

Village of Gresham Comprehensive Plan



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Table of Contents

Acknowledgements

Table of Contents

Introduction

Sections:

1. Issues and Opportunities
 2. Natural, Agricultural & Cultural Resources
 3. Housing
 4. Transportation
 5. Utilities & Community Facilities
 6. Economic Development
 7. Land Use
 8. Intergovernmental Cooperation
 9. Implementation
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Attachments:

1. 2000 Census Summary
2. Public Participation Plan
3. DOT Street Map

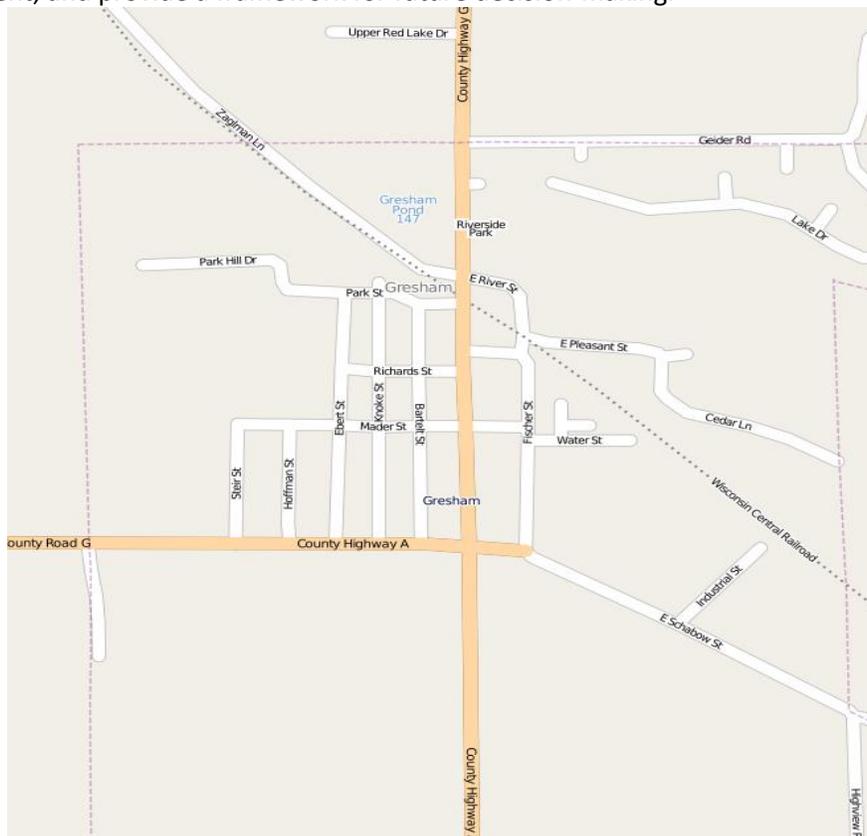
Introduction

Centrally located in Shawano County the Village of Gresham influences and opportunities are many. Adjoined to State Highway the Village has ease of access numerous metropolitan areas to the east, west and south. The Village is bound by both the Town of Red Springs and the Town of Herman. Within a few miles are the Indian Reservations of the Menominee's and



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Stockbridge-Munsee tribes. The Village is filled mostly with residential neighborhoods, local service businesses and some manufacturing. The Village maintains a primarily independent atmosphere. The Village generates a good portion of it electricity through the use of two dams located on the Red river. The Village itself is surrounded by areas of good fishing and hunting. Area opportunities for recreational activity are numerous: biking, snowmobiling, ATVing, camping, and horseback riding are just a few. The Village of Gresham Comprehensive plan is intended to explore influencing factors of the Village's growth and development, and provide a framework for future decision-making.



Purpose and Scope

Wisconsin State Statutes defines the nine areas that need to be addressed in a community's comprehensive plan. This plan includes each of those functional areas. This plan is based on the premise that a comprehensive plan should address all aspects that make up a community and its quality of life, and include those governmental and nongovernmental groups that can in some way affect a community.

Required Elements in a Comprehensive Plan

1. Issues and Opportunities Element
2. Housing Element
3. Transportation Element
4. Utilities and Community Facilities Element
5. Agricultural, Natural Resources and Cultural Resources
6. Economic Development Element
7. Intergovernmental Cooperation Element
8. Land Use Element
9. Implementation Element



Vision Statement

The Village of Gresham is a residential community formed along the Red River with a history steeped in agriculture and logging. Gresham provides a rural setting for hard-working, community minded individuals who maintain the values of a strong school, family ethics, and Christianity.

Thoughtful of the residents and the history of Gresham, the Village Board recognizes the values of the community. Creating a plan for the future to provide for growth of businesses and residential areas that have safe access and availability of utilities is a priority. Development of areas for recreational use and industrial development will be maintained as a goal to attract economic development and aid in attracting new residents to the area. The Village shall work to maintain availability of education, employment opportunity, safety, and land use guidelines as a staple of this planning document.

The goals, objectives and policies from each element of this Comprehensive Plan help guide the vision and provide policy guidance that the Village Board, planning committee, residents and other interested groups need to guide the future preservation, development, and redevelopment of Gresham for years to come.

The quality of life that a community can offer depends on multiple interrelated factors. These factors can contribute positively or negatively into each individuals well being and to the overall health of the community. The following list of factors is addressed at differing degrees throughout this plan.

- Physical development
- Economic opportunity
- Social opportunity
- Recreational opportunity
- Civic engagement
- Cultural engagement
- Environmental health
- Aesthetics/beauty
- Collective and individual security and freedoms
- Educational opportunity

The Village of Gresham Comprehensive Plan is intended as a framework for community-wide action that must come from all segments of the community, not just from the governing bodies of the Village. Everyone must be involved and dedicated to making improvements and to continue those efforts that have had a positive influence.

The plan is intended to detail an all encompassing vision for the Village. It is a declaration reflecting community pride and a statement of how residents want their communities to manage growth and development in the future. The plan is designed to help elected officials make decisions that reflect the near- and long-term wishes of the residents. Designed to prioritize human and financial resources the plan will provide necessary public infrastructure and amenities needed to maintain a high quality of life. The underlying goal of the plan is to foster a sustainable economy that is in keeping with local character of the Village.

14 Overall Goals of the Comprehensive Plan

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including: wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental utility costs.
6. Preservation of cultural, historic and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout the community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

The Comprehensive Plan is being prepared under the State of Wisconsin's comprehensive planning law contained in §66.1001, Wisconsin Statutes. This Plan meets all of the statutory elements and requirements.

The nine chapters of this Plan contain all of the required elements listed above. Each chapter opens with background information on the element described, followed by an outline of the Village's policy desires related to that element, and ends with detailed recommendations for the element. The last chapter (Implementation) provides direction to ensure the implementation of this plan.

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1. Issues and Opportunities Element

1. Overall Plan Process

A. Purpose of the Plan

The Village of Gresham Comprehensive Plan is intended to be the will-of-the-people in writing for land use planning. When the people's desires in this community change, so too should this document. Local officials shall use this document to save time when making land use decisions. This Plan will also assist in development and management issues of public administration by addressing short-range and long-range concerns regarding development, and preservation of the community. Numerous reasons exist for developing a comprehensive plan.

- To identify areas appropriate for development and preservation over the next 20 years.
- For recommending land uses in specific areas of the village
- To direct the appropriate mix of housing opportunities that demographics dictate.
- To guide elected officials with town derived objectives for making land use decisions.

B. Public Participation and Survey

Wisconsin's State Statute 66.1001 requires municipalities to adopt written procedures that are designed to foster a wide range of public participation throughout the planning process. The main goal is to make all village residents aware of how and when this plan is being created, so residents can make suggestions during this process. The Village formally adopted a Public Participation Plan in June 2008, which provides for several methods that will enlist public input into the planning process, including posting of all meetings and surveys of the community.

As part of the public participation process the Village of Gresham conducted a survey of property owners. Of the total 243 surveys that were mailed out in November of 2008, 75 were returned for a return rate of 31%. Respondents were asked about the types of growth that they would support in the Village.

2. Population Trends and Forecasts

The Village of Gresham experienced an overall population increase of 28.3 % between 1950 and 2000, from 427 residents to 575. As shown in Figure 1.

	1950	1960	1970	1980	1990	2000
Village of Gresham	427	458	448	534	515	575
City of Shawano	5894	6103	6488	7013	7598	8298
Village of Wittenberg	874	892	895	997	1145	1177
Town of Bartleme	470	338	399	583	618	700
Town of Bell Plaine	1378	1545	1636	1626	1792	1867
Town of Grant	953	957	912	976	946	974
Town of Pella	789	731	734	788	885	877
Town of Red Springs	707	506	474	524	614	981
Town of Herman	902	848	759	834	739	741
Town of Richmond	1154	1336	1397	1543	1587	1719
Town of Seneca	600	576	532	525	538	567
Shawano County	32576	32006	32650	35928	37157	40664
Wisconsin	3434575	3951777	4417731	4705767	4891769	5363675

Source: U.S. Census of Population and Housing

Figure 2 indicates that the Village has had average growth during the period from 1950 to 2000, when compared to neighboring communities. From the periods of 1970 to 1980 and 1990 to 2000 growth was above average in comparison to the surrounding communities. The data shows that villages and cities had greater growth than that of the local towns.

	1950-1960	1960-1970	1970-1980	1980-1990	1990-2000	1950-2000	1970-2000
Village of Gresham	7.3	-2.2	19.2	-3.6	11.7	34.7	28.3
City of Shawano	3.5	6.3	8.1	8.3	9.2	40.8	27.9
Village of Wittenberg	2.1	0.3	11.4	14.8	2.8	34.7	31.5
Town of Bartleme	-28.1	18.0	46.1	6.0	13.3	48.9	75.4
Town of Bell Plaine	12.1	5.9	-0.6	10.2	4.2	35.5	14.1
Town of Grant	0.4	-4.7	7.0	-3.1	3.0	2.2	6.8
Town of Pella	-7.4	0.4	7.4	12.3	-0.9	11.2	19.5
Town of Red Springs	-28.4	-6.3	10.5	17.2	59.8	39.8	107.0
Town of Herman	-6.0	-10.5	9.9	-11.4	0.3	-17.4	-2.4
Town of Richmond	15.8	4.6	10.5	2.9	8.3	49.0	23.0
Town of Seneca	-4.0	-7.6	-1.3	2.5	5.4	-5.5	6.6
Shawano County	-1.7	2.0	10.0	3.4	9.4	24.8	24.5
Wisconsin	15.1	11.8	6.5	4.0	9.6	56.2	21.4

Source: Wisconsin Department of Administration, U. S. Census of Population and Housing

Village of Gresham Comprehensive Plan

Figure 3 indicates that the Village of Gresham’s population is projected to increase by approximately 9% from 2010 to 2025.

	2005	2010	2015	2020	2025
Village of Gresham	591*	620	641	660	679
City of Shawano	8,488	8,526	8,632	8,722	8,799
Village of Wittenberg	1152*	1,180	1,181	1,179	1,177
Town of Bartleme	782*	854	929	999	1,068
Town of Bell Plaine	1912*	1,957	1,999	2,036	2,072
Town of Grant	988*	987	994	998	1,002
Town of Pella	907*	902	914	923	932
Town of Red Springs	1023*	1,160	1,245	1,327	1,406
Town of Herman	755*	753	759	762	766
Town of Richmond	1854*	1,855	1,919	1,978	2,035
Town of Seneca	576*	587	596	603	611
Shawano County	42029*	42,987	44,077	45,058	45,995
	5580757	5,751,47	5,931,38	6,110,87	6,274,86
Wisconsin	*	0	6	8	7

Source: Wisconsin Department of Administration, 2004,

*Estimate are from Wisconsin Department of Administration, 2005

3. Demographic Trends

Figure 4 shows trends in the Village of Gresham’s age and sex distribution from 1990 to 2000 and compares these trends with the surrounding communities, the County and State.

