

Village of Cleveland

Manitowoc County, Wisconsin

20-Year Comprehensive Plan



Prepared by:
Bay-Lake Regional Planning Commission
May 2007



Village of Cleveland Manitowoc County, Wisconsin

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Village of Cleveland 20-Year Vision Statement

“The vision for the Village of Cleveland is to maintain its small town charm with a sustainable economy and a premium quality of life for its residents in a healthy and thriving environment. Knowledgeable and visionary community leaders promote the values of providing balanced development and exceptional services to its residents and businesses. Lake Michigan and the surrounding natural resources provide numerous recreational and economic opportunities to support a strong tourism industry. Lakeshore Technical College is the focal point for educating a well trained, diverse and flexible workforce that will meet the future needs of a changing marketplace.”

Adopted: May 8, 2007

Bay-Lake Regional Planning Commission
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Green Bay, WI 54301
(920) 448-2820



The preparation of this document was financed through contract # 05018-05 between the Village of Cleveland and the Bay-Lake Regional Planning Commission with financial assistance from the Wisconsin Department of Administration, Division of Intergovernmental Relations and the Wisconsin Coastal Management Program (WCMP). A portion of the transportation element of this plan was underwritten by the Commission's Regional Transportation Planning Program which is funded by the Wisconsin Department of Transportation and a part of the economic element was underwritten by the Commission's Economic Development Program which is funded by the Economic Development Administration.

VILLAGE OF CLEVELAND
MANITOWOC COUNTY, WISCONSIN

SMART GROWTH COMMISSION
RESOLUTION NO. 2007-SGC-01

RESOLUTION TO RECOMMEND THE
VILLAGE OF CLEVELAND 20-YEAR COMPREHENSIVE PLAN
TO THE CLEVELAND PLAN COMMISSION

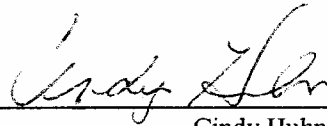
WHEREAS, Sec. 62.23, Wis. Stats., authorizes the adoption of a comprehensive plan for the general purpose of guiding and accomplishing coordinated, adjusted, and harmonious development within the Village of Cleveland; and

WHEREAS, the Comprehensive Plan contains programs, strategies, descriptions, maps, and explanatory matter regarding natural resources, population, housing, economic development, transportation, land use, public facilities, outdoor recreation, and general plan design (a land use plan) for the 20-year planning period; and

WHEREAS, the Comprehensive Plan has been prepared in accordance with Sec. 66.1001, Wis. Stats., and the adopted written procedures of the Village;

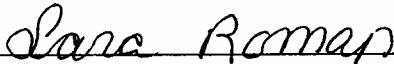
NOW, THEREFORE, BE IT RESOLVED the members of the Village of Cleveland Smart Growth Commission hereby recommend the *Village of Cleveland 20-Year Comprehensive Plan* to the Plan Commission pursuant to Sections 62.23 and 66.1001(4), Wis. Stats.

Adopted by the Village of Cleveland Smart Growth Commission this 29th day of January, 2007.



Cindy Huhn, Commission Chair

ATTEST:



Sara Roman, Commission Secretary

Motion: Marilyn Mrotek

Second: David Salm

Ayes 6

Nays 0

Abstain 0

**VILLAGE OF CLEVELAND
MANITOWOC COUNTY, WISCONSIN**

**CLEVELAND PLAN COMMISSION
RESOLUTION NO. 2007-PC-01**

**ADOPTION OF THE VILLAGE OF CLEVELAND
20-YEAR COMPREHENSIVE PLAN**

WHEREAS, Sec. 62.23, Wis. Stats., authorizes the adoption of a Comprehensive Plan for the general purpose of guiding and accomplishing coordinated, adjusted, and harmonious development of the Village; and

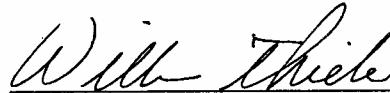
WHEREAS, the Comprehensive Plan prepared by the Bay-Lake Regional Planning Commission contains programs, strategies, descriptions, maps, and explanatory matter regarding natural resources, population, housing, economic development, transportation, land use, public facilities, outdoor recreation, and general plan design (land use plan) for the 20-year planning period; and

WHEREAS, the Comprehensive Plan has been prepared in accordance with the elements of a plan as defined in Sec. 66.1001, Wis. Stats.; and

WHEREAS, the Comprehensive Plan has been drafted and reviewed by the Town of Centerville and Village of Cleveland Smart Growth Commissions, and recommended for adoption after a properly-notice public hearing by the Cleveland Smart Growth Commission;


NOW, THEREFORE BE IT RESOLVED, the Village of Cleveland Plan Commission hereby recommends to the Cleveland Village Board that a Comprehensive Plan entitled *Village of Cleveland 20-Year Comprehensive Plan* be adopted by the Village Board pursuant to Sec. 62.23 and Sec. 66.1001(4), Wis. Stats.

Dated this 4th day of APRIL, 2007.



William Thiele, Commission Chairman

ATTEST:


Sara Roman, Commission Secretary

Motion: CHRIS JOST Second: JERRY REINEKING

Ayes 7 Nays 0 Abstain 0

**VILLAGE OF CLEVELAND
MANITOWOC COUNTY, WISCONSIN**

ORDINANCE NO. 2007-O-04

AN ORDINANCE TO ADOPT THE YEAR 2025 COMPREHENSIVE PLAN

WHEREAS, on July 11, 2005, the Village Board of Cleveland approved a contract with Bay-Lake Regional Planning Commission to prepare a Comprehensive Plan for the Village of Cleveland under the guidelines of Sec. 66.1001, Wis. Stats.; and

WHEREAS, the project included a Public Participation Plan which provided for wide distribution of the proposed elements of the Comprehensive Plan and an opportunity for written comments from the public and for the Village to respond to such comments; and

WHEREAS, on January 29, 2007, the Cleveland Smart Growth Commission recommended support for the Comprehensive Plan by resolution to the Cleveland Plan Commission, which vote is recorded in the official minutes of the Smart Growth Commission; and

WHEREAS, on April 4, 2007, the Cleveland Plan Commission recommended by resolution to the Village Board adoption of the Comprehensive Plan, which vote is recorded in the official minutes of the Plan Commission; and

WHEREAS, the Cleveland Smart Growth Commission held a public hearing on January 29, 2007, which was preceded by a Class 1 Notice published at least 30 days before the hearing as provided as described in Chapter 985, Wis. Stats.; and

WHEREAS, the Village Board held a public hearing on May 8, 2007, which was preceded by a Class 1 Notice published at least 30 days before the hearing as provided in Chapter 985, Wis. Stats.; and

WHEREAS, the notices included the following information:

1. The date, time and location of the hearing;
2. A summary of the proposed Comprehensive Plan;
3. The name of the individual employed by the Village of Cleveland who could provide additional information regarding the proposed ordinance; and
4. Information relating to where and when the proposed Comprehensive Plan could be inspected before the hearing, and how a copy of the Plan could be obtained; and

WHEREAS, the Village Board of Cleveland, having carefully reviewed the recommendation of the Cleveland Plan Commission; having determined that all procedural requirements and notices have been satisfied; having given the matter due consideration, including consideration of the Comprehensive Plan elements relating to issues and opportunities, natural, agricultural and cultural resources, population and housing, economic development, transportation, utilities and community facilities, intergovernmental cooperation, and land use and implementation; and having determined the Comprehensive Plan will serve the general purposes of guiding and accomplishing coordinated, adjusted and harmonious development within and around the Village of Cleveland which will, in accordance with existing and future needs, best promote the public health, safety, morals, order, convenience, prosperity and the general welfare, as well as efficiency and economy in the process of development.

NOW, THEREFORE, the Village Board of Cleveland, Manitowoc County, Wisconsin, do ordain as follows:

SECTION 1: ADOPTION. The Year 2025 Comprehensive Plan recommended by the Cleveland Smart Growth Commission and Cleveland Plan Commission to the Village Board, incorporated herein by reference, is hereby adopted.

SECTION 2: FILING. The Village Clerk-Treasurer is directed to file a copy of the Comprehensive Plan for the Village of Cleveland with the following entities:

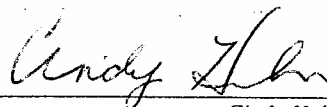
1. Every governmental body that is located in whole or in part within the boundaries of the Village of Cleveland;
2. Town of Centerville;
3. Wisconsin Land Council;
4. Wisconsin Department of Administration;
5. Bay-Lake Regional Planning Commission; and
6. Manitowoc County Public Library.

SECTION 3: SEVERABILITY. Several sections of this ordinance are declared to be severable. If any section or portion thereof shall be declared by a court of competent jurisdiction to be invalid, unlawful, or unenforceable, such decision shall only apply to the specific section or portion thereof directly specified in the decision, and shall not affect the validity of any other provisions, sections or portions thereof of the ordinance. The remainder of the ordinance shall remain in full force and effect. Any other ordinances whose terms are in conflict with the provisions of this ordinance are hereby repealed as to those terms in conflict.

SECTION 4: EFFECTIVE DATE. This ordinance shall be effective upon adoption and posting or publication as required by law.

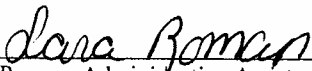
Adopted this 8th day of MAY, 2007.

VILLAGE BOARD OF CLEVELAND



Cindy Huhn, Village President

ATTEST:



Sara Roman, Administrative Assistant

Motion: JOHN KIRSCH/STEVE WALTERS

VOTE: 6 Ayes 0 Noes 0 Abstain

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Volume I

Village Plan

Chapter 1

Issues and Opportunities

Chapter 2

Future Land Use Plan

Chapter 3

Implementation

Chapter 4

Inventory and Trends

CHAPTER 1

ISSUES AND OPPORTUNITIES

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Chapter 1 - ISSUES AND OPPORTUNITIES

PURPOSE OF THIS COMPREHENSIVE PLAN

The *Village of Cleveland 20-Year Comprehensive Plan* was adopted as an ordinance on May 8, 2007 by the Cleveland Village Board. This Comprehensive Plan meets the requirements of Wisconsin's comprehensive planning law (1999 Wisconsin Act 9) and was adopted under the authority granted by Sec. 62.23 and Section 66.1001 ("Smart Growth") of the Wisconsin Statutes. The drafting of the Comprehensive Plan was overseen by Cleveland's Smart Growth Commission in collaboration with the Town of Centerville's Smart Growth Commission. Public input received during the 18-month planning process was instrumental in the development of the plan. The intent of this Comprehensive Plan is to be used as a guide by village officials when making land use decisions over the next 20 years.

The cornerstone of this plan is the future land use map, referred to in this document as the **General Plan Design (GPD)** as shown in Map 2.1. The GPD is ultimately the goal to be achieved through the implementation of this Comprehensive Plan. To assist officials in working toward achieving this desired land use map for the village and its planning area, a thorough list of strategies has been created. These 11 goals with detailed objectives, policies, and programs provide a roadmap for officials and residents to follow as they work to implement the village's Comprehensive Plan. This GPD map shall be used for reference and in conjunction with the village's regulatory tools (e.g., ordinances) to guide future decisions on where and how the area in and adjacent to the Village of Cleveland should be developed as well as preserved.

State Planning Legislation

Sec. 66.1001, Wisconsin Statutes states: "Beginning on January 1, 2010, if a local governmental unit engages in any of the following actions, those actions shall be consistent with that local governmental unit's comprehensive plan:

- (a) Official mapping established or amended under s. 62.23 (6).
- (b) Local subdivision regulation under s. 236.45 or 236.46.
- (c) County zoning ordinances enacted or amended under s. 59.69.
- (d) City or village zoning ordinances enacted or amended under s. 62.23 (7).
- (e) Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- (f) Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231."

This means any village ordinances or regulations relating to land use may need updating to ensure consistency with the *Village of Cleveland 20-Year Comprehensive Plan*.

HISTORY AND DESCRIPTION OF PLANNING AREA

Village of Cleveland History

The Village of Cleveland boasts a rich history filled with unique businesses and events. To gain a better understanding of the community and general area addressed in this Comprehensive Plan, a brief summary of Cleveland's history is provided.

In 1831, Native Americans sold the land south of Green Bay and north of Port Washington, between Lake Michigan and Lake Winnebago, to the U.S. government. Originally a part of the Town of Meeme, Centerville (named for its equal proximity to Manitowoc and Sheboygan) received its own political identity in 1850. The town is only 29 square miles instead of the typical 36 square miles since Lake Michigan interrupts the six-mile by six-mile grid.

Initial settlers were mostly German, but some descended from Luxembourg, Switzerland, France, Austria, and Bohemia. The first settlers obtained all land through government land grants. Since the greatest number of settlers were German, they had the greatest impact on Centerville. Many of the historical buildings were built using German Fachwerk (framework) or half timber construction and still stand today.

The majority of Centerville's economic activity consisted of farming, but this did not become economically more important than lumbering until 1956. Other industries included: cheesemaking, cream city brick production, beer brewing, and exporting of cordwood. During the 1840s, the first brewery in Centerville was started and the first school house and Catholic church were built by 1850. The Cleveland Brick and Tile Company and a saw mill were built in the 1850s, a grist and plane mill in the 1860s, and several stores and cheese factories started in the 1870s.

The Village of Cleveland was formed in 1958 from the consolidation of three unincorporated hamlets in the Town of Centerville: Cleveland, St. Wendel, and Hika. Cleveland originated when the railroad was built. The Chicago-Northwestern Railroad, built in 1873, served as a passenger service until the early 1960s and continued as a freight service. There are plans for a bike trail along the right-of-way between Milwaukee and Cleveland.

The Village of Cleveland and Its Planning Area

The Village of Cleveland is located in southeastern Manitowoc County and encompasses an area of approximately 2 square miles or 1,266 acres. The village planning area (extra territorial boundary) is approximately 27 square miles or 17,157 acres. The planning area is bisected by Interstate 43 running north/south, while Lake Michigan constitutes the village's eastern border. The Village of Cleveland is surrounded by the Town of Centerville on the north, west, and south sides. Map 1.1 is a location map of the Village of Cleveland in Wisconsin, Map 1.2 illustrates the village's boundary, and Map 1.3 includes the Village of Cleveland planning area.

PLAN OUTLINE

This comprehensive plan consists of eleven chapters laid out in two volumes along with appendices.

Volume I: Village Plan: This volume describes how the Village of Cleveland envisions itself developing over the next 20 years. It contains detailed development strategies, a General Plan Design (future land use map), and a plan implementation process.

Chapter 1: Issues and Opportunities - outlines the process to solicit public input during the development of the plan; highlights the village's vision statement; and details future development strategies (goals, objectives, policies, and programs).

Chapter 2: Future Land Use Plan - highlights a desirable future land use plan through a General Plan Design; identifies land use issues and conflicts;

acknowledges future land use trends; and evaluates future development considerations.

Chapter 3: *Implementation* - contains a detailed work plan and timetable to implement the goals, objectives, policies, and programs with identified stakeholders.

Chapter 4: *Inventory and Trends* - summarizes the resources and demographic data found in chapters 5 thru 11.

Volume II: Community Resources: This volume includes background information that provides a comprehensive description of the entire planning area.

Chapter 5: *Natural, Agricultural and Cultural Resources* - describes the physical characteristics that comprises the village's physical landscape.

Chapter 6: *Population and Housing* - presents historic demographic information along with future population and housing projections.

Chapter 7: *Economic Development* - highlights labor force statistics and the area's economic base, in addition to an analysis regarding existing and future economic conditions of the area.

Chapter 8: *Transportation* - outlines the existing transportation system and highlights current and future transportation needs.

Chapter 9: *Utilities and Community Facilities* - inventories the village's utilities and facilities including schools and emergency services.

Chapter 10: *Intergovernmental Cooperation* - contains input on how to proceed with joint planning and decision making activities with neighboring communities and entities such as the local school districts and non-profit organizations.

Chapter 11: *Land Use Controls and Inventory* - details existing land uses and land use controls.

Appendices: Contains public participation materials (visioning exercise, nominal group results, and economic development SWOT analysis); the village's current land use acreages; a comprehensive list of housing, economic development, and transportation resources; a list of acronyms and definitions; an inventory of endangered and threatened species within the county; and other relevant support information.

PLAN DEVELOPMENT PROCESS

The planning process for the village was completed in four phases:

First Phase: Promote public participation and identify issues.

- Adopted public participation procedures to foster more public input during the planning process (Appendix A).
- Conducted a community image survey (CIS) and a visioning survey (Appendix B) to identify current and future issues and concerns relative to land use and development within the village.

Second Phase: Inventory and interpretation.

- Collected data on existing conditions.
- Analyzed data to identify existing and potential problem areas.
- Developed an overall vision statement along with the plan's goals, objectives, policies and programs by using results from the various issue identification workshops and background data.

Third Phase: Development of the General Plan Design.

- Utilized the first two stages to create a recommended land use plan to guide future growth, development and conservation within the village and extraterritorial boundary over the next twenty years.
- Presented the preliminary General Plan Design to the citizens of the village and Town of Centerville as well as nearby municipalities and government organizations for their review and comment. The comments were considered for inclusion in the final General Plan Design Map and text.

Fourth Phase: Identify tools and process necessary for implementation of the plan.

- Reviewed and summarized implementation tools such as zoning ordinances and an official map.
- Established an action plan to ensure there are steps taken to achieve the intent of the plan.

PUBLIC PARTICIPATION

One of the primary components of the comprehensive planning process is public participation. In accordance with Sec. 66.1001(4) Wisconsin Statutes, which defines "Procedures For Adopting Comprehensive Plans", written public participation procedures were adopted by the Village Board in August 2005.

