. Allow for a variety of housing choices including single family, duplexes, and apartments.
- C. Promote decent, safe, and sanitary housing.
- D. Encourage future residential development in areas that can be served conveniently and economically with public utilities and community facilities and services.
- E. Promote the availability of state and federal housing funds for the development or redevelopment of all housing.

Policies

- A. The Village will enforce municipal housing code to encourage homeowners to provide basic maintenance.
- B. The Village will apply to the State for an additional Community Development Block Grant, in addition to the present one for \$100,000, to continue with the local home repair program. The Village will also check with the regional agencies to see if there are any existing rehabilitation programs the Village can join.
- C. The Village will support land use regulations that guide the location of future development and protect prized features in the natural environment. Encourage the routine maintenance of neighborhood streets, sidewalks, and curb and gutter.
- D. The Village of Gilman should continue to use zoning ordinances to maintain the character of existing residential neighborhoods, ensure that new residential developments are located in suitable areas, and ensure the residential development proposals meet density standards.

Recommendations

- A. Address the need for new residential expansion areas and development within the Village.
- B. Rezone property as needed to accommodate new housing development consistent with the village's comprehensive plan.
- C. Pursue housing acquisition and rehabilitation grants for income eligible families and owners.
- D. Work cooperatively with the Taylor County Housing Authority to provide assistance opportunities to village residents.

3. TRANSPORTATION

Transportation is a key element in an area’s land use, economy, and development. It is important for goods and people to be able to be transported effectively throughout and outside of an area. This element of the comprehensive plan will highlight current inventories and facilities for transportation as well as future goals, needs and concerns. Included in this section will be an analysis of the current motorized and non-motorized transportation facilities and modes used within the Village and the surrounding area.

Road System

The Federal Highway Administration (FHWA) has established the ‘Functional Road Classification’ system to classify each road according to its function. Roads that provide the greatest mobility are classified as principal, major, and minor arterials and major and minor collectors. Roads classified as ‘local’ provide the greatest access to property and are the most common in most communities. The Village of Gilman does not have any principal arterials.

Within the Village of Gilman, functional road classification types are represented by Minor Arterials (State HWY 64), both a major and minor Collector (5th Ave N), and many local streets Table 15 depicts the Village of Gilman’s Functional Road Classification.

Table 15: Functional Classification

Class	Miles
Local Streets	21.43
Major Collectors	1.55
Minor Collectors	0.40
Minor Arterials	3.98
Total	27.36

Source: Wisconsin Department of Transportation

Traffic Volumes of Road System

Table 16 depicts the change in Annual Average Daily Traffic (AADT) at the recording site on 5th Ave North in the Village of Gilman from 2010 and 2019. As is indicated in the table, the traffic recording site has shown a decrease in AADT since 2010. The decrease in AADT in the Village of Gilman could be the result of the decrease in population that has occurred since 2010.

Table 16: Village of Gilman AADT 2010-2019

Location	2010	2019	2010-2019 Change
5 th Ave North between Crumb Street and Davlin Street	450	390	-60

Source: WisDOT

General Transportation Aids (GTA)

As defined by the Wisconsin Department of Transportation, General Transportation Aids (GTA) are funds provided to local governments to offset the cost of municipal street construction, maintenance, traffic, and police costs. The Village’s payment is based on either a six-year transportation cost average, or a set payment amount per mile. Table 17 depicts the GTA payments that the Village has received since 2019

Table 17: General Transportation Aid Payments 2019-2023, Village of Gilman

Year	Payment
2019	\$27,777.96
2020	\$27,777.96
2021	\$28,338.17
2022	\$28,898.38
2023	\$28,898.38

Source: WisDOT

Other Modes of Transportation

While the most popular and thought of mode of transportation is vehicle/street traffic, many more modes of transportation are used throughout the Village. The following sections provide more details on those alternative options.

Pedestrian Travel

Pedestrian travel is one of the most often overlooked modes of travel. A simple walk to work or the library can allow for time to connect with others in your community. In the Village of Gilman Pedestrian travel is made easy with multiple employers and municipal facilities within

walking distance of the residential areas. High vehicle traffic areas have sidewalks for safe pedestrian travel where less trafficked areas do not have sidewalks causing pedestrians to need to walk on the local streets.

Bicycling

The Village of Gilman does not have designated on- or off-road bicycle trails within the Village limits. Biking as a mode of transportation is currently supported by the local street system. WisDOT, along with the Wisconsin Bicycle Federation compiled a Wisconsin State Bicycle Map in 2020 that highlights bicycling conditions on select roadways in northern Wisconsin. There are no officially designated bicycle routes in the Village according to the map, but county highway B and state highway 64 are both rated based on their conditions for bicycle traffic. Both of these roads are rated at “best condition” with a paved shoulder.

Air

There are no airports in the Village of Gilman. The nearest Airport is the Cornell airport 16 miles to the West. The Taylor County Airport is located in Medford Wisconsin, about 30 minutes East of Gilman. There are two larger airports in the surrounding area: The Chippewa Valley Airport in Eau Claire (55 miles West), and the Central Wisconsin Airport in Mosinee (85 miles southeast).

Trucking

Semi-truck traffic in the village consists of through-traffic on State Highway 64 and normal delivery service for area businesses. The Village has a designated semi parking lot.

Transportation Facilities for the Disabled

Taylor County provides options for transportation services for residents with disabilities through a number of organizations. The Taylor County Public Transit- Human Services Transportation Coordination Plan can be used as a resource for a list of service providers in Taylor County.

State, Regional, and Other Transportation Plans

The Wisconsin Comprehensive Planning Legislation requires that Gilman identify other applicable state, regional, and other transportation plans. The table below lists these plans.

Table 18: Transportation Plans

Plan Type	State Plans	Other Plans
Transportation corridor plans	Connect 2050, WISDOT State Freight Plan	NA
Transportation Coordination Plan	Taylor County Public Transit- Human Services Transportation Coordination Plan 2028	NA
Rural area transportation plans	Active Transportation Plan 2050	Taylor Cty. Highway Dept. Budget
Rail plans	Draft-Wisconsin Rail Plan 2030	NA

Identification of Transportation Issues

Throughout the Village, residents, business owners, and officials remain aware of the impacts potential increases in transportation may cause. Pedestrian and automobile safety are of the utmost importance to the Village. The increased need for maintenance will also have an economic impact on the community. The Village has identified major issues that may prevail as the transportation in the Village changes and increases.

1. Pavement management issues with roads exist in the Village. How can the Village get more of our roads paved?
2. How can the Village install a bicycle/walking route in the Village, providing a way to safely cross the railroad grade?
3. How can transit be more accessible for elderly and disabled residents?

Goals, Objectives, Policies, and Recommendations

Goals

- A. Provide an integrated, efficient and economical transportation system that affords mobility, convenience and safety, and that meets the needs of all citizens, including senior and disabled citizens.
- B. Promote ways to improve non-motorized transportation alternatives.
- C. Work collaboratively with Taylor County, and the Towns of Aurora and Ford to determine and classify responsibilities for existing roads which serve as a collector as well as having a local function.
- D. Retain the characteristics of existing roads by continuing the process of establishing curb and gutter and blacktop surface.
- E. Maintain and upgrade Gilman's roadway infrastructure to provide better vehicular access and circulation.
- F. Make the improvement of existing roadways in the Village of Gilman the highest transportation priority. Unsafe conditions should be addressed as quickly as possible. Village streets will provide an attractive environment and be safe for pedestrians, bikers, and drivers.

Objectives

- A. Provide a transportation system that allows for safe and efficient movement of motor vehicles, bicycles, non-motorized vehicles, and pedestrian traffic within the Village of Gilman.
- B. Continue to develop and revise a 5 year street plan to improve the roadways within the Village.
- C. Provide and maintain adequate and convenient public parking facilities.
- D. Utilize and update existing transportation related plans including sidewalk plans.
- E. Increase the use of WISLR evaluation rating system for road maintenance and project budgeting purposes.

Policies

- A. The Village will encourage alternative modes of transportation.
- B. The Village design development should be pedestrian friendly.
- C. The Village will develop and maintain a 5-year priority listing of road improvements.
- D. Improve vehicular circulation patterns, including the roadway network, traffic signalization, and signage in order to reduce congestion and reduce traffic in residential areas.
- E. Improve the condition of existing roadways and sidewalks by performing regular and routine maintenance.
- F. Design and maintain sidewalks, crosswalks, curbs, curb cuts, etc., which are sensitive to the needs of pedestrians with disabilities.
- G. Maintain and provide effective regulations that ensure future development, including facilities for motor vehicles, bicycles, and pedestrian traffic.
- H. The Village shall explore the need for updates ATV/snowmobile routes in the Village.
- I. The Village shall continue to coordinate with WISDOT, Taylor County, and adjacent property owners towards the goal of funding all planned improvements along State Highway 64.
- J. The Village Board improvement and Services Committee has, as earlier stated, implemented the WISLR program. This program allows the Village to grade all streets and to prioritize the order that the streets should be done.

Recommendations

- A. Access management techniques should be applied, through zoning and/or subdivision regulations, along all areas of State and County routes. Access management limits the number of new driveways and/or curb cuts along these routes. This is addressed within the Village Zoning Ordinance Chapter 157.
- B. Encourage the interconnection of roadways.

4. UTILITIES & COMMUNITY FACILITIES

Utilities and facilities whether provided by public or private entities are what maintains the community's progress and well-being. These facilities can include local government buildings, libraries, education institutes, and childcare facilities. Some examples of utilities are sanitary services, police and fire protection, and medical facilities.

Part of the comprehensive planning process is to review all of the public and private community facilities and services provided within the Village whether or not the Village of Gilman provides them. These facilities and services were evaluated for their present condition and how well they meet the needs of the Village.

Utilities

Water Supply

The Village of Gilman has two active wells within the village that serve the residents with municipal water. The wells are located on West Riverside Drive within 150 feet of each other. These wells are shallow wells, between 35 and 50 feet deep, putting them within the same aquifer. The location of these wells is unstable and susceptible to possible contamination. The Canadian National Railroad lies on one side of the wells, while the Lakeland five petroleum pipeline is on the other side. Running underneath West Riverside Drive is the sewer lagoon. To mitigate these concerns, the Village has purchased all of the land directly West of the wells to eliminate the possibility of another entity or person buying the parcel and conducting projects that may cause contamination. The Village has also identified any potential contamination threats within half a mile of the wells. This knowledge allows the Village to head off any problems as they develop to prevent contamination of the water supply. The Village updated their well protection plan ordinance in 2017. The most recent upgrade to the water supply was in 2010 when a new water tower was built to hold 100,000 gallons of water. The wells are still operational and run at the same capacity, but the tower provides a consistent backup water supply for the Village.

The Village does not have any future plans to update the water tower as it was recently built and is over capacity for the Village. The Village continues to review the need for an additional well in the case that one of the existing wells can no longer produce the quantity or quality of water needed for the Village.

Sanitary Sewer Service and Onsite Wastewater Treatment Facilities

The Village of Gilman wastewater treatment facility, located on south Gilman Drive at the western edge of the village, has been in place since 1962. The ponds are now used as a backup sewer system after a sand filtration system was installed in 2009 located on Gilman Drive. This new system can handle up to 300,000 gallons of wastewater, but the normal capacity is only about 45,000-50,000 gallons of wastewater. In a sand filtration system, the wastewater flows through a bed of sand gravel that removes any suspended particles, turbidity, taste and foul odors by capturing those particles in the small pores of the sand.

Future plans to expand the wastewater treatment facility will be determined by the Department of Natural Resources WPDES permit response. The Village submitted their request for a permit in 2024.

Solid Waste Disposal & Recycling

The Village of Gilman currently contracts through GFL for both garbage and recycling (curbside-pickup) services. Residents can set up an account with GFL and purchase bags from the company to put their solid waste into. Only GFL bags will be collected on pickup days. The current set day for pickup is Mondays.

The Village of Gilman also offers a spring and fall cleanup day. The Village contracts with GFL for pickup of cleanup day items. Specific items that have a fee associated with them need to be pre-paid for to public works, and public works will then share a list of fee materials expected for pickup with GFL.



[Northwest Cleansweep](#) was developed by Northwest Regional Planning Commission in 1995 to provide for the collection of hazardous wastes throughout a ten-county service area. The program provides these services to households, farms, farm-related businesses, schools, municipalities, and businesses. A mixture of multiple single day collection events during the summer months and a mobile collection of hazardous wastes at businesses, schools and municipalities in the spring and fall of each year are held. Single day events are scheduled each year in Medford.

Some of the typical chemicals brought into a collection event include antifreeze, ballasts, acids, caustics, fertilizers, insecticides, mercury, oil filters, oxidizers, paint, pesticides, poisons, solvents, and water reactives. Paints and solvents generally account for nearly 60 percent of the material brought into an event. Certain items cannot be safely accepted at collection events, such as radioactive materials, explosives, freon, ammunition, or biological, infectious or medical wastes (other than pharmaceutical medications).