The Village of Gresham’s median age is the second youngest of those compared. In 1990

	Median age (2000)	Under 18 (1990), (5)	Under 18 (2000), (%)	Over 65 (1990), (%)	Over 65 (2000), (%)	Female (1990), (%)	Female (2000), (%)
Village of Gresham	34.1	25.4	29.9	22.1	16.5	53.2	52.9
City of Shawano	38.3	24.5	24.0	23.9	20.5	54.4	52.3
Village of Wittenberg	39.8	23.0	24.8	33.0	28.7	56.3	53.3
Town of Bartleme	33.3	32.7	30.7	14.4	13.3	48.9	51.0
Town of Bell Plaine	44.7	23.4	19.8	17.6	18.4	48.9	49.7
Town of Grant	38.4	29.7	26.5	14.8	15.5	47.8	47.5
Town of Pella	41.9	27.5	23.6	11.8	13.1	48.1	49.5
Town of Red Springs	34.7	26.4	32.7	12.9	12.7	51.5	49.9
Town of Herman	38.1	30.2	27.4	19.8	13.9	49.4	49.9
Town of Richmond	39.9	25.2	24.7	15.4	13.9	49.5	48.2
Town of Seneca	37.5	27.0	26.3	16.7	16.2	48.5	52.4
Shawano County	38.5	26.9	25.7	18.0	16.8	50.1	50.1
Wisconsin	36.0	26.4	25.5	13.3	13.1	50.6	50.6

Source: U. S. Census of Population and Housing 1990 - 2000

As shown in Figure 5, the Wisconsin Department of Administration has predicted that the average age of Shawano County residents will continue to increase. The percentage of people aged 65 and older has been projected to increase from 16.8 percent in 2000 to 24.5 percent in 2030. Although a slight increase is predicted until 2010 for the segment of the population between the ages of 20 to 64, the overall percentage of the population in all age categories under 65 is projected to decrease by 2030. When compared to 2000 data, the population of people aged 65 or older is projected to almost double by 2030 while the other age groups will either decrease or increase at a more moderate rate. This suggests that the aging trend described previously is expected to continue.

Year	Under 5	5 - 19	20 - 64	65+
2000	2,500 (6.1%)	8,863 (21.8%)	22,454 (55.2%)	6,847 (16.8%)
2005	2,065 (5.9%)	8,729 (20.9%)	23,779 (56.9%)	6,842 (16.4%)
2010	2,530 (5.9%)	8,330 (19.4%)	27,909 (57.9%)	7,218 (16.8%)
2015	2,605 (5.9%)	8,165 (18.6%)	25,405 (57.6%)	7,880 (17.9%)
2020	2,658 (5.9%)	8,129 (18.0%)	25,488 (56.6%)	8,783 (19.5%)
2025	2,636 (5.7%)	8,261 (18.0%)	25,032 (54.4%)	10,069 (21.9%)
2030	2,564 (5.5%)	8,337 (17.9%)	27,297 (52.1%)	11,423 (24.5%)

Figure 6 compares selected household characteristics in 2000 for the Village of Gresham with surrounding towns, the County, and the State. The Village of Gresham has a higher than average number of single-person households when compared to surrounding communities. The average household size in all of Shawano County in 2000 was 2.57, a decrease from 2.64 in 1990. These projected household sizes are used to project future housing unit demand in the community over the next 20 years and can be found in the Land Use chapter of this Plan.

	Total Housing Units	Total Households	Average Household Size	% Single-person Household
Village of Gresham	257	233	2.47	34.3
City of Shawano	3,587	3,423	2.27	34.7
Village of Wittenberg	331	298	2.72	16.8
Town of Bartleme	289	253	2.74	22.9
Town of Bell Plaine	964	738	2.41	22.2
Town of Grant	390	340	2.86	19.1
Town of Pella	375	348	2.52	23.6
Town of Red Springs	438	324	2.94	14.8
Town of Herman	300	269	2.75	19.0
Town of Richmond	719	668	2.57	18.0
Town of Seneca	255	204	2.78	17.2
Shawano County	18,317	15,815	2.57	24.9
Wisconsin	2,321,144	2,084,544	2.57	26.8

Source: U. S. Census of Population and Housing 2000

4. Employment Trends

Based on 2000 Census data, the largest portion of the 285 employed persons living in the Village of Gresham worked in the, *Arts, entertainment, recreation, accommodation and food services* field (26.6%) followed by *Educational, health and social services* (17.2%). Also worth noting is the percentage of the labor force involved in *Construction* (15.4%) and *Manufacturing* (11.2%).

Occupational Group	% of Labor Force
Agriculture, forestry, fishing and hunting, and mining	2.8
Construction	15.4
Manufacturing	11.2
Wholesale trade	0.4
Retail trade	7.4
Transportation and warehousing, and utilities	3.9
Information	2.8
Finance, insurance, real estate, and rental and leasing	2.1
Educational, health and social services	17.2
Arts, entertainment, recreation, accommodation and food services	26.3
Other Services (except public administration)	4.2
Public Administration	6.3

Source: U.S. Bureau of the Census, Census 2000

5. Education and Income Levels

Figure 8 compares the educational attainment of Gresham residents to those from surrounding communities, the County and the State. According to the 2000 Census, 78.6% of the Village’s population age 25 and older had attained a high school level education or higher. This level is lower than the majority areas used in this comparison. The Village also has a lower percentage of degree holding residents when compared to the surrounding communities.

	High School Graduate or Higher (%)	Bachelor's Degree or Higher (%)	Graduate or Professional Degree (%)	1989 Median Household Income (\$)	1999 Median Household Income (\$)
Village of Gresham	78.6	8.8	3.7	18,750.00	26,635.00
City of Shawano	80.4	18.5	6.0	21,610.00	31,546.00
Village of Wittenberg	70.5	14.1	2.5	21,078.00	29,926.00
Town of Bartleme	77.8	11.7	3.7	17,167.00	32,788.00
Town of Bell Plaine	84.1	15.4	4.6	24,832.00	44,100.00
Town of Grant	84.4	9.1	1.7	21,855.00	40,583.00
Town of Pella	81.6	10.0	2.8	26,875.00	40,188.00
Town of Red Springs	80.6	13.0	4.6	22,578.00	40,833.00
Town of Herman	86.5	10.5	3.3	25,511.00	40,375.00
Town of Richmond	89.4	19.0	6.7	28,882.00	43,800.00
Town of Seneca	79.7	6.6	1.1	23,182.00	38,750.00
Shawano County	81.5	12.6	3.9	23,841.00	38,069.00
Wisconsin	85.1	22.4	7.2	29,442.00	43,791.00

Source: U. S. Census of Population and Housing 1990 - 2000

Median annual income data shows that the Village’s median household income is the lowest of the communities used for comparison. The reported median household income in the Village rose by approximately 42% from 1989 to 1999, which is below the state’s increase of 49% during the same time period. During the same time period the County’s median household income increased by roughly 60%.

As shown in Figure 9, approximately 20.2percent of households in the Village of Gresham reported an income between \$15,000 and \$24,999, with the next highest percentage of residents (18.6 percent) earning from \$25,000 to \$34,999. More statistics on income can be found in the Economic Development chapter.

Income in 1999	Percent %
Less than \$10,000	14.6
\$1,000 to \$14,999	11.9
\$15,000 to \$24,999	20.2
\$25,000 to \$34,999	18.6
\$35,000 to \$49,999	14.2
\$50,000 to \$74,999	12.3
\$75,000 to \$99,999	5.9
\$100,000 to \$149,999	1.6
\$150,000 to \$199,000	0.8

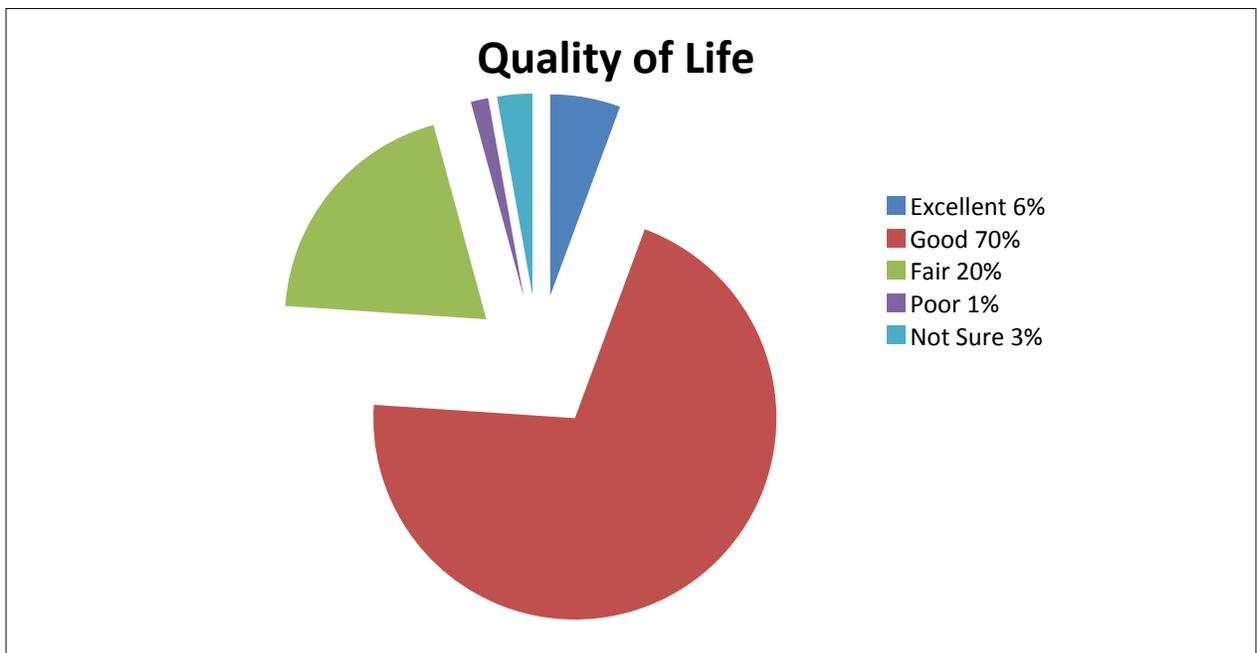
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Summary of Public Participation

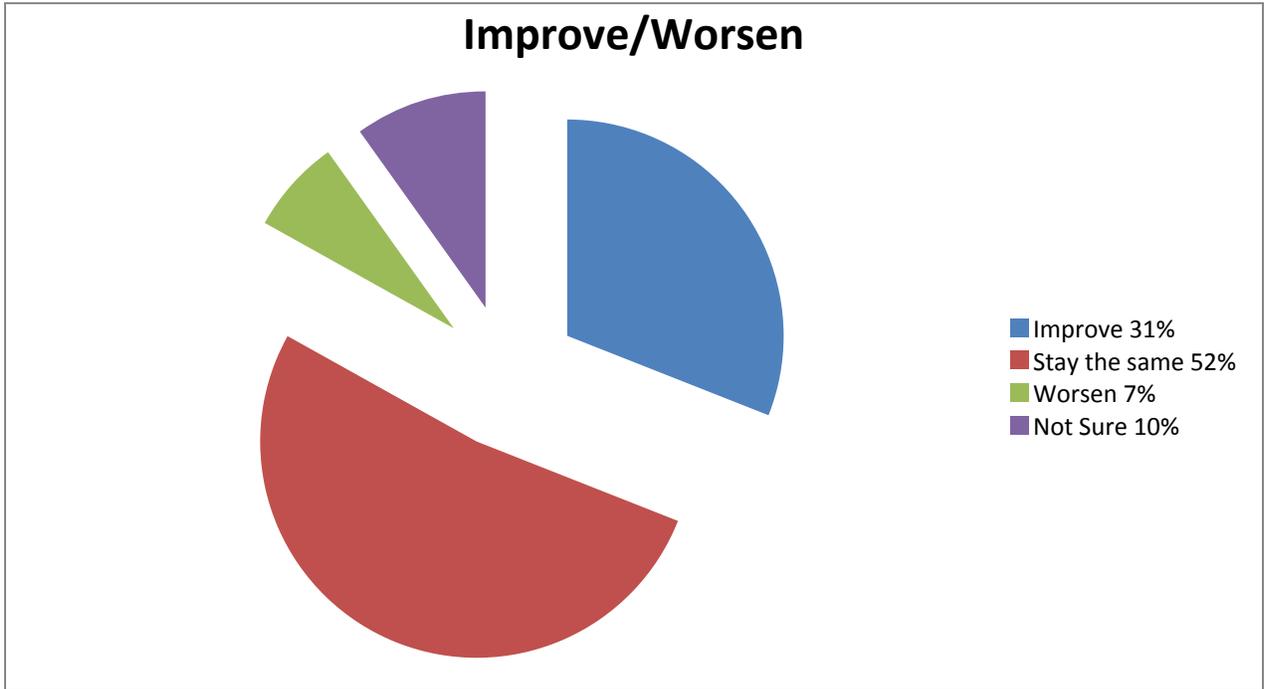
The Villages planning process was driven by the combination of a Village wide survey, public meetings and public hearings sponsored by the Village of Gresham Planning Committee.