Public meetings were held to review background data, plan elements and growth scenarios. Two "Open Houses" were also held to present background information and plan recommendations to the public. From these meetings, the village's Smart Growth Commission and interested citizens developed the *Village of Cleveland 20-Year Comprehensive Plan*.

Nominal Group Exercise

In July 2005, the Village of Cleveland Smart Growth Commission participated in a nominal group exercise. The purpose of this brainstorming session was to produce a list of issues and concerns regarding future development in the village and its planning area.

This list was used as a basis in drafting goals and objectives for the village's Comprehensive Plan. The issues identified during this process were also used as a checklist to ensure they were addressed within the context of the plan.

The following are the top issues and concerns facing the village according to the Smart Growth Commission. A description of the Nominal Group process and the entire list of results can be found in Appendix C.

1. Preservation of natural resources (waterway buffers, lakeshore, and open spaces)
2. Need for service amenities (grocery, chiropractor, hotel and motel)
3. Controlled and compatible development along village border
4. Market Cleveland
5. Housing for all income levels
6. Preserve small town atmosphere
7. Develop I-43 interchange
8. Maintain community parks
9. Maintain grade school
10. Need light industrial to control utility costs

Community Image Survey

The community image survey (CIS) was an effective planning and public participation tool that utilizes images rather than words to describe a community vision. These images help people better understand crucial planning elements and make more informed, proactive decisions about creating places where they want to live, work, and enjoy life.

Photographs were taken by Village Smart Growth Commission members as positive examples of areas that should be preserved or enhanced, and negative examples of what should be rectified or avoided as development occurs. This exercise assisted in the development of the General Plan Design, preparation of development strategies, and the identification of implementation tools for the Comprehensive Plan. A copy of the CIS results can be obtained by contacting the Cleveland Village Hall.

Open Houses

Two open houses were held during the planning process. The first was held at the planning mid-point on June 12, 2006, at Lakeshore Technical College. Various informational pieces were available for the public to review. Citizens attending the open house were encouraged to ask questions and provide written comments on the displays and overall planning process.

The second open house was held January 29, 2007, at Lakeshore Technical College. This second open house was held at the conclusion of the planning process. This scheduled event allowed the residents and other interested persons the opportunity to review the completed draft plan and provide input as to its contents and scope. Comments from the two open houses can be found in Appendix D.

Visioning

A community-wide visioning exercise was conducted to determine what the public imagined Cleveland would look like in the future. This process was designed to provide a foundation for the development of the General Plan Design and development strategies. The village's Smart Growth Commission crafted the following vision statement during the planning process.

Village of Cleveland 20-Year Vision Statement

“The vision for the Village of Cleveland is to maintain its small town charm with a sustainable economy and a premium quality of life for its residents in a healthy and thriving environment. Knowledgeable and visionary community leaders promote the values of providing balanced development and exceptional services to its residents and businesses. Lake Michigan and the surrounding natural resources provide numerous recreational and economic opportunities to support a strong tourism industry. Lakeshore Technical College is the focal point for educating a well trained, diverse and flexible workforce that will meet the future needs of a changing marketplace.”

DEVELOPMENT STRATEGIES (GOALS, OBJECTIVES, POLICIES, AND PROGRAMS)

Goals, Objectives, Policies, and Programs have a distinct and different purpose within the planning process:

- **Goals** - describe desired outcomes toward which planning efforts should be directed. They are broad and long range. They represent an end to be sought, although they may never actually be fully attained.
- **Objectives** - are measurable ends toward reaching a defined goal.
- **Policies** - are a rule or course of action used to ensure plan implementation.
- **Programs** - are a coordinated series of action steps to carry out the plan.

Note: Since many planning issues are interrelated (e.g., land use and transportation), the goals, objectives and policies of one category may relate to those stated in other categories.

SUMMARY OF DEVELOPMENT GOALS

The eleven goals stated below illustrate how Cleveland will approach overall growth and development within its municipal boundaries and its planning area over the next 20 years. These goals are also listed by topic with applicable objectives, policies, and programs on succeeding pages.

1. To ensure the land within the Village of Cleveland and its planning area is developed/preserved according to the strategies described in the General Plan Design.
2. To utilize the *Village of Cleveland 20-Year Comprehensive Plan* as a guide for local officials to use when making land use decisions to help achieve the village’s long-range vision.
3. To manage a healthy natural environment through the preservation and protection of key natural resources within the village and its planning area.
4. To support the preservation of farmland within the village and its planning area until it is considered for other uses.
5. To maintain the village’s historic and cultural resources for future generations.

6. To provide an adequate housing supply that meets existing and forecasted housing demand for the Village of Cleveland.
7. To provide an environment conducive for business expansion and development.
8. To advocate safe and efficient transportation systems for all modes of transportation in and around the village.
9. To provide quality community services to all Village of Cleveland residents and businesses.
10. To continue to promote the variety of park and recreational activities within the village.
11. To coordinate with the adjacent Town of Centerville, Manitowoc County and other stakeholders on planning initiatives.

GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

Land Use

GOAL: To ensure the land within the Village of Cleveland and its planning area is developed/preserved according to the strategies described in the General Plan Design (Chapter 2 of this document).

Community Planning

GOAL: To utilize the *Village of Cleveland 20-Year Comprehensive Plan* as a guide for local officials to use when making land use decisions to help achieve the village's long-range vision.

Objective 1: Utilize this 20-year comprehensive plan to best reflect the interests of all village residents and its business community by following an orderly and cost efficient process that will maximize areas designated for development while preserving the village's vast environmentally sensitive areas, open spaces, and the Lake Michigan shoreline.

Policies:

1. Consult this 20-year comprehensive plan before making any decisions regarding land use and land use policies.
2. Ensure all growth and development occurs in a planned and coordinated manner to continually enhance the quality of life enjoyed by the village's residents.
3. Encourage continued cooperation and communication between the village, Town of Centerville, and Manitowoc County in implementing this 20-year comprehensive plan.

Programs:

- Present the *Village of Cleveland 20-Year Comprehensive Plan* to the public and Manitowoc County.
- Develop a 12-month action plan with designated stakeholders to begin working on the priority strategies identified in this comprehensive plan.
- Meet regularly with Town of Centerville officials regarding land use decisions being made to ensure there is controlled and compatible development along the village border.
- Consider holding joint community planning meetings with the Town of Centerville, Manitowoc County, private/public organizations, Lakeshore Technical College officials and the business community to continue to discuss options for implementing the strategies outlined in the comprehensive plans completed by the two communities.
- Continually keep the public abreast of any village and village/town planning efforts through media coverage, local newsletter articles, or by any other communication methods.

Objective 2: The Village Board and Village Plan Commission have the overriding responsibility to review and update this comprehensive plan as needed.

Policies:

- A. Periodically review and update, when necessary, this adopted 20-year comprehensive plan to ensure its compliance with any new or revised local, state, or federal requirements.
- B. Ensure the public is informed and involved to the greatest extent possible when considering updates and revisions to the village's comprehensive plan.

Programs:

- Hold Village Plan Commission meetings/working sessions to review and revise the adopted plan.
- Regularly review and revise zoning and subdivision ordinances to clarify language and address regulatory issues.
- Improve enforcement of existing ordinances that address dilapidated buildings and residential structures.
- Update the village's Official Map detailing future plats, roads, etc., within the village and its 1.5 mile planning area.

Natural Resources

GOAL: To manage a healthy natural environment through the preservation and protection of key natural resources within the village and its planning area.

Objective 1: Preserve as much as possible the distinctive rural character of the village and its surrounding extraterritorial boundary.

Policies:

- A. Consider Cost of Community Services studies to better understand the costs associated with local planning decisions.
- B. Encourage the preservation of natural scenic vistas.
- C. Utilize natural features to serve as sound barriers, filtration systems, and beautification areas along transportation routes, and commercial, retail, and residential development.
- D. Enhance parks and open spaces.
- E. Protect the integrity of steep slopes, rivers, streams, wetlands, and shoreland through review of any proposed development in close proximity to these areas.
- F. Encourage the preservation of natural corridors for species movement between significant natural areas in the planning area.
- G. Encourage the inclusion of environmental corridors, buffer zones and other natural areas in new and existing developments (i.e. conservation subdivisions).
- H. Seek to preserve the area's unique coastal natural resources through a multilateral partnership with local, state, and federal governments.

Programs:

- Maintain a map identifying critical ecosystems to protect native vegetation and animals from future development.
- Promote Fischer Creek, the Lake Michigan shoreline, Hika Park, and other parks and natural areas in and around the village as quality recreational opportunities.
- Internally market the village's natural and cultural features to inform residents that preservation of these resources depends upon the degree they take ownership of these unique assets.
- Prepare and adopt an outdoor park and recreation plan to assist village officials in determining areas in need of improvement, identify future park and recreation areas, and make the village eligible for state and federal grants.
- Establish a partnership with UW-Extension, select county and state departments, and the Sheboygan Area School District to teach children and

youth about the function and value of local natural resources and explore the opportunity for an adopt-a-park or natural area program.

Objective 2: Continually improve surface water quality (inland and coastal wetlands, rivers, and tributaries).

Policies:

- A. Support efforts related to surface water quality issues through the use of protection, restoration and improvement tools.

Programs:

- Utilize tools for erosion control (e.g., buffer strips, conservation easements, land use controls, planting of native vegetation, and water gardens).
 - Incorporate environmental corridors when considering new commercial and residential developments.
 - Continually monitor the efficiency and capacity of the village's wastewater treatment facility.
 - Ensure there is adequate acreage available within a reasonable distance of the village to appropriately spread sludge from the wastewater treatment facility.
 - Secure grant monies to fund completion of a stormwater management plan.
- B. Promote efforts to maintain the natural beauty and integrity of the Lake Michigan shoreline to include Hika Park as well as Fischer Creek and Centerville Creek.

Program:

- Research the possibility of establishing a visitor center near Hika Park that would focus on tourism and natural resources.
- C. Encourage efforts to improve the quality of beaches in the area.

Program:

- Participate in studies and activities to determine the causes of beach contamination.

Objective 3: Promote the protection of groundwater quality and quantity.

Policies:

- A. Identify and preserve groundwater recharge sites (wetlands and ponds) and areas of shallow soils.
- B. Discourage development within the identified environmental corridors.
- C. Work cooperatively with the neighboring Town of Centerville to protect groundwater resources.

Programs:

- Develop and maintain a wellhead protection plan to preserve the quality and quantity of the village's drinking water.
 - Secure grant monies to fund completion of an area-wide stormwater management plan.
- D. Promote the use of soil conservation and sound agricultural methods that minimize groundwater contamination.
- E. Support initiatives designed to educate citizens on available protection techniques to preserve groundwater quality and quantity.

Programs:

- Distribute literature to residents prepared by the Wisconsin Department of Natural Resources and UW-Extension regarding best management practices for applying herbicides and pesticides.
- Maintain communication with the local Discovery Farms project to learn of new methods for preserving the area's groundwater through such practices as grazing and organic farming.
- Work with Town of Centerville and Manitowoc County officials to provide input on the application and effectiveness of the state's new large farm siting and monitoring regulations.

Agricultural Resources

GOAL: To support the preservation of farmland within the village and its planning area until it is considered for other uses.

Objective 1: Minimize the potential conflicts between farming and non-farming uses.

Policies:

- A. Recommend that non-farming uses are buffered from agricultural lands to lower the number of possible nuisance complaints regarding agricultural practices.

Programs:

- Support studies that evaluate the impacts of agricultural operations on the environment.
- Support the addition of new types of agriculture operations (e.g., specialty farms and horticulture) in the area.
- Advocate along with Town of Centerville officials for the use of sound agricultural and soil conservation methods to minimize surface and groundwater contamination, soil erosion, and excessive odors.
- Offer methods to create a safe environment for travel between agricultural fields and farming operations.

Objective 2: Provide for orderly development of agricultural lands for other uses.

Policies:

- A. Minimize impact of future development by encouraging conservation-based land use practices.

Program:

- Reference the area's critical ecosystems map before approving any building permits to ensure environmental sensitive areas will not be compromised.
- B. Cooperate with the Town of Centerville on development within the planning area to limit incompatible land uses and issues between farmers and non-farmers.

Programs:

- Update the village's Official Map detailing future plats, roads, etc., within the village and its 1.5 mile planning area.
- Investigate the idea of adopting a formal boundary agreement with the town.
- Encourage the use of buffer areas to include pastures and open spaces between farming and non-farming operations.
- Direct development to smaller parcels and less productive farmland rather than larger tracts of land with very fertile soils.
- Distribute information to current and future residents on the Right to Farm Law.

Cultural Resources

GOAL: To maintain the village's historic and cultural resources for future generations.

Objective: Encourage the preservation and enhancement of the village's historic and cultural assets.

Policies:

- A. Identify historically significant structures, sites and objects for preservation and/or restoration.

Programs:

- Obtain financial and technical resources to preserve, enhance, and promote the historic assets of the village.
 - Create a design plan that is consistent, unique, and fits the character of the area.
- B. Promote the historic and cultural assets of the area for tourism activities.

Programs:

- Design and maintain a brochure and website to market the historic and cultural assets.
- Support events that mark the history of the area and draw visitors to the village.
- Promote the Lutze House Barn as part of an educational/visitor center for the area.

Housing

GOAL: To provide an adequate housing supply that meets existing and forecasted housing demand for the Village of Cleveland.

Objective 1: Promote the development of a range of housing choices for residents of the village to meet the needs of persons of all income levels, age groups and persons with special needs.

Policies:

- A. Ensure there is affordable housing available to current and future residents of the village.

Programs:

- Promote housing assistance programs available to residents.
 - Promote incentives to develop affordable housing.
 - Work with federal, state, regional, and county agencies to assist residents in acquiring first time homebuyer and home improvement loans.
 - Investigate locating higher-end housing in the south central and lakeshore areas of the village and its planning area.
 - Create an on-going educational process to inform the public, government officials, and developers of Cleveland's future housing needs.
 - Work with Lakeshore Technical College officials to determine the need for current and future student and staff housing.
 - Utilize local business organizations/associations to collect and analyze data on housing needs of those working at area employers.
 - Support and cooperate with local non-profit and public agencies that provide housing assistance.
- B. Encourage the building of single family homes, the adequate availability of affordable apartments, and a variety of senior and special needs housing.

Programs:

- Work with builders and developers to provide housing that meets the current and future needs of the residents.
- Identify areas within the village where a mix of residential development would most effectively meet differing housing needs.
- Update village's zoning ordinance to allow a range in densities and lot sizes.

Objective 2: Promote the availability of land for the development or redevelopment of housing in the village.

Policies:

- A. Expand residential development in a contiguous and efficient manner.

Programs:

- Work with the Town of Centerville to create a joint infill program containing agreements on the types, density and location of housing being built along the village's border.
 - Recommend new housing to infill existing vacant residential properties where services are presently located or can be economically provided.
- B. Consider areas within the village for low and moderate income housing that is accessible to existing amenities.
- C. Encourage new housing in areas where municipal infrastructure is already available or could be efficiently extended.

Program:

- Acquire information on resources from other communities that have successfully redeveloped unproductive land to satisfy local housing needs while eliminating blighted areas.
- D. Locate higher-density residential development in areas that minimize impacts upon lower-density residential developments.
- E. Support development that does not adversely affect the assessed value or livability of neighboring residential properties.

Program:

- Create architectural review standards to ensure new development within existing neighborhoods maintains the character of the area.
- F. Incorporate natural and environmentally sensitive areas into design plans for new housing development.

Programs:

- Adopt a subdivision design review process that includes site review procedures, and information and engineering requirements for open space conservation.
- Create conservation subdivisions by developing zoning tools that include substantial open space, lots smaller than 8,000 sq. ft., and open space incentives.
- Consider innovative zoning and development techniques (e.g., conservation by design, cluster type developments, zero lot lines, etc.) to provide for both the preservation of open space and the construction of a variety of housing choices.
- Develop design standards for homes being considered along the Lake Michigan shoreline.

Objective 3: Maintain or rehabilitate the village's existing housing stock.

Policies:

- A. Maintain, rehabilitate, and preserve the village's existing homes.

Programs:

- Apply for grants and support local initiatives to improve housing conditions, including the mobile home park.
- Ensure residents are able to receive educational materials and information regarding available financial assistance and home repair/modification programs.
- Develop and enforce stricter housing codes for homeowners and landlords that do not maintain their properties.
- Pursue payment of delinquent taxes to persuade owners of abandoned or underutilized properties to sell or improve the conditions of their properties.
- Organize fix-up and clean-up days sponsored by local civic groups focusing on exterior maintenance of target homes or neighborhoods.

- B. Take measures to restore/maintain historic homes whenever possible.

Program:

- Enforce building codes, including historic building codes, that help improve the condition of deteriorating or dilapidated housing.
- C. Recommend existing structures and properties for adaptive reuse, such as converting former retail, commercial, or industrial uses to residential.

Economic Development

GOAL: To provide an environment conducive for business expansion and development.

Objective 1: Retain existing businesses that provide employment opportunities for area residents.

Policies:

- A. Revitalize and expand the business district to improve the area's overall appearance and attractiveness to residents, shoppers, and employers.

Programs:

- Institute a communication process between employers and local officials to ensure issues of concern are being addressed in a timely and effective manner.
 - Implement the public utilities goals of the village's Comprehensive Plan.
- B. Promote an active Chamber of Commerce or business association.
- C. Promote the village as pedestrian friendly and safe by ensuring areas are clean and well-lit, plus offer pedestrian amenities such as benches that encourage foot traffic.