The contract with GFL for solid waste collection began in 2025 and will run through the end of 2029. At the end of that contract date, the Village will determine who to contract with to continue solid waste disposal. There are no other plans to expand or change the solid waste collection in the Village.

Storm Water Management

The Village of Gilman primarily uses culverts and ditches as the primary stormwater management tools. As of recent years, the Village has installed multiple storm sewers that combine and drain into the Yellow River. The most recent addition of storm water drains was on McSloy Street in 2002.

The Village will assess the need of more storm sewers as new developments are created within the Village limits.

Communication Facilities and Services

Broadband and Telephone Services

Access to broadband and reliable phone services is more important than ever. In particular a skilled workforce to use the services are becoming a particularly important factor in economic development. Two primary internet and landline phone service companies, Brightspeed and NTERA, provide services to Gilman. The Village can also be served by satellite companies for internet services. AT&T and Verizon have both built or leased towers within the Village offering quality phone cellular service to residents. The quality of telecommunication services in an area depends on the capacity of the network that serves the Village. The village must take into consideration its future development when providing certain broadband services to the area.

The Village is in negotiations with additional cellular providers to add their service to the leased tower in the Village.

Village Government Facilities

Gilman Municipal Building

The Gilman Municipal Building is located at 380 East Main Street in the southern portion of the Village. It consists of administrative offices of the clerk and treasurer with the public works director located off site at the public works facility. Elections are also held in Village Hall. The Western Taylor County Public Library is also located at the Municipal Building. It is the only library in Gilman and is open to the public. The Western Taylor County Public Library provides quality materials in a variety of formats, as well as informational, educational, cultural and recreational services and programs for all.

In 2018 the Western Taylor County Public Library applied for CDBG funding and doubled the space of the library. There are no future plans to expand these facilities as the latest expansion was in recent years.

Police Department

The Village of Gilman Police Department is currently housed at 115 Davlin Street. The Village of Gilman Police Department is staffed by one full-time staff member, the Chief of Police who has duties including, crime prevention patrols, public relations, conflict mediation and resolution, emergency response, enforcement of State and local laws and ordinances, traffic enforcement, accident investigations, basic and major crime investigations, evidence technicians, death investigators and a narcotics officer. The department provides mutual aid as per state statutes allow.

There are no future plans to expand the Village Police Department.

Fire Department

The Gilman Rural volunteer Fire Department is located at 315 east McSloy Street. The Gilman Fire Department provides fire service to nearly 2204 people and covers an area of approximately 180 square miles, which includes the Village of Gilman and the surrounding townships. The department currently has 40 firefighters. The makeup of the department is 28 active firefighters, 8 support staff, and 4 explorers.

EMT/Ambulance

Emergency rescue services are provided to the Village of Gilman through Taylor County Ambulance (Aspirus Medical). The Taylor County Ambulance main office is located at 135 South Gibson Street in Medford, but has ambulances in Medford, Rib Lake, and Gilman. The Gilman ambulance is housed at the Fire Department. Also offering their services to the Village are the Taylor County First Responders and the Jump River First Responders. These volunteer services were started in 2024 and anticipate growth in volunteer numbers in the future. The Taylor County First responders currently has 16 volunteer responders and the Jump River team has 5 individuals volunteering their services.

Educational Facilities

Gilman School District

The Gilman School District covers approximately 324 square miles and has one physical school located at 325 North Fifth Avenue, with a district enrollment of 282 students. The district also has four school forest locations and athletic fields that provide opportunities for community usage. The District also operates a project-based virtual learning school called eSucceed Virtual School. The enrollment at eSucceed Virtual School is 128 students in Kindergarten through twelfth grade. Approximately 95% of the students who attend eSucceed Virtual School choose to open enroll in Gilman to attend this school.

The School District of Gilman provides a wide range of academic opportunities that include foundational skills, life readiness, career exploration, college preparatory, and college dual enrollment opportunities. The high school has a student-led manufacturing lab called Pirate Ship Productions where students learn trade skills in woodworking, welding/fabrication, and manufacturing. The District has a STEM lab where students learn skills in computer programming, information technology networking, AC/DC controls, fluid power, pneumatics, and printing.

The District is a community partner in the development of childcare options as well as other shared community goals. In 2023 a community strategic plan was developed focused on developing a vibrant Mainstreet, increasing community engagement and volunteerism, and embracing the quality of life possible in a rural community. Immediate actions that have resulted from this process include a student expectation to complete 20 hours of community service prior to graduation, the development of a walking trail with a story walk to share information about the community and our environment, as well as a mural project to be displayed on Main Street.

Post Secondary Schools

The Village of Gilman does not have any postsecondary schools within the village to serve its residents. However, many options are present in the surrounding areas. Other post-secondary educational opportunities include: Northcentral Technical College- Medford Campus (25 miles), Northwood Technical College Ladysmith Outreach Center (36 miles), Northcentral Technical College- Spencer Campus (54 miles), UW-Eau Claire (57 miles), Chippewa Valley Technical College (57 miles), Northwood Technical College – Rice Lake (66 miles), UW-Stevens Point (103 miles), Northland College in Ashland, WI (125 miles), UW-Superior (160 miles), UW-Green Bay (173 miles), and UW- Madsion (194 miles)

Medical/Health Care Facilities and Services

The closest hospital facility to Gilman residents is the Aspirus Stanley Hospital located at 1120 Pine Street in Stanley.

Aspirus Stanley Hospital delivers specialty outpatient services, inpatient care, swing bed services and 24/7 emergency/urgent care. Aspirus Stanley Hospital provides specialty care including family medicine, internal medicine, gynecology, outpatient behavioral health, wound care and general surgery.

One clinic is available to residents and visitors of the Village of Gilman. Aspirus Gilman Clinic is located at 320 East Main street. The clinic offers numerous services to community members.

Other area hospitals where residents can receive full medical services include Aspirus (Medford), Marshfield Medical Center (Ladysmith), and Mayo Health System Chippewa Valley (Bloomer). All these hospitals operate facilities that are staffed 24 hours a day.

Senior and Disabled Care Facilities and Independent Living

Senior and assisted living opportunities are an important need for every community in northern Wisconsin. The following is a list of senior care facilities located near the Village of Gilman.

- Bruce Adult Family Home 165 East Crumb Street, Gilman
- Cornell Health Services 320 N 7th Street, Cornell
- Our House Senior Living 1014 West Broadway Ave, Medford

Childcare Facilities & Services

The Village of Gilman residents have access to several childcare providers throughout the county. As of June 2024, according to www.childcarefinder.wisconsin.gov, there are six Licensed Family providers, three Licensed Group providers, and one Licensed Camp provider located within Taylor County.

Parks, Campground & Recreational Facilities

The Village of Gilman maintains one municipal park, the Gilman Village Park bordered by the scenic Yellow River. The park can be used for every day activities, and can also be rented out by private organizations. Within the park there is a pavilion, public restrooms, a concession area, a playground, a baseball diamond, a stage, and the village campground. The village park is best known for its access to the 100 year old swinging bridge. The bridge provides a fun way of crossing the Yellow River to and from the Village Park. The Gilman swinging bridge is the oldest remaining swinging bridge within the state. Below is a listing of parks and recreation areas available to residents and visitors near the Village of Gilman.

- Chequamegon National Forest
- Miller Dam Recreational Area
- The Ice Age Trail
- Perkinstown Winter Sports Area
- Many Snowmobile and ATV Trails
- Pershing Wildlife Area

Goals, Objectives, Policies, and Recommendations

Goals

- A. Continue the Tving of the Village Sanitary Sewer system.
- B. Seek additional funding, such as CDBG, to allow the Village to replace damaged sanitary sewer lines.
- C. Evaluate the present sanitary sewer pump station and set aside money for future improvements.
- D. Continue to place curb stops along developed streets.
- E. Install water and sewer lines into the industrial park.
- F. Continue evaluating the need for a long-range recreation plan.
- G. Continue working with the Taylor County Sheriff's Department to assist with our police protection.
- H. Continue working with the 10 Townships and 1 Village to upgrade our Western Taylor County Emergency Plan.

Objectives

- A. Participate in the five-year update of the Taylor County Hazard Mitigation Plan.
- B. Maintain its excellence as a service provider.
- C. Work with the State Forester to evaluate the health of existing trees and educate its residents about residential trees.
- D. Provide sanitary sewer, water and other necessary utilities to existing and planned future development.
- E. Continue to provide health and medical facilities and social services to meet the needs of all residents.
- F. Provide park and recreation facilities to serve all existing and future residential areas.
- G. Preserve structures and sites that reflect the historical and natural heritage of the area.
- H. Promote library use and community activities at the library.
- I. Maintain and pursue additional cooperation with surrounding townships to avoid duplication of facilities and increase the cost effectiveness of services provided to residents.

Policies

- A. The Village of Gilman will continue its policy of upgrading the streets within the Village and install the necessary infrastructure: water, sewer, storm sewer, and curb & gutter.
- B. The Village of Gilman will continue its efforts to upgrade its recreational facilities and will update its current recreation plan.
- C. The Village of Gilman will continue to develop and upgrade its wellhead protection program.
- D. The Village of Gilman will continue to improve its emergency capabilities: Police, Fire, & Rescue.
- E. Develop and implement a long-range Infrastructure Improvement Plan.
- F. Continue to support and carry out the ideals of the Tree City Program.
- G. Development within the Village should be encouraged in areas that can be efficiently and economically served by our public utility system.
- H. Maintain and protect the quality of the Village of Gilman's water supply.
- I. An effective capital improvement program should be implemented to insure long-range financial planning for needed public facilities.

Recommendations

- A. Begin to implement the project list in this element.
- B. Develop infrastructure to expand the housing, commercial, and industrial base.
- C. The Village should study the use of impact fees as a source of funding for capital projects directly related to new development.

5. NATURAL, AGRICULTURAL & CULTURAL RESOURCES

The natural, agricultural, and cultural resources surrounding a community have a large impact on how a community can develop. The natural resources outlined in this element will be forest, water resources, and other features that may have an impact on a community's development. What makes these classifications of resources unique is they are almost always interrelated, and what happens to one portion of the community's resources will have effects on multiple other areas of resources. When considering future land use decisions and other planning situations that may arise in the Village, it is important to consider the impacts the changes will have on the natural, agricultural, and cultural resources.

Natural Resources

Ground Water Resources

Rural portions of Taylor County rely heavily on groundwater to be their sole source of water to meet their resident's water supply needs, to irrigate their crops, and to supplement their livestock. Streams and rivers found in the Village are also fed by groundwater, meaning fish and other aquatic species depend on the groundwater to survive. Humans can affect groundwater supply and quality more than they may expect. The Village of Gilman's average drinking water level is 82 feet, which is higher than most areas, causing the ground water to be purified by a sand and gravel natural aquifer, rather than the usual bedrock as an aquifer. This makes the groundwater in Gilman more susceptible to contamination than other areas of the state. Residents must remain vigilant to ensure that the groundwater supply stays plentiful and uncontaminated.

Forests

There are two established forests located within the Village of Gilman. The village recognizes that forests are a vital point of both historic and present industries within the Village. The forests were established to prevent development in those sections and to preserve the natural resources that currently exist in the Village. The Village Park also offers tree shaded areas that line the Yellow River. Within 30 miles of the Village there is a portion of the Chequamegon-Nicolet National Forest that provides protected forests for residents to recreate within. The surrounding area is plentiful with small, well managed forests both large and small to support the businesses that use the natural resources within the forests.

Agricultural Areas

Because of the glacial effects that are present in most of Taylor County, the soil tends to be poorly draining and high in acidity. This leads the soil to be less apt to farming in the area. However, there are a handful of farms within the Village that deal primarily in dairy farming and small crop farming operations.

Environmentally Sensitive Areas

There are two areas within the Village of Gilman that are classified as environmentally sensitive areas. They are the area along the Yellow River east of the sewer lagoon, and the wetland that is north of the Gilman School District.

When the sewer lagoon was constructed in the 1960s a forest was developed to offer the discharge from the second pond in the sewer lagoon to filter out before draining into the Yellow River. It has been determined that this forest area should be preserved to prevent contamination and disturbance of this process.

The wetland area of the Village can be extremely susceptible to contamination. Any form of unauthorized disposal or harmful chemical used in this area can leak into the ground water and endanger the water supply.

Floodplain areas are also classified as environmentally sensitive areas. Read more about floodplain areas within the Village in the *Watersheds & Floodplains* section.

Wildlife Habitat & Endangered Species

Gilman is primarily a rural setting allowing for natural habitats for many animals including those that are on the threatened and endangered species list. With the Pershing Wildlife Area and the Chequamegon-Nicolet National Forest within the surrounding area of Gilman, these animals have protected spaces where they can flourish without the pressure of urbanized populations. The Wisconsin Department of Natural Resources maintains the Natural Heritage Inventory (NHI) database. This data is intended as a general reference for the public and is presented as a list of rare species (endangered, threatened and special concern) and other sensitive resources (high-quality natural communities and significant natural features) that are known to reside within each municipality in a

county. The data does not identify specific locations of endangered resources. As of June 13, 2024 threatened, protected, or endangered species found in the Village of Gilman include the ellipse, loggerhead shrike, and bald eagle. The table below details these species.