7. Village Wide Survey

In November of 2008 a Village wide survey of resident’s opinions and concerns was conducted. Responses indicate that “Quality of Life” in Gresham is “Good” (70%). Only 1% indicated a “Poor” quality of life.



When respondents were asked if they thought things in Gresham would improve or worsen during the next 5 years 31% believed that they would improve and 52% believed things would stay the same. Only 7% felt that things in our community would worsen. It is unknown how economic conditions at the time of this survey influenced the answers.

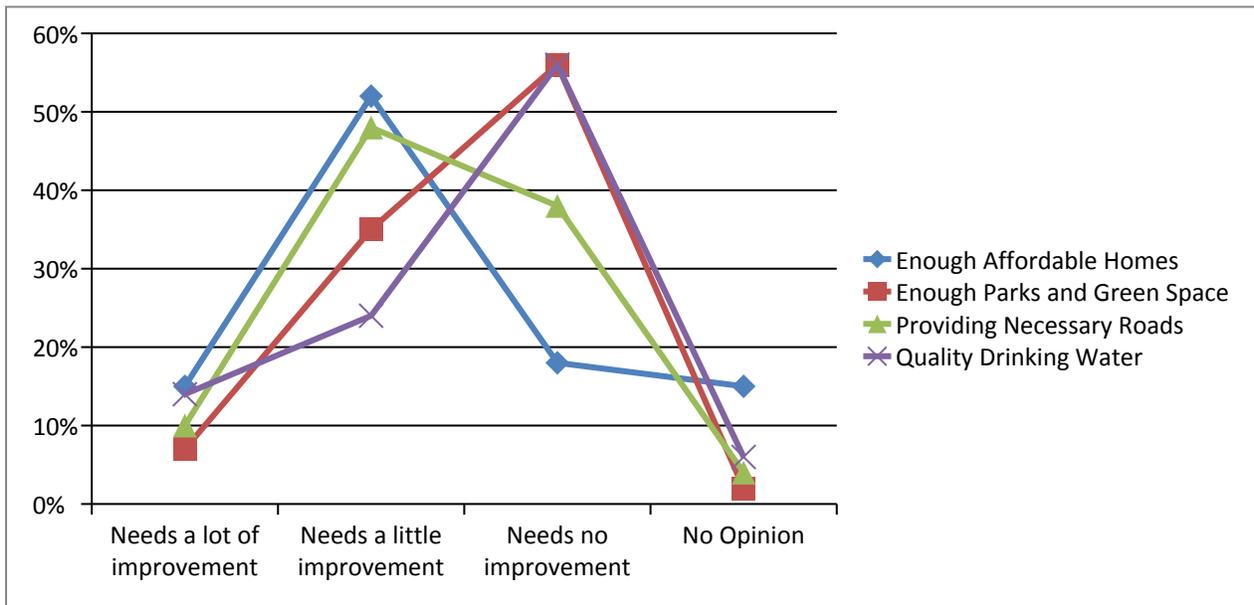


The Village of Gresham survey asked about specific areas that may or may not need improvement:

Chart 1 summary of areas for improvement:

- Enough Affordable Homes – Needs a Little Improvement
- Enough Parks and Green Space – Needs No Improvement
- Providing Necessary Roads – Needs a Little Improvement
- Quality Drinking Water – Needs No Improvement

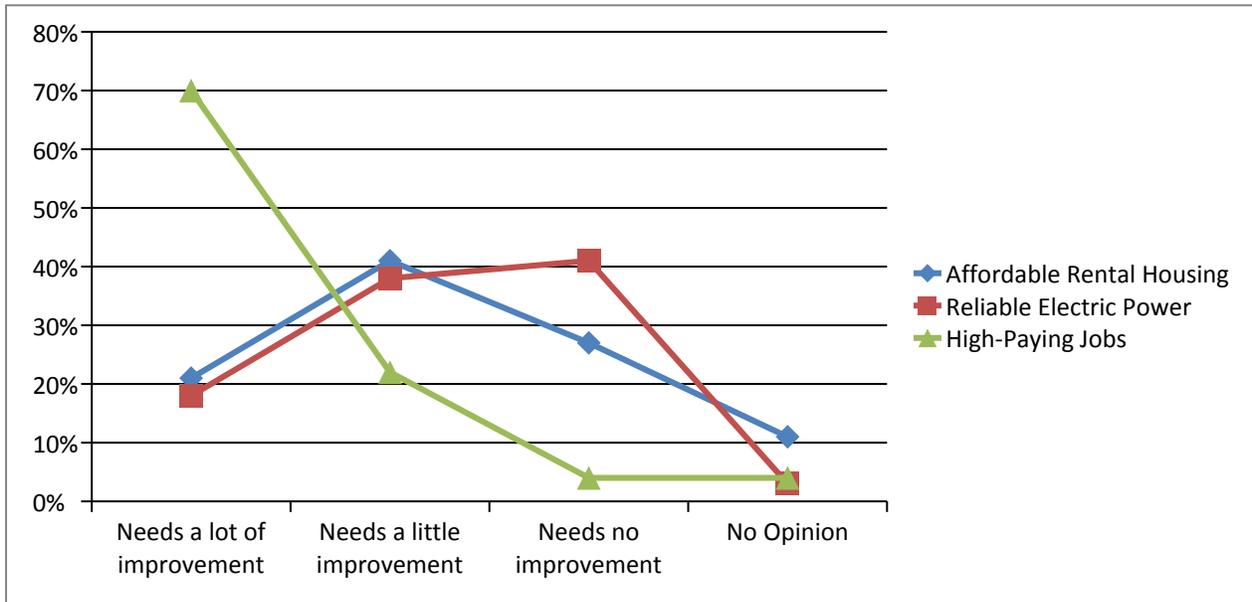
Areas for Improvement Chart 1



Summary of areas for improvement Chart 2:

- Affordable Rental Housing – Needs a Little Improvement
- Reliable Electric Power – Needs No Improvement
- High-Paying Jobs – Needs a Lot of Improvement

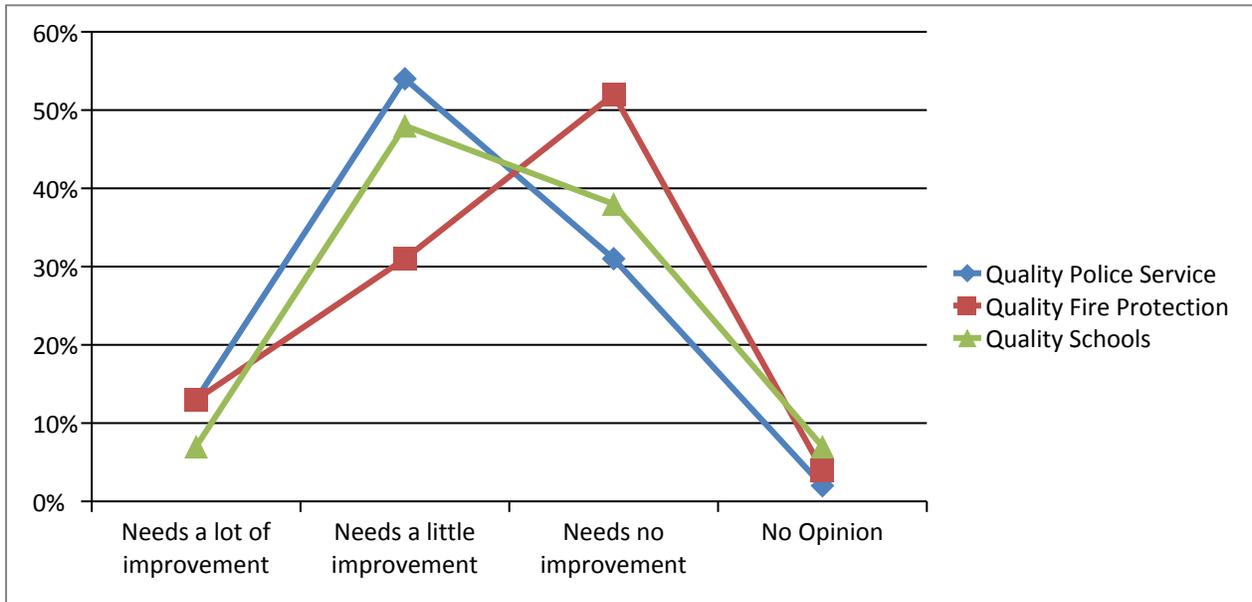
Areas for Improvement Chart 2



Summary of areas for improvement Chart 3:

- Quality Police Service – Needs a Little Improvement
- Quality Fire Protection – Needs No Improvement
- Quality Schools – Needs a Little Improvement

Areas for Improvement Chart 3



8. Strengths, Weaknesses, Opportunities and Threats Analysis (SWOT)

Strengths:

- Utilities Department
- Gresham School
- United States Post Office
- Reliable Workforce
- Tourism

Weaknesses:

- Lack of Affordable Housing
- Lack of Local Capital
- Higher Poverty
- Lack of Workforce Benefits

Opportunities:

- Casino Tourism
- Recreational Tourism
- Access to State Highway 29
- Available Land for Industry

Threats:

- Present Downturn in Economy
- FERC Regulations for Hydro Dam Operations
- Competition for Funds/Grants

9. Goals, Objectives & Policies

Goals, objectives, and policies are the tools for guiding future community development activities in the Village of Gresham. Goals are desirable conditions to strive for in the future. They are ideals of the community that can be achieved through the actions of Village leaders, private enterprise and individuals. Objectives are general targets to be achieved along the path of meeting community goals. Policies are methods of action to achieve these stated objectives. Together these three pieces express the individuality of the community while stating changes that will produce desirable patterns for growth and development.

It is anticipated the population of Gresham may increase from 591 in 2005 to 679 in 2025. The projected growth in population will be reflected in an increased demand for land to be used for residential, commercial, industrial and recreational facilities. While a portion of this growth will occur within existing development, a good portion may occur on adjacent, undeveloped land.

A. Goal

Encourage a model of community growth and development that will present a quality living environment.

B. Objectives

1. Promote development in areas with urban services or in areas where services can be most efficiently and economically provided
2. Ensure that newly developed areas are well-matched with existing uses of land.
3. Encourage development that is best suited to the long term interests of the Village.