Programs:

- Continue street and sidewalk maintenance to provide for adequate travel conditions.
 - Refurbish storefront designs to improve the overall appearance of the village's central district.
 - Promote retail, general purpose shopping, professional services and similar businesses within the central business district and in the I-43 area.
 - Establish and enforce ordinances that support the village's vision for the business district and commercial area adjacent to I-43.
- D. Encourage a system of quality commercial development that provides local residents with needed goods and services, supports both existing and future residential development, and is located near existing services.
- E. Encourage industrial development to locate and expand in areas where municipal services can be most economically provided and where transportation is most readily available.

Programs:

- Cleanup existing industrial sites to make them more attractive for business.
- Consider creating an additional business/industrial park along I-43.
- Continually monitor the village's existing tax incremental financing district for future amendment to accommodate new projects or expansion.

- F. Proactively support the development of home-based businesses that do not compromise the character of residential neighborhoods.
- G. Maintain and expand the area's infrastructure to enable existing employers to grow and allow new businesses to develop.

Program:

- Annually assess the capacity of existing infrastructure, roads, electricity, public safety services, etc, to accommodate new development while weighing the costs to potential benefits of that growth.

Objective 2: Identify and utilize various types of financial and technical assistance to grow the local business community.

Policies:

- A. Support the Economic Development Corporation of Manitowoc County in their efforts to market the area, plus maintain services and programs to grow the county's economy.
- B. Create and promote an incentive package to assist businesses wanting to expand locally.

Programs:

- Utilize countywide revolving loan funds to help new or expanding businesses grow.
 - Investigate creating a business incubator building to provide low-cost space for fledgling small businesses.
 - Establish a local public/private economic development committee to address local economic development issues.
- C. Apply for applicable funding sources such as CDBG Public Facilities grants and Public Facilities for Economic Development (PFED) grants to maintain and expand the economic development capacity of the village.

Objective 3: Attract new businesses to the Village of Cleveland to complement existing employers and diversify the economy.

Policies:

- A. Determine what types of businesses would fit the village's character and can be accommodated by the current infrastructure.

Program:

- Create a strategy that includes stakeholders, roles and responsibilities, marketing, resources, etc., to attract employers to the area.
- B. Locate commercial development dependent on automobile traffic along I-43 to allow better access to local and through traffic.
 - C. Encourage infill of vacant commercial and retail buildings.

- D. Ensure there is an adequate amount of business park space for future expansions of current tenants.
- E. Encourage the redevelopment of brownfields and other contaminated sites in existing industrial and commercial areas of the village.
- F. Prepare a portfolio of recruiting and marketing materials that can be used to market Cleveland.

Objective 4: Increase the amount of tourism revenue generated annually.

Policies:

- A. Continue to promote the village and surrounding area through local, regional and statewide marketing efforts.

Programs:

- Apply for funding through the Wisconsin Department of Tourism to create marketing materials for the area and specific events.
 - Utilize a marketing brochure illustrating the recreational offerings and unique events in the village and the surrounding area.
 - Create a tourism plan, including park facilities, non-motorized paths, events, etc., to cater to a wide variety of visitors.
 - Consider a virtual tour of the village for the village website.
 - Promote the Lutze House Barn as part of an educational/visitor center for the area.
 - Promote a community calendar that includes events of interest for all members of the family.
- B. Create and maintain an environment that is clean, pleasant, and inviting to visitors.

Programs:

- Invest in the expansion and enhancement of natural resource areas (beach areas, Hika Bay, etc.) that will be attractive to visitors.
- Update the waterfront development plan, including Centerville Creek and the Lake Michigan shoreline, to allow the village to apply for funds to finance improvements for these areas.
- Continue to improve the appearance of the primary entrances to the village.

Transportation

GOAL: To advocate safe and efficient transportation systems for all modes of transportation in and around the village.

Objective 1: Promote an efficient road system that ensures the highest degree of safety, mobility and accessibility for its users.

Policies:

- A. Maintain the functional integrity of existing and future roadways through appropriate land use controls and design standards.
- B. Encourage convenient and efficient vehicular movement near all commercial, industrial, and public facility locations.

Program:

- Provide adequate traffic controls (e.g., turning lanes, parking restrictions, access spacing) as deemed necessary.
- C. Provide a transportation system that reduces accident exposure and increases travel safety.
- D. Encourage a transportation system that identifies and preserves multi-use utility and transportation corridors.

Program:

- Recommend the abandoned railway corridor be turned into bicycle/walking trails.
- E. Support safe and convenient pedestrian traffic movement for people of all ages and physical abilities.
- F. Plan for and designate future street right-of-ways within and adjacent to the village.

Program:

- Update the village's Official Map to identify future roads, parks, utility corridors, etc.
- G. Protect existing investments in the road network with proper maintenance.

Program:

- Conduct annual assessments of the village's street pavement conditions, drainage and maintenance needs, safety of existing driveways and adequacy of sight triangles at all street intersections.

Objective 2: Encourage creation of a transportation system that complements and enhances the character and natural environment of the village.

Policies:

- A. Advocate for transportation projects that contribute to improved air quality and reduced energy consumption.
- B. Advocate for transportation projects that include protection of the village's natural resources, scenic views, etc.
- C. Transportation facility construction plans should be developed using sound geometric, structural, erosion control and landscape design standards which consider the aesthetic quality of the transportation facilities and the areas through which they pass.
- D. Avoid, minimize or mitigate the impact of transportation improvements on parks, recreation areas, historic sites, and cultural resources.

Objective 3: Promote alternative means of travel to reduce automotive dependency.

Policies:

- A. Support transportation demand management strategies that reduce the number of single occupant vehicles, such as park-and-ride lots and carpooling.

Program:

- Investigate the idea of establishing a bus that runs to and from the City of Manitowoc and to and from the City of Sheboygan.
- B. Protect existing corridors and create new corridors to provide opportunities for non-motorized travel.

Objective 4: Provide a safe system of bicycle paths and designated bicycle routes throughout the village and planning area.

Policies:

- A. Comply with American Association of State Highway and Transportation Officials (AASHTO) and Manual of Uniform Traffic Control Devices (MUTCD) guidelines and standards to ensure a comfortable margin of safety for bicyclists and pedestrians.
- B. Construct bicycle lanes or wide curb on arterial highways and major collectors.
- C. Construct bicycle paths to serve corridors not served by roads and highways. The most common uses are along rivers, lakeshores and utility right-of-ways.
- D. Authorize bicycle routes along suitable highways and roads with direct and safe access.

Utilities/Community Facilities

GOAL: To provide quality community services to all Village of Cleveland residents and businesses.

Objective: Establish quality community facilities and public services that are well maintained, efficient, and cost-effective for residents and businesses.

Policies:

- A. Encourage concentrated and orderly development in areas where appropriate utilities, community facilities and public services are readily available.
- B. Provide for the continuous availability of public utility capacity.
- C. Provide areas identified for development with adequate water, sewer and stormwater facilities.
- D. Coordinate, consolidate and share governmental facilities and services where possible.

Programs:

- Execute “mutual aid agreements.”
 - Move public works operations away from Lake Michigan.
- E. Provide adequate road maintenance, solid waste/recycling practices and facilities, protective services, etc.
 - F. Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings.
 - G. Invest in new public works equipment to adequately and economically perform required duties.
 - H. Consider attaching future telecommunication towers to structures such as water towers or to existing towers.
 - I. Promote energy conservation measures within both the public and private sectors.

Program:

- Encourage energy conservation measures in all community facilities as a means to showcase conservation measures and set a positive example to homeowners and businesses.
- J. Promote cooperation and communication with the Sheboygan Area School District and Lakeshore Technical College to collectively support quality educational opportunities.

Program:

- Work with adjacent communities, Sheboygan Area School District, Lakeshore Technical College and other jurisdictions to maximize the joint use of

community facilities to reduce costs, promote efficiency in use, and avoid duplication and overbuilding of services.

- K. Consider environmental and resource sustainability opportunities when making land use decisions.

Programs:

- Consider potential groundwater impacts when evaluating future developments.
- Consider potential water quality impacts when evaluating future developments, including proximity to the village's environmental corridors (e.g., wetland areas, floodplains, steep slope).

Parks and Recreation

GOAL: To continue to promote the variety of park and recreational activities within the village.

Objective: Promote safe parks and recreational sites to provide a variety of activities for residents.

Policies:

- A. Develop, maintain and upgrade recreational facilities within the village and surrounding area.

Programs:

- Update the village's existing Park Plans to continually maintain, upgrade and develop the parks.
- Prepare a Comprehensive Outdoor and Recreation Plan.
- Use the village's official mapping process to preserve any areas the village designates for future park and recreational uses.
- Explore available resources and contact appropriate agencies (e.g., WDNR, BLRPC) to further enhance the quality of the village's recreational facilities.
- Where feasible, create additional recreational space along the Lake Michigan shoreline with the expansion of Hika Park.
- Investigate the possibility of building a permanent dock/marina at Hika Park.
- Continually assess the need to add recreational activities for all age groups including a skate park, bicycle park, soccer field, shooting range, ski trails, and ice rink.
- Continually assess the need to replace or retrofit the play and recreational equipment at the public parks.

- B. Consider access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.
- C. Work with the Town of Centerville when planning for the development of additional recreational parks and trails within and surrounding the village.
- D. Promote and utilize natural features such as Fischer Creek to enhance the recreational opportunities in the village.

Programs:

- Promote Lake Michigan for fishing, boating, swimming, etc.
- Focus on multipurpose uses for Hika Park and adjacent waterways.

Intergovernmental Cooperation

GOAL: To coordinate with the adjacent Town of Centerville, Manitowoc County, and other stakeholders on planning initiatives.

Objective: Promote cooperation between the Village of Cleveland, the Town of Centerville, or any government entities that make decisions impacting the village and its planning area.

Policies:

- A. Work with Town of Centerville officials to minimize conflicts through cooperative boundary agreements.

Programs:

- Improve participation with neighboring communities and the county regarding meetings, workshops, mutual planning activities, etc.
 - Encourage the Plan Commission to work with Manitowoc County, the Bay-Lake Regional Planning Commission, and other planning entities involving town, village, county, and regional planning activities.
 - Work with neighboring communities and agencies regarding protection of any natural features, including Lake Michigan, Centerville Creek, and Fischer Creek, when land use decisions involve areas within the village and its extraterritorial boundary.
- B. Coordinate joint ownership of equipment, community facilities, and services whenever possible.

Program:

- Continue “mutual aid agreements” for public services as deemed necessary.
- C. Promote cooperation and communication with the Sheboygan Area School District and Lakeshore Technical College to collectively support quality educational and recreational opportunities.

Programs:

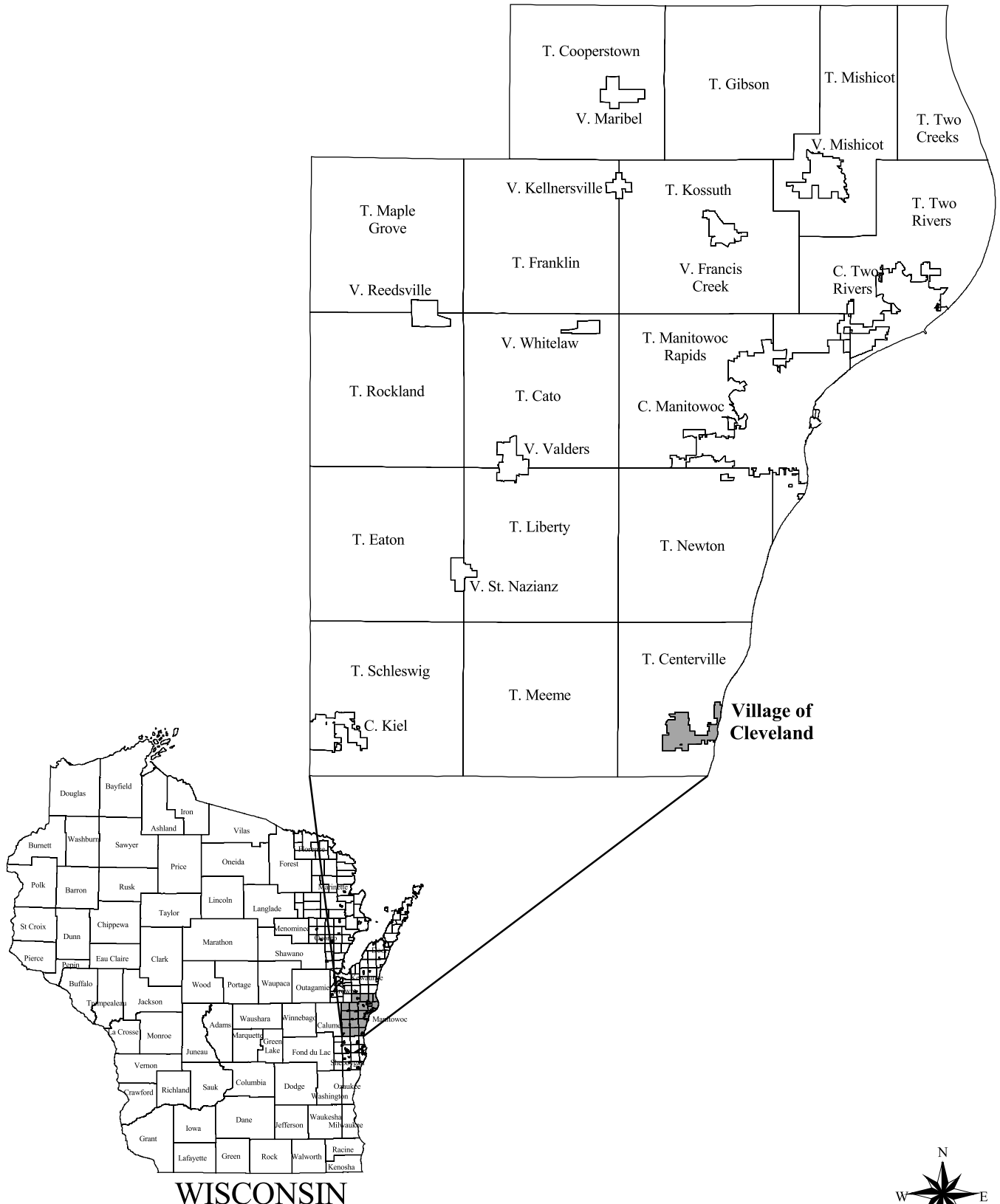
- Work with communities in the area, Manitowoc County, Lakeshore Technical College, Sheboygan Area School District and other entities to maximize the joint use of community facilities to reduce costs, promote efficiency in use, and avoid duplication and overbuilding of services.
- Involve high school and technical college students in community service activities.

Location Map

Village of Cleveland

Manitowoc County, Wisconsin

Map 1.1



This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.
Source: Village of Cleveland; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

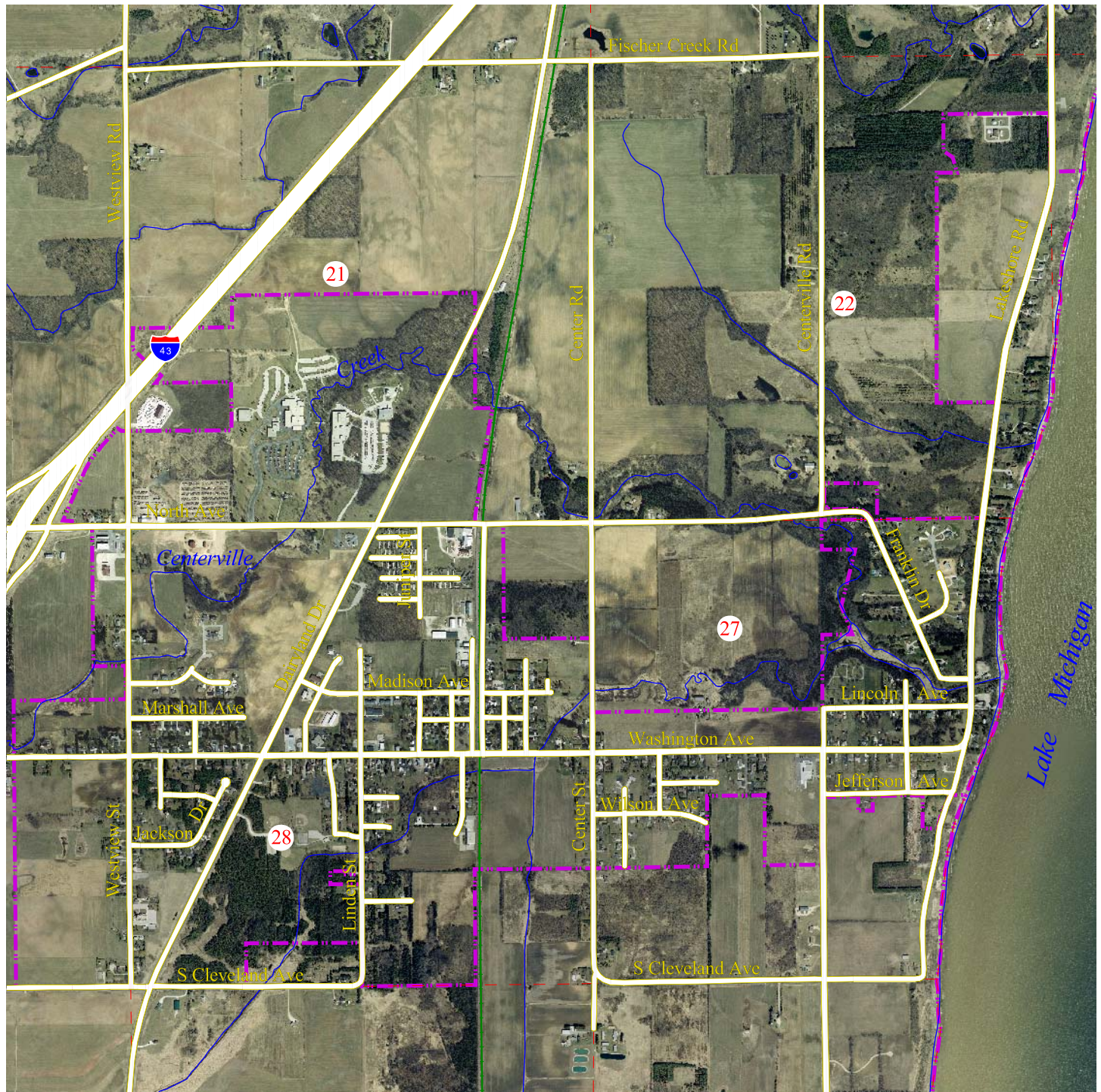


Corporate Boundary

Village of Cleveland

Manitowoc County, Wisconsin

Map 1.2



1000 0 1000 Feet



Village of Cleveland
Corporate Boundary

Base Map Features

- Village of Cleveland Boundary
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