Table 19: Threatened & Endangered Species

Common Name	Status
Ellipse	THR
Loggerhead Shrike	END
Bald eagle	

Source: WDNR, Natural Heritage Inventory

THR – Threatened

END - Endangered

Surface Water Resources

The Village of Gilman has one surface water source that runs through the southern portion of the Village, the Yellow River. Many recreational activities within the area, such as fishing, kayaking and canoeing depend on surface water resources. The Village Park and Scout Park border the river, creating peaceful views, and a wonderful area to recreate.

Watersheds & Floodplains

The Village of Gilman is completely within the Upper Yellow (Taylor Co.) River watershed. The upstream portion of this watershed lies in the Chequamegon National Forest, where the Yellow River runs out of the Miller Dam Flowage. Much of the watershed is wetland.

Areas susceptible to flooding are considered unsuitable for development because of risks to lives and property. Flood Insurance Rate Maps (FIRMs) are the most recent (1989) source for identifying flood hazard areas. These maps can be viewed online at <https://www.fema.gov/>. The FIRMs are intended to serve as interim maps prior to the completion of a more detailed study. Additional field checking may be required to determine whether or not a given area is in a floodplain hazard area before development can be authorized or denied.

Wetlands

Within the Village of Gilman, several wetland areas exist. There are prominent wetlands found throughout the outskirts of the Village, the most prominent of which are found around the Yellow River and Babbit Creek that runs into the Yellow River. The northern border of the Village where the industrial park and school district are located is surrounded by wetland areas. This may pose future obstacles to overcome when trying to expand these facilities. The Village should be aware of these areas and take great care when planning future development as to not diminish the resources for flood control, water quality, and wildlife habitat that these wetlands provide.

Metallic/Non-Metallic Mineral Resources

Metallic and non-metallic mineral resources include all mined materials including sand, gravel, building stone, lime, copper, silver, and gold. There are currently no extraction pits in operation within the Village limits of Gilman.

Open Space

How a community is designed offers the opportunity to create its own distinct and unique character. Undeveloped land or open space within the Village of Gilman can be used to create and cultivate the Village’s character. As the Village of Gilman enters planning processes, they should take into account how they can utilize open space like recreation areas, parks, or other conservation facilities to promote their vision of a small, attractive, and friendly rural community.

Cultural and Historical Resources

The Village of Gilman's cultural resources refer to tangible and intangible resources that contribute to the Village's unique identity. These resources can be buildings, landmarks, traditions or stories. Cultural resources are important assets to a community and should be preserved to pass on to the future generation of residents in the community.

Architecture and History Inventory

The Wisconsin Historical Society has created an inventory of all historic buildings, structures and objects throughout Wisconsin known as the Architecture Sites Inventory (AHI). Using this inventory, you can see a digital record of each site including pictures and basic information about the site. Being included on the AHI does not automatically mean that the site has a national Register designation, and most are privately owned sites that are not open to the public. According to the AHI, there are no records identified in the Village of Gilman

Archeological Sites & Cemeteries Inventory

The Wisconsin Historical Society created a list of archaeological and burial sites, cultural sites, and unmarked and marked cemeteries referred to as the Archaeological Site Inventory (ASI). The ASI does not include all of the sites and cemeteries present in the state. It includes only those sites that have been reported to the Wisconsin Historical Society. The ASI is changed and updated on a daily basis and recommendations about site importance may change as new information becomes available. A procedure for updating the list should be developed by the Village to keep current record of the ASI sites within the Village limits so that future development does not interfere with any sites that may be placed on the ASI.

Goals, Objectives, and Policies

Goals

- A. Protect and enhance rivers and streams to preserve their ecological, recreational, and scenic values.
- B. Encourage stewardship of private forestland to limit adverse impacts on soil and water resources and enhance sustainable resource use.
- C. Promote land use practices that ensure sustainable use of soil resources.
- D. Continue with the Tree Management Plan, improving our urban forest, finding additional courses for the village employees, and working to educate the public on the value of our forest.
- E. Encourage the continuance of the agricultural industry in the Village of Gilman.
- F. Perpetuate pride and the recognition of The Village of Gilman's history and cultural diversity.
- G. Examine how best to meet the needs for parks, recreation, and open space.
- H. Encourage identification and protection of historic and cultural resources.
- I. Maintain, preserve, and enhance the Village's rural atmosphere which contributes to the quality of life.

Objectives

- A. Identify, manage, preserve, and protect natural resources.
- B. Make the general public more aware that historic and cultural arts are an integral part of our community.
- C. Protect prime farmland soils for agricultural or open spaces.
- D. Manage growth to protect Village open spaces which through their preservation would conserve and enhance natural or scenic resources; protect streams, water supply/quality, and fish and wildlife habitat; promote conservation of soils, wetland, and woodlands; enhance the value of adjoining public lands; maintain and improve public and private recreational opportunities; and/or preserve historic and cultural resources.

Policies

- A. The Village of Gilman should continue to use the Zoning Ordinance and floodplain/shore land, wetland ordinance as a means of protecting environmentally sensitive and unique areas from residential development.
- B. Promote the reduction or abatement of non-point source pollution of surface water.
- C. Continue to utilize the wellhead protection ordinance to protect groundwater.
- D. Continue to work with the Towns of Aurora and Ford to see to it that our water supply is not polluted.
- E. Work together local units of government to define and develop appropriate public access to natural resources.
- F. Develop partnership efforts that result in the preservation and restoration of natural resources.

Recommendations

- A. All venues should support and encourage one another in their efforts to bring cultural opportunities to the Village.
- B. An effort should be made on the Village level to create awareness and interest in all events occurring within the Village. Formation of a cultural committee is recommended to coordinate and publicize events village wide, especially for children.
- C. Explore mechanism to promote local opportunities such as newsletters or coordination with the tourism group.
- D. The village should ensure that local regulations are "farm friendly", especially those regulations related to direct sales and building permits.
- E. Preserve the most productive land for agriculture and minimize residential development pressures on these lands. Open and agricultural lands should be identified as prime agriculture lands (based on soils, location or size of parcel), wood lot, streams, ponds, old fields, wildlife habitat, wetlands and possible recreational areas and prioritized for preservation.
- F. Any changes made to the zoning map should be carefully drawn so that landowners can see if their land is included in a specific zone or not.

6. ECONOMIC DEVELOPMENT

Creating and maintaining a steady economy is the core of a municipality’s existence. There are many cause and effect relationships associated with the Village’s economic development. Providing a good climate for businesses to develop and multiply in is a key factor for retention of businesses to the area. By creating and retaining desirable jobs, it provides a good standard of living for residents. When individuals are making more wages, the Village’s tax base grows stronger, allowing for growth and expansion within the Village.

While many of the factors contributing to the community’s economic development come from outside the community, by analyzing information, programs, goals, objectives, policies and recommendations, The Village of Gilman can work to retain its existing businesses and industries and look for ways to attract more economic interest to the area. This chapter includes an inventory of environmentally contaminated sites and also identifies applicable county, state and regional economic development programs that apply to the Village of Gilman.

Analysis of Labor Force

Labor force is the portion of the population 16 years or older that is employed or unemployed but actively looking for a job. The 2022 American Community Survey estimates there are 345 people over 16 years of age in Gilman and of those, 217 are in the civilian labor force. Table 20 details the labor force statistics for the Village of Gilman.

Employment by Industry

Table 21 outlines the number of employed residents of the Village of Gilman by industry sector from the U.S. Census Bureau’s 2022 American Community Survey 5-Year Estimates. As shown, educational, health and social services is the largest industry sector, providing 65, or 30.5 percent, of the jobs to residents of the Village of Gilman. Manufacturing (19.7%), is the next largest industry sector employer.

Table 20: Village of Gilman Labor Force Statistics

Labor Classification	Estimate	Percent
EMPLOYMENT STATUS		
Population 16 years and over	345	100.0%
In labor force	217	62.9%
Civilian labor force	217	62.9%
Employed	213	61.7%
Unemployed	4	1.2%
Armed forces	0	0.0%
Not in labor force	128	37.1%
Females 16 years and over	173	50.2%
In labor force	92	26.7%
Civilian labor force	92	26.7%
Employed	91	26.4%
OCCUPATION		
Management, business, science, and arts	58	27.2%
Service occupations	39	18.3%
Sales and office occupations	32	15%
Natural resources, construction & maintenance	13	6.1%
Production, transportation & material moving	71	33.3%
CLASS OF WORKER		
Private wage and salary workers	177	83.1%
Government workers	30	14.1%
Self-employed in own not incorporated business workers	2	0.9%
Unpaid family workers	4	1.9%

Source: 2022 American Community Survey 5-Year Estimates

Table 21: Village of Gilman Employment by Industry

Industry	Total	Percent
All Industries	213	100.0%
Agriculture, forestry, fishing and hunting, and mining	2	0.9%
Construction	15	7.1%
Manufacturing	42	19.7%
Wholesale trade	8	3.8%
Retail trade	25	11.7%
Transportation and warehousing, and utilities	15	7.1%
Information	0	0.0%
Finance, insurance, real estate, and rental and leasing	8	3.8%
Professional, scientific, mgmt., admin, and waste mgmt.	9	4.2%
Educational, health and social services	65	30.5%
Arts, entertainment, recreation, accommodation, and food serv.	12	5.6%
Other services (except public administration)	7	3.3%
Public administration	5	2.3%

Source: 2022 American Community Survey 5-Year Estimates

Village Industrial Park

The Village of Gilman has recently constructed a 27-acre industrial park that is to house any qualified business. The lot sizes are variable to best fit the needs of the business. Financial assistance for moving a business to the industrial park is available through some of the funding programs listed in the *Economic Development Programs* section.

Brownfield Sites & Redevelopment Opportunities

The Wisconsin Department of Natural Resources’ Bureau for Remediation and Redevelopment Tracking System (BRRTS) is a resource that lists contaminated sites, or “brownfields,” in the state. The DNR defines brownfields as “abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination.” An example of a brownfield might be an abandoned gas station or an abandoned factory building. Table 22 lists all remediation activities in the BRRTS database within the Village of Gilman. The BRRTS only captures a glimpse of possible brownfield sites as many are self-reported. Of the 14 activities listed, only one is active. Status of activity locations is denoted by “open” meaning the activity needs clean up or the cleanup is still underway; or “closed” meaning the activity investigation or cleanup of the contamination has been completed and the state has approved all cleanup actions. Activity types within the Village include LUST-Leaking Underground Storage Tanks, and ERP-Environmental Repair.

Table 22: Remediation Activities, Village of Gilman

Activity Name	Address	Status	Jurisdiction	Activity Type
Enbridge Energy – Boundary Rd Valve Site	N3655 Gilman Dr	Open	DNR	ERP
Ray’s North Star	STH 64 Gilman	Closed	DNR	LUST
Gilman Elementary School	Fifth Ave Gilman	Closed	DNR	LUST
Gilman High School	Fifth Ave Gilman	Closed	DNR	LUST
Taylor County Hwy Shop	STH 64 & 4 th Ave N	Closed	DNR	LUST
Gilman Nursing Home/Zastrow Day Care	165 Crum St	Closed	DNR	LUST
Royal Oil Co	Railroad & Mill St	Closed	DNR	ERP
Royal Oil Bulk Pit	Railroad & Mill St	Closed	DNR	ERP
Amoco Oil Co	3 Railroad Ave N	Closed	DNR	ERP
Dombroski Standard	115 E Main St	Closed	DNR	LUST
Gilman Corner Store	180 E Main	Closed	DNR	ERP
Gilman Corner Store	180 E Main	Closed	DNR	LUST
River Dr Service	3 rd Ave S & Mesloy St	Closed	DNR	LUST
Drangle Foods	300 S Riverside Dr	Closed	DNR	LUST

Source: WIDNR, [Bureau for Remediation and Redevelopment](#)

The State offers multiple different programs to encourage the remediation for brownfield sites for future productive land use. The Wisconsin Assessment Monies or WAM program was created to fund phase I and II environmental site assessments, site investigations, and remedial action planning throughout the State of Wisconsin. The Ready for Reuse (R4R) program is a grant/loan program that can be used for environmental cleanup of any hazardous or petroleum contaminations at a brownfield site. The Wisconsin Economic Development Corporation (WEDC) also promotes programs (grants and loans) that can be used to remediate and restore brownfield sites.

Economic Development Programs

There are many programs at the federal, state, county, and regional level that can help the Village of Gilman in the support and development of economic development efforts. In addition, there are programs available for individual businesses to assist in start-up and expansion. This section contains a list of the major agencies and programs that are most likely to be used by the county in its economic development efforts. In addition to programs, there are economic development organizations in Taylor County that provide assistance to local units of government and businesses. These are also listed in this section.

U.S. Small Business Administration

The Small Business Administration (SBA) is a United States government agency that provides support to entrepreneurs and small businesses. The mission of the Small Business Administration is "to maintain and strengthen the nation's economy by enabling the establishment and viability of small businesses and by assisting in the economic recovery of communities after disasters". The agency's activities are summarized as the "3 Cs" of capital, contracts and counseling.