C. Policies

1. Use effective implementation tools, such as the zoning ordinances, official street mapping, shoreland and wetland ordinances.
2. The Village should support development which protects and enhances the Village's tax base.
3. The Village of Gresham Planning Committee should maintain an active role in assessing Village needs, evaluating development, and utilizing the planning processes as a means of accomplishing recommendations contained in the Comprehensive Plan.

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2. Housing Element

1. Housing Stock

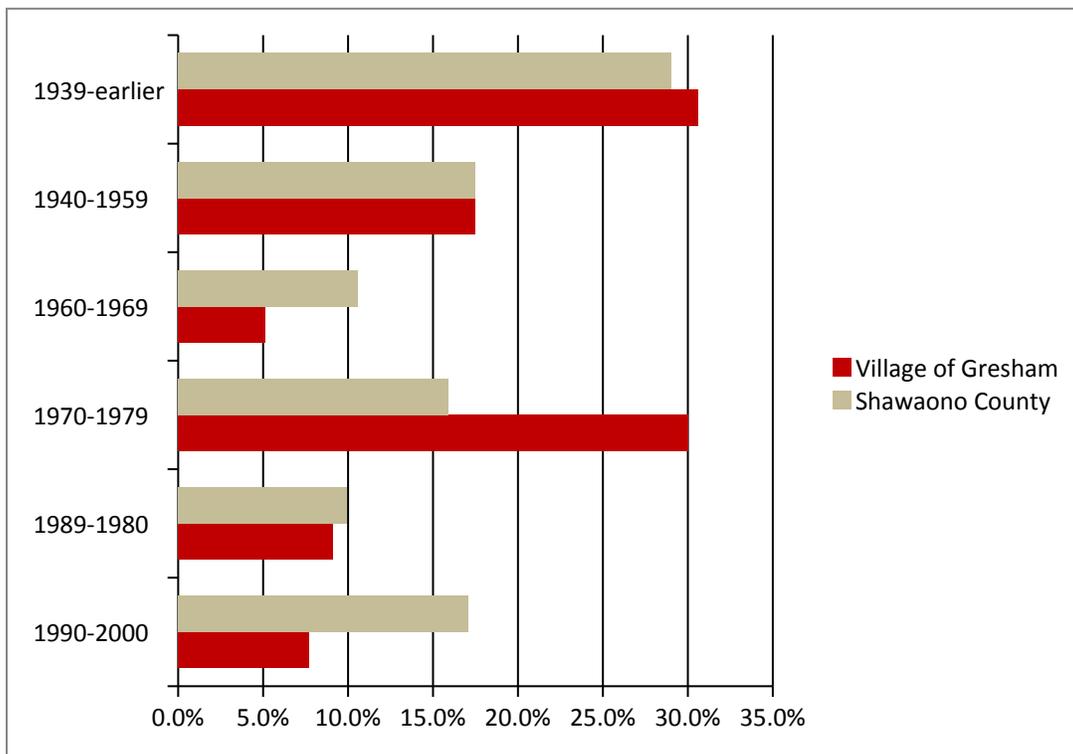
Total Housing Units

The housing stock in the Village of Gresham is generally adequate for the needs of the community. The 1990 Census indicates that there were 219 households in the Village. The 2000 Census indicates that there were 233 occupied housing units, an increase of approximately 9%, compared to an 18% increase in population during the 1990's. All but one of these units surveyed in the 2000 Census had complete plumbing facilities and kitchen facilities. Eight of these units lacked telephones.

Year Built

Age is often used as a measure of a houses' condition. It should, however, not be the sole criteria since many older homes are either remodeled or kept in a state of good repair to maintain their value. The housing stock in consists largely of homes built in the 1970's and pre-1960's. Slightly over half of all housing structures were built since 1960. The percentage of Village homes built prior to 1960 is comparable to the percentage of structures built in Shawano County. The percentage of pre-1960 structures in Shawano County is 46.5% while the total of Gresham structures built pre-1960 is 48.1%.

Age of Structures by Percentage % (source: U.S. Census 2000)



Building Type

Single-family dwellings are the most common type of housing units in the town. At 201 they constitute 67.7% of the housing stock. In 2000 there were 49 housing units described as mobile homes, 16.5% of the total.

Housing Types, Shawano County vs. Village of Gresham

Structure	Village of Gresham	Shawano County
Single Family	67.7%	79.7%
Two Family	6.1%	4.3%
Multi-Family	9.8%	7.1%
Mobile Home	16.5%	9.0%

Source: U.S. Bureau of the Census, Census 2000

Housing Characteristics

Data comparing the Village of Gresham to surrounding communities shows that the Village reflects the setting of a Village/City rather than a rural setting. Median housing value increases were lower than surrounding townships but comparable to the Village of Wittenberg and the City of Shawano. The percent of vacant rental units (12.5%) was higher than neighboring townships but lower than the state average of 16.4%. Median housing value (\$65,000) was lower than the surrounding communities used in the comparison.

Housing Stock Characteristics

	Total Housing Units	Seasonal, Recreational, or Occasional Use Housing Units	% Vacant (Home-Owner)	% Vacant (Rental)	% Owner Occupied	Median Housing Value (\$)	% Median Housing Value Increase from 1990
Village of Gresham	257	10	3.2	3.6	65.2	\$ 65,000	73.3
Town of Herman	300	20	0.4	0	86.6	\$ 71,900	89.2
Town of Red Springs	366	71	5.3	12.3	82.1	\$ 90,000	100
Village of Wittenberg	471	2	1.6	42.9	57.6	\$ 68,600	85.9
City of Shawano	3,587	25	0.9	42.6	60.5	\$ 78,900	68.2
Shawano County	18,317	1,793	1.2	9.8	78.2	\$ 84,000	84.6
Wisconsin	2,321,144	142,313	1.2	16.4	68.4	\$ 112,200	79.5

Source: U.S. Census of Population and Housing, 2000

2. Housing Demand

Families are getting smaller and more people are living alone, so average household size has been going down for several decades. The most obvious effect of this trend is that demand for housing units is increasing faster than population. In the Village of Gresham the average household size in 2000 was 2.47 persons per household. This compares to the average of 2.22 for Shawano County and the average of 2.5 for the state of Wisconsin as a whole.

Projections

Population growth in the Village of Gresham, after a temporary decline in the 1960's and 1980's has resumed growth over the past two decades. The Wisconsin DOA projects that Gresham will grow by 59 residents by 2025. A growth rate of just over 9%. At current household size this would lead to 24 new housing units in the Village.

	2005	2010	2015	2020	2025
Village of Gresham	591*	620	641	660	679
City of Shawano	8,488	8,526	8,632	8,722	8,799
Village of Wittenberg	1152*	1,180	1,181	1,179	1,177
Town of Bartleme	782*	854	929	999	1,068
Town of Bell Plaine	1912*	1,957	1,999	2,036	2,072
Town of Grant	988*	987	994	998	1,002
Town of Pella	907*	902	914	923	932
Town of Red Springs	1023*	1,160	1,245	1,327	1,406
Town of Herman	755*	753	759	762	766
Town of Richmond	1854*	1,855	1,919	1,978	2,035
Town of Seneca	576*	587	596	603	611
Shawano County	42029*	42,987	44,077	45,058	45,995
Wisconsin	5580757*	5,751,470	5,931,386	6,110,878	6,274,867

Source: Wisconsin Department of Administration, 2004,

*Estimate are from Wisconsin Department of Administration, 2005

3. Housing Programs

There are a number of programs available to local governments to aid those having trouble affording their housing needs. Based on the 2000 U.S. Census, 14.7% of homeowners and 21.2% of renters spend more than 30% of their income on housing, the accepted standard for affordable housing. Below is a partial listing of programs available to localities:

WHEDA: Wisconsin Housing and Economic Development Authority is an active housing agency in Shawano County and has constructed most of the affordable housing for low-income families and seniors.

The **U.S. Veterans Administration** provides loans and other housing assistance to veterans in the Village.

Rural Development, a nonprofit agency, offers housing assistance in the form of low-interest loans to low income homebuyers in central Wisconsin.

Wolf River Habitat for Humanity is a locally run affiliate of [Habitat for Humanity International](#), a nonprofit, ecumenical Christian housing organization. Habitat for Humanity works in partnership with people in need to build and renovate decent, affordable housing. The houses then are sold to those in need at no profit and with no interest charged.

The **Wisconsin Department of Administration** administers the federally funded Community Development Block Grant (CDBG) program. CDBG grants assist local governments with housing programs that primarily benefit low and moderate income residents. The funds can be used for a wide variety of activities, including owner-occupied and renter-occupied housing rehabilitation, homebuyer assistance, handicap accessibility modifications, public facility/infrastructure improvements, and special housing projects like acquisition, demolition, and relocation projects.

4. Goals, Objectives & Policies

A. Goals

1. Encourage adequate affordable housing for all individuals consistent with the rural character of the community, including specialized housing for assisted living and seniors.
2. Discourage residential development in unsuitable areas.
3. Preserve the rural environment and manage residential growth.

B. Objectives

1. Support local land use controls and permitting procedures that do not discourage or prevent the provision of housing opportunities consistent with the small town Village character.
2. Support local land use controls and permitting procedures that encourage development of senior and special needs housing.

C. Policies

1. The Village of Gresham should continue to use the zoning ordinance to maintain the character of existing residential neighborhoods, ensure that new residential developments are located in suitable areas and ensure that residential development proposals meet density standards.
2. Effective building and housing codes and ordinances to prevent nuisances should be maintained to ensure the quality and safety of new and existing housing units.
3. Future residential development by developers should only be permitted when public utilities such as water and sewer are installed and then turned over to the utility provider.
4. Infill residential development should be encouraged in existing vacant lots within existing residentially zoned areas.

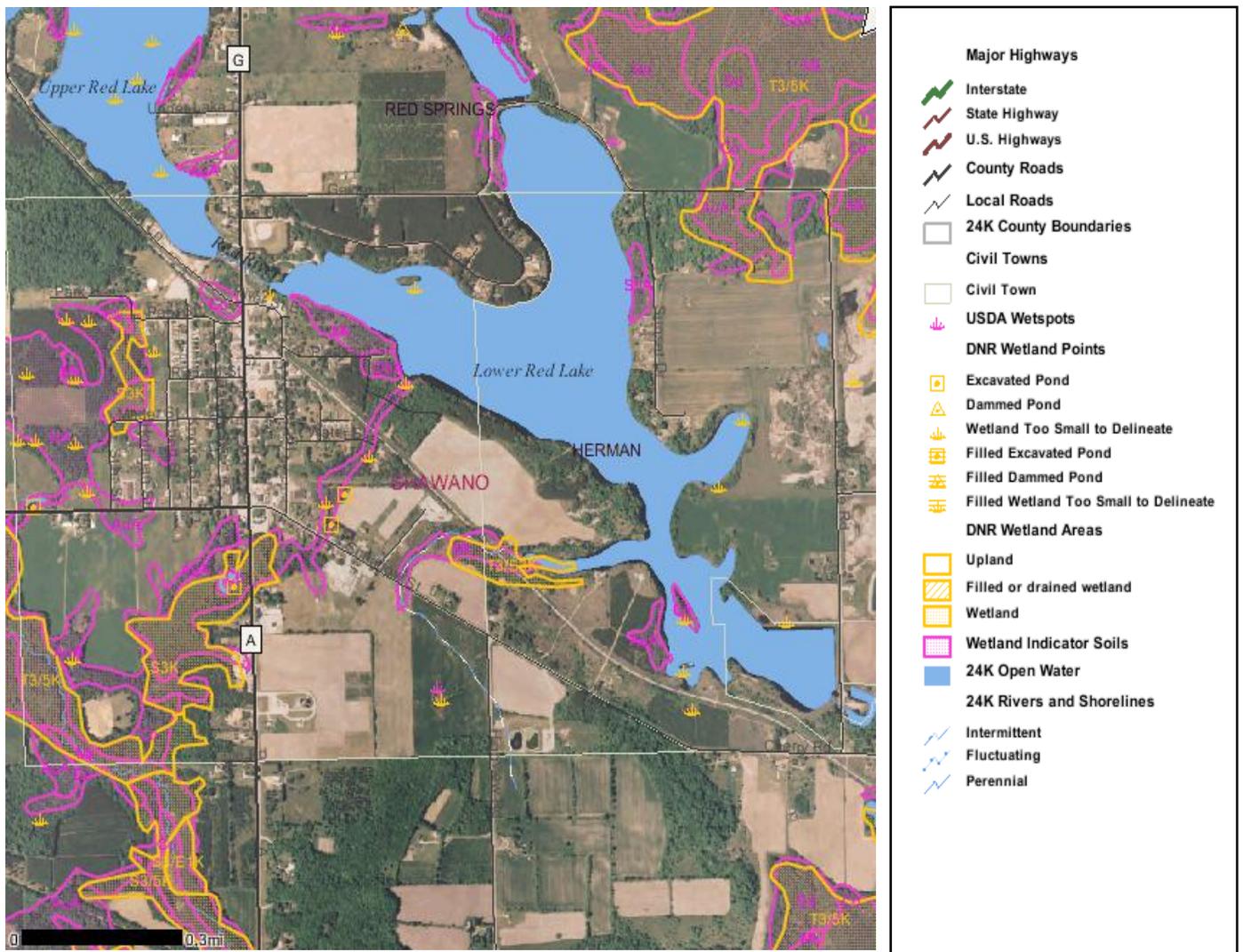
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3. Agricultural, Natural & Cultural Resources