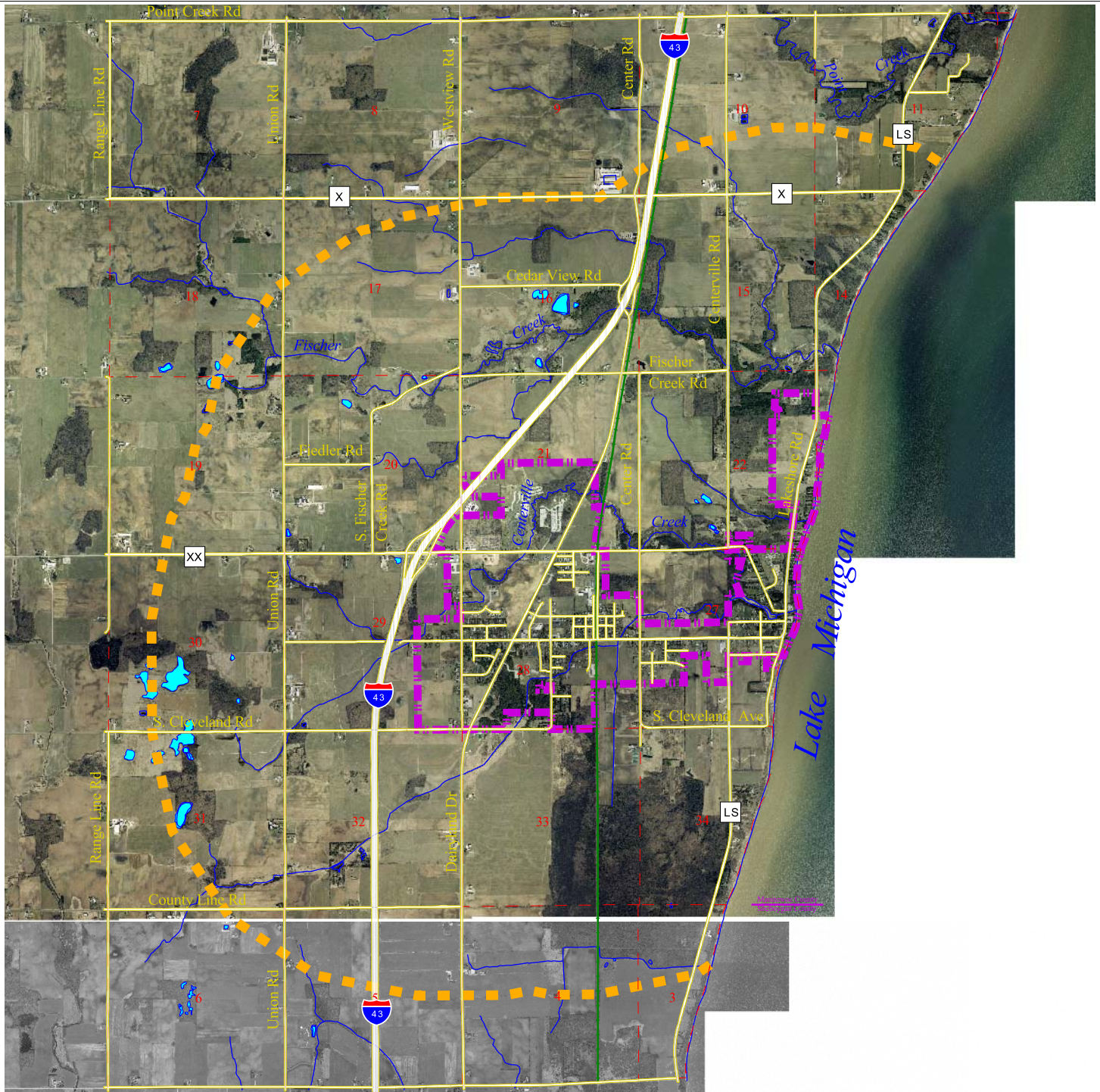
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Source: Village of Cleveland; Manitowoc County, 2005; Bay-Lake Regional Planning Commission, 2007.

Village Planning Area

Village of Cleveland

Manitowoc County, Wisconsin

Map 1.3



2000 0 2000 Feet

1.5 Mile Extraterritorial Boundary

Base Map Features

- Village of Cleveland Boundary
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

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Source: Town of Centerville; Village of Cleveland; Manitowoc County, 2005; Sheboygan County, 2003; Bay-Lake Regional Planning Commission, 2007.

CHAPTER 2 FUTURE LAND USE PLAN

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Chapter 2 - FUTURE LAND USE PLAN

INTRODUCTION

This chapter discusses the 20-Year General Plan Design for the Village of Cleveland. Over an 18 month period, the Smart Growth Commission reviewed and analyzed background data and evaluated future growth options for the Village of Cleveland. The background data provided in Volume II (Community Resources) was referenced during the preparation of the village's General Plan Design. From these meetings and presentations to the public, the Village of Cleveland 20-Year General Plan Design was drafted and approved. A current land use inventory coupled with comprehensive development strategies and implementation tools such as zoning ordinances will assist in achieving the village's 20-General Plan Design.

The General Plan Design map (Map 2.1) reflecting the type, location, and density of specific future land uses is the focal point for discussion within this chapter.

STATE PLANNING GOALS

The individual elements of the Comprehensive Planning legislation (s.66.100 (2)) contain a combined 14 separate goals to be addressed during the planning process. These basic planning criteria were developed to ensure local officials are developing a plan that accounts for each individual component of the community.

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 and 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 each 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.

LAND USE ISSUES AND CONFLICTS

During the many steps in the preparation of the village's Comprehensive Plan, several land use issues were identified and discussed. The primary goal of the comprehensive planning process is to identify land use issues and conflicts and opportunities for resolutions as stated during the Intergovernmental Cooperation Workshop. Noted below are some of the common themes expressed during the planning process. They should be addressed during implementation of the Comprehensive Plan through completion of the development strategies or utilization of zoning ordinances.

- The village should review its existing zoning map to reflect current land uses.
- A sufficient amount of land should be allocated for construction of housing for all age groups and persons with disabilities.
- Parks and recreation areas will continue to be upgraded and expanded to better serve the needs of the residents.
- There will continue to be efforts to preserve and enhance the Lake Michigan shoreline and Centerville Creek.
- There will need to be better cooperation with the Town of Centerville regarding development patterns near village boundaries.
- Incompatibilities between farm and non-farm land uses will need to be addressed as development pressures increase.

ANTICIPATED LAND USE TRENDS AND USES

During the planning process, several existing land use and demographic trends are expected to continue throughout the 20 year planning period. These trends were taken into consideration while preparing the village's development strategies.

- The ratio of persons per household will decrease resulting in greater amount of acreage to accommodate future residential growth.
- Existing neighborhoods of higher density development will continue to be refurbished and serve as affordable housing.
- New residential areas on the periphery of the village will develop at lower densities.
- The village's natural features will continue to be maintained, therefore preserving the area's environmental assets, recreational areas and wildlife habitats.
- The village's downtown and I-43 locations will continue to be the focus of multi-purpose commercial activity (small retail, professional services, general purpose shopping, tourism).

- Redevelopment and revitalization of underdeveloped areas such as the industrial site adjacent to the rail line.
- The area's historical buildings and sites will be inventoried for preservation and promotion.
- An assortment of businesses will continue to rely on both transient traffic and local residents for sales.
- The village will experience a growing demand in public services as the median population age increases.
- Agricultural lands in the village's extraterritorial planning area will be preserved to the greatest extent possible.
- Lakeshore Technical College will continue to serve as a focal point for economic and workforce development resulting in expansion of school facilities and an increase in enrollment.

DEVELOPMENT CONSIDERATIONS

Due to the fact the Village of Cleveland is located adjacent to I-43, situated between two larger metropolitan areas, home to a growing technical college, and nestled on the shores of Lake Michigan, it will mostly likely enjoy both a healthy growth in population and an increase in business activity during the next 20 years. Village officials will need to keep in mind some development considerations for Cleveland and its planning area. The General Plan Design encompasses future land use considerations for the village and planning area. Some of the development strategies defined in the previous chapter are reiterated below because of their importance to the basic development components of the village. Business and residential developers should be made aware of the long range development plans of the village. In addition, Cleveland officials should be working with the Town of Centerville to avert potential future land use conflicts along the village's boarder and in the environmentally sensitive areas where their disturbance could have adverse impacts on both communities.

- The village should adopt and maintain an Official Map that is consistent with the Comprehensive Plan to ensure compatible street designs and layouts. The Official Map also has a tendency to create more compact develop.
- Since Cleveland is located on the shores of Lake Michigan and bisected by Centerville Creek, it is essential that the environment is protected from any negative impacts that may be associated with increased development to include farming.
- Environmental features should be utilized for potential parks and open space, or preserved for important ecological and environmental functions such as stormwater retention, groundwater filtration, flood control, and to maintain wildlife habitat.
- In an effort to make the Hika Bay area along Lake Michigan more attractive for residents and visitors, the village should review on an ongoing basis its application of zoning ordinances to ensure that redevelopment and new development is not contributing to the run-off seen along the shoreline.
- Alternate modes of transportation should be consistently evaluated to determine need and possible integration into new developments (i.e. bike and walking paths).

- Any business and residential sites that are underutilized should be redeveloped to increase tax revenues, and maintain the community's overall character, including scale, architectural styles, etc.
- A current waterfront development plan would inventory recommend new development and redevelopment recommendations.
- Enhanced natural areas within the planning area may serve as potential recreational uses to increase tourism revenue and help establish tourism related businesses.
- With trends toward larger lot sizes and country living, buildable land within the village's 1.5 mile planning area should be monitored as to the type of development occurring and whether or not it fits the character of the village. Working with the Town of Centerville will help ensure orderly development patterns as the village grows and new properties are being built along the village borders.

Land Supply and Value

Amount and Demand

The amount of land available for development within the village is determined by calculating areas of existing development and lands considered not developable based on surrounding environment or other criteria. Based on these factors, 538 acres, or 42 percent of the village's vacant land is considered buildable. These areas may have access to public infrastructure and services needed to support development.

- General residential trends have seen more single-family development with lower population densities and larger lot sizes. In addition, most residential growth has been along the lakeshore and in the south central part of the village. Land is available within the village limits for continued growth of single family development and multiple family facilities.
- The area along I-43 is beginning to experience commercial growth due to the ease of access and visibility for motorists. Land along these corridors is available in the village and its planning area where infrastructure and services can be extended if needed.
- Scattered parcels along Washington Avenue and the waterfront should focus on infill with uses that fit with the character of the surrounding area while enhancing the entrance to Hika Bay.
- Industrial land is limited at the present time and the area available in the north central part of the village is underdeveloped. Existing commercial businesses retain some acreage for expansion.

Price

The price of developable lands will vary depending on the surrounding land uses, location, access, services, along with other subjective factors. Land prices in the village will continue to fluctuate as the market continues to change. Village officials should maintain contact with local realtors and developers to monitor residential, commercial, industrial and other land prices within and adjacent to the village.

DESIGN YEAR LAND USE PROJECTIONS

Five Year Incremental Land Use Projections

Wisconsin Statute 66.1001(2)h requires Comprehensive Plans to include projections in five-year increments for future residential, commercial, industrial, and agricultural land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based over the 20-year planning period. Table 2.1 illustrates the potential amount of acreage needed for future development within the Village of Cleveland through 2025 based on the WDOA population projections.

Residential Projections

The village's future residential land use acreage was projected utilizing the following methodology:

- the village's projected housing needs are based on Wisconsin Department of Administration (WDOA) projections of 83 new homes being built by 2025,
- an average dwelling unit per 1/3 acre ratio for housing development, and
- a multiplication factor ranging from 1.25 to 2.5 to allow for market flexibility.

Note: The projections are for single family homes and do not account for multiple family and apartment complexes which have greater residential densities.

Commercial Projections

To calculate village commercial land use projections, the BLPRC compared the current ratio of residential acreage to commercial land use acreage by parcel as shown on the 2005 land use inventory. This ratio was approximately 4 acres of residential to one acre of commercial land.

Industrial Projections

Industrial lands are projected in the same manner as the commercial lands by using the current ratio of residential acreage to industrial land use acreage by parcel as indicated on the 2005 land use inventory. This ratio was approximately 31 acres of residential to one acre of industrial land.

Table 2.1: Five-Year Incremental Land Use Projections, 2005-2025, Village of Cleveland

Year	Residential*		Commercial*		Industrial*	
	Acres	Total	Acres	Total	Acres	Total
2005	2.9	2.9	0.7	0.7	0.1	0.1
2010	4.5	7.4	1.1	1.7	0.1	0.2
2015	5.2	12.7	1.2	3.0	0.2	0.4
2020	5.3	18.0	1.3	4.2	0.2	0.6
2025	3.0	21.0	0.7	4.9	0.1	0.7

*This is a net total for each land use category.

2025 gross land use calculations are 28 acres of residential development, 7 acres for commercial development, and 3 acres for industrial development.

There are factors that must be taken into consideration when calculating future land use by use.

- It is **not** the intent of the plan to see an entire area within a land use classification develop but rather the specified uses shall be allowed if consistent with the type, location, and density of the development within the area.
- Environmental features located within these land uses will prohibit or hinder development.
- Within developing areas portions of the village, some land must be allocated for future roads, recreation areas, etc. that comprise a certain percentage of the area.

Agricultural Projections

According to the 2005 Land Use Inventory, some 255 acres of agriculture land exist within the Village of Cleveland's municipal limits with a total of 10,783 acres located within the 1.5 mile extraterritorial planning area. As shown on Table 5.1 in Chapter 5, Manitowoc County has lost 1,687 acres of agriculture land to other uses from 2000 to 2005. In addition, the value per acre of agriculture land being diverted to other uses has dramatically increased during this five-year period of time from \$1,846 in 2000 to \$6,000 in 2005. With Cleveland's prime location, the village and the planning area will experience its share of agriculture land being diverted to other uses during the next 20 years but at what rate is not readily known.

The cost of developing productive agricultural lands needs to be considered due to the fact agriculture lands provide revenues to local governments and require very few services. As shown above in Table 2.1, Cleveland is predicted to develop modestly over the next 20 years. The village is projected to need 28 acres for new residential development, 7 acres for expanded commercial development and 3 more acres for industrial development by 2025. Designating areas for infill or concentrated development within the village limits or adjacent to village borders not only help keep the cost of services down, but it will also help preserve the valuable farmlands and rural landscape that are now prevalent.

GENERAL PLAN DESIGN LAND USE CLASSIFICATIONS

The following land use classifications were outlined in the village's 2001 Land Use Plan and were also used in the preparation of the 20-Year General Plan Design. The village's future land use classifications are:

- | | |
|--------------------------------|--|
| • Neighborhood Residential | • Roadside Mixed-Use |
| • Neighborhood Mixed Use | • Governmental/Institutional/Utilities |
| • Open Space Residential | • Parks and Recreation |
| • Shoreline Residential | • Environmental Preserve |
| • Open Space Rural Residential | • Transportation (Road) |
| • Village Center | |

Neighborhood Residential

This district allows for higher density residential development within and adjacent to the village where infrastructure can support the additional traffic and utilities are available. It will look like traditional Cleveland neighborhoods and will fill in some of the vacant land and subdivisions in central Cleveland to allow for a variety of housing options for current and future residents.

Recommendations:

1. **Existing residential neighborhoods found throughout the village will remain** during the 20 year planning period with the possibility of infill developments and rehabilitation or redevelopment of existing structures whenever possible.
2. **New residential development within existing neighborhoods should follow the village's current zoning standards.** Future developments should correspond to surrounding land uses according to scale and density, especially on a variety of infill lots.
3. **New development should correspond with the existing neighborhood residential types** to avoid incompatibilities, compromising of the area's visual appearance, and set uniform design standards for use and appearance of the neighborhood. Duplexes and single-family homes could share the same neighborhood. This is done through careful planning and design resulting in higher densities without any noticeable change in the neighborhood character.
4. **Future residential developments shall be sensitive to natural features** by preserving wildlife habitat, conforming to set back requirements, incorporating natural features into the landscape, and planting trees along streets to maintain road edges and control erosion run off.
5. **The manufactured home park is recommended to remain.** The expansion of the park on adjacent land is preferred over developing additional manufactured park sites.
6. **Traffic and circulation standards** will require streets to link neighborhoods, allow for parallel parking, slow traffic, and include sidewalks where pedestrian traffic demands.
7. **The inclusion of shared open spaces and natural features** in this district could be used for either passive or active recreational activities.