Business Development Tax Credit Program

The refundable tax credits support job creation, capital investment, employee training and corporate headquarters location. Tax benefits are available to assist businesses that meet certain requirements and are located in, or are willing to relocate to, Wisconsin. For more information contact the Wisconsin Economic Development Corporation.

Northwest Wisconsin Business Development Corporation

The Northwest Wisconsin Business Development Corporation (NWBDC) is a non-profit corporation formed by the Northwest Regional Planning Commission (NWRPC) to address the critical need for business financing in northwestern Wisconsin. It is targeted at the best economic development opportunities of the area: the timber and wood products industry, tourism, and other manufacturing and service industries. NWBDC manages three revolving loan funds (RLFs) and a technology seed fund.

Northwest Wisconsin Regional Economic Development Fund

The Northwest Wisconsin Regional Economic Development Fund (NWREDF), was formed due to a Wisconsin Department of Commerce initiative to consolidate and, thus, make better use of the monies in many of the underutilized local RLFs. NWREDF provides dollars for a wider range of projects, streamlines the application and administration process, and removes the current capitalization limits placed on communities. The administrative board of the fund makes decisions regarding specific projects and loans under consideration for funding and is made up of a representative from each county participating in the RLF.

CARES Act Recovery Assistance

The Coronavirus Aid, Relief, and Economic Security (CARES) Act was the largest single relief package in the United States released in March of 2020. The bill provided the EDA with \$1.5 billion to create economic assistance programs to help communities prevent and protect against the effects of COVID-19. The Northwest Regional Planning Commission administers the CARES Act RLF to assist businesses in the 10 county region through the RLF process.

Economic Development Administration

The U.S. Department of Commerce Economic Development Administration offers two programs for assistance with economic development that apply to the Village of Gilman. One is the Public Works and Economic Development Facilities Assistance Program, which supports the construction or rehabilitation of essential public infrastructure and development facilities necessary to generate private sector jobs and investment, including investments that support technology-led development, redevelopment of brownfield sites, and eco-industrial development. Secondly, the Economic Adjustment Assistance Program is available to: (1) address the immediate needs of businesses and communities presently undergoing transition due to a sudden and severe job loss; and (2) demonstrate new and proactive approaches for economic competitiveness and innovative capacity for threatened regions and communities.

USDA Rural Development

Several loan and grant programs of benefit to the Village, county, and local business development are available from the USDA Rural Development. One of those programs is the Community Facility Guaranteed Loans Program, which provides funding to local units of government to construct, enlarge, extend, or otherwise improve community facilities providing essential services in rural areas and towns.

Business finance programs provide financial backing and technical assistance to stimulate business creation and growth. The programs work through partnerships with public and private community-based organizations and financial institutions to provide financial assistance, business development, and technical assistance to rural businesses. These programs help to provide capital, equipment, space, job training, and entrepreneurial skills that can help to start and/or grow a business. Business Programs also support the creation and preservation of quality jobs in rural areas.

Loans, loan guarantees, and grants are available to individuals, businesses, cooperatives, farmers and ranchers, public bodies, non-profit corporations, Native American Tribes, and private companies in rural communities. The financial resources of the Business Programs are often leveraged with those of other public and private credit source lenders to meet business and credit needs in underserved areas.

Community facilities finance programs offer community infrastructure opportunities to ensure rural areas enjoy the same basic quality of life and services enjoyed by those in urban areas. Community Facilities Programs offer direct loans, loan guarantees and grants to

develop or improve essential public services and facilities in communities across rural America. These amenities help increase the competitiveness of rural communities in attracting and retaining businesses that provide employment and services for their residents.

Public bodies, non-profit organizations and federally recognized American Indian Tribes can use the funds to construct, expand or improve facilities that provide health care, education, public safety, and public services. Projects include fire and rescue stations, village and town halls, health care clinics, hospitals, adult and childcare centers, assisted living facilities, rehabilitation centers, public buildings, schools, libraries, and many other community-based initiatives. Financing may also cover the costs for land acquisition, professional fees, and purchase of equipment.

Wisconsin Economic Development Corporation

The Wisconsin Economic Development Corporation is a public-private agency in the state of Wisconsin designed to assist business development and innovation through loans, grants, tax credits, and technical assistance programs. Local units of government can access WEDC programs for business development and retention, entrepreneurial development, downtown main street programs, environmental repair, and business and historic tax credits.

Wisconsin Department of Administration

The Division of Energy, Housing, and Community Resources provides funding tools to communities to assist in improving business growth and community public facilities. The Community Development Block Grant for Economic Development (CDBG-ED) provides grant funds awarded to units of general local government to provide financial assistance to businesses to create or retain jobs for low- and moderate-income (LMI) individuals. Examples of eligible projects include: business loans to expand facilities or purchase equipment, specialized employee training, or business infrastructure projects.

The Community Development Block Grant Program for Public Facilities (CDBG-PF) provides grant funds awarded to units of general local government to help support infrastructure and facility projects for communities. Examples of eligible projects include improvements and repairs to streets, drainage systems, water and sewer systems, and sidewalks, or the construction, expansion or improvement of community centers, senior centers, libraries, and fire stations. Grants are limited to projects that, if implemented, meet a CDBG National Objective.

The Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED) provides grant funds awarded to units of general local government for public infrastructure projects that support business expansion and create or retain jobs for low- and moderate-income (LMI) individuals. Examples of eligible applications include: new or improved water and sewer service and streets that result in business expansion and job opportunities for low- and moderate-income (LMI) individuals.

Wisconsin Department of Tourism

The Wisconsin Department of Tourism sponsors a Joint Effort Marketing (JEM) grant program that is available to non-profit organizations to support new, existing, one-time, and one-of-a-kind events; sales promotions; or destination marketing campaigns. The JEM program is considered the most popular funding program and can assist communities in marketing hotel and meeting space to attract more business travelers. Other grant programs include the Ready, Set, Go! (RSG) Program, Tourist Information Center Grant Program, and Meetings Mean Business (MMB) Grant Program.

Wisconsin Department of Transportation

Available from the Wisconsin Department of Transportation is a program called the Transportation Facilities Economic Assistance and Development Program (TEA). The intent of the TEA program is to help support new business development in Wisconsin by funding transportation improvements that are needed to secure jobs in the state. A governing body, business, consortium group, or any combination thereof can apply for TEA program funding.

Northwest Regional Planning Commission

The Northwest Regional Planning Commission is a cooperative venture of the local units of governments in the ten counties of Ashland, Bayfield, Burnett, Douglas, Iron, Price, Rusk, Sawyer, Taylor, and Washburn and the five tribal nations of Bad River, Lac Courte Oreilles, Red Cliff, St. Croix, and Lac du Flambeau in the region. The purpose of NWRPC is to assist the communities of the membership to promote sustainable economic development, develop public facilities, provide planning and technical services, efficiently manage and conserve natural resources, and protect the environment.

In an effort to build a focused development strategy for the Northwest Region, NWRPC developed three non-profit development corporations, each focusing on a specific area need and opportunity including financing for business startups and expansions (Northwest Wisconsin Business Development Corporation), technology-based business development (Wisconsin Business Innovation Corporation), and affordable housing (Northwest Affordable Housing, Inc.). NWRPC is located in the Village of Spooner, Washburn County.

Northwest Wisconsin Business Development Corporation

A strategic partner of the Northwest Regional Planning Commission, the Northwest Wisconsin Business Development Corporation, has available revolving loan funds to address a gap in private capital markets for long-term, fixed rate, low down-payment, and low interest financing to assist businesses in job creation/retention and growth.

Visions Northwest

Visions Northwest is a public/private partnership group made up of stakeholders in the 10-County Region to promote regional economic development goals and efforts. As part of the WBIC, Visions will collaborate with the Wisconsin Economic Development Corporation for faster development of the region's industries, workforce and regional identity.

Gilman Development Corporation

The Gilman Development Corporation actively pursues economic development opportunities for the community, including industrial and retail. It currently administers a Wisconsin Department of Commerce CDBG-ED revolving loan fund and local funds for business retention and expansion.

Taylor County Economic Development Committee

The Taylor County Economic Development Committee is an official committee of county government. It oversees a revolving loan fund and makes decisions regarding applicants to the fund. The committee monitors the economic development activities of communities and economic development organizations.

University of Wisconsin- Extension

The Taylor County UW-Extension Community Resources Development Agent works with local business and industry groups and can provide business and marketing counseling, feasibility study assistance, and business plan development.

Goals, Objectives, Policies, and Recommendations

Goals

- A. Host an area-wide event to assess the positive and negative aspects of our area, their view of the future & suggest ways to improve the economic livelihood of the area.
- B. Develop the means to finance economic development through an entire area.
- C. Seek ways to attract new industry/business.
- D. Seek ways to expand our Agri-business opportunities.
- E. Seek ways to develop a spirit of cooperation with the surrounding townships and villages.
- F. Seek ways to attract former residents of the school district to return to retire and/or to start a new business or industry.
- G. Continue to Support the Gilman Development Foundation.
- H. Develop an area wide economic brochure to attract new industry/business.
- I. Encourage renovation and new development that respects the established historic character of the downtown.
- J. Be willing to work for the development of small businesses.
- K. Encourage a business climate, which is conducive to new development and expansion/retention of business and industry to provide greater job opportunities and employment/economic stability.
- L. Encourage infrastructure development and services necessary to serve new development.
- M. Continue to develop cooperative relationships with local, state, and federal funding sources.

Objectives

- A. Encourage commercial and industrial development that will reflect the effective use of the Village's human and natural resources.
- B. Encourage industrial development where access to needed transportation is available and appropriate.
- C. Support agriculture and tourism as a preferred industry and strong component of our local economy which provides the Village with revenue at a minimal cost of services and supports related agricultural processing and service industries.
- D. Seek Village businesses which strengthen and diversify the economic base, expand and enhance the tax base, improve wage and salary levels (i.e. family wage jobs), increase the variety of job opportunities, or utilize the resident labor force and pays for their own infrastructure.
- E. Ensure that there is sufficient prime commercial and industrial land to accommodate desired economic growth in the Village of Gilman.

Policies

- A. Promote appropriate commercial and agri-business development by continuing to support the economic development committee.
- B. Zoning and building codes should be vigorously, equitably, and uniformly enforced.
- C. Cooperate with neighboring villages and towns on promoting the area and events.
- D. Support and promote light industrial development and diversification of the Villages economy.
- E. Provide appropriate screening of industrial uses that abuts residential uses.
- F. Encourage commercial and industrial development that will provide career opportunities for the Village's residents, especially young adults.
- G. The Village will continue to assist local businesses and industry through cooperation with the Gilman Industrial Foundation.

Recommendations

- A. Continue to invest in needed development in TID #3 District Plan
- B. Develop Infrastructure (Public sewer, water, roads, etc.) for commercial development within TID #3.
- C. Develop a Western Taylor County partnership with the 10 Townships and one additional Village to promote and develop commercial and industrial growth for the benefit of all residents of the area.

7. INTERGOVERNMENTAL COOPERATION

Intergovernmental cooperation is defined by how well the Village of Gilman works with surrounding and overlapping government jurisdictions. These units of government can include, but are not limited to surrounding towns, counties, the state, and federal entities. Cooperation can also include any current agreements or conflict resolution processes that already exist. Intergovernmental cooperation is important for problem solving and local planning projects.

Relationship to Other Governmental Units

The table below analyzes the relationship between Gilman and surrounding and overlapping jurisdictions. This analysis is based on the Village Officials' view of how those relationships are being carried out. Cooperation and coordination between government jurisdictions is encouraged and ways to maintain and increase cooperation is outlined throughout this element.

Table 23: Gilman Intergovernmental Relationship Ratings

Adjacent Area	Excellent	Good	Fair	Poor
Town of Aurora	X			
Town of Ford	X			
Taylor County	X			
State of Wisconsin	X			
DNR	X			
WisDOT	X			
Region (NWRPC)	X			
Federal	X			
School District	X			
Western Taylor County Public Library	X			
Rural Water	X			
WEDC	X			

Source: Village of Gilman

Adjacent Towns

The Village of Gilman shares municipal borders with two towns in Taylor County (Aurora & Ford). The Village has multiple mutual aid agreements and road agreements with the towns to offer assistance and to build cooperation between the municipalities.

Taylor County

The Village of Gilman and Taylor County work closely on community outreach and support. Specific activities to display this cooperation are listed in the agreements with neighboring and adjacent jurisdictions section.

School District of Gilman

While being separate political entities, the Gilman School District and the Village of Gilman work together on many problem-solving issues and maintenance efforts. Below is a list of responsibilities that the Village and School district work closely together on:

- The Village supplies the school with water and sewer services as well as sanding services for their parking lots in the winter months.
- The Village police department offers services of a liaison officer to help handle any issues and to advisor the Pirate Pure Performance program.
- The Village has provided an emergency management plan to assist in handling emergency situations.
- The school sponsors a summer recreation program for the youth and works with the Western Taylor County Public Library on a summer reading program.