1. Agricultural Resource Inventory

The Village of Gresham has approximately 185 acres of usable agricultural land in its boundaries. It is considered that the agricultural land within the limits will ultimately be converted to “Urban” uses, and therefore considered a holding area for future development.

Although at one time there were many businesses in the community directly related to the agricultural economy only one remains, that is the Mid-County Corn Drying operation.

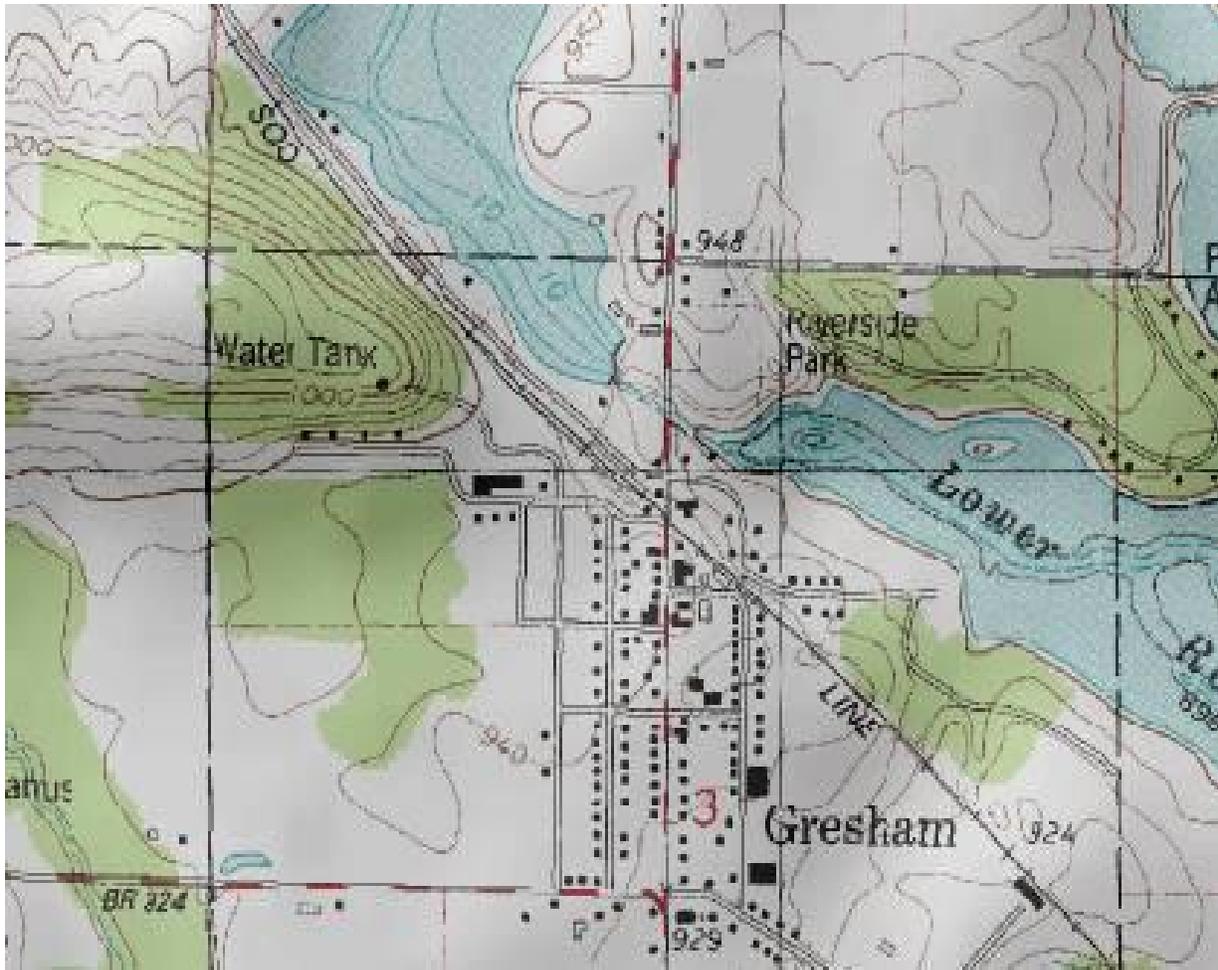


Source: Wisconsin Department of Natural Resources

2. Natural Resources Inventory

Topography

Formed by the Green Bay lobe of the continental glacier retreat 10,000 years ago, the Village of Gresham exists near rolling hills and the Red River depression. Elevations within the Village limits vary from 900 feet above sea level to slightly over 1040 feet.



Source: USGS

Soils

The soil make-up within the Village consists of sediment, sand, gravel and/or stone at varying depths and patterns deposited by glacial retreat. The majority of soils consist of sandy loams.

Groundwater

Water for domestic, commercial and industrial uses is provided from groundwater sources. The Village has two deep groundwater well sights to supply its water system. Groundwater elevations throughout the Village generally range between 920 and 950 feet above sea level and slope down towards the northeast. In general the ground water table is 12 to 20 feet below the ground surface. The groundwater supply is considered to be of good quality.

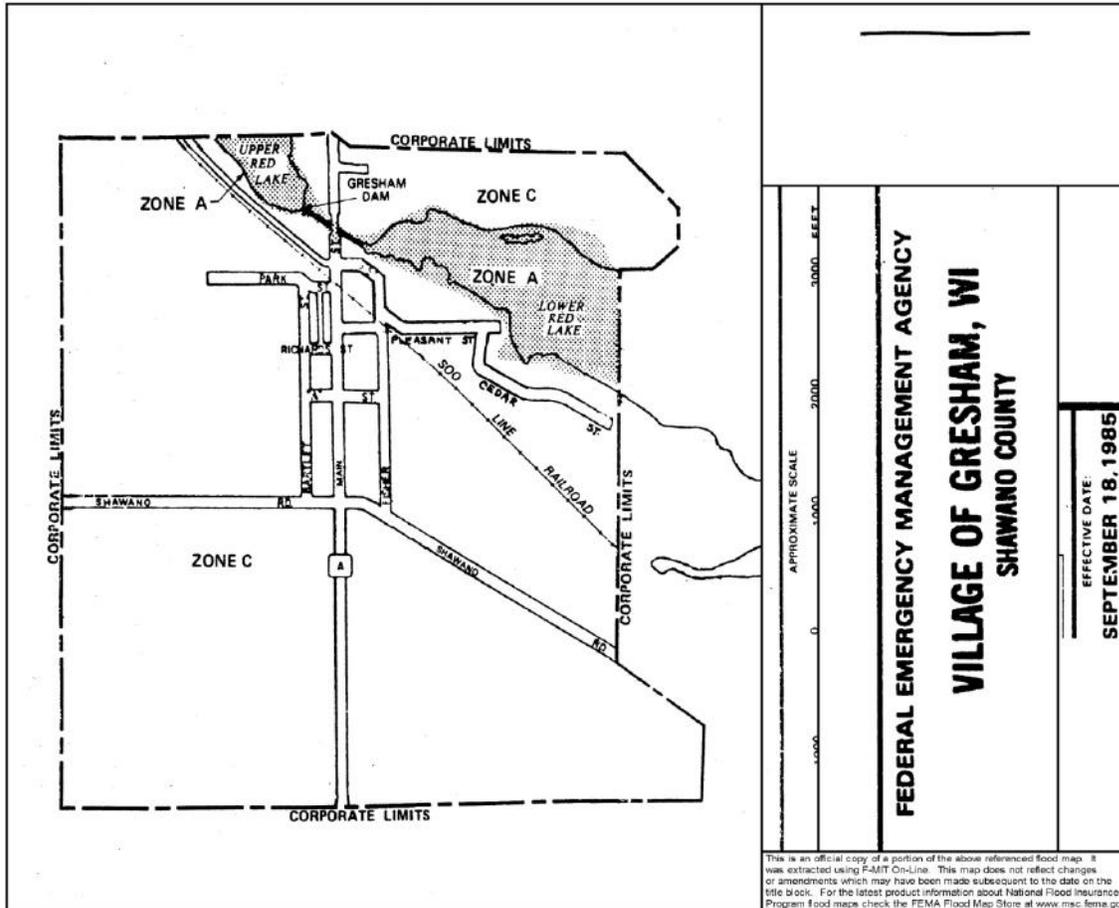
Surface Water and Watersheds

The Village of Gresham is located within the Red River Watershed which is a part of the Wolf River Basin. Water flows from the Village to the Red River which empties into the Wolf River system.

The main bodies of water that exist in the Village are the Upper Red River reservoir and the Lower Red River reservoir. The reservoirs were created by approximately 43 miles in length; the Red River originates in Langlade County.

Floodplains

Federal Emergency Management Agency (FEMA) has designated floodplains along the shores of the Red River. These designated areas may be inundated with flood waters in the 100 year storm event. The Village strongly discourages development within the floodplain areas.



Source: Federal Emergency Management Agency (FEMA)

Rare Species/Endangered Resources

The Bureau of Endangered Resources has identified endangered resources listed in the Natural Heritage Inventory (NHI) data files as the following:

- Wood Turtle (*Clemmys insculpta*), a turtle listed as Threatened in Wisconsin, prefers deciduous forests and open meadows along moderate to fast moving streams and rivers. The breeding season extends from early April through late August.
- Blanding's Turtle (*Emydoidea blandingii*), a turtle listed as Threatened in Wisconsin, prefers sedge meadows, southern wet and southern wet mesic forest, wet and wet mesic prairie, open water marshes, backwater sloughs, prairie potholes, and large ponds, slow moving rivers and shallow lakes. The breeding season occurs from April through September.
- Elktoe (*Alasmidonta marginata*), a State Special Concern mussel, is found in various sized streams with flowing water, sand, gravel or rock substrates that are stable. The known host fishes include five widespread species including redhorse and sucker species and rockbass.
- Karner blue (*Lycaeides Melissa samuelis*), butterfly listed as Federally Endangered and Special Concern in Wisconsin, has been found in pine barrens and oak savanna in close association with its larval hostplant lupine (*Lupinus perennis*). In Wisconsin, also found along utility and road right-of-ways, abandoned agricultural fields, and managed forests. This butterfly has two flight periods: adults are present from late May through late June and again from late July through late August.