Neighborhood Mixed Use

This district will contain less intensive commercial, mixed-use development, and light industry in an area along CTH XX from the North Avenue intersection to the Washington Avenue intersection.

Recommendations:

1. **The visual character** of this district will be an important component in maintaining symmetry, safety, and traffic flow along this primary route in and through the village.
2. **The preservation of the environment and landscape** is important to decrease run off due to an increase of impervious services; provide natural buffers between buildings; and retain natural features such as clusters of older vegetation and trees.
3. **Traffic and circulation** must be a priority for this high volume street. Proper and uniform signage; street linkages; accessible and identifiable parking areas; and appropriate visual screening methods will offer residents and visitors a safe passage in and out of the village.

4. **The mix of land uses will encourage a variety of activities and uses.** The area should invite outdoor activities and pedestrian uses such as outdoor eating, multi-modal transportation options; and community gathering places.

Open Space Residential

This district was developed to maintain the rural and natural character of the village through the preservation of open space.

Recommendations:

1. **Houses should be located around open spaces** that include natural environmental areas such as fields, woodlands, pastures, or farmland. Group houses together in ways that create large, clear naturally landscaped areas between those clusters. These clusters will be offset by the natural features of the landscape.
2. **Each home and each cluster of houses will conform to the watershed and water quality regulations** by following set backs for environmental corridors and other natural features.
3. **Traffic patterns and flow** will involve the integration of linked trail systems; an efficient street design plan; a limited number of cul-de-sacs; and the use landscape to provide a visual connection between homes and clusters of homes.
4. **Shared open spaces are designed** to incorporate the natural features of the landscape that will provide a variety of quiet recreational opportunities.
5. **Residential lots should have edges as a natural feature.** Developers should design residential developments with as many lots as possible having at least one significant edge bordering a natural feature.
6. **Multi-family residential should be incorporated as appropriate** so long as it follows the same clustering standards as single family development.
7. **The land management and controls** should include deed restrictions, covenants, and easements that guarantee land control and management of natural areas.
8. **It is important to designate open space or common areas** during the initial development stages to minimize their future use as developable parcels.

Shoreline Residential

This district includes all residential property along or adjacent to Lake Michigan. It protects existing smaller lots while maintaining existing views of the lake.

Recommendations:

1. **The visual character** of this scenic and environmentally sensitive area involves maintaining the views shared by residents and visitors; integrating the natural landscape; varying the lot sizes to take advantage of values; and ensuring there are appropriate shoreland set backs.
2. **Existing shoreland vegetation should be protected** by establishing regulations to severely limit the clearing of existing shoreline and bluff vegetation and flora.

3. **A multi-modal transportation network** includes walking and biking trails; allows for minimal parking when needed for public access to park area; and incorporates the aesthetic character of the shoreline.
4. **Residential development** would allow for single family homes, duplexes, and high quality townhouses. Higher density residential should be located in close proximity to the village for access to municipal services.
5. **Regular property maintenance** is required for common areas and individual properties. Improvements and additions to homes should be in the keeping with existing the residential architectural character or land use.

Historic Overlay

The district is superimposed on historically significant areas of the village and town. Primarily, these are the Hika and Union Road locations. The purpose of the overlay is to identify special areas of historic interest in order to preserve them.

Recommendations:

1. **Historically significant structures are preserved** by ensuring they are not altered or destroyed.
2. **The incorporation of architectural elements** in new constructions, additions, and alterations will maintain the attractiveness and historic character of these areas.
3. **These historic buildings and sites shall retain their original character** during their restoration or repair.
4. **Any cultural and landscape elements** should be retained such as farmsteads and the natural surroundings.
5. **Adaptive reuse** of these structures and sites is encouraged for continued use by the owner and public.
6. **Tourism and educational opportunities shall be encouraged** through the promotion of special events and hands-on experiences.

Open Space (Rural) Residential

The village's planning area contains large amounts of prime agriculture land, and the village and town would like to preserve it. When it is appropriate for existing agriculture land to be developed, it should be permitted at a density that does not consume large tracts of agriculture and open space acreage.

Recommendations:

1. **Existing farmland in this district will include primarily farming and farm-related activities.**
2. **Homes should be located in clusters to minimize the parceling of farmland.** Homes clustered in groups of 4 or 5 with some areas of up to 8 are to be located where they are not prominently featured on ridges and hilltops and have open spaces and natural features around them.

3. **Every attempt should be made to maintain the rural character of homesteads** when building new homes and out buildings or remodeling existing structures.
4. **The natural environment and landscape will be preserved** through the protection of prime agriculture land, hedgerows and woodlands, environmental corridors, and the integration of plants and landscaping in areas that will maintain the rural character.
5. **Create a transportation system that is safe for residents and visitors to the area** by limiting access drives on public roads, utilizing existing roads and drives to fields and homes, and effectively planning for future roads based on traffic counts and natural features.
6. **The inclusion of trails, compatible recreational areas, and shared open spaces** will help preserve the area's rural character and promote the concept of community.
7. **Land owners are responsible for maintaining their property** through deed restrictions, covenants, and easements that guarantee land control and management of natural areas.

Village Center

This district incorporates a mix of municipal, commercial, and residential uses in the heart of Cleveland. This mix of land uses should be maintained to best serve the residents of Cleveland and Centerville.

Recommendations:

1. **The buildings should be located along parks, squares, or major streets.**
2. **A strong visual image is created** by requiring that front façades should face public spaces or streets and by maintaining a distinctive architectural style through the use of size, materials, colors, texture, and composition.
3. **A balance of pedestrian and vehicular movement should be encouraged** within the village center.
4. **The utilization of appropriate zoning and design regulations** will ensure the area maintains a healthy business appearance. The siting of parking lots and garages in none prominent locations and the inclusion of proper landscaping, fencing and vegetation to buffer mixed land uses will help create a village center feel.
5. **Community interaction** should be encouraged through the planning of cultural, institutional, and other public activities.

Roadside Mixed-Use

This district contains commercial, mixed-use, and light industry in areas where the infrastructure and utilities can support such development. Key locations for this type of land use are the I-43 interchange, CTH XX, and Westview Road. Roadside Mixed-Use contains large office buildings and larger-scale commercial development than Neighborhood Mixed-Use or Village Center.

Recommendations:

1. **The district will contain light industrial and commercial development** which requires visibility from major traffic routes but is appropriate for the rural character of the area.
2. **The incorporation of landscaping and fencing will help create a clear edge** on the side of the site that is visible to motorists.
3. **The installation of proper signage** is important for directing customers to the businesses located in the district.
4. **Sufficient parking areas** should be accounted for during the development phase to ensure safe and adequate parking for employees and customers to utilize.
5. **The incorporate trees, vegetation, and landscaping** will make the area more visually appealing but also diminishes the likelihood of flooding or excessive erosion.
6. **Outdoor activities and pedestrian uses** are promoted through the integration of bikeways, outdoor eating, seating, gathering spots, and other park elements that encourage pedestrian use.

Governmental/Institutional/Utilities

This district identifies government buildings, school facilities, emergency/police facilities, utility sites, religious facilities, etc. located in the Village of Cleveland.

Recommendations:

1. **Village officials should monitor the services provided to village residents and businesses** as development pressures grow will ensure the municipal services meet their needs and are cost efficient.
2. **The maintenance of the existing governmental/institutional facilities** will maintain their safety, functionality, visual appearance, and stature within the village.
3. **The Village Board should continue its involvement in the long-range plans of Lakeshore Technical College** as they plan for construction of new facilities, improvements to existing structures, curriculum/program changes, etc.
4. **Village and town officials should continue to examine the possibility of establishing a visitor/culture center** in one of the historically significant structures (Lutze House Barn) or in Hika Bay Park.
5. **Telecommunication towers and antennas** should be installed available structures (e.g. water tower) rather than erecting new towers randomly throughout the planning area.
6. **There should be continued consultation with gas and electric providers on the integration of energy efficient practices and equipment** for municipal operations and structures.

Parks and Recreation

This district comprises recreational facilities, trails, parks and open spaces within and around the Village of Cleveland.

Recommendations:

1. **The village should prepare and then annually update an Outdoor Recreation Plan** to guide creation of new recreation areas or expansion and improvement of existing recreational facilities. An updated plan will make the village eligible for public and private grant funds to finance the stated projects.
2. **Plans for future residential developments** should be reviewed to determine the need for additional recreational facilities within these areas.
3. **The village should work with the Sheboygan Area School District and Lakeshore Technical College** to discuss their future plans for new and existing recreational facilities and explore the option of sharing facilities for non-school related events.
4. **The village should communicate with the Town of Centerville in planning of future park and recreational facilities** to promote connectivity of recreational uses such as trails and to not overbuild facilities.
5. **The continued use of existing natural areas and environmental corridors as recreational sites (e.g., Hika Bay)** will help preserve the many natural features located within and around the village, maintain wildlife habitat, and provide for potential linkages to trails.
6. **The village should maintain an updated waterfront development plan** for the preservation and redevelopment of areas that will enhance the overall appearance of the harbor and other waterfront properties. The types and locations of future developments along with design standards, landscaping and lighting should be taken into consideration.
7. **The village should consider establishing a management plan** in order to improve the Hika Bay beach.
8. **The village should continue to promote recreation/sport activities** associated with Lake Michigan and Centerville Creek.

Environmental Preserve

This district includes environmental corridors and conservancy areas. Preservation and protection of natural areas within the Village of Cleveland and its planning area will become increasingly important as population and development pressures increase. Many of these natural features enhance the appearance of the village; have components critical to maintaining a healthy ecosystem; improve water quality through filtration; and are generally unsuitable for development.

Recommendations:

1. **Environmental corridors within the village and its 1.5 mile planning area should remain in their natural state** or be minimally modified for possible recreational uses. The environmental corridors are represented by four elements: (1) 100-year floodplains as

defined by the Federal Emergency Management Agency (FEMA); (2) DNR wetlands; (3) steep slopes of 12 percent or greater; (4) and setback requirement for buildings from all navigable waterways. These elements provide limitations to development and are generally regulated by either the federal, state, or county government. Together, these elements represent the portions of the village and surrounding area that are most sensitive to development. The corridors are an overlay to the recommended General Plan Design (Map 2.1) and should be reference when making land use decisions.

2. **Development should be directed away from environmental corridors as much as possible** to help minimize the negative effects on water resources, wildlife habitats and the overall character of the area.
3. **Future development should retain the woodlands and green space areas.** Lands adjacent to these areas may be developed at varying densities by utilizing unique development options such as conservation subdivisions or residential clustering.
4. **The replacement of woodlands (reforestation)** is encouraged where possible to replenish any woodlands cleared or altered during the construction process reestablish to wildlife habitats and recreation opportunities, restoration of clean water resources, erosion prevention, noise suppression, etc.
5. **The village should develop and maintain a stormwater management plan** to protect the village's water supply. The village should promote best management practices such as promoting detention/retention ponds, establishing erosion controls, preserving vegetative cover, etc. through utilization of the plan.
6. **The village should participate in efforts to improve the quality of beaches** sponsored by federal, state, and local governments and organizations.
7. **This district should encourage passive recreational activities** such as biking, walking, jogging, swimming, and canoeing (where access to Lake Michigan is available).

Transportation

This land sue identifies the system of village roads, various county highways, and I-43 while proposing methods to maintain and improve the area's transportation network.

Recommendations:

1. **The village should adopt an "Official Map"** to delineate future road extensions. The Official Map should be developed with input from the Town of Centerville. The Official Map will be consulted when the Village Plan Commission and Village Board reviews development requests to ensure that all new developments conform to the map.
2. **The village should continue to work with Town of Centerville officials on new developments** taking place along the village borders to ensure proper infrastructure is in place and design standards are being implemented.
3. **Minimum transportation standards should be met for new developments.** This is especially important along the major roadways to help ensure safe travel and access.
4. **Pedestrian and bicycle safety issues** should be addressed immediately as the demand and need for non-motorized trails increases due in part by rising fuel costs.

5. **The village should maintain the sidewalks** to help ensure efficient and safe pedestrian movement.
6. **The village needs to continually monitor high traffic areas.** The construction of traffic calming techniques and accessibility methods will assist in maintaining safe travel throughout the village.
7. **Village officials should utilize the PASER pavement rating system to monitor the streets.** The information derived from the PASER survey is used to assess the overall condition of road pavements and to determine road maintenance, restoration and construction needs.

“SMART GROWTH AREAS”

According to s. 16.965, Wis. Stats., a “smart growth area” is “an area that will enable the development and redevelopment of lands within existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low utility and municipal and state governmental costs.” The Village of Cleveland “smart growth areas” consist of the following:

1. The village has a number of vacant parcels ideal for residential, commercial, and industrial developments therefore making them suitable for compact infill development.
2. New development that is contiguous with current village growth especially in the south central part of the village will allow for more efficient delivery of services.
3. There are existing structures and sites within the village that are underutilized due to possible contamination or vacancy. The industrial area along the rail line, structures within the village center, and land adjacent to Lake Michigan and Hika Bay area can be made more productive and enhance the aesthetics of the area through rehabilitation and/or redevelopment
4. Areas along I-43 on both the east and west sides of the interstate will be attractive locations for future business development. It is anticipated the east side of the interstate will develop first due to the availability of municipal services and the existence of some traveler based businesses already.

GENERAL PLAN DESIGN MAP

Table 2.2 contains a summary of the year 2025 land uses with their approximate acreage totals, which have been designated by land use classification on the Village of Cleveland General Plan Design map (Map 2.1). The GPD illustrates how the village envisions itself growing over the next 20 years. Some of this growth is envisioned to occur beyond the existing corporate limits and into the village’s 1.5 mile extraterritorial planning area, resulting in larger acreage calculations than those acreage totals found in the 2005 land use inventory.

The GDP was created to be general in nature and not to be a parcel by parcel land use map. This generalization will give village officials a basic guide and framework for future development in and around the village. Because of the general nature of the map, acreage totals are an approximation derived from occasional partial parcel delineation for each land use classification.

Table 2.2: 2025 General Plan Design Acreage, Village of Cleveland

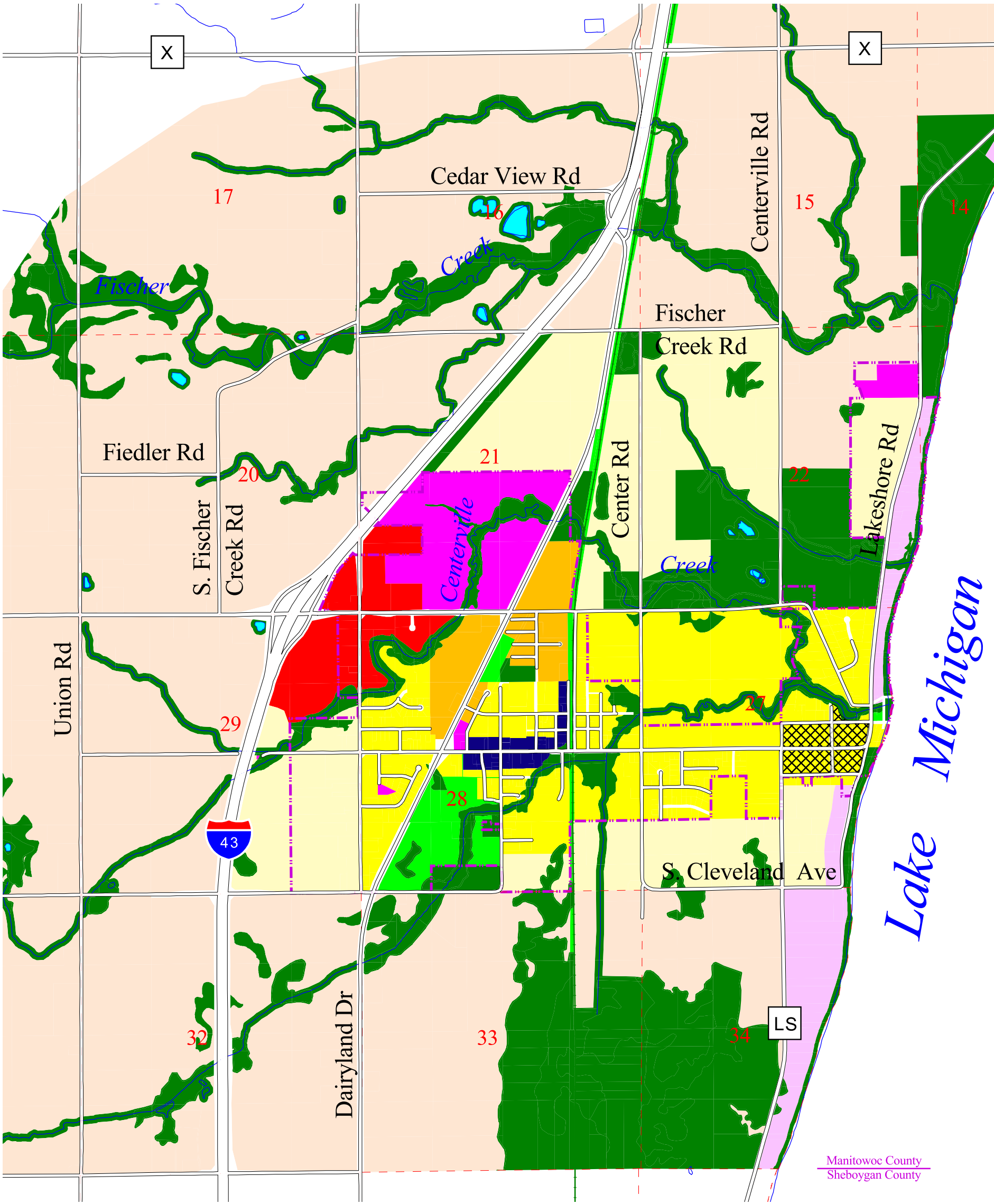
General Plan Design Category	2025 Acres
Environmental Preserve	1,815.20
Governmental/Institutional	147.69
Neighborhood Mixed-Use	90.70
Neighborhood Residential	532.93
Open Space Agricultural	4,723.57
Open Space Residential	721.06
Park/Recreation	95.81
Road	604.00
Roadside Mixed-Use	117.06
Shoreline Residential	179.53
Village Center	23.20
Totals	9,050.76

Source: Bay-Lake Regional Planning Commission, 2006.