State Government

The Village works closely with the DNR for WPDES permits and to improve and expand the Village’s water system.

Federal Government

The Village of Gilman works with the Federal Government on an as needed basis.

Northwest Regional Planning Commission

The Village of Gilman is within the Region represented by the Northwest Regional Planning Commission (NWRPC). The Commission provides services and programs to the ten-county region consisting of Ashland, Bayfield, Burnett, Douglas, Iron, Taylor, Rusk, Sawyer, Taylor, and Washburn Counties and the Tribal Nations of Bad River, Lac Courte Oreilles, Lac Du Flambeau, Red Cliff, and St. Croix. NWRPC serves and assists its member communities with economic development, transportation, community development planning, housing, recycling, hazardous waste management, comprehensive planning, coastal management, environmental planning, Geographic Information Systems (GIS) mapping, and provides technical assistance to the region’s local units of government, businesses, and citizens.

Gilman Police Department

The Gilman Police Department works cooperatively with the surrounding towns and the county to offer it’s services outside of the Village limits. The County and the Village of Gilman have a mutual aid agreement.

Agreements with Neighboring and Adjacent Jurisdictions

The Village of Gilman has multiple mutual aid agreements with neighboring towns and the County as a whole. There is a mutual aid agreement for the fire department with the surrounding townships, as well as many shared road agreements with the Towns of Ford and Aurora. The EMS and 1st responders are in a mutual aid agreement with Taylor County. The Village of Gilman has also formed many working relationships which are described below.

- Taylor County housing authority, manages the Village of Gilman housing RLF.
- The Commission on Aging works with the Senior Center to administer the meals on wheels program.
- The Taylor County Health Department administers suicide awareness programs, and preparedness training.
- Taylor County Emergency Management works with the fire department, EMS and , the Taylor county Medical Reserve Corps.
- The Chamber of Commerce in Medford on Development and the City of Medford have been instrumental in helping the Village with expansion projects and applying for development grants.

Conflict Resolution

The Comprehensive Planning Law requires that the Village of Gilman identify a process to resolve conflicts.

As the Village proceeds with any planning process, conflict will almost certainly arise. Though conflict can arise in any area of planning the most common conflict is involved in intergovernmental cooperation. How the village resolves conflict will either make or break a planning process. Each dispute that may come around has a purpose and following one of the conflict resolution processes below can make the resolution smooth and limit the number of uncooperative interactions that may otherwise occur.

Mediation is a cooperative process involving two or more parties and a mediator. The mediator, a neutral third party with special skills and training in dispute resolution, helps the parties voluntarily reach a mutually agreeable settlement of the issue in dispute.

Binding arbitration is a process where a neutral person is given the authority to make a legally binding decision and is used only with the consent of all the parties. The parties present evidence and examine witnesses and the arbitrator makes a determination based on evidence.

Non-binding arbitration is a technique in which a neutral person is given the authority to render a non-binding decision as a basis for subsequent negotiations between the parties after the parties' present evidence and examine the witnesses.

Early neutral evaluation is a process in which a neutral person evaluates brief written and oral presentations early in the litigation process. The neutral person provides an initial appraisal of the merits of the case with suggestions for conducting discovery and obtaining a legal ruling to resolve the case as efficiently as possible.

A focus group can be used to resolve disputes by using a panel of citizens selected in a manner agreed upon by all the parties. The citizens hear presentations from the parties; and, after hearing the issues, the focus group deliberates and renders an advisory opinion.

A mini-trial consists of presentations by the parties to a panel of selected and authorized by all the parties to negotiate a settlement of the dispute that, after the presentations, considers the legal and factual issues and attempts to negotiate a settlement.

A moderated settlement conference is a process in which a neutral person, who hears brief presentations from the parties, in order to facilitate negotiations, conducts conferences. The neutral person renders an advisory opinion in aid of negotiation.

A summary jury trial is a technique where attorneys make abbreviated presentations to a small jury selected from the regular jury list. The jury renders an advisory decision to help the parties assess their position to aid future negotiation.

Goals, Objectives, Policies, and Recommendations

Goals

- A. Work cooperatively with surrounding communities to achieve a mutual benefit in the provision of services.
- B. Work cooperatively with surrounding communities and the County, if applicable, in the purchase of commonly used supplies.
- C. Continue to improve intergovernmental communication between various service providers such as municipalities, utility providers, school district, fire districts, police, etc.
- D. Organize a semi-annual meeting of the village president and townships chairmen and clerks to discuss common issues. Meeting should rotate among the members communities.

Objectives

- A. Share services across municipal borders wherever possible.
- B. Communicate with surrounding municipalities for discussion on Land Uses and other related issues.
- C. Seek opportunities to enhance the provision of public services.
- D. Pursue cooperation and coordination between the Towns of Aurora and Ford and the Village of Gilman with respect to long-range planning and land use controls, especially along and near Village and Town borders.

Policies

- A. Encourage regular communication between the Village of Gilman, the municipalities of Western Taylor County, and Taylor County.
- B. Encourage cooperation between the Village, the county, and state agencies, such as the Department of Natural Resources, Department of Transportation, etc.
- C. Maintain existing intergovernmental cooperation with surrounding municipalities.
- D. Explore additional opportunities for intergovernmental and other agreement opportunities.
- E. Whenever there will be changes to the comprehensive plan, the village board should invite neighboring municipalities to a meeting where these changes are discussed.

Recommendations

- A. The communities of Western Taylor County may find it beneficial to sit down with the Taylor County Board and/or County department to discuss common concerns.
- B. Whenever a common problem arises, the communities of Western Taylor County should hold a joint meeting where their citizens can attend and attempt to develop a common solution.

8. LAND USE

Land use plays a pivotal role in a community's development. How a municipality chooses to use its land will determine how quickly and efficiently the community can develop. Being aware of the growth trends in housing, population and economic development can help the decision-making process when it comes to land use. The trends can be used to make projections, and the Village's policies and values can be used together with these projections to assess the desired growth.

Existing Land Use

The following examines the existing land use pattern for the Village of Gilman based on current land use records and Planning Commission input. The Village of Gilman is 2.34 square miles, or about 2,014 acres in size. The inventory of existing land use patterns is divided into ten (10) land use categories. These categories are depicted in the *Existing Land Use Map* (Map 1) and broken down into acreages in Table 24.

Agricultural

Lands used for raising crops and grazing animals.

Commercial

Retail sales establishments, restaurants, hotels/motels, and service stations.

Forested

Forested lands under private ownership and private forest woodlots.

Industrial

Lands used for manufacturing, refining, and mining.

Institutional

These lands include: government-owned administration buildings and offices; fire stations; hospitals and health care facilities; day care centers; public schools, colleges, and educational research lands; and lands of fraternal organizations. Cemeteries, churches, and other religious facilities are included in this land use category.

Recreational

Recreation lands under public or private ownership. Publicly owned recreational lands may include town parks, nature preserves or athletic fields, boat landings, campgrounds, etc. Examples of privately owned lands may include golf courses, campgrounds, marinas, shooting range, etc.

Residential

Lands with structures designed for human habitation including permanent, seasonal, and mobile housing units (not in a designated mobile home park) and recreational cabins and cottages.

Right-of-Way

A transportation corridor in which the legal status allows traffic of indicated types to pass through or operate a transportation facility. In the case of the Village of Gilman, the right-of-way lands are the railroad.

Undeveloped

Vacant area without any buildings, improvement, or infrastructure.

Utility

Lands used for generating and/or processing electronic, communication, or water, electricity, petroleum or other transmittable product, and for the disposal, waste processing, and/or recycling of byproducts.

Table 24: Village of Gilman Existing Land Use Classifications

Land Use Classification	Acres	Percent
Agricultural	757.4	37.6%
Commercial	22.5	1.1%
Forested	313.3	15.5%
Industrial	17.0	0.9%
Institutional	25.6	1.3%
Recreational	638.4	31.7%
Residential	166.8	8.3%
Right-of-Way	45.6	2.3%
Undeveloped	21.5	1.0%
Utility	6.1	0.3%
Total Acreage	2,014.20	100.00%

Source: NWRPC

Land Trends

It is a requirement of the land use element to analyze trends in land supply, demand, and price of land in the Village of Gilman. Historical information regarding land use trends in Gilman is largely unavailable. The best way to analyze land use trends and land supply is to use assessment data. Although the data can have limitations, this information can give a general overview of land use changes over a period of time. The following table provides property assessment data for the Village of Gilman from 2017 to 2023 for seven of the ten classes.

Table 25: Property Tax Assessment, Village of Gilman, WI 2017-2023

Year	Residential		Commercial		Manufacturing		Agriculture		Undeveloped		Ag Forest		Forest Lands	
	Parcels	Acres	Parcels	Acres	Parcels	Acres	Parcels	Acres	Parcels	Acres	Parcels	Acres	Parcels	Acres
2017	220	161	67	33	4	17	31	677	38	221	6	42	2	30
2018	220	164	69	37	4	17	32	664	39	232	5	22	3	50
2019	221	164	68	32	4	17	33	676	37	200	6	42	2	30
2020	225	165	68	31	4	17	33	676	36	199	6	42	2	30
2021	226	156	69	37	4	17	33	650	41	254	5	41	2	30
2022	227	160	69	37	4	17	33	649	41	252	5	41	2	30
2023	228	169	70	32	4	17	34	655	40	221	5	62	2	30
Change	8	8	3	-1	0	0	3	-22	2	0	-1	20	0	0

Source: WI Dept. of Revenue

Land Values

Land prices can change very quickly, because the price of land is based on the supply and demand of current land. If the amount of available land to develop is high, it pushes the prices lower. In the adverse way, if the amount of land available is low, the prices rise. As the land available must be developable, the government regulation of land use also plays an important role in the price of the land. Because the land market can differ greatly based on the municipality in which the land lies, the market price is not the best way to analyze the true value of the land within a municipality. The Wisconsin Department of Revenue Bureau of Equalization provides values for land and their improvements. The table below details the land values and improvement values according to the 2023 Statement of Assessments for the Village of Gilman.

Table 26: 2023 Assessed Land Values, Village of Gilman, WI

	Parcel Count	Value		
Real Estate Class	Parcels	Land	Improvements	Total
Residential	228	\$2,332,300	\$16,880,800	\$19,213,100
Commercial	70	\$851,200	\$3,339,800	\$4,191,000
Manufacturing	4	\$153,000	\$3,312,200	\$3,465,200
Agricultural	34	\$132,400	\$0	\$132,400
Undeveloped	40	\$200,500	\$0	\$200,500
Ag Forest	5	\$72,200	\$0	\$72,200
Forest	2	\$58,200	\$0	\$58,200
Other	2	\$29,000	\$56,900	\$85,900
Real Estate Totals	385	\$3,828,800	\$23,589,700	\$27,418,500

Source: WI Dept. of Revenue

Land Prices

As stated before, Market prices of land differ from location to location, making it difficult to generalize the market price of the land by just basing the value off the governmental unit in which it lies. The number of properties on the market at a given time affects the market value as well.

RE/MAX Realty, LLC was searched in mid-2024 to find all available properties within the Village limits. Based on the information at that time, non-waterfront properties ranged from a low of \$50,000 to \$138,000. This information represents a snapshot of the local housing market and does not include properties for sale by owner. The database includes only the listing, or asking price, not the actual sale price of residential properties.

Land Supply and Demand

As stated previously, land supply and demand is important and can be controlled greatly by the Village’s land use policies. General land supply in the Village incorporates all the land that is currently available to be developed. To be considered as available the land must be free from any environmental concerns that development would cause. On the other hand, land demand is the analysis of how much land will be needed in the future for residential, commercial, industrial and agricultural development. To determine the potential land need, the Village can use demand forecasts. The forecasts are based on past land demands. These forecasts should only be used as estimates as unforeseen circumstances such as changing demographics, economic conditions, or social values can impact the actual land demand. Using the Wisconsin Department of Revenue Statement of assessment and straight-line projections, the Village of Gilman can expect to see the need for more residential land to become available, while the need for commercial and agricultural land is anticipated to decrease slightly. Table 27 depicts these projections

Table 27: Village of Gilman Forecast Land Demand Projected 2025-2045

Land Use Type	Projected acres of land					
	2023	2025	2030	2035	2040	2045
Residential	169	177	185	194	203	212
Commercial	32	31	30	29	28	27
Agricultural	655	633	612	592	572	553
Manufacturing	17	17	17	17	17	17

Source: WI Dept. of Revenue and NWRPC

Future Land Use

The creation of the *Future Land Use Map* (Map 2) was completed as part of the comprehensive planning process. This map represents the Village’s vision for future land use and can be used as a guide for future planning. The Future land use map incorporates the elements of the comprehensive plan such as natural resources, economic development, housing, transportation, utilities, and community facilities. This map represents what the community is hoping will happen and should not be used as a prediction or as official zoning. Although the visual is not an official map, it shall guide decisions for local officials to manage and coordinate future development decisions.