3. Cultural Resources

Brief Community History

The Military Highway from Fort Howard in Green Bay passed through Shawano on the way to Winnipeg. With the opening of the highway came a number of new settlers to the township of Herman.

In 1879 Albert and Frank Bartelt were the first to settle in what was to become the Village of Gresham. They gave shelter to some of the pioneers that followed until they were able to build homes of their own. Other early settlers were the Hoffman, Schmidt, Ebert, Fischer, Neumeier and Scherer families.

Gresham was named after Post Master General T. R. Gresham.

The early economy was based on logging and later became an agricultural community.

Historic Resources

The Architecture and History Inventory (AHI) is a collection of information on historic buildings, structures, sites, objects, and historic districts throughout the Wisconsin. This Inventory is housed at the Wisconsin Historical Society in Madison and is maintained by the Society's Division of Historic Preservation. The AHI is comprised of written text and photographs of each property, which document the property's architecture and history.

The AHI includes 2 documented properties in the Village of Gresham. Listed properties include the Upper Red Lake Dam and the Buettner Hotel located on North Main Street.

Most properties become part of the Inventory as a result of a systematic architectural and historical survey. From its beginning in the mid-1970s until 1980, reconnaissance surveys were conducted by

summer students. Starting in 1980, intensive surveys were funded by subgrants and conducted by professional historic preservation consultants.

The Wisconsin National Register of Historic Places lists no properties in the Village.

4. Goals, Objectives & Policies

A. Goals:

1. Protect natural areas, including wetlands, floodplains, wildlife habitats, ponds, woodlands, open spaces and groundwater resources.
2. Protect economically productive areas.
3. Preserve cultural and historic sites

B. Objectives

1. Agricultural practices should be compatible with adjacent urban development.
2. Identify, manage, preserve and protect natural resources.
3. Promote the reservation of historical and cultural resources in the Village.

C. Policies

1. Develop guidelines for identifying and protecting cultural and historic resources.
2. Protect groundwater quality by requiring that all new housing and development be connected to the municipally owned and operated water and sewer system.
3. Protect surface water (rivers and wetlands) quality by supporting streambank management, natural shoreline restoration, erosion control, proper agricultural practices, stormwater management and use of vegetated buffers.
4. Development proposals should be reviewed relative to the potential impacts to the historical and cultural resources of the Village.

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4. Utilities and Community Facilities Element

1. Background

The Village of Gresham, unlike many rural towns, offers a fairly high level of services to its residents. The Village of Gresham owns and operates Gresham Municipal Utilities. The Utility serves over 1100 customers with electricity and 275 customers with water and sewer services.

Electric

The electric portion of the utility operates two hydro-electric dams, producing about 12% of its required load. A line crew maintains a distribution system consisting of 6 square miles of service area.



Water

Water is provided from two wells located within the Village limits. The water treatment facility was built in 2003. The treatment facility removes uranium radon. The water is disinfected with the addition of Chlorine and stored in a 110,000 gallon standpipe.



Waste Water Treatment

Wastewater is treated in a two lagoon waste treatment facility located on Highview Road. The facility was designed to treat up to 150,000 gallons per day. The facility is operated at less than 50% capacity on average.



Village Offices/Gresham Municipal Utilities Office

The Village Hall is shared with the Village utility operations. The Hall consists of a meeting room, customer service area, Financial Supervisor area, and Village Administrator/Utility Manger office. The meeting room is used for Village committee and board meetings. Larger meetings are conducted in buildings other than the Village hall due to its small size. The Village must rent space to conduct meetings with an attendance of more than 5 people due to the lack of space.

Village Parks

The Village owns and operates two parks. The Athletic Park located on Knoke Street has playground facilities, a shelter which can be rented for public and private functions, a softball/little league baseball field, and a sledding hill. Riverside Park has a shelter available for rent, fishing docks, a baseball diamond, and an adjacent boat landing.

Gresham Community School

The Village and surrounding area is served by the Gresham School District. Kindergarten class through 12th grade are taught within one school structure located on Schabow Street.



Gresham Area Fire Department

Fire protection services are provided by a multi-municipality volunteer fire department. The Gresham Area Fire Department is operated jointly by the Village of Gresham, the Town of Red Springs, and the Town of Herman. The Fire Department also operates an Emergency Medical Services Department comprised of First Responders and Emergency Medical Technicians. Ambulance service is contracted thru Shawano Ambulance Service.



Services

Village garbage and recycling services are contracted thru private service suppliers.

Amenities such as telephone, cable, satellite, and internet services in the Village are provided by a continually evolving number of companies.

Goals, Objectives & Policies

A. Goal

1. Continue to expand the sewer and water system to all areas available for residential, industrial and commercial use.
2. Maintain competitive electric, and water and sewer service rates.
3. Work to improve availability of wireless services and broadband availability.
4. Provide for expanded park areas and pursue hiking, biking, atv, and snowmobile trails
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.

B. Objectives

1. Promote energy efficiency government practices.
2. Ensure that residents have access to quality educational opportunities.
3. Promote the orderly development of Village community facilities to meet the demands of the Village residents.
4. Continue to work with surrounding communities to improve fire and emergency services.

C. Policies

1. Ensure that future private development includes plans for the developer to install water and sewer systems at his/her own expense.
2. Ensure that future private development includes plans for the developer to install roadways to a grade level at his/her own expense.
3. Support and encourage the coordination of use and development of community facilities with other governmental or community organizations in areas of mutual concern and benefit.
4. Systematically reconstruct sewer and water systems concurrent with reconstruction of present roads based on need and economic feasibility.

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5. Transportation

1. Background

The transportation system of a community supports its economy, thus offering opportunities for residents and visitors. A community's standard of living is enhanced by a solid, well planned transportation system. It results in many safety and social benefits, as well as long term cost savings for the community. All these things help make the community a better place to live.

This chapter will first inventory all the different modes of transportation within the Village limits, as well as other modes that influence the Village from outside its limits. The existing transportation system will then be analyzed by looking at such things as daily traffic counts entering the Village and road classification systems. Finally, the Village's future plans will be compared and analyzed to county and state plans to ensure consistency and common goals.



2. Existing Conditions

When combined with the information provided in the Comprehensive Plan, this element includes a compilation of background information, goals, objectives, policies, maps and recommended programs to guide the future development and maintenance of various modes of transportation in the Village of Gresham. This chapter also reviews state and regional transportation plan and programs as required under Wisconsin Statutes Chapter 66.1001.

Existing Transportation Facilities

Transportation facilities consist of roads and right-of-ways. A variety of transportation facilities serve the Village and its surrounding environs.

Street Network

Functional Street Classification

The Village street framework shapes present community access and circulation throughout the community. Public streets throughout the Village are classified as arterial streets, collector streets or local streets. The figure below shows the general standards used by the Wisconsin Department of Transportation to classify streets. Included in this table is a list of how Gresham’s streets are classified. Those not listed are considered to fall into the “local” designation.



Classification	Description
Principal Arterials	Serve longer intra-urban trips and traffic traveling through urban areas. They carry high traffic volumes and provide links to major activity centers. <i>Principal Arterials in Gresham: None</i>
Minor Arterials	Provide intra-community and service to trips of moderate length, with more emphasis on land access than principal arterials. The minor arterial system interconnects with the urban arterial system and provides system connections to the rural collectors. <i>Minor Arterials in Gresham: None</i>
Collectors	Provide both land access service and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. These facilities collect traffic from the local streets in residential neighborhoods and channel it onto the arterial system. In the central business district, and in other areas of like development and traffic density, the collector system may include the street grid which forms the basic unit for traffic circulation. <i>Collectors in Gresham: Cty Highways A and G</i>
Local Streets	Comprise all facilities not on one of the higher systems. They primarily provide direct access to adjacent land and access to higher order systems. Local streets offer the lowest level of mobility, and through-traffic movement on this system is usually discouraged. <i>All Gresham streets not otherwise classified above.</i>

Source: Wisconsin DOT

Transit Service

Transit service does not exist in the Village.

Railroad Service

Railway service was abandoned by Canadian National Railway in the 1990's.

Pedestrian and Bicycle Transportation

No local pedestrian/bicycle plan has been prepared.

Transportation Facilities for the Disabled

Presently no transportation facilities for the disabled exists

Trucking

The Wisconsin Department of Transportation does not identify any truck routes in the Village of Gresham on the Wisconsin Truck Operators Map.

Commuting to Work

The data in the table below shows that most employed persons age 16 and older in the Village drive to work alone. On average Village residents commute approximately 21 minutes to work.

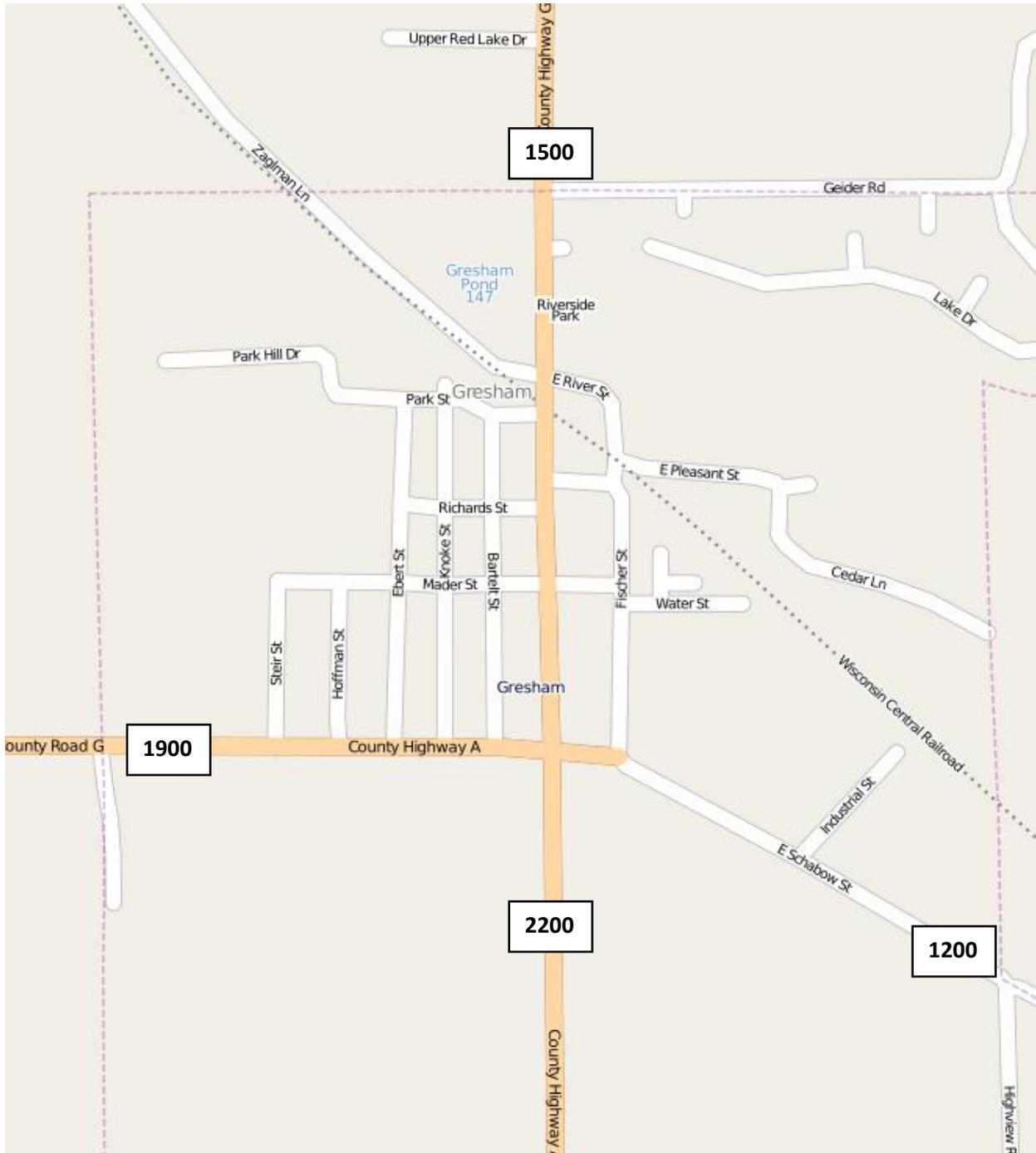


Group	Number	Percent (%)
Car, truck, or van - drove alone	242	87.4
Car, truck, or van - carpooled	16	5.8
Public transportation	2	0.7
Walked	15	5.4
Other Means	2	0.7

Source: U.S. Bureau of the

Traffic Counts

Traffic counts for Gresham's entry points.