20-Year General Plan Design

Village of Cleveland Planning Area

Manitowoc County, Wisconsin



- | | |
|--------------------------|----------------------------|
| Neighborhood Residential | Roadside Mixed-Use |
| Neighborhood Mixed-Use | Governmental/Institutional |
| Open Space Residential | Park/Recreation |
| Shoreline Residential | Environmental Preserve |
| Open Space Agricultural | Historic Overlay |
| Village Center | Road |

Base Map Features

- Village of Cleveland Boundary
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.
Source: Town of Centerville; Village of Cleveland; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

CHAPTER 3 IMPLEMENTATION

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Chapter 3 - IMPLEMENTATION

INTRODUCTION

This chapter outlines a variety of actions and activities necessary to implement the intent and vision of the *Village of Cleveland 20-Year Comprehensive Plan*. A process for amending/updating the comprehensive plan and a mechanism used to measure the progress toward achieving the goals described in the plan are also provided.

RESPONSIBILITIES OF LOCAL OFFICIALS

The Village Board has the primary responsibility to implement the comprehensive plan and to ensure that all supporting ordinances are consistent with the plan per Wisconsin Statute 66.1001 (3). Also, the comprehensive plan provides much of the rationale elected officials need in making a land use decision. When reviewing any petition or when amending any land controls within the village, the comprehensive plan shall be reviewed and a recommendation will be derived from its identified strategies, vision statement, and General Plan Design. If a decision needs to be made that is inconsistent with the comprehensive plan, the comprehensive plan must be amended to reflect this change in policy before the change can take effect.

The Village Board, with assistance from the Plan Commission, needs to ensure that the village's comprehensive plan is updated at least once every 10 years per s 66.1001 (2) (i). Elected officials and members of the Plan Commission need to be familiar with the maps and text, in addition to the vision statement and future development strategies (i.e. goals, objectives, policies, and programs) found within the plan. An annual review of the vision statement and future development strategies is recommended to keep them current.

IMPLEMENTATION & LAND USE CONTROL RECOMMENDATIONS

There are several basic land use control tools that the village can utilize to implement this comprehensive plan such as general zoning, official mapping, shoreland zoning, and land division ordinance. These four land use regulations in particular must be consistent with the Comprehensive Plan. Other ordinances and regulations will be used to guide and control development and should be consistent with the Comprehensive Plan as well.

Zoning

The Village of Cleveland's Zoning Ordinance is contained in the village's Municipal Code. Some of the future land use recommendations may need re-zoning in order to comply with the village's General Plan Design. Instances of current use and planned use may conflict. However, it would not be appropriate to immediately make a current non-conforming land use meet the preferred land use. Much of the timing of re-zoning will depend heavily on the market forces, the current political climate, and accuracy of the plan's assumptions.

- The comprehensive plan's preferred land uses need to be compared to the zoning map to determine compatibility and realignment within various districts. The Village Plan Commission and Village Board will need to judge when re-zoning will occur because it is not the intent of the zoning map to become a direct reflection of the plan. The Comprehensive Plan considers the future while zoning deals with present day.

Official Mapping

Under §62.23(6), the City Council/Village Board/Town Board (under village powers) "...may by ordinance or resolution adopt an official map showing the streets, highways, parkways, parks and playgrounds laid out, adopted and established by law." Once an area is identified on an official map, no building permit may be issued for that site, unless the map is amended.

The official map serves several important functions:

1. It helps ensure when the village intends to acquire land for such uses as streets the land will be at a lower vacant land price;
 2. It establishes future streets that developers must adhere to unless the map is amended; and
 3. It makes potential sellers and buyers of the land aware that land has been designated for public use.
- The village may wish to establish an Official Map that is consistent with the comprehensive plan to assure new roads provide connectivity and that recreation areas are identified for future development.
 - A recommended technique for consistency with road alignments is to require Area Development Plans prior to the approval of certified survey maps or subdivision plats. The village should work cooperatively with the Town of Centerville, when appropriate, on the approval of the plans. The Area Development Plans could be incorporated as part of the village's Official Map for the specified area. Thus, developers would be required to prove to the village that their proposals will result in planned, orderly growth and development.

Shoreland Ordinances

The Village of Cleveland has Shoreland-Wetland Ordinances for areas within the village. For properties annexed to the village before April 12, 1994, the village uses the Manitowoc County Shoreland ordinance that was adopted March 1992. The ordinance was adopted pursuant to Wis. Stats. 59.57, 59.971, 87.30, and 144.26. It regulates all lands within unincorporated areas of the county that are:

- a) Within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages; and
 - b) Within 300 feet of the ordinary high water mark of navigable rivers or streams or to the landward side of the floodplain which ever is greater.
- It is recommended that the Village of Cleveland enforce its existing regulations on development along the Lake Michigan shoreline and wetlands within the village. The village will need to monitor state and local requirements and make necessary updates in order to keep its shoreland-wetland ordinances current.

Subdivision Ordinance

The Subdivision Ordinance for the Village of Cleveland is contained in the village's Municipal Code. According to Wisconsin Statutes 236.45 (3), the Village of Cleveland may also use its Subdivision Ordinance to exercise its right to regulate the division or subdivision of land within its 1.5 mile extraterritorial boundary.

- It is recommended the village work with the Town of Centerville and Manitowoc County on any joint planning efforts that impact the extraterritorial boundary.

Other Ordinances/Regulations

The village maintains several other ordinances and regulations as highlighted below to monitor, control, and guide development within its municipal boundaries. The village may want to work with the Town of Centerville and Manitowoc County to update, revise, and develop additional ordinances and regulations that will help implement both comprehensive plans.

- Sign Regulations
- Erosion and Storm Water Control Ordinances
- Historic Preservation Ordinances
- Design Review Ordinances
- Building/Housing Codes
- Sanitary Codes
- Lighting Controls/Ordinances

PROCESS AND TIMELINE FOR UPDATING THE PLAN

This plan shall be amended/updated following §66.1001 (4)(b). The statute states..."The plan commission or other body of a local governmental unit that is authorized to prepare or amend a comprehensive plan may recommend the adoption or amendment of a comprehensive plan only by adopting a resolution by majority vote of the entire commission." It is encouraged that the village follow the public participation process originally outlined in the adopted public participation procedures for future updates to the *Village of Cleveland 20-Year Comprehensive Plan*.

The village's Comprehensive Plan should be updated at least once every 10 years and follow the timeline outlined below for reviews and possible updates.

Plan Review Timeline										
Plan Components	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Goals, Objectives, Policies & Vision Statement	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review & Update Plan Goals
Natural Features					Inventory & Evaluate					Inventory, Evaluate & Update Recommendations
Population & Housing					Evaluate Against WDOA Estimates					Update
Growth Forecasts					Evaluate					Evaluate & Update
Economic Dev.					Evaluate					Update
Transportation					Inventory & Evaluate					Inventory, Evaluate & Update Recommendations
Utilities & Community Facilities					Inventory & Evaluate					Inventory, Evaluate & Update Recommendations
Intergovernmental Cooperation		Evaluate Shared Goals				Evaluate Shared Goals				Evaluate Shared Goals
Land Use					Inventory & Evaluate					Inventory, Evaluate & Update Recommendations

Source: Bay-Lake Regional Planning Commission, 2006.

IMPLEMENTATION OF WORK PLAN

This detailed work plan is to provide a means in which to implement the goals, objectives, and policies over the 20-year planning period.

The implementation schedule (Table 3.1) identifies:

- the comprehensive plan goals, objectives and policies contained in Chapter 1 of this document;
- cooperating agencies and departments that might assist the Cleveland Village Board and/or Plan Commission to implement the plan recommendations; and
- a general timeline for implementation.

The implementation schedule should be evaluated and revised on an annual basis.

Cleveland may request the assistance from a number of organizations, government departments, neighboring communities such as the Town of Centerville, Manitowoc and Sheboygan counties to assist in the implementation of their Comprehensive Plan. A list of those potential collaborators is provided below. Table 3.1 outlines the plan's development strategies for implementation of the village's Comprehensive Plan. It lists the goals, objectives, and policies for each topic with a lead entity, possible collaborators, and a general timeline for completion.

BLRPC – Bay-Lake Regional Planning Commission
CHAM – Chamber of Commerce
CSI- Centerville Settlement, Inc.
EDCMC - Economic Development Corporation of Manitowoc County
EPA - Environmental Protection Agency
HIST – State Historical Society
LCAP – Lakeshore Community Action Program
LTC – Lakeshore Technical College
MANCO – Manitowoc County
MCHWY - Manitowoc County Highway Commission
MCPL – Manitowoc County Planning and Park Commission
MCSW - Manitowoc County Soil and Water Conservation
NRCS - US Department of Agriculture, Natural Resources Conservation Service
SCHD – Manitowoc Public, Kiel Area and Sheboygan Area School Districts
SHEBCO – Sheboygan County
TCENT – Town of Centerville
UWEX – UW Extension
WDNR - Wisconsin Department of Natural Resources
WDOT - Wisconsin Department of Transportation
WHEDA – Wisconsin Housing and Economic Development Authority

Table 3.1: Village of Cleveland Implementation Schedule

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
<u>Goal: Land Use</u> <i>To ensure the land within the Village of Cleveland and its planning area is developed/preserved according to the strategies described in the Future Land Use Plan (Chapter 2 of this document).</i>			
<u>Goal: Community Planning</u> <i>For the Village of Cleveland 20-year Comprehensive Plan to provide guidance to local officials when making land use decisions to help achieve the village's long-range vision.</i>			
<u>Objective 1:</u> Utilize this 20-year comprehensive plan to best reflect the interests of all village residents and its business community by following an orderly and cost efficient process that will maximize areas designated for development while preserving the village's vast environmentally sensitive areas, open spaces, and the Lake Michigan Shoreline.			
<u>Policies:</u>			
Consult this 20-year comprehensive plan before making any decisions regarding land use and land use policies.	Village Board & Plan Commission	TCENT, MANCO, BLRPC	Immediate
Ensure all growth and development occurs in a planned and coordinated manner to continually enhance the quality of life enjoyed by the village's residents.	Village Board & Plan Commission	TCENT, BLRPC, MANCO	Continuous
Encourage continued cooperation and communication between the village, Town of Centerville, and Manitowoc County in implementing this 20-year comprehensive plan.	Village Board & Plan Commission	TCENT, MANCO, BLRPC	Continuous
<u>Objective 2:</u> The Village Board and Village Plan Commission have the overriding responsibility to review and update this comprehensive plan as needed.			
<u>Policies:</u>			
Periodically review and update, when necessary, this adopted 20-year comprehensive plan to ensure its compliance with any new or revised local, state, or federal requirements	Village Board & Plan Commission	MANCO, BLRPC	Continuous

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
Ensure the public is informed and involved to the greatest extent possible when considering updates and revisions to the village's comprehensive plan.	Village Board & Plan Commission	TCENT, MANCO	Continuous
<u>Goal: Natural Resources</u> <i>To manage a healthy natural environment through the preservation and protection of key natural resources within the village and its planning area.</i>			
<u>Objective 1:</u> Preserve as much as possible the distinctive rural character of the village and its surrounding extraterritorial boundary.			
<u>Policies:</u>			
Consider Cost of Community Services studies to better understand the costs associated with local planning decisions	Village Board & Public Works, Parks and Utilities	BLRPC, MCPL, MCHWY, UWEX	0-5 Years
Encourage the preservation of natural scenic vistas.	Plan Commission	WDNR, MCPL	Continuous
Utilize natural features to serve as sound barriers, filtration systems, and beautification areas along transportation routes, and commercial, retail, and residential development.	Village Board & Plan Commission	BLRPC, UWEX, WDNR, MCPL	Continuous
Enhance parks and open spaces.	Village Board	TCENT, WDNR, NRCS, MCPL, UWEX	Continuous
Protect the integrity of steep slopes, rivers, streams, wetlands, and shoreland through review of any proposed development in close proximity to these areas.	Plan Commission	TCENT, WDNR, NRCS, MCPL, MCSW	Continuous
Encourage the preservation of natural corridors for species movement between significant natural areas in the area.	Plan Commission	TCENT, WDNR, MCPL, MCSW	Continuous
Encourage the inclusion of environmental corridors, buffer zones and other natural areas in new and existing developments (i.e. conservation subdivisions).	Plan Commission	TCENT, WDNR, MCPL, MCSW	Continuous
Seek to preserve the area's unique coastal natural resources through a multilateral government partnership.	Plan Commission	TCENT, WDNR, MCPL, MCSW	Immediate

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
<u>Objective 2:</u> Continually improve surface water quality (inland and coastal wetlands, rivers, and tributaries).			
<u>Policies:</u>			
Support efforts related to surface water quality issues through the use of protection, restoration and improvement tools.	Plan Commission	TCENT, MCPL, WDNR	Continuous
Promote efforts to maintain the natural beauty and integrity of the Lake Michigan shoreline to include Hika Park as well as Fischer Creek and Centerville Creek.	Plan Commission	WDNR, MCPL, TCENT	Continuous
Encourage efforts to improve the quality of beaches in the area	Plan Commission	WDNR, MCPL	Immediate
<u>Objective 3:</u> Promote the protection of groundwater quality and quantity.			
<u>Policies:</u>			
Identify and preserve groundwater recharge sites (wetlands and ponds) and areas of shallow soils.	Plan Commission	TCENT, EPA, WDNR, MCPL, MCSW	Continuous
Discourage development within the identified environmental corridors.	Plan Commission	TCENT, WDNR, MCPL, NRCS, BLRPC	Continuous
Work cooperatively with the neighboring Town of Centerville to protect groundwater resources.	Plan Commission	BLRPC, MCPL, WDNR	Continuous
Promote the use of soil conservation and sound agricultural methods that minimize groundwater contamination.	Plan Commission	TCENT, MCPL, MCSW, WDNR, EPA	Continuous
Support initiatives designed to educate citizens on available protection techniques to preserve groundwater quality and quantity.	Plan Commission	TCENT, MCPL, BLRPC, MCSW, WDNR, EPA	Continuous

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
<u>Goal: Agricultural Resources</u>			
<i>To support the preservation of farmland within the village and its planning area until it is considered for other uses.</i>			
<u>Objective 1:</u> Minimize the potential conflicts between farming and non-farming uses.			
<u>Policy:</u>			
Recommend that non-farming uses are buffered from agricultural lands to lower the number of possible nuisance complaints regarding agricultural practices.	Village Board & Plan Commission	TCENT, MCSW, WDNR	Continuous
<u>Objective 2:</u> Provide for orderly development of agricultural lands for other uses.			
<u>Policies:</u>			
Minimize impact of future development by encouraging conservation-based land use practices.	Village Board & Plan Commission	TCENT, MCPL, MCSW, WDNR, UWEX	Continuous
Cooperate with the Town of Centerville on development within the planning area to limit incompatible land uses and issues between farmers and non-farmers.	Plan Commission	WDNR, MCPL, BLRPC, MCSW	Continuous
<u>Goal: Cultural Resources</u>			
<i>To maintain the village's historic and cultural resources for future generations.</i>			
<u>Objective:</u> Encourage the preservation and enhancement of the village's historic and cultural assets.			
<u>Policies:</u>			
Identify historically significant structures, sites and objects for preservation and/or restoration.	Plan Commission	MANCO, CHAM, UWEX, LTC, HIST, CSI	0-2 Years
Promote the historic and cultural assets of the area for tourism activities.	Plan Commission	MANCO, CHAM, UWEX, LTC, EDCMC, CSI	Continuous

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
<u>Goal: Housing</u> <i>To provide an adequate housing supply that meets existing and forecasted housing demand for the Village of Cleveland.</i>			
<u>Objective 1:</u> Promote the development of a range of housing choices for residents of the village to meet the needs of persons of all income levels, age groups, and abilities.			
<u>Policies:</u>			
Ensure there is affordable housing available to current and future residents of the village.	Plan Commission	MANCO, WHEDA, LCAP	Continuous
Encourage building of single family homes, the adequate availability of affordable apartments, and a variety of senior and special needs housing.	Plan Commission	MANCO, WHEDA, LCAP	Continuous
<u>Objective 2:</u> Promote the availability of land for the development or redevelopment of housing in the village.			
<u>Policies:</u>			
Expand residential development in a contiguous and efficient manner.	Village Board & Plan Commission	TCENT, MCPL	Continuous
Consider areas within the village for low and moderate income housing that is accessible to existing amenities.	Plan Commission	WHEDA, LCAP	Continuous
Encourage new housing in areas where municipal infrastructure is already available or could be efficiently extended.	Plan Commission	TCENT, WHEDA, LCAP	Continuous
Locate higher-density residential development in areas that minimize impacts upon lower-density residential developments.	Plan Commission	WHEDA, LCAP	Continuous
Support development that does not adversely affect the assessed value or livability of neighboring residential properties.	Plan Commission	TCENT, WHEDA, LCAP	Continuous
Incorporate natural and environmentally sensitive areas into design plans for new housing development.	Plan Commission	TCENT, WHEDA, LCAP	Continuous