Goals, Objectives, Policies, and Recommendations

Goals

- A. Encourage and direct growth and development that preserves the rural residential character of the Village, recognizes its physical or geological limitations, protects its significant natural resources and allows for a diversified and viable local economy.
- B. Ensure that floodway areas are protected from development.
- C. Control soil erosion from development and from agriculture.
- D. Require developers to prepare and implement effective erosion control plans.
- E. Provide a balance of land use to serve existing and future residents of the Village as well as non-residents, that allows for a strong economy and maintains the high quality of life that Gilman currently enjoys.
- F. Provide for a well-balanced mix of land uses within the Village of Gilman.

Objectives

- A. Minimize conflicts between adjacent land uses. Encourage development (both new and redevelopment) in buildable vacant areas of the Village that is consistent and compatible with surrounding areas.
- B. Encourage commercial, industrial, agricultural and residential developments to fit within the character of the area in their design, building character, scale, and long-term economic feasibility.
- C. Identify Gilman's natural resources, environmentally valuable features, open spaces, cultural and historic resources that should be afforded protection from development.
- D. Conserve the majority of land by focusing new areas of growth within or near existing areas of development where adequate public facilities and services exist or are planned.
- E. Realize the cost-effectiveness of utilizing the existing road network to accommodate any future development.

Policies

- A. Encourage safe and attractive developments. Ensure that the development site is physically suited to the proposed use, apply sound design and landscape principals in the planning, layout, and construction of new developments.
- B. Ensure that proposed uses are compatible with surrounding uses; give consideration to the opinions of neighboring landowners and interests of the Village in general.
- C. Review Comprehensive Plan projections at a suggested minimum every five-(5) years to evaluate the adequacy of future land use allocations.










Recommendations

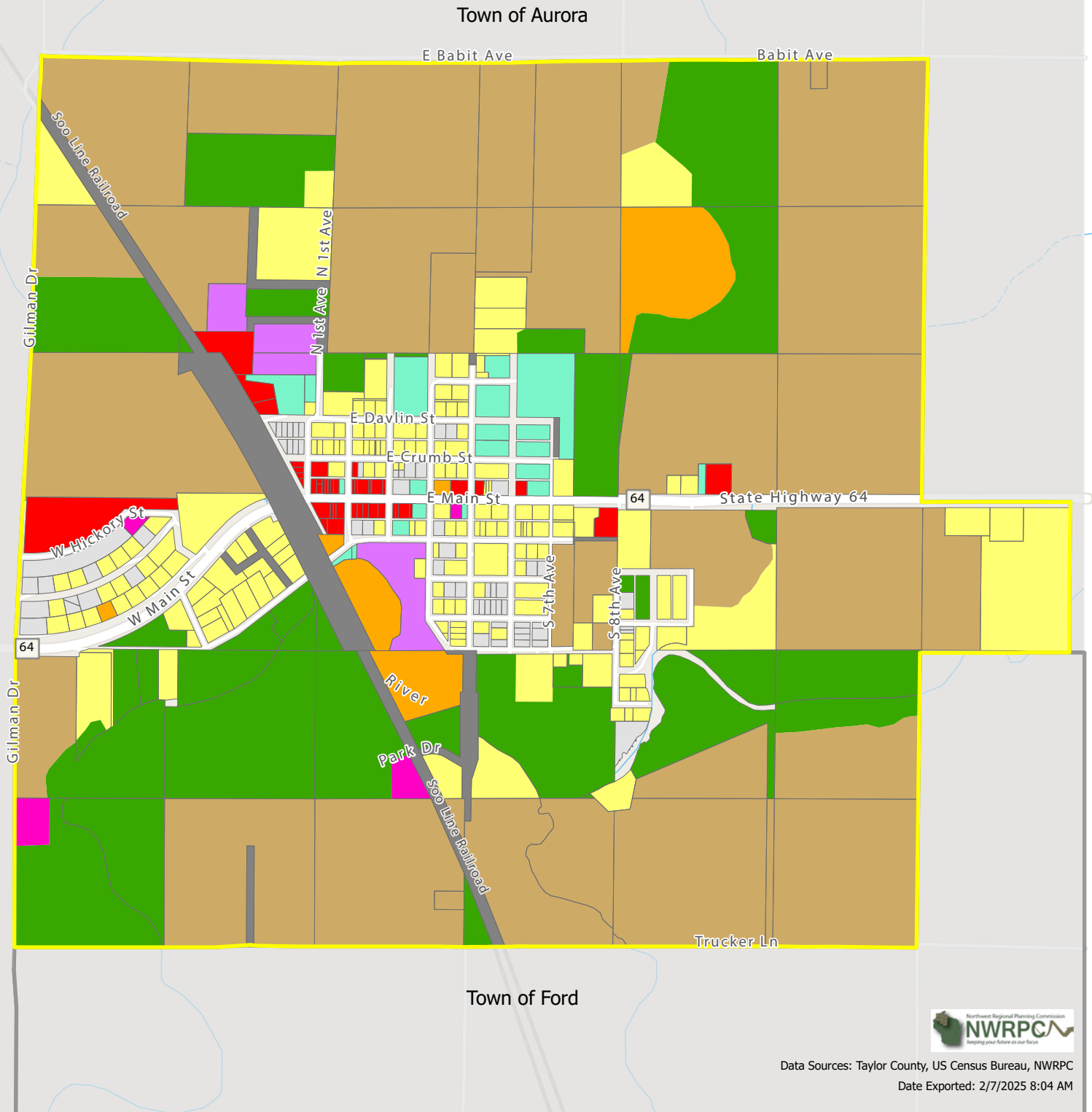
- A. The Village of Gilman should exercise its authority for extraterritorial plat review to ensure that development outside the village's borders is coordinated and compatible with development and services located within the village proper.

Village of Gilman

Comprehensive Plan 2024

Map 1: Existing Land Use












- | | | | | | |
|---|---------------|---|--------------|---|------------------|
|  | Agriculture |  | Recreation |  | Tax Parcel |
|  | Commercial |  | Residential |  | Village Boundary |
|  | Forested |  | Utility |  | Town Boundary |
|  | Industrial |  | Undeveloped | | |
|  | Institutional |  | Right-of-way | | |

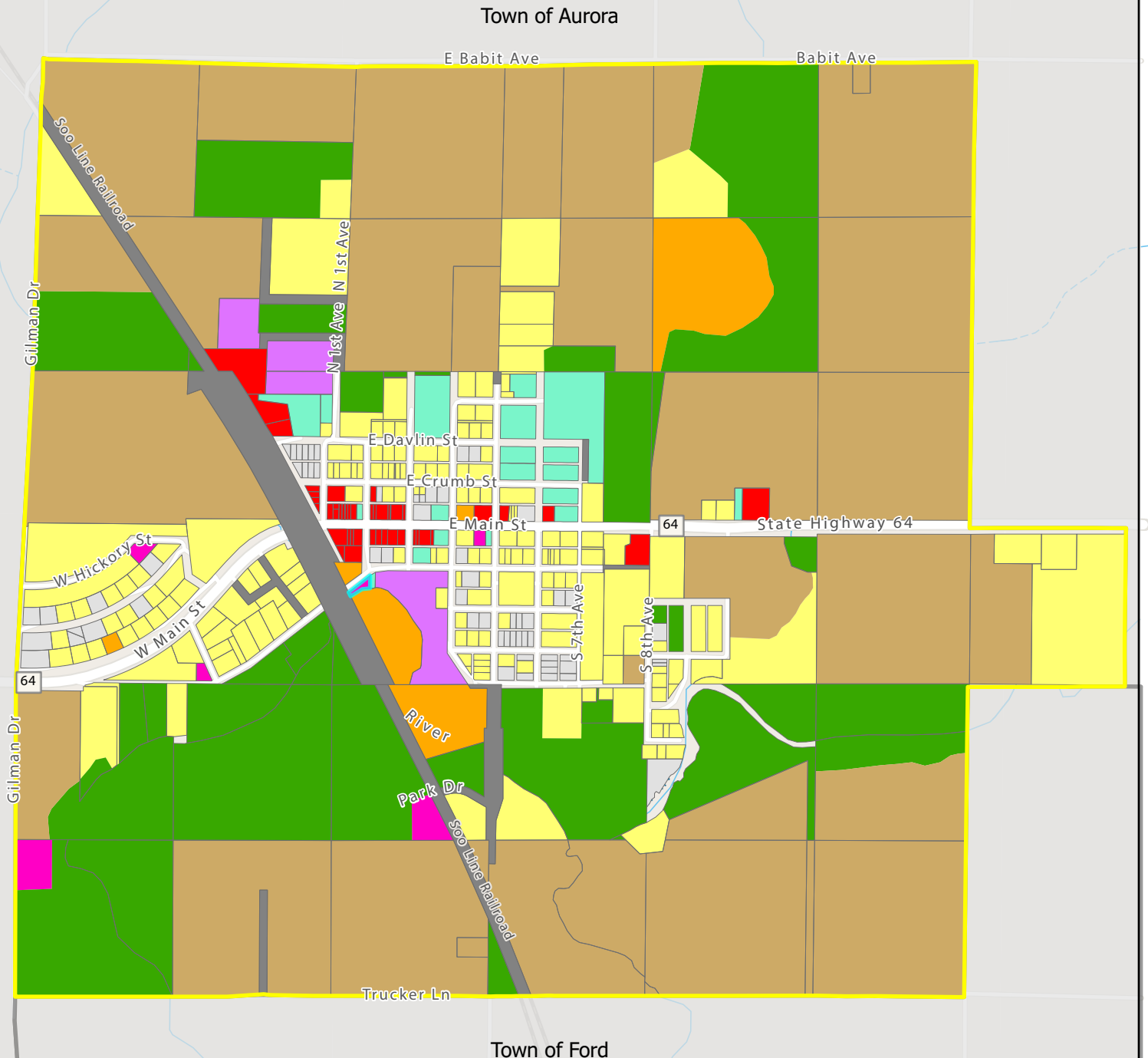


Village of Gilman

Comprehensive Plan 2024

Map 2: Future Land Use

- | | | | | | |
|---|---------------|---|--------------|---|------------------|
|  | Agriculture |  | Recreation |  | Tax Parcel |
|  | Commercial |  | Residential |  | Village Boundary |
|  | Forested |  | Utility |  | Town Boundary |
|  | Industrial |  | Undeveloped | | |
|  | Institutional |  | Right-of-way | | |



9. IMPLEMENTATION

Introduction

In comprehensive planning, implementation refers to the actions, strategies and programs that are used to put the comprehensive plan into place and to evaluate the goals, objectives and the policies of the plan. To begin the implementation process, the Village must start with a detailed assessment of any implementation tools the Village may already have, and the land use codes and ordinances already enacted.

How to Use the Plan

The State of Wisconsin Comprehensive Planning Law establishes the manner in which a Comprehensive Plan must be adopted by a community. The governing body of the Village of Gilman shall adopt written procedures that are designed to foster public participation including open discussions, communication programs, information services and public meetings for which advanced notice has been provided in every stage of the preparation of a Comprehensive Plan. The written procedures shall provide an opportunity for written comments on the Plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments. The Village Planning Commission is authorized to prepare or amend a comprehensive plan and may recommend the adoption or amendment of a Comprehensive Plan only by adopting a resolution by a majority vote of the entire Commission. The vote shall be recorded in the official minutes of the Planning Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of a comprehensive plan. One copy of an adopted Comprehensive Plan or of an amendment to such a plan, shall be sent to ALL of the following:

- Every governmental body that is located in whole or in part within the boundaries of the Village of Gilman.
- The Clerk of every local governmental unit that is adjacent to the Village of Gilman and that is the subject of the plan that is adopted or amended.
- The Department of Administration
- The Northwest Regional Planning Commission
- The public library that serves the area in which the Village of Gilman is located

No Comprehensive Plan that is recommended for adoption or amendment may take effect until the Village of Gilman enacts an ordinance that adopts the plan or amendment. . The Planning Commission has held a public hearing on **date** and recommended to the Village Board of Trustees that it adopt the Plan.

If the Village of Gilman engages in any of the following actions, those actions shall be consistent with the Village of Gilman's Comprehensive Plan.

- Official mapping established or amended under s. 62.23 (6)
- Local subdivision regulation under s. 236.45 or 236.46
- Village zoning ordinances enacted or amended under s. 62.23 (7)
- Zoning of shore lands or wetland in shore lands under s. 59.692, 61.351 or 62.231

The Village of Gilman Zoning ordinance was first adopted in 2000. The Village shall undertake a review of the Zoning Ordinance for compatibility and consistency with the various goals, objectives, and policies of the adopted comprehensive plan. The review period shall commence within 12 months of the initial adoption of the plan. Revision and final approval for the Zoning Ordinance shall be completed within 36 months of the initial plan adoption. For subsequent amendments or modifications to the Comprehensive Plan, the review of regulatory tools shall commence within 3 months of adoption, with revision and final approval to completion within 18 months of plan adoption.