Source: Wisconsin Dept. of Transportation

Goals, Objectives and Policies

A. Goal

1. Improve all modes of transportation access between different parts of the community.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.
4. Access current roadways and strategically plan for their repairs, improvements, and reconstruction.

B. Objectives

1. Support the development of an integrated transportation network for cars, bicycles, and pedestrians.
2. Review all proposed developments for attention to bike and pedestrian connections.
3. Ensure that all pedestrian crossways are safe.
4. Support improvements to the local and state highway system that maintain the present level of access to the Village of Gresham.

C. Policies

1. Support the addition of an interchange at the intersection of County Highway U and State Highway 29.
2. Include the addition of sidewalks to present streets as they are reconstructed.
3. Systematically reconstruct existing roadways based on need and economic feasibility.

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6. Economic Development

1. Background

This section of the Comprehensive Plan summarizes the Village of Gresham's existing economic activity and identifies the desired directions for future economic growth. Economic development, which can be defined as the type and level of business activity within an area, is often based on a combination of market forces, regulation, and the extent of local government encouragement.

There are a variety of county, regional, state and federal economic development programs available to businesses on their own. These programs range from grants to loans, to general assistance.

This element concludes with goals, objectives, and policies to promote the stabilization, retention, or expansion of the economic base.

2. Economic Base

In looking at the prospects for economic development in a rural community it is best to place it in a larger context. It is most useful to look first at Shawano County as a whole in assessing the prospects for economic development in the Village of Gresham. In the recent past there has been a great deal of change in the economy of Shawano County. Most noteworthy has been the decline in manufacturing that has occurred throughout the nation as well as the county.

Many communities in Shawano County are located along State Highway 29 which serves as the artery between Green Bay and Minneapolis. Highway 29 crosses the county at its midpoint from east to west, providing ease of travel and quality transportation for goods and services. It also provides convenient routes for commuters who work in larger cities such as Wausau or Green Bay.

The economic base in Shawano County is quite diverse when compared to other rural areas. The major areas of employment in the county are: manufacturing, education, health and social services. Based on the 2000 Census, employment within these categories accounts for 38.5% of the county employment force.

When compared to the region and to the state of Wisconsin, Shawano county has fewer jobs in management, professional, or related occupations but higher levels of employment in production, transportation, or material moving, and farming, fishing, or forestry occupations.



Occupational Group	% of Labor Force
Manufacturing	22
Education, health, social service	16.5
Retail trade	10.4
Arts, entertainment, recreation, accommodation, food services	10.2
Agriculture, forestry, fishing, hunting, mining	8.7
Construction	7.4
Transportation, warehousing, utilities	5.1
Finance, insurance, real estate, rental, leasing	4.7
Public administration	3.3
Professional, scientific, management, administrative, waste management	3.1
Wholesale trade	2.8
Information	1.8

Source: U.S. Census of Population and Housing, 2000



Occupational Group	1998	1999	2000	2001	2002	2003	2004
Manufacturing	2426	2302	2383	2275	2189	2200	2329
Education, health, social service	2175	2127	2013	2151	2175	2197	2213
Retail trade	1576	1611	1598	1556	1491	1562	1572
Arts, entertainment, recreation, accommodation, food services	1884	1980	1923	1935	1952	1879	1840
Construction	471	495	487	516	522	523	508
Transportation, warehousing, utilities	604	522	517	512	482	446	290*
Finance, insurance, real estate, rental, leasing	382	379	323	311	376	440	438
Public administration	1019	1073	1118	1182	1207	1134	1202
Professional, scientific, management, administrative, waste management	523	568	297*	693	502	520	515
Wholesale trade	432	451	454	419	442	437	612
Information	*	236	259	260	261	275	*
Total Jobs	11492	11744	11372	11813	11599	11613	11519

* Incomplete or unavailable data

Source: Wisconsin Department of Workforce Development

3. Major Employers

As noted, manufacturing and education are the largest employers in Shawano County but a look at the top 10 employers in the county reveals how the profile is changing. Of the top ten employers in the county only one is involved in manufacturing. Two are involved in health care. Shawano county itself is the largest single source employer.



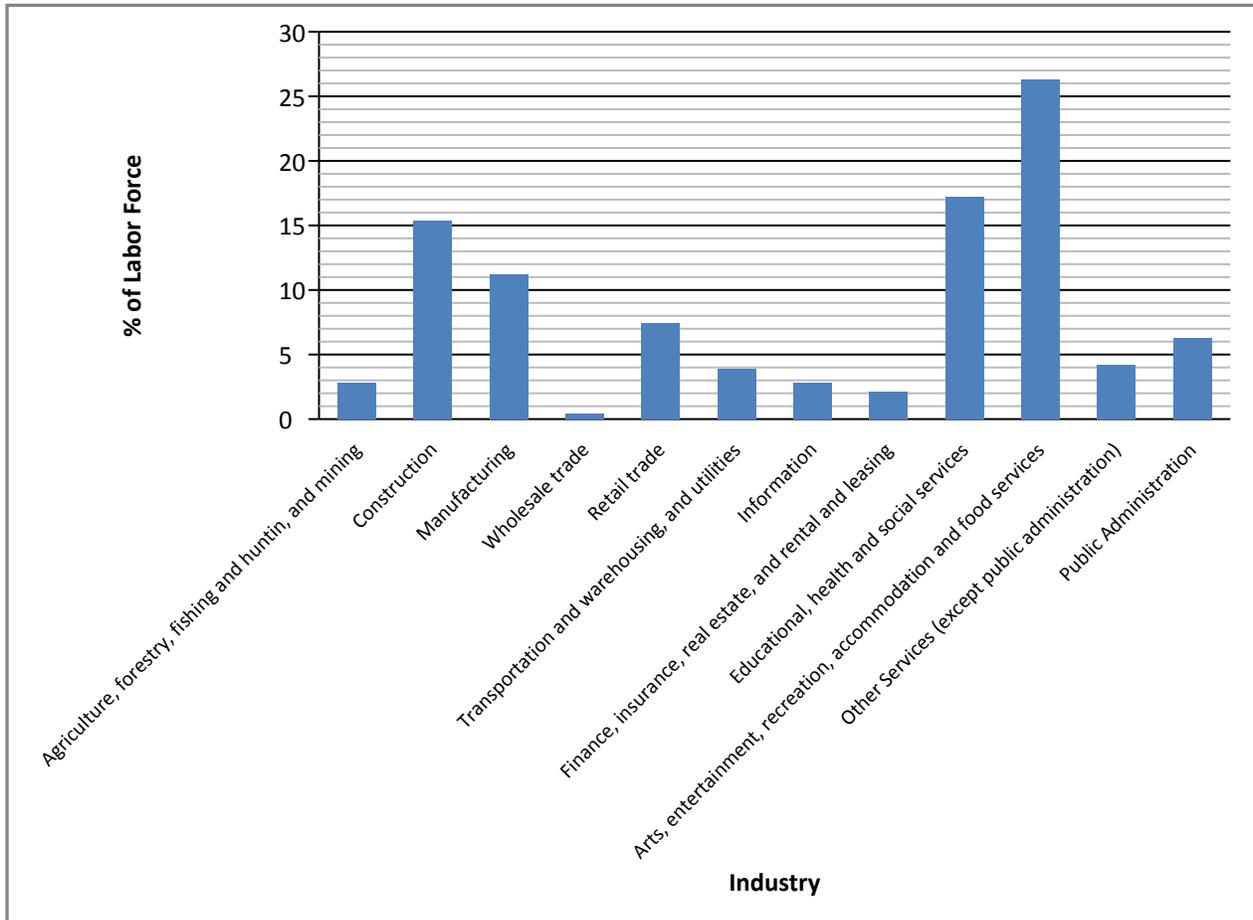
Establishment	Service or Product	Number of Employees
County of Shawano	Executive & legislative offices, combined	500-999 employees
Shawano School District	Elementary & Secondary Schools	250-499 employees
Mohican North Star Casino	Casinos, except casino hotels	250-499 employees
Shawano Medical Center Inc	General medical & surgical hospitals	250-499 employees
Wal-Mart	Discount department stores	250-499 employees
Stockbridge-Munsee Community Band Mohican	Tribal Governments	250-499 employees
Aarrowcast Inc	Iron foundries	250-499 employees
Wittenberg-Birnamwood School	Elementary & Secondary Schools	100-249 employees
Homme Inc	Nursing Care facilities	100-249 employees
County Market (Reinhart Foodservice LLC)	General line grocery merchants wholesalers	100-249 employees

Source: Wisconsin DWD

4. Employment

The particulars of the labor force within the Village of Gresham can be learned from the 2000 Census. The majority of the Village of Gresham labor force is employed in the educational, health and social services, and recreation, food services areas.

Village of Gresham Labor Force



Source: U.S. Census 2000

Major employers within the Village are: the Gresham School District (educational), Bisley Manufacturing (manufacturing), The Woodland restaurant (food service), Gresham Townmart (food service, retail), and Gresham Auto & Power Center (service).

5. Economic Development Programs

There are a number of economic development programs available to businesses and local governments in the Village of Gresham and Shawano County. Following is a partial list of those programs.

Shawano County Economic Progress, Inc. (SCEPI) is a non-profit corporation dedicated to the mission of "promoting economic vitality" throughout Shawano County by acting as a technical resource and facilitator for our communities and our business partners.

SCEPI is dedicated to assisting our business partners by providing services that address their top priorities:

- Providing services that help to create new jobs.
- Assisting area businesses with expansion needs.
- Engaging in activities that provide the business community with the highly skilled workforce they need to be efficient, profitable and competitive.
- Attracting new businesses to create a more diversified area economy.
- Supporting entrepreneurs and other new business start-ups.
- Being a partner with other local and area community and County development leaders and organizations.

Northwest Wisconsin Regional Economic Partnership (NEWREP) New North works with a network of economic development professionals collectively called the Northeast Wisconsin Regional Economic Partnership (NEWREP). This group provides hands-on support and programming for existing and prospective New North businesses.

The group offers:

- community-specific economic development programs
- access to workforce and training programs
- information about local buildings, sites, industrial/commercial parks
- financing program support and technical direction
- technical support for business development projects
- local advocacy and liaison for resident and new business investment
- community and state program liaison

The **Wisconsin Department of Commerce** administers financial assistance programs to for the purpose of promoting economic development by directing them to applicable programs within the Department of Commerce and other agencies.

University of Wisconsin Extension Office: The Center for Community Economic Development, University of Wisconsin Extension, creates, applies and transfers multidisciplinary knowledge to help people understand community change and identify opportunities.

Wisconsin Small Business Development Center: The UW SBDC is partially funded by the Small Business Administration and provides variety of programs and training seminars to assist in the creation of small business in Wisconsin.

Economic Development Administration (EDA): EDA offers a guaranteed loan program as well as public works grant programs. These are administered through local units of government for the benefit of the local economy and, indirectly, private enterprise.