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
<u>Objective 3:</u> Maintain or rehabilitate the village's existing housing stock.			
<u>Policies:</u>			
Maintain, rehabilitate, and preserve the village's existing homes.	Plan Commission	MANCO, LCAP, WHEDA	Continuous
Take measures to restore/maintain historic homes whenever possible.	Plan Commission	HIST, LCAP, MANCO, UWEX, CSI	Continuous
Recommend existing structures and properties for adaptive reuse, such as converting former retail, commercial, or industrial uses to residential.	Plan Commission	LCAP, WHEDA	Continuous
<u>Goal: Economic Development</u> <i>Provide an environment conducive for business expansion and development.</i>			
<u>Objective 1:</u> Retain existing businesses that provide employment opportunities for area residents.			
<u>Policies:</u>			
Revitalize and expand the business district to improve the area's overall appearance and attractiveness to residents, shoppers, and employers.	Village Board & Plan Commission	EDMCD, UWEX, CHAM	5-10 Years
Promote an active Chamber of Commerce or business association.	Village Board	EDMCD, UWEX	1-2 Years
Promote the village as pedestrian friendly and safe by ensuring areas are clean and well-lit, plus offer pedestrian amenities like benches to encourage foot traffic.	Village Board & Plan Commission	WDOT, UWEX, CHAM	5-10 Years
Encourage a system of quality commercial development that provides local residents with needed goods and services, supports both existing and future residential development, and is located near existing services.	Village Board & Plan Commission	EDMCD, UWEX, CHAM	3-7 Years

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
Encourage industrial development to locate and expand in areas where municipal services can be most economically provided and where transportation is most readily available.	Village Board & Plan Commission	EDMCD	1-5 Years
Proactively support the development of home-based businesses that do not compromise the character of residential neighborhoods.	Village Board & Plan Commission	EDMCD, UWEX	0-5 years
Maintain and expand the area's infrastructure to enable existing employers to grow and allow new businesses to develop.	Village Board & Public Works, Parks, and Utilities	EDMCD, BLRPC	Continuous
<u>Objective 2:</u> Identify and utilize various types of financial and technical assistance to grow the local business community.			
<u>Policies:</u>			
Support the Economic Development Corporation of Manitowoc County in their efforts to market the area, plus maintain services and programs to grow the economy.	Village Board	MANCO	Continuous
Create and promote an incentive package to assist businesses wanting to expand locally.	Village Board	MCPL, BLRPC, EDCMC	0-2 Years
Apply for applicable funding sources such as CDBG Public Facilities grants and Public Facilities for Economic Development (PFED) grants to maintain and expand the economic development capacity of the village.	Village Board & Plan Commission	EDMCD, WHEDA	Continuous
<u>Objective 3:</u> Attract new businesses to the Village of Cleveland to complement existing employers and diversify the economy.			
<u>Policies:</u>			
Determine what types of businesses would fit the village's character and can be accommodated by the current infrastructure.	Plan Commission	MCPL, EDCMC	0-5 Years

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
Locate commercial development dependent on automobile traffic along I-43 to allow better access to local and through traffic.	Village Board & Plan Commission	EDMCD, UWEX	Continuous
Encourage infill of vacant commercial and retail buildings.	Village Board & Plan Commission	BLRPC	Continuous
Ensure there is an adequate amount of business park space for future expansions of current tenants.	Plan Commission	EDMCD, MCPL	0-3 Years
Encourage the redevelopment of brownfields and other contaminated sites in existing industrial and commercial areas of the village.	Plan Commission	MANCO, MCPL, EDMCD	Continuous
Prepare portfolio of recruiting and marketing materials that can be used to market Cleveland.	Village Board	CHAM, UWEX, EDMCD	0-2 Years
<u>Objective 4:</u> Increase the amount of tourism revenue generated annually.			
<u>Policies:</u>			
Continue to promote the village and surrounding area through local, regional and statewide marketing efforts.	Village Board	CHAM, EDMCD, UWEX, BLRPC	Continuous
Create and maintain an environment that is clean, pleasant, and inviting to visitors.	Village Board	CHAM, MANCO	Continuous
<u>Goal: Transportation</u> <i>To advocate safe and efficient transportation systems for all modes of transportation in and around the village.</i>			
<u>Objective 1:</u> Promote an efficient road system that ensures the highest degree of safety, mobility and accessibility for its users.			
<u>Policies:</u>			
Maintain the functional integrity of existing and future roadways through appropriate land use controls and design standards.	Village Board & Plan Commission	MCHWY, TCENT, WDOT	Continuous

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
Encourage convenient and efficient vehicular movement near all commercial, industrial, and public facility locations.	Plan Commission	MCHWY, TCENT, WDOT, BLRPC	Continuous
Provide a transportation system that reduces accident exposure and increases travel safety.	Plan Commission	MCHWY, TCENT, WDOT, BLRPC	Continuous
Encourage a transportation system that identifies and preserves multi-use utility and transportation corridors.	Plan Commission	MCHWY, TCENT, WDOT, BLRPC	Continuous
Support safe and convenient pedestrian traffic movement for people of all ages and physical abilities.	Plan Commission	MCHWY, TCENT, WDOT, BLRPC	Continuous
Plan for and designate future street right-of-ways within and adjacent to the village.	Plan Commission	MCHWY, TCENT, WDOT, BLRPC	Continuous
Protect existing investments in the road network with proper maintenance.	Village Board	MCHWY, TCENT, WDOT, BLRPC	Continuous
<u>Objective 2:</u> Encourage creation of a transportation system that complements and enhances the character and natural environment of the village.			
<u>Policies:</u>			
Advocate for transportation projects that contribute to improved air quality and reduced energy consumption.	Plan Commission	MCHWY, TCENT, WDOT, BLRPC	Continuous
Advocate for transportation projects that include protection of the village's natural resources, scenic views, etc.	Plan Commission	MCHWY, WDOT, BLRPC	Continuous
Transportation facility construction plans should be developed using sound geometric, structural, erosion control and landscape design standards which consider the aesthetic quality of the transportation facilities and the areas through which they pass.	Plan Commission	MCHWY, TCENT, WDOT, BLRPC	Continuous

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
Avoid, minimize or mitigate the impact of transportation improvements on parks, recreation areas, historic sites, and cultural resources.	Plan Commission	MCHWY, TCENT, WDOT, BLRPC	Continuous
<u>Objective 3:</u> Promote alternative means of travel to reduce automotive dependency.			
<u>Policies:</u>			
Support transportation demand management strategies that reduce the number of single occupant vehicles, such as park-and-ride lots and carpooling.	Village Board & Plan Commission	MCHWY, TCENT, WDOT, BLRPC	Continuous
Protect existing corridors and create new corridors to provide opportunities for non-motorized travel.	Village Board & Plan Commission	MCHWY, TCENT, WDOT, BLRPC	Continuous
<u>Objective 4:</u> Provide a safe system of bicycle paths and designated bicycle routes throughout the village and planning area.			
<u>Policies:</u>			
Comply with American Association of State Highway and Transportation Officials (AASHTO) and Manual of Uniform Traffic Control Devices (MUTCD) guidelines and standards to ensure a comfortable margin of safety for bicycli9sts and pedestrians.	Plan Commission	MCHWY, TCENT, WDOT, BLRPC	Continuous
Construct or require bicycle lanes or wide curb lanes on arterial highways and major collectors.	Plan Commission	MCHWY, TCENT, WDOT, BLRPC	Continuous
Construct or require bicycle paths to serve corridors not served by roads and highways. The most common uses are along rivers, lakeshores and utility right-of-ways.	Plan Commission	MCHWY, TCENT, WDOT, BLRPC	Continuous
Authorize bicycle routes along suitable highways and roads with direct and safe access.	Plan Commission	MCHWY, TCENT, WDOT, BLRPC	Continuous

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
<u>Goal: Utilities/Community Facilities</u> <i>To provide quality community services to all Village of Cleveland residents and businesses.</i>			
<u>Objective:</u> Establish quality community facilities and public services that are well maintained, efficient, and cost-effective for residents and businesses.			
<u>Policies:</u>			
Encourage concentrated and orderly development in areas where appropriate utilities, community facilities and public services are readily available.	Plan Commission & Public Works, Parks, and Utilities	BLRPC, MCPL, TCENT	Continuous
Provide for the continuous availability of public utility capacity.	Public Works, Parks, and Utilities	BLRPC, MCPL, TCENT	Continuous
Provide areas identified for development with adequate water, sewer and stormwater facilities.	Public Works, Parks, and Utilities	BLRPC, MCPL, TCENT	Continuous
Coordinate, consolidate and share governmental facilities and services where possible.	Public Works, Parks, and Utilities	TCENT, MANCO, LSTECH, SCHD	Continuous
Provide adequate road maintenance, solid waste/recycling practices and facilities, protective services, etc.	Public Works, Parks, and Utilities	MCHWY, TCENT, WDOT	Continuous
Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings.	Public Works, Parks, and Utilities	MCPL	0-5 Years
Invest in new public works equipment to adequately and economically perform required duties.	Public Works, Parks, and Utilities	MANCO, TCENT	Continuous
Consider attaching future telecommunication towers to structures such as water towers or to existing towers.	Public Works, Parks, and Utilities	MANCO, MCPL	Continuous
Promote energy conservation measures within both the public and private sectors.	Village Board	WHEDA	Continuous

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
Promote cooperation and communication with the Sheboygan Area School District and Lakeshore Technical College to collectively support quality educational opportunities.	Village Board	LSTECH, SCHD	Continuous
Consider environmental and resource sustainability opportunities when making land use decisions.	Plan Commission	MCPL, BLRPC, MCSW, NRCS, WDNR, TCENT	Continuous
<u>Goal: Parks and Recreation</u> <i>To continue to promote the variety of park and recreational activities within the village.</i>			
<u>Objective:</u> Promote safe parks and recreational sites to provide a variety of activities for residents.			
<u>Policies:</u>			
Develop, maintain and upgrade recreational facilities within the village and surrounding area.	Public Works, Parks, and Utilities	TCENT, SCHD, LSTECH, MCPL, MANCO	Continuous
Consider access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.	Public Works, Parks, and Utilities	TCENT, SCHD, LSTECH, MCPL, MANCO	Continuous
Work with the Town of Centerville when planning for the development of additional recreational parks and trails within and surrounding the village.	Public Works, Parks, and Utilities	SCHD, LSTECH, MCPL, MANCO	Continuous
Promote and utilize natural features such as Fischer Creek to enhance the recreational opportunities in the village.	Village Board	EDMCD, CHAM, WDNR, SCHD, MCSW	Continuous
<u>Goal: Intergovernmental Cooperation</u> <i>To coordinate with the adjacent Town of Centerville, Manitowoc County, and other stakeholders on planning initiatives.</i>			
<u>Objective:</u> Promote cooperation between the Village of Cleveland, the Town of Centerville, and any government entities that make decisions impacting the village and its planning area.			

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
<u>Policies:</u>			
Work with Town of Centerville officials to minimize conflicts through cooperative boundary agreements.	Plan Commission	MCPL, MANCO	Continuous
Coordinate joint ownership of equipment, community facilities, and services whenever possible.	Plan Commission	TCENT, SCHD, MANCO, SHEBCO	Continuous
Promote cooperation and communication with the Sheboygan Area School District and Lakeshore Technical College to collectively support quality educational and recreational opportunities.	Plan Commission	SCHD	Continuous

CHAPTER 4 INVENTORY AND TRENDS

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Chapter 4 - INVENTORY AND TRENDS

INTRODUCTION

This chapter of the comprehensive plan provides a brief summary of the many resource elements that comprise Volume II (Community Resources) of the *Village of Cleveland 20-Year Comprehensive Plan*. More detailed descriptions and data related to each of these topics can be found within each of these chapters. Information provided in the following chapters form the basis for the development of the General Plan Design (Future Land Use Plan) covered in Chapter 2 of this document.

- (Chapter 5) - Natural, Agricultural & Cultural Resources
- (Chapter 6) - Population & Housing
- (Chapter 7) - Economic Development
- (Chapter 8) - Transportation
- (Chapter 9) - Utilities & Community Facilities
- (Chapter 10) - Intergovernmental Cooperation
- (Chapter 11) - Land Use Controls and Inventory

COMMUNITY RESOURCES SUMMARIES

Chapter 5 - Natural, Agricultural & Cultural Resources

Natural Resources Summary

The natural resources inventory includes the geology, soils, water resources, woodlands, etc. found within the Village of Cleveland and the planning area.

- The geology consists of Niagara Dolomite bedrock by a glacial drift that consists primarily of clay intermixed with other loam (i.e., sand and silt) deposits that may be less than five feet thick in some areas.
- The topography of the area varies from relatively flat to gently rolling, following the patterns of the glacial geology.
- The *Soil Survey of Calumet and Manitowoc Counties, Wisconsin*, is utilized to provide details of all soils in the county. It specifies information on the suitability and limitations of soils for private on-site wastewater treatment systems, basements, sand and gravel extraction, and other natural resource and engineering uses.
- Both the Town of Centerville and Village of Cleveland lie within the Silver Creek and Pigeon River Watersheds as delineated by the WDNR. These watersheds are part of the Lake Michigan Watershed Basin.
- Within the Centerville/Cleveland planning area, there are approximately 974 acres of wetlands. These wetlands along with surface water features, floodplains, and shorelands provide important environmental functions (e.g. storm water retention and groundwater recharge), quality wildlife habitat and recreational opportunities.

- There are 1,988 acres of woodlands within the Centerville/Cleveland planning area. These areas maintain watershed cover, help reduce soil erosion and provide wildlife habitat for some of the rare, threatened, and endangered species that are found within Manitowoc County.
- The village has three parks- Hika, Veteran's, and Dairyland along with the Lake Michigan shoreline property.

Agricultural Resources Summary

- The three classes of prime agricultural soils (i.e. prime farmland, farmland of statewide importance, and prime farmland only where drained) cover 92 percent of the total planning area.
- The average annual temperature is 47.5 degrees with the coldest month being January (17 degrees) and the warmest month July at approximately 70 degrees. The nearby waters of Lake Michigan can have a modifying influence on the climate in the planning area.
- The production, sales, and processing of Manitowoc County's farm products generate significant employment opportunities, economic activity, and income and tax revenue. In 2002, the county's agriculture industry accounted for nearly \$863 million, or 13 percent of the total economic activity.

Cultural Resources Summary

- The Village of Cleveland has four sites considered to be of historic significance located just east of Hika Bay. These features are homes or businesses that date back to the mid-to-late 1800's.

Chapter 6 - Demographics

The Population and Housing chapter assesses the demographics of the village and details population and housing trends and projections.

Population Summary

- The Village of Cleveland incorporated in 1958. The village comprised the most densely populated area of the Town of Centerville.
- Between 1970 and 1980 the village's population increased by 66 percent due to growth of multi-family housing and additional annexations. In the 1980s, the population increased by a more moderate 128 persons. Cleveland's census indicated a loss of 37 people between 1990 and 2000.
- For the village in 2000, the working age group (16+) accounts for 78 percent of the total population, 11 percent of the village's population was considered in the retirement age group (65+), while 18 percent of the total population was of school age (5-17). The voting age group (18+) comprised 1,017 residents or nearly 75 percent of the population.
- Over the course of the last 30 years, the village's median age has risen from 26.6 in 1970 to 36.8 years in 2000.

- The Wisconsin Department of Administration (WDOA) projects the Village of Cleveland to have a population of 1,467 by 2025. This represents an additional 197 persons, or an approximate 16 percent increase from the 1980 census count of 1,270.

Housing Summary

- The total number of housing units within the Village of Cleveland has increased from 1970 to 2000 by 335 units or 138 percent.
- 17 out of a total of 578 housing units in the village (3 percent) are for seasonal, recreational, or occasional use.
- In the year 2000, the village had 536 occupied housing units (93 percent) and 42 vacant units (7 percent).
- According to the 2000 Census, one unit detached structures comprised nearly 73 percent of the housing types in the village. The second largest housing type found was mobile homes, which made up 11 percent of the village's housing.
- Approximately 22 percent of the existing housing units or 125 units in the village were built before 1940, and nearly 38 percent of the existing housing units were built between 1970 and 1989.
- In 2000, the majority of housing units (154) in the Village of Cleveland were owner-declared values of between \$100,000 and \$149,000, which is 30 percent of the homes.
- The 2000 census indicates that owners in 18 out of 450 (4 percent) owner-occupied housing units paid more than 30 percent of their income for monthly owner costs. This four percent is considered to be living in non-affordable housing.
- According to WDOA, the household size within Cleveland is projected to decrease throughout the planning period from 2.54 in 2000 to 2.37 in 2025.
- WDOA estimates there will be 614 new occupied housing units or an increase of 78 housing units for the Village of Cleveland by 2025.

Chapter 7 - Economic Development

The chapter details the Village of Cleveland's and Manitowoc and Sheboygan counties' general labor force and economic base characteristics.

Labor Force Summary

- According to the 2000 Census, the percentage of high school graduates in the Village of Cleveland is 35 percent. Nearly 30 percent of the residents have a higher education degree.
- The 1999 median household income in the village was \$50,739 compared to \$34,600 in 1989.
- In 2000, the majority of residents were employed in production, transportation and material moving occupations (31 percent) or management, professional and related service fields (26 percent).

- Of the 657 people that work in Cleveland, 540 people live outside the village. Only 117 of the village's residents actually lived and worked in Cleveland.
- Nearly 85 percent of village residents were commuting to other communities for work. Approximately 47 percent traveled to either the City of Sheboygan or Village of Kohler for work.
- Of those who work in Cleveland, 82 percent travel from other communities. Most of these workers commute from the City of Manitowoc (18 percent) and City of Sheboygan (10 percent) and many of the surrounding towns.
- The county's unemployment rate of 3.2 percent was the lowest during the period 1990 to 2004, whereas the 2003 unemployment rate in 2003 was the highest at 6.9 percent during that 14 year time span.
- According to the Wisconsin Department of Workforce Development, approximately 69 percent of Manitowoc County's population, age 16 and older, are in the labor force. This percentage is referred to as the labor force participation rate (LFPR).