In addition to reviewing the Zoning Ordinance, it is recommended that the Village update long-range studies of its capital needs in a comprehensive Capital Improvement Program (CIP). A long-range capital budget which uses the goals and objectives identified in the Comprehensive Plan should be developed and ultimately adopted. One aspect of the Capital Improvement Program (CIP) should be developing a framework for the addition and replacement of the Village's capital assets. This includes streets, water and sewer lines, municipal buildings, and major construction projects. The Village must anticipate the need for these capital improvements in formulating a comprehensive plan for efficiently acquiring and maintaining these assets without a decrease in the quality of the services provided to Village residents

Consistency During Plan Development

Wisconsin's Comprehensive Planning law states that a comprehensive plan must be free of any inconsistencies between the nine elements. The Village's comprehensive plan was developed in a coordinated and simultaneous effort to ensure consistency throughout all elements of the plan. Based on analysis of the planning process and plan itself there are no known inconsistencies between the planning elements.

The Village of Gilman Planning Committee and Village officials have thoroughly reviewed and approved all of the goals, objectives, and policies that are included in the eight other chapters of the comprehensive plan. All input given by the Planning Commission was taken into consideration during the drafting and review time.

As time goes by, inconsistencies between the plan and the current circumstances will increase, causing the need for amendments or updates to the comprehensive plan. The process used to develop any of these updates or amendments are outlined within the implementation portion of the comprehensive plan.

Measuring Plan Progress

Wisconsin's Comprehensive Planning Law requires the implementation chapter of a comprehensive plan to include a method to measure the Village's progress in achieving all aspects of the Comprehensive Plan. By evaluating progress and completion of the goals and objectives described throughout the proceeding eight chapters, the Village can measure the effectiveness of the adopted plan. The goals and objectives charts within the action plan can be used to determine whether those goals are being met. The goals and objectives should be reviewed periodically to ensure progress and accuracy.

Action Plan

This Comprehensive Land Use Plan provides a guide toward the orderly development of the Village of Gilman for the health, safety, and general welfare of its existing and future residents. A major purpose of the Comprehensive Plan is to serve as a guide for the development within the community and its broader planning area. This Plan sets forth the planning goals, objectives, and policies of the Village to the public and potential land developers. The Plan also provides the guidance necessary to determine whether proposed development projects in Gilman will assist the Village in reaching its long-range goals. The Comprehensive Plan's Land Use Map designates the recommended land uses for the entirety of the Village and its planning area.

Much of the Comprehensive Plan is general in its approach. The primary purpose of the Comprehensive Plan is to be an overall guide to future land use, rather than to provide lot standards for development. Therefore, the concepts and recommendations of the Plan must be fine tuned as Village officials, residents, and developers interpret and make specific land use decisions regarding its recommendations. Thus, the Comprehensive Plan is not self-enacting. To have relevance it shall be used as a reference for making specific land use decisions regarding annexations, zoning (including map and text amendments), special uses, variation, subdivision improvements, the placement of public buildings, and other public improvements.

There are numerous goals and objectives in this plan, some of which may take several years to realize. It is recommended that the Village Board review the relevant goals during planning and budget setting sessions.

Issues and opportunities

Task	Responsible Party(ies)	Estimated Timing
Goal A: Adopt and implement a Comprehensive Plan which provides policy guidelines for growth management, particularly regarding land use and supporting infrastructure, and which furthers protection of the environment and community's quality of life.	Planning Commission Village Board of Trustees Public Participation	Spring 2025
Goal B: Foster orderly and efficient development pattern containing a system of land uses, including agriculture, residential, commercial, industrial and public uses, efficiently served by a transportation system and community facilities and services, which provides a broad economic base, safe healthy living conditions and is sensitive to social needs and environmental qualities.	Planning Commission Village Board of Trustees Public Participation	Ongoing
Goal C: Balance appropriate land use regulations and individual property rights with Village interest and goals.	Planning Commission Village Board of Trustees Public Participation	Ongoing
Goal D: Encourage a pattern of community growth and development that will provide a quality living environment.	Planning Commission Village Board of Trustees Public Participation	Ongoing
Goal E: Increase community awareness, support, and involvement in growth management and water conservation efforts.	Planning Commission WI DNR Public Participation	Ongoing
Goal F: Strengthen local control of land use decisions through cooperation and communication between the Village of Gilman, Taylor County and surrounding towns.	Planning Commission Village Board of Trustees Taylor County Surrounding Townships Public Participation	Ongoing
Goal G: Continue with Village policies and necessary services that will attract new residents to the village.	Village Board of Trustees	Ongoing
Goal H: Develop strategy that will increase jobs within the Village to attract new residents.	Planning Commission Village Board of Trustees Economic Development & Housing Committee	
Goal I: Develop the concept that the Village is a safe haven for families.	First Impressions Committee Village Board of Trustees Parks, Recreation, & Landscape	Ongoing
Goal J: Provide opportunities for a mix of lifestyles and living environments and provide for a mix of uses for the Village of Gilman community. This includes agriculture and rural uses, a range of housing densities, a variety of commercial land uses, and industrial development.	Planning Commission Village Board of Trustees Public Participation	Ongoing

Task	Responsible Party(ies)	Estimated Timing
Goal K: Assess the need for changes in the implementation process and/or Comprehensive Plan revisions. Allocate budget and/or manpower to accomplish any necessary revisions every five years.	Planning Commission Village Board of Trustees Public Participation	2030, 2035, and 2040 or when the need arises.
Objective A: Inform the public as to the purpose and content of the Comprehensive Plan through document dissemination, the use of various media, and information from the Village of Gilman Board of Trustees.	Planning Commission Village Board of Trustees Public Participation	Ongoing
Objective B: Evaluate and revise land use control mechanism as necessary to reflect the policies in the Comprehensive Plan.	Planning Commission Village Board of Trustees	As necessary
Objective C: Establish a development review process whereby all interested parties are afforded an opportunity to influence the outcome, and which objectively examine the quality of a proposed development and the potential long-term positive and negative impact on the Village.	Planning Commission Village Board of Trustees Public Participation	
Objective D: Celebrate our area's heritage in festivals and other community events.	First Impressions Committee	Yearly
Objective E: Work with the county to establish a mutually beneficial decision-making procedure that integrates and is consistent with the comprehensive plan.	Village Board of Trustees Taylor County	

Housing

Task	Responsible Party(ies)	Estimated Timing
Goal A: Increase the supply of affordable housing.	Planning Commission Village Board of Trustees Economic Development & Housing Committee	Evaluate Yearly
Goal B: Strengthen and establish neighborhoods by finding new uses for abandoned and underused land.	Planning Commission Village Board of Trustees	Ongoing
Goal C: Ensure that the fair housing rights of all citizens are protected.	Taylor County Housing Authority Economic Development & Housing Committee	Ongoing
Goal D: Maintain the environmental assets of the community so that the Village of Gilman continues to be an attractive place to live.	First Impressions Committee Tree Board	Ongoing
Goal E: Continue to promote the CDBG Housing Rehabilitation Revolving Loan Fund to assist low-to moderate income citizens and seek additional Housing Revolving Loan Funds to assist village residents.	Economic Development & Housing Committee Taylor County Housing Authority	Ongoing

Task	Responsible Party(ies)	Estimated Timing
Goal F: Protect the character of existing residential neighborhoods.	First Impressions Committee Improvements & Services Village Board of Trustees Taylor County Housing Authority	Ongoing
Goal G: Encourage development in those areas already exhibiting housing development and already having the necessary infrastructure.	Economic Development & Housing Committee Planning Commission Village Board of Trustees	Ongoing
Objective A: Promote the rehabilitation of houses assisting the owners with the Village's CDBG Housing Rehabilitation Loans and other assistance programs such as WHEDA.	Economic Development & Housing Committee Taylor County Housing Authority	Evaluate Yearly
Objective B: Allow for a variety of housing choices including single family, duplexes, and apartments.	Planning Commission Village Board of Trustees	Ongoing
Objective C: Promote decent, safe, and sanitary housing.	Economic Development & Housing Committee Taylor County Housing Authority	Ongoing
Objective D: Encourage future residential development in areas that can be served conveniently and economically with public utilities and community facilities and services.	Planning Commission Improvements & Services Committee Village Board of Trustees Taylor County Housing Authority	Ongoing
Objective E: Promote the availability of state and federal housing funds for the development or redevelopment of all housing.	Planning Commission Village Board of Trustees Taylor County Housing Authority	Ongoing

Transportation

Task	Responsible Party(ies)	Estimated Timing
Goal A: Provide an integrated, efficient and economical transportation system that affords mobility, convenience, safety, and that meets the needs of all citizens, including senior and disabled citizens.	Planning Commission Public Safety and Protection Improvements & Services	Ongoing
Goal B: Promote ways to improve non-motorized transportation alternatives.		Ongoing
Goal C: Work collaboratively with Taylor County, and the Towns of Aurora and Ford to determine and classify responsibilities for existing roads which serve as a collector as well as having a local function.	Village Board of Trustees Taylor County Town of Aurora Town of Ford Improvements & Services Committee Public Works Taylor County Highway Department	Ongoing
Goal D: Retain the Characteristics of existing roads by continuing the process of establishing curb and gutter and blacktop surface.	Improvements & Services Committee Public Works	Ongoing
Goal E: Maintain and upgrade Gilman's roadway infrastructure to provide better vehicular access and circulation.	Improvements & Services Committee Planning Commission Public Works	Evaluate Annually

Task	Responsible Party(ies)	Estimated Timing
Goal F: Make the improvement of existing roadways in the Village of Gilman the highest transportation priority. Unsafe conditions should be addressed as quickly as possible. Village streets will provide an attractive environment and be safe for pedestrians, bikers, and drivers.	Improvements & Services Committee Planning Commission Public Works Taylor County Highway Department	Evaluate Annually
Objective A: Provide a transportation system that allows for safe and efficient movement of motor vehicles, bicycles, non-motorized vehicles, and pedestrian traffic within the Village of Gilman.	Planning Commission Village Board of Trustees Public Works	Ongoing
Objective B: Continue to develop and revise a 5-year street plan to improve the roadways within the Village.	Planning Commission Village Board of Trustees Improvements & Services Committee	2030, 2035, 2040 and as necessary
Objective C: Provide and maintain adequate and convenient public parking facilities.	Improvements & Services Committee Public Works	Ongoing
Objective D: Utilize and update existing transportation related plans including sidewalk plans.	Improvements & Services Committee Planning Commission	As necessary
Objective E: Increase the use of WISLR evaluation rating system for road maintenance and project budgeting purposes.	Planning Commission Finance Committee Improvements & Services Committee Village Board of Trustees	Evaluate Annually

Utilities and Community Facilities

Task	Responsible Party(ies)	Estimated Timing
Goal A: Continue the Tving of the Village Sanitary Sewer system.	Improvements and Services Committee Public Works	Ongoing
Goal B: Seek additional funding, such as CDBG, to allow the Village to replace damaged sanitary sewer lines.	Village Board of Trustees Planning Commission Improvements & Services Committee	
Goal C: Evaluate the present sanitary sewer pump station and set aside money for future improvements.	Improvements & Services Committee Public Works Finance Committee	
Goal D: Continue to place curb stops along developed streets,	Improvements and Services Committee Public Works	Evaluate Annually
Goal 5: Install water and sewer lines into the industrial park.	Improvements and Services Committee Public Works	
Goal E: Continue evaluating the need for a long-range recreation plan.	Village Board of Trustees Planning Commission Parks, Recreation, & Landscape Committee	
Goal F: Continue working with the Taylor County Sheriff's Department to assist with our police protection.	Taylor County Sherriff's Department Public Safety & Protection Village of Gilman Police Department	Ongoing
Goal G: Continue working with the 10 Townships and 1 Village to upgrade our Western Taylor County Emergency Plan.	Taylor County Planning Commission	

Task	Responsible Party(ies)	Estimated Timing
Objective A: Participate in the five-year update of the Taylor County Hazard Mitigation Plan.	Improvements and Services Committee Public Works Taylor County	2025, 2030, 2035
Objective B: Maintain its excellence as a service provider.	Improvements and Services Committee Public Works	Ongoing
Objective C: Work with the State Forester to evaluate the health of existing trees and educate its residents about residential trees.	Tree Board State Forester WI DNR	Ongoing
Objective D: Provide sanitary sewer, water and other necessary utilities to existing and planned future development.	Improvements and Services Committee Public Works	Ongoing
Objective E: Continue to provide health and medical facilities and social services to meet the needs of all residents.	Surrounding Medical Providers Public Safety & Protection Taylor County Ambulance Service	Ongoing
Objective F: Provide park and recreation facilities to serve all existing and future residential areas.	Planning Commission Parks, Recreation, & Landscape Committee	Ongoing
Objective G: Preserve structures and sites that reflect the historical and natural heritage of the area.	Planning Commission First Impressions Committee	Ongoing
Objective H: Promote library use and community activities at the library.	Western Taylor County Public Library Library Board	Ongoing
Objective I: Maintain and pursue additional cooperation with surrounding towns to avoid duplication of facilities and increase the cost effectiveness of services provided to residents.	Taylor County Surrounding Towns	Ongoing