U.S. Department of Agriculture – Rural Development (USDA – RD): The USDA Rural Development program is committed to helping improve the economy and quality of life in all of rural America. Financial programs include support for such essential public facilities and services as water and sewer systems, housing, health clinics, emergency service facilities, and electric and telephone service. USDA – RD promotes economic development by supporting loans to businesses through banks and community-managed lending pools. The program also offers technical assistance and information to help agricultural and other cooperatives get started and improve the effectiveness of their member services.

Small Business Administration (SBA): The SBA provides business and industrial loan programs that will make or guarantee up to 90% of the principal and interest on loans to companies, individuals, or government entities for financing in rural areas. Wisconsin Business Development Finance Corporation acts as an agent for the U.S. Small Business Administration programs that provide financing for fixed asset loans and for working capital.

6. Goals, Objectives & Policies

A. Goals

1. To encourage and promote commercial and industrial development, in order to achieve balanced economic growth in the Village of Gresham.
2. Industrial development must not negatively impact environmental resources or adjoining property values.
3. Promote the stabilization of the current economic base.
4. Building of community identity by revitalizing main streets and enforcing design standards.
5. Relocate the Industrial Park to an area providing better access, visibility and utilities.

B. Objectives

1. Encourage new retail, commercial and industrial development to locate in designated areas accessible to existing urban activities.
2. Maintain and improve the appearance and quality of existing commercial businesses in the community.
3. Minimize the negative impacts of industrial activities on neighboring land uses.

C. Policies

1. Review the costs and benefits of proposed development project prior to approval.
2. Commercial and industrial development should be directed to designated planned areas consistent with the future land use map.
3. Encourage commercial and industrial development that will provide career opportunities for the Village's residents, especially young adults.
4. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or that would otherwise negatively impact the surrounding areas.

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7. Land Use

1. Existing Land Use

The Village of Gresham contains a mix of single family and multiple-family housing, surrounding a traditional central “downtown” with commercial and government uses. Over time commercial uses have been established along County Highway U in the southern area of the Village. Industrial businesses have been established in the Industrial Park located on Industrial Street.

Residential Land Use

Existing residential development is separated into single family and multi-family categories. Single family is the second largest land use category.

Commercial Land Use

Commercial land use areas are located in the “downtown” area and areas to the south of the Village.

Industrial Land Use

Industrial uses within the Village have historically been located in the Industrial Park located on the west side of the Village. The Village is currently planning to develop a new Industrial Park on the Southern limits of the Village.

Government and Institutional Land Use

Government land use is minimal, existing primarily of a Village hall located in the “downtown” area. The school is located on the eastern side of the Village. Churches complete institutional land use areas. Three churches are located throughout the Village in varying areas.

Park

Park lands are located in two areas: Riverside Park in the northern section of the Village and an athletic park in the northwest section.

Agricultural and Idle Lands

Agricultural land use is the largest user of land. The majority of used agricultural land is located on the southern and eastern edges of the Village limits. There are agricultural areas located on the western limits of the Village but most of these areas are unused and primarily intended for future residential development.

Transportation (road and rail right of way)

This land use category includes all of the right of way for the Village, approximately 11% of the Village total area. An abandoned railroad system accounts for a good portion of the total transportation land use category.

Water

The Red River which flows on the northern edge of the Village comprises 8% of the total land use area for the Village of Gresham.

2. Land Use Controls

Zoning

1. Village Zoning

The Village has general zoning authority. The Village administers the ordinance. The ordinance provides for a total of seven districts and two overlaying districts:

- **Single Family Residential**

Intended to provide a quiet, pleasant and relatively spacious living area for single family dwellings, protected from traffic hazards and intrusion of incompatible land uses.

- **Multi Family Residential**

Intended to provide a quiet, pleasant and relatively spacious living area for single family, two family, and multi family dwellings, protected from traffic hazards and intrusion of incompatible land uses.

- **Mobile Home Park**

Any lot on which two or more mobile homes are parked for the purpose of temporary or permanent habitation

- **Commercial**

Areas intended to provide an area for the business and commercial needs of the Village.

- **Industrial**

This district is intended to provide for manufacturing or industrial operation which, on the basis of actual physical and operational characteristics, would not be detrimental to the surrounding area or to the Village as a whole by reason of noise, dirt, dust, smoke, odor, traffic, physical appearance or other similar factors, and subject to such regulatory controls as will reasonably insure compatibility in this respect. Outdoor storage of raw materials or finished products is not allowed.

- **Agricultural**

The agricultural district provide exclusively for agricultural uses. The intent is to help conserve good farming areas and prevent uncontrolled, uneconomical spread of residential development which results in excessive costs to the community for premature provision of essential public improvements and services.

- **Public Lands**

This district is intended primarily for institutional (church and school) and governmental uses.

The two overlaying districts impose additional restrictions to particular areas while allowing the underlying zoning to remain in effect:

- **Conservancy**

The Conservancy district is intended to preserve scenic and natural areas in the Village and to prevent uncontrolled, uneconomical spread of residential development, and to help discourage intensive development of marginal lands so as to prevent potential hazards to public and private property.

- **Flood Plain**

The Flood Plain district includes land which has been or may be hereafter covered by flood water during regional flood. The flood plain is comprised of the floodway and the flood fringe and general flood plain areas.

The Village has other tools that could be used to implement some of the recommendations from the Comprehensive Plan. Those tools include such things as purchase of land, easements or development rights; mobile/manufactured home restrictions; nuisance regulations; design review for commercial and industrial deployments, infrastructure improvements (sewer and water, utilities), road construction and maintenance, and public services, among others. The current official Village of Gresham Zoning map is on display and available at the Village Hall located at 1126 Main Street in the Village of Gresham.

Other Land Use Ordinances

The Village of Gresham has also adopted ordinances governing the regulation of camping, building permits, and signs within its borders.

3. Goals, Objectives & Policies

A. Goals

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
3. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
4. Balancing individual property rights with community interests and goals.
5. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
6. Develop up to date and future land use maps for all zoning districts.

B. Objectives

1. Maintain orderly, planned growth which promotes the health, safety and general welfare of the residents and surrounding natural resources, while safeguarding the efficient use of public services, facilities and tax dollars.
2. Promote and manage new economic development.
3. Promote and manage new land development that is consistent with this plan.
4. Encourage development with amenities for residents, including: bike & walking trails, snowmobile and atv trails, fishing areas and open spaces.

C. Policies

1. Encourage conservation easements and other tools to protect environmentally sensitive and unique resources.
2. Update existing land use maps and regulations to be consistent with this plan.
3. Give surety that incompatible land uses are not located close to one another or are buffered through screening, where nearby locations are unavoidable.
4. Require that all residential, commercial and industrial building be serviced and connected to the Gresham Municipal Utilities water and sewer system.
5. Ensure safe and attractive development; ensure that the development site is physically suited to the proposed use; apply sound design and landscape principles in the planning, layout and construction of new development.

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8. Intergovernmental Cooperation Element

1. Background

Wisconsin Statute s.66.30, entitled “Intergovernmental Cooperation”, enables local governments to jointly do together whatever one can do alone. Typically, intergovernmental cooperation and coordination refers to the management and delivery of public services and facilities. It is dependent upon a defined geographic area within which cooperation and coordination may be feasible. Often the area is a central city and its surrounding area, or several similar townships or villages. It is a collection of local communities in which the citizens are interdependent in terms of their employment, residence, health, and medical care, education, recreation and culture, shopping and other experiences.

A variety of other factors, some historically lengthy and some recent in origin, are combining to force citizens and local governments in both urban and rural area to discuss, cooperate, and in some cases, to join forces in search of better ways to deliver public services in their respective communities. These factors include but are not limited to:

- Population settlement patterns;
- Population mobility;
- Economic and environmental interdependence;
- High cost, capital-intensive functions; and
- Local government structure, finance, and politics.

2. Adjoining Units of Government

The Village of Gresham is involved with several surrounding units of government. It belongs to the Gresham Area Fire Department for fire and emergency services protection, sharing costs and responsibilities with both the Town of Red Springs and the Town of Herman.

Police protection is contracted thru the Stockbridge-Munsee Tribal Police Dept.

Town of Herman

The Town of Herman borders on the south, east, and west of Gresham. The Town has a population of 741 according to the 2000 census. The Town prepared its Comprehensive Plan in partnership with Red Springs as part of the Shawano Area Communities Comprehensive Planning Project.

Town of Red Springs

The Town of Red Springs borders the north limits of the Village of Gresham. The Town has a population of 981 based on the 2000 census. The Town prepared its Comprehensive Plan in partnership with Herman as part of the Shawano Area Communities Comprehensive Planning Project.

Other Units of Government that the Village of Gresham cooperates with:

- Town of Richmond
- Stockbridge Munsee-Community
- Shawano County
- East Central Wisconsin Regional Planning Commission
- Wisconsin Dept. of Transportation
- Wisconsin Dept. of Natural Resources
- Federal Energy Regulatory Commission

School District

The Village of Gresham is located in the Gresham School District

2. Goals, Objectives & Policies

A. Goal:

1. Foster and participate in mutually beneficial intergovernmental relations with surrounding and overlapping governments and school districts.

B. Objective:

1. Work with surrounding local governments, Shawano County, local school districts, and State agencies on land use, natural resource, transportation and community development issues of mutual concern.
2. Cooperate with neighboring governments, school districts, Shawano County and State agencies on providing shared services and planning for future public facility and service needs where appropriate.
3. Continue existing service agreements.
4. Stay informed on activities of the Gresham School District to ensure the Village has the opportunity to be involved in decisions that affect village residents, such as building improvements, tax issues, and transportation.
5. Maintain open discussion with neighboring towns on long-term planning issues at the borders of the communities.
6. Engage in productive intergovernmental discussions with the Stockbridge-Munsee Community relating to shared services.
7. Provide copies of this Comprehensive Plan and future amendments to surrounding and overlapping governments.

C. Policies:

1. Periodically review existing shared service agreements, and explore additional agreements.
2. Provide input to the Gresham School District regarding long term district operations planning, including the location of new or expanded facilities as deemed necessary.
3. Work with agencies like the Shawano County Economic Development, Inc. and ECWRPC to help advance business economies of the area.
4. Engage in informal discussions with the neighboring towns on the future growth, development, and preservation in mutual communities. Consider participating in intergovernmental agreements to establish a mutual understanding of growth, long-term boundaries, and service provision if necessary or desired.

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9. Implementation Element

1. Background

Implementation of this plan depends on the willingness of local officials to use it as a guide when making decisions that affect growth and development in the Village. It is also important that local citizens and developers become aware of the plan.

The tools and processes recommended for implementing the comprehensive plan are as follows:

The Village Board should adopt the plan and use it as a guide in decisions that affect development in the Village. The Village's Planning Committee should become very knowledgeable of the plan and use it when making recommendations to the Village Board on development issues.

The Village should encourage citizen awareness of the Village's Comprehensive Plan by making copies available and conducting public informational meetings.

Additional tools and approaches can be utilized by the Village to achieve the goals of the plan. These include but are not limited to the following: easements, deed restrictions, land dedication, and ordinances or programs regulating activities such as impact fees, land division, erosion control, mobile homes, etc.

An important characteristic of any planning program is that it be a "living" or ongoing and flexible process. Periodic updating of the plan is necessary for continued refinement and course correction in the planning program to insure that it reflects the wants of the Village's residents.

State law requires that a Comprehensive Plan be updated every ten years. The Village should re-examine the Plan, at least every five years, and determine if more complete review is required to bring it into line with changed conditions or altered priorities within the Village. Annual amendments to the Plan are one way of ensuring that changes in local conditions are reflected in the Plan. The release of information from the 2010 Census may provide a useful opportunity to update the data contained in the Plan and assess whether the vision and policies embodied in it are still correct to the Village's needs. Amendments to the Plan can be enacted as part of that process. In approving amendments to the Plan the same procedure should be followed in adopting the Plan.

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Contact information

For more information Contact

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