5. Natural, Agricultural & Cultural Resources

Task	Responsible Party(ies)	Estimated Timing
Goal A: Protect and enhance rivers and streams to preserve their ecological, recreational, and scenic values.	Planning Commission Village Board of Trustees WI DNR Parks, Recreation, & Landscape Committee	Ongoing
Goal B: Encourage stewardship of private forestland to limit adverse impacts on soil and water resources and enhance sustainable resource use.	WI DNR Parks, Recreation, & Landscape Committee Tree Board Public Participation	Ongoing
Goal C: Promote land use practices that ensure sustainable use of soil resources.	Planning Commission Village Board of Trustees WI DNR Parks, Recreation, & Landscape Committee	Ongoing
Goal D: Continue with the Tree Management Plan, improving our urban forest, finding additional courses for the village employees, and working to educate the public on the value of our forest.	WI DNR Parks, Recreation, & Landscape Committee Tree Board	Ongoing

Task	Responsible Party(ies)	Estimated Timing
Goal E: Encourage the continuance of the agricultural industry in the Village of Gilman.	Planning Commission Village Board of Trustees	Ongoing
Goal F: Perpetuate pride and the recognition of The Village of Gilman's history and cultural diversity.	Parks, Recreation, & Landscape Committee First Impressions Committee	Ongoing
Goal G: Examine how best to meet the needs for parks, recreation, and open space.	Parks, Recreation, & Landscape Committee Planning Commission	Ongoing
Goal H: Encourage identification and protection of historic and cultural resources.	Wisconsin Historical Society Planning Commission	Ongoing
Goal I: Maintain, preserve, and enhance the Village's rural atmosphere which contributes to the quality of life.	Parks, Recreation, & Landscape Committee First Impressions Committee	Ongoing
Objective A: Identify, manage, preserve, and protect natural resources.	Parks, Recreation, & Landscape Committee WI DNR Planning Commission	Ongoing
Objective B: Make the general public more aware that historic and cultural arts are an integral part of our community.	Wisconsin Historical Society First Impressions Committee	Ongoing
Objective C: Protect prime farmland soils for agricultural or open spaces.	Planning Commission Village Board of Trustees	Ongoing
Objective D: Manage growth to protect Village open spaces which through their preservation would conserve and enhance natural or scenic resources; protect streams, water supply/quality, and fish and wildlife habitat; promote conservation of soils, wetland, and woodlands; enhance the value of adjoining public lands; maintain and improve public and private recreational opportunities; and/or preserve historic and cultural resources.	Planning Commission Village Board of Trustees Wisconsin Historical Society WI DNR	Ongoing

Economic Development

Task	Responsible Party(ies)	Estimated Timing
Goal A: Host an area-wide event to assess the positive and negative aspects of our area, their view of the future & suggest ways to improve the economic livelihood of the area.	Planning Commission Economic Development & Housing Committee	
Goal B: Develop the means to finance economic development through an entire area.	Finance Committee Planning Commission Village Board of Trustees Federal and State Lenders	
Goal C: Seek ways to attract new industry/business.	Economic Development & Housing Committee	Ongoing

Task	Responsible Party(ies)	Estimated Timing
Goal D: Seek ways to expand our Agri-business opportunities.	Economic Development & Housing Committee Planning Commission	Ongoing
Goal E: Seek ways to develop a spirit of cooperation with the surrounding townships and villages.	Economic Development & Housing Committee Planning Commission Surrounding Municipalities	Ongoing
Goal F: Seek ways to attract former residents of the school district to return to retire and/or to start a new business or industry.	Economic Development & Housing Committee Regional/Local Economic Development Agencies	Ongoing
Goal G: Continue to Support the Gilman Development Foundation.	Village of Gilman Surrounding Municipalities	Ongoing
Goal H: Develop an area wide economic brochure to attract new industry/business.	Economic Development & Housing Committee Planning Commission Surrounding Municipalities	
Goal I: Encourage renovation and new development that respects the established historic character of the downtown.	Economic Development & Housing Committee Planning Commission First Impressions Committee	Ongoing
Goal J: Be willing to work for the development of small businesses.	Planning Commission Village board of Trustees	Ongoing
Goal K: Encourage a business climate, which is conducive to new development and expansion/retention of business and industry to provide greater job opportunities and employment/economic stability.	Economic Development & Housing Committee Planning Commission Village Board of Trustees	Ongoing
Goal L: Encourage infrastructure development and services necessary to serve new development.	Village Board of Trustees Improvements & Services Committee Public Works	Ongoing
Goal M: Continue to develop cooperative relationships with local, state, and federal funding sources.	Village of Gilman Federal and State Agencies/Lenders Taylor County Resources	Ongoing
Objective A: Encourage commercial and industrial development that will reflect the effective use of the village's human and natural resources.	Economic Development & Housing Committee Planning Commission Parks, Recreation, & Landscape Committee	Ongoing
Objective B: Encourage industrial development where access to needed transportation is available and appropriate.	Planning Commission Village Board of Trustees	Ongoing
Objective C: Support agriculture and tourism as a preferred industry and strong component of our local economy which provides the Village with revenue at a minimal cost of services and supports related agricultural processing and service industries.	Economic Development & Housing Committee Planning Commission Village Board of Trustees	Ongoing

Task	Responsible Party(ies)	Estimated Timing
Objective D: Seek Village businesses which strengthen and diversify the economic base, expand and enhance the tax base, improve wage and salary levels (i.e. family wage jobs), increase the variety of job opportunities, utilizes the resident labor force and pays for their own infrastructure.	Economic Development & Housing Committee Planning Commission Village Board of Trustees Regional/Local Economic Development Agencies	Ongoing
Objective E: Ensure that there is sufficient prime commercial and industrial land to accommodate desired economic growth in the Village of Gilman.	Planning Commission Village Board of Trustees	Ongoing

Intergovernmental Cooperation

Task	Responsible Party(ies)	Estimated Timing
Goal A: Work cooperatively with surrounding communities to achieve a mutual benefit in the provision of services.	Village of Gilman Surrounding Municipalities Public Safety & Protection Improvements and Services Committee	Ongoing
Goal B: Work cooperatively with surrounding communities and the County, if applicable, in the purchase of commonly used supplies.	Village of Gilman Surrounding Municipalities Public Safety & Protection Improvements and Services Committee	Ongoing
Goal C: Continue to improve intergovernmental communication between various service providers such as municipalities, utility providers, school district, fire districts, police, etc.	Village of Gilman Surrounding Municipalities Public Safety & Protection Improvements and Services Committee	Ongoing
Goal D: Organize a semi-annual meeting of the village president and townships chairmen and clerks to discuss common issues. Meeting should rotate among the members communities.	Village of Gilman Surrounding Municipalities	2025 and Ongoing
Objective A: Share services across municipal borders wherever possible.	Village of Gilman Surrounding Municipalities Public Safety & Protection Improvements and Services Committee	Ongoing
Objective B: Communicate with surrounding municipalities for discussion on Land Uses and other related issues.	Village of Gilman Surrounding Municipalities	Ongoing
Objective C: Seek opportunities to enhance the provision of public services.	Village of Gilman Surrounding Municipalities Public Safety & Protection Improvements and Services Committee	Ongoing
Objective D: Pursue cooperation and coordination between the Towns of Aurora and Ford and the Village of Gilman with respect to long-range planning and land use controls, especially along and near Village and Town borders.	Village of Gilman Town of Aurora Town of Ford	Ongoing

Land use

Task	Responsible Party(ies)	Estimated Timing
Goal A: Encourage and direct growth and development that preserves the rural residential character of the Village, recognizes its physical or geological limitations, protects its significant natural resources and allows for a diversified and viable local economy.	Economic Development & Housing Committee Planning Commission WI DNR Village Board of Trustees Parks, Recreation, & Landscape Committee	Ongoing
Goal B: Ensure that floodway areas are protected from development.	Planning Commission WI DNR FEMA Village Board of Trustees	Ongoing
Goal C: Control soil erosion from development and agriculture.	Planning Commission WI DNR Village Board of Trustees	Ongoing
Goal D: Require developers to prepare and implement effective erosion control plans.	Planning Commission WI DNR Village Board of Trustees	Ongoing
Goal E: Provide a balance of land use to serve existing and future residents of the Village as well as non-residents, that allows for a strong economy and maintains the high quality of life that Gilman currently enjoys.	Planning Commission Village Board of Trustees	Ongoing
Goal F: Provide for a well-balanced mix of land uses within the Village of Gilman.	Planning Commission Village Board of Trustees	Ongoing
Objective A: Minimize conflicts between adjacent land uses. Encourage development (both new and redevelopment) in buildable vacant areas of the Village that is consistent and compatible with surrounding areas.	Planning Commission Village Board of Trustees	Ongoing
Objective B: Encourage commercial, industrial, agricultural and residential developments to fit within the character of the area in their design, building character, scale, and long-term economic feasibility.	Planning Commission Village Board of Trustees	Ongoing
Objective C: Identify Gilman’s natural resources, environmentally valuable features, open spaces, cultural and historic resources that should be afforded protection from development.	Planning Commission Village Board of Trustees Wisconsin Historical Society WI DNR	
Objective D: Conserve the majority of land by focusing new areas of growth within or near existing areas of development where adequate public facilities and services exist or are planned.	Planning Commission Village Board of Trustees	Ongoing
Objective E: Realize the cost-effectiveness of utilizing the existing road network to accommodate any future development.	Planning Commission Village Board of Trustees Improvements and Services Committee Public Works	Ongoing

Future Amendments or Plan Updates

State Statutes section 66.1001(2)(I), states that the comprehensive plan shall be updated no less than once every ten-(10) years. To comply with this requirement, the Village of Gilman will need to undertake a complete update of this nine-chapter document and appendices by the year 2035. The Village may commence the update any time prior to 2035 as Village conditions or need change.

To assure that our Comprehensive Plan will continue to provide useful guidance regarding development within the Village the Village Planning Commission should periodically review and amend the Comprehensive Plan to ensure that it remains relevant and reflects current Village values and priorities.

At the Village Board's regular June Meeting, the Village Planning Committee shall review this plan and make recommendations for any necessary changes. Discussion should include a review of the number and types of amendments approved throughout the previous year, as well as those that were denied. This information serves to gauge the adequacy of existing policies; multiple changes indicate policy areas in need of re-assessment. Other topics would include changes to either the development market or resident attitudes toward different aspects of Village life. As a result of this discussion, the Planning Commission would recommend either no changes to the Plan, or one or more specific changes that should be addressed. If an amendment to the current plan is proposed the Village should be guided by the following policies to ensure the integrity of the comprehensive plan.

Amendment Guide

The following may submit an application for a Comprehensive Plan amendment. The applicant that proposes an amendment to Future Land Use Map shall have the burden of proof to show that the proposed amendment is in the public interest and internally consistent with the remainder of the Plan.

- Village of Gilman Board of Trustees
- Village of Gilman Planning Commission
- Any Village of Gilman resident
- Any person having title to land within the Village of Gilman
- Any person having a contractual interest in land to be affected by a proposed amendment
- Any agent of the above

Application and Review Procedure:

- Submittal of Application. The applicant shall submit a complete application to the Village Clerk. A copy of the application shall be forwarded by the Clerk to each member of the Planning Commission.
- Application Review. The Planning Commission shall review the application at one of its regular or special meetings for compliance with the Comprehensive Plan. Upon conclusion of their review, the Planning Commission shall make a written recommendation to the Village Board for either approval or denial. This recommendation shall include findings of facts to justify the recommendation.
- The Village Board shall hold a public hearing on the request, per State Statute requirements. After reviewing the application, the Village Board shall make a decision to deny or approve the proposed changes. Such revisions to the proposed amendment shall be limited in scope to those matters considered in the public hearing.
- Update History of Adoption and Amendment. The Planning Commission shall establish a table entitled "History of Adoption and Amendment" for the purpose of keeping records on Plan amendments.

Application Requirements:

- An application submitted by a resident/landowner/agent to amend the Future Land Use Map shall include the following:
- A scale drawing of the subject property.
- A legal description of each of the parcels in the subject property.
- A map of existing land uses occurring on and around the subject property.
- A written description of the proposed change.
- A written statement outlining the reason(s) for the amendment.
- Other supporting information the Village or applicant deems appropriate.

Other Amendments: For all other types of amendments, the applicant who is a resident/landowner/agent shall include the following:

- A written description of the proposed change.
- A written statement outlining the reason(s) for the amendment.
- Other supporting information the Village or applicant deems appropriate.
- Special Consideration for Plan Amendments.

Internal Consistency. Amendments shall be made so as to preserve the internal consistency of the entire Comprehensive Plan.

Granting Special Privileges or Placing Limitations Not Permitted. No amendment to change the Future Land Use Map shall contain special privileges or rights or any conditions, limitations, or requirements not applicable to all other lands in the district.

- The amendment shall not create an adverse impact on adjacent land/land uses.
- The amendment shall not create an adverse impact on public facilities and service.

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