Economic Base Summary

- Manufacturing continues to be the cornerstone for Manitowoc County's economy by contributing over \$520 billion or nearly 40 percent of the total income provided by all seven industries. Agriculture contributed \$214 million, or 10 percent of the county's total income.
- Sheboygan County also relies heavily on the manufacturing industry with a contribution of \$1.1 billion to the county's economy in 2000 or nearly 45 percent of the total income generated by all other industries.
- According to the Wisconsin Department of Tourism's 2004 Tourism Economic Impact Study, travelers spent an estimated \$137 million in Manitowoc County in 2004. Manitowoc County ranks 20th in the State for traveler spending.
- Manitowoc County boasts a variety of large employers from both the public and private sectors. The public sector employers include the local school district, county, and City of Manitowoc. Holy Family Memorial is the largest employer employing over 1,000 people.
- Sheboygan County also boasts a variety of large employers from both the public and private sectors. Two of the top four employers are from the public sector - the local school district and the county. Kohler Company and Bemis Manufacturing Company comprise the county's other two largest employers with over 1,000 employees each.
- In 2000, farm employment and manufacturing were considered "export based", meaning these areas produce more goods and services than the local economy can use. Conversely, wholesale trade; services; and finance, insurance, and real estate industries were not meeting local demand for given goods or services.

Chapter 8 - Transportation

The chapter includes descriptions of the village and planning area's transportation system including a detailed explanation of the highway and road system; rail and air service; bicycle transportation; pedestrian transportation; elderly and disabled transportation services; etc.

The detailed description of the highway and road system includes the functional classification of roads within the town, traffic counts, vehicle crashes, etc. In addition, local plans are inventoried and compared with transportation plans developed at the county, regional and state level.

- In total, there are approximately 11-miles of local streets in which the village has jurisdiction over and maintenance responsibility.
- Local collector roads cover nearly six miles in the village.
- The nearest “park and ride” lot to the village is located on CTH CR in the Town of Newton, just east of I-43 and south of CTH C.
- Rail service through the Town of Centerville terminating at the Village of Cleveland is provided by the Canadian National Rail Company on track that originates in the City of Manitowoc. In addition, an out-of-service line between the Village and the City of Sheboygan, that travels parallel to the lakeshore, is owned by the Union Pacific Rail Company.

Chapter 9 - Utilities & Community Facilities

The chapter inventories the location, use and capacity of the existing utilities and community facilities that serve the residents of the Village of Cleveland and the planning area.

- Being an incorporated community, the residents of the village utilize the municipal water and sewer treatment facilities.
- We Energies supplies the entire Village of Cleveland with electrical service, and Integrys Energy Group is the natural gas service provider for the village. TDS Telecom is the telephone service provider for the Village of Cleveland.
- The Sheboygan Area School District provides public education to the village’s children. The Cleveland Elementary School serves the Town of Centerville and Village of Cleveland in Manitowoc County. Parents also have the option to send their children to area private schools or to have them home schooled.
- The Village of Cleveland is part of the Lakeshore Technical College (LTC) District of The Wisconsin Technical College System.
- There are five public parks –two in the Town of Centerville and three in the Village of Cleveland. The three village parks contain approximately 94 acres of outdoor park/recreational land.

Chapter 10 - Intergovernmental Cooperation

The village’s relationship and cooperative planning and development efforts with the Town of Centerville, Manitowoc County, other government entities, and local departments are detailed in this chapter.

- Cleveland works with the Town of Centerville and Manitowoc County through mutual aid agreements with for fire, police, and ambulance services.
- The Intergovernmental Cooperation Workshop was held on September 18, 2006 at Lakeshore Technical College. Boundary issues/annexations; shared voting stations; and good mutual aid

agreements were identified as some of the existing or potential issues. Continued communication; more cooperative/joint planning efforts; and agreements with Cleveland and Centerville regarding border developments are several of the potential conflict resolutions generated during the workshop.

Chapter 11 - Land Use

- This portion of the plan inventories the village's current land uses along with existing land controls that may limit or restrict the use of land for specific purposes.
- The adjoining towns of Mosel, Herman, Meeme, and Newton have or will be completing comprehensive land use plans. The Town of Liberty has an adopted plan, but it is not Smart Growth compliant. Neither Manitowoc nor Sheboygan counties have begun working on their comprehensive plans.
- Of the approximate 17,157 acres that comprise the Village of Cleveland's total planning area, 14,473 acres, or 84 percent of the area is undeveloped. When taking into consideration the entire planning area, the vast majority of the undeveloped acreage consists of croplands or pastures.
- For the village only, there are a total of 1,266 acres of which 614 acres (48 percent) is already developed. Single family residential covers nearly 227 acres of the developed land or 40 percent. Other natural areas (263 acres) comprise the largest undeveloped area within the village. In comparison, 255 acres or 39 percent is croplands and pastures.
- The Village of Cleveland's Zoning Ordinance is contained in Chapter 10 of the Municipal Code. The purpose of the zoning ordinance is to promote the health, safety, morals, prosperity, aesthetics, and general welfare of the village.
- The Manitowoc County Farmland Preservation Plan was updated in 2005 with attention given to land use changes resulting in urban growth and in farmland reduction.
- Manitowoc County has an adopted Park and Recreation Plan which meets the eligibility requirements for participation in Federal Land and Water Conservation Fund (LAWCON) grant program.
- The current pattern of land use serves as the framework for creating the land use map for the village and its planning area found in Chapter 2 of this document.



Volume II

Community Resources

Chapter 5

Natural, Agricultural and Cultural Resources

Chapter 6

Population and Housing

Chapter 7

Economic Development

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Land Use Controls and Inventory

CHAPTER 5

NATURAL, AGRICULTURAL AND CULTURAL RESOURCES

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Chapter 5 - NATURAL, AGRICULTURAL AND CULTURAL RESOURCES

INTRODUCTION

This section provides an inventory of the existing natural, agricultural and cultural resource features within the Town of Centerville/Village of Cleveland planning area. The inventory provides an understanding of the physical characteristics of the planning area as these features make-up major determinants of future development options. To understand where these resources are located and how they relate to one another is important to help limit unnecessary public expenditures and to minimize the negative impacts to these valued environmental/cultural resources.

NATURAL RESOURCES

Natural resources are materials that occur in nature and are essential or useful to humans, such as water, air, land, trees, animals, plants, soil and minerals. The following text describe the types and locations of these many resources and discusses their importance when planning for future growth of the town/village planning area.

Geology

Geology underlying the area has important implications for land use. The area's bedrock type and soil composition and depth affect excavation for foundations, on-site wastewater treatment systems, residential and industrial developments, highway and street development, etc. Soil composition and depths can also have an impact on the natural filtration for surface water drainage while the type of bedrock provides a pathway for groundwater recharge.

In an effort to limit increased construction costs and groundwater contamination, the geology of the area should be considered when planning for growth.

Bedrock

The Niagara Dolomite bedrock formation of the planning area consists of sedimentary deposits. These sedimentary rocks are solidified marine sediments that dip to the southeast towards Lake Michigan. The Niagara formation makes up the bedrock formation of both communities and virtually all of Manitowoc County.

Glacial

Glacial deposits in the area consist of both till and glaciofluvial sediment.

Till, or unstratified drift is a mixture of unsorted, angular- to round-shaped sediments ranging in size from clay to boulders originating directly from glacial ice.

Glaciofluvial deposits typically consist of coarse to medium-grained sand and gravel that has been moved by glaciers and subsequently sorted and deposited by streams flowing from the melting ice. These deposits may occur in the form of outwash plains and deltas.

The glacial drift of the planning area consists of clay intermixed with other loam (i.e., sand and silt) deposits. The soils may be less than five feet thick in some areas and up to 200 feet in depth above the bedrock. Map 5.1 illustrates the glacial "Pleistocene" geology of the area.

Geologic makeup (e.g., soil depth to bedrock) and the possible implications of development (e.g., increased construction costs, groundwater contamination, etc.) should be taken into account when planning for growth within the town and village.

Topography

The topography of the town/village planning area varies from relatively flat to gently rolling, following the patterns of the glacial geology.

- Map 5.2 illustrates the areas of steep slope (i.e., slope 12 percent or greater) based on soil characteristics within the planning area. The elevation contours of the planning area are also displayed on Map 5.3.

Soils characterized as containing steep slopes are more susceptible to erosion and may require special building and construction restraints, such as retaining walls or major grading efforts to remove the area of steep slope.

Soils

Within the *Soil Survey of Calumet and Manitowoc Counties, Wisconsin*, the Natural Resources Conservation Service (NRCS) provides a detailed study of all soils in Manitowoc County. The survey provides information on the suitability and limitations of soils for a variety of natural resource and engineering uses. Listed below are descriptions of the general soil types within the planning area along with the suitability and limitations of soils for development.

The composition and properties of the soils in an area should be evaluated prior to any development taking place.

Soils Description

Soils are grouped into general soil associations that have similar patterns of relief and drainage. These associations typically consist of one or more major soils and some minor soils. Manitowoc County contains 10 diverse soil associations that are divided into five broad categories:

1. soils that formed in glacial till;
 2. soils that formed in lacustrine deposits (i.e., materials deposited by or settled out of lake waters and exposed by the lowering of water levels or the elevation of land). These sediments range from sand to clay;
 3. soils that formed in glacial drift;
 4. soils that are underlain by outwash deposits; and
 5. soils that is of organic nature.
- Soils in the Centerville/Cleveland planning area were primarily formed in glacial till and glacial drift and consist of clay and sandy loams.
 - The soils formed in glacial till are virtually level to sloping and range from well to poorly drained. Soils formed in glacial drift (primarily found along the lakeshore) are gently sloping to steep and range from well-to moderately well drained.

Soil Limitations

Private Sewage Systems

Private on-site wastewater treatment systems (POWTS) are systems that discharge effluent to groundwater through a subsurface infiltration system. Success of these on-site systems (i.e., drain-fields or mounds) is based on the depth and permeability of the soils where they are installed.

The *Soil Survey of Calumet and Manitowoc Counties, Wisconsin*, provides information on the limitations of each type of soil for these sanitary facilities. Soil ratings of severe, moderate or slight limitations are based on soil properties, site features, and observed performance of the soils.

Severe limitations mean soil properties or site features are very unfavorable or so difficult to overcome that these systems may require a special design that results in a significant increase in construction costs or possibly costly ongoing maintenance.

Moderate limitations mean soil properties or site features that are not favorable for the indicated use and too may require special planning, design, or maintenance to overcome or minimize these limitations.

Slight limitations mean soil properties and site features are generally favorable for the indicated use and limitations are minor and therefore easily rectified.

The revised COMM 83 health and safety code allows new technologies for private sewage systems. The code allows the use of soil absorption systems on sites with at least six inches of suitable native soil. The revised code gives property owners the opportunity and flexibility to meet environmental performance standards through the application of several treatment options.

More housing and greater population densities may be a result of the revised COMM 83 code. This, in turn, heightens the need for undertaking comprehensive land use planning and the implementation of various controls (ordinances and regulations) to address the potential negative impacts on the environment associated with increased development.

Basements

The *Soil Survey of Calumet and Manitowoc Counties, Wisconsin* provides information on the limitations of each soil type for building sites including the construction of dwellings with basements. The limitation ratings are identical to those identified in the abovementioned limitations for private sewage systems.

- Most of the severely restrictive soils found in the planning area are wetlands and those locations adjacent to surface water features.

Nonmetallic Mineral Resources

Sand, gravel, and crushed stone are the primary minerals mined in the area. They are needed for constructing the sub-base for roads as well as comprise the primary components in concrete for the building of foundations, basement walls, and sidewalks.



- There are several mining sites near the planning area that extract sand gravel and/or crushed stone. The *Soil Survey of Calumet and Manitowoc Counties, Wisconsin* identifies soils that would be the best sources for quality sand, gravel, and crushed stone. These minerals are primarily found in the planning area near river and stream channels, outwash plains, dunes, and eskers.

With continued development, there will be greater demands for sand, gravel, and crushed stone. Care needs to be taken to ensure the mining operations do not adversely impact the neighboring properties or other portions of the town/village planning area. This not only includes noise and odors but contamination of groundwater and significant wear on local roads.

Nonmetallic Mining Reclamation (NR 135)

Any new mines need to have a permit granted by the Wisconsin Department of Natural Resources (WDNR) and are subject to the requirements of NR 135, which includes a reclamation plan.

- A. The reclamation plan is a detailed technical document with goals to successfully reclaim the area for future uses while preventing long-term negative impacts to the environment once the mine is abandoned.
- B. The WDNR defines successful reclamation as “the restoration of all areas disturbed by mining activities including aspects of the mine itself, waste disposal areas, buildings, roads, and utility corridors.”
- C. Restoration is defined as “returning of the site to a condition that minimizes erosion and sedimentation, supports productive and diverse plants and animal communities, and allows for the desired post-mining land use.”

Water Resources

Watersheds

Both the Town of Centerville and Village of Cleveland lie within the Silver Creek and the Pigeon River Watersheds as delineated by the WDNR. These watersheds are part of the Lake Michigan Watershed Basin. Map 5.4 displays these watersheds within the Centerville/Cleveland planning area.

Both watersheds have been designated as Priority Watersheds by the Wisconsin Nonpoint Source Water Pollution Abatement Program (NPS Program). The program provides financial and technical assistance to landowners and local governments to reduce nonpoint source pollution by addressing land management activities that contribute to urban and rural runoff.

It is important to evaluate any new developments and land use activities to determine their potential impacts on the watersheds. Nonpoint source activities such as farming, construction, mining, etc. can produce runoff (e.g., sediment, nutrients, pesticides, debris, and toxic chemicals) that enters local waterways and ground waters. Many of these activities may not occur in the planning area. However, the activities undertaken upstream in neighboring communities can adversely impact local water quality and present a threat to the environment, economy, and health of the Town of Centerville and Village of Cleveland.

Stormwater

Stormwater is commonly referred to as rainwater and snowmelt that does not infiltrate the soil. These large volume, rapid flowing waters generally surge over impervious surfaces (e.g., rooftops, driveways, sidewalks, streets and parking lots), construction sites, and certain agricultural practices into storm sewers, culverts and open ditches without the benefit of being treated by stormwater facilities or through natural filtration provided by the soil and/or vegetation. Stormwater run-off can carry pollution from lawns, streets, and parking lots directly into our natural water resources like streams, marshes, and lakes.

The polluted run-off can destroy lake and river ecosystems, contaminate drinking water, and clog streams with sediment resulting in the increased likelihood of flooding.

In October 2002, the state established Run-off Management Administrative Rules to address the uncontrolled run-off from urban and rural land use activities. These administrative rules establish a variety of best management practices, performance standards, regulations, permit issuance, etc. that farms, communities, and construction sites are required to follow to reduce polluted runoff.

The following is a list of eight rules written by the WDNR along with one rule by the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP):

- Priority Watershed and Priority Lake Program (NR 120)
- Runoff Management (Performance Standards and Prohibitions) (NR 151)
- Model Ordinances for Construction Site Erosion Control and Post-Construction Storm Water Management (NR 152)
- Targeted Runoff Management Grant Program (NR 153)
- Best Management Practices and Cost-Share Conditions (NR 154)
- Urban Nonpoint Source Water Pollution Abatement and Storm Water Management Grant Program (NR 155)
- Storm Water Discharge Permits (NR 216)
- Animal Feeding Operations (NR 243)
- Soil and Water Resource Management Program (ATCP 50)

More development affects the natural infiltration capability of land, leading to greater runoff and increased susceptibility to water pollution. In an effort to protect the water supply, the town and village should promote best management practices such as protecting and expanding wetlands, establishing erosion controls, preserving vegetative cover, constructing vegetated swales, developing conservation subdivisions, and encouraging contour farming.

Groundwater

The planning area's groundwater reserves are held in the Eastern Dolomite Aquifer. It runs from Door County to the Wisconsin-Illinois border. This aquifer is the most common in the area and the most widely used source of good quality groundwater.

The WDNR has adopted maximum contaminant level (MCL) standards that apply to all public water supplies in the state. The standards regulate concentrations of pollutants in public water supplies (NR 809) and nitrate removal from public drinking water (NR 122).

Under Wisconsin's Groundwater Standards Law (NR 160), state programs for landfills, hazardous wastes, spills, wastewater, septic tanks, salt storage, fertilizer storage, pesticides, and

underground storage tanks must comply with these standards. In addition, Wisconsin Administrative Code chapters NR 140, 141, and 142 regulate groundwater quality and monitoring procedures, outline well construction and maintenance requirements, and provide general water management and conservation practices.

As stated above in the stormwater section, it is important to note areas that have a large amount of impervious services and monitor the quantity of water that is entering groundwater potentially untreated. Sound land use decisions, particularly in areas where stormwater is recharging will help maintain quality water for drinking, agriculture, and food processing by limiting contamination.

Methods to protect the groundwater include utilizing local and regional planning and zoning tools, advocating for best management (agricultural) practices, monitoring wellhead protection programs, and strictly enforcing regulations on private sewage systems.

Wellhead Protection Planning

Wellhead protection plans can be an effective method of protecting groundwater quality and quantity. Proactively protecting the planning area's groundwater supply before it becomes contaminated is both wise and cost-effective. Wellhead protection plans manage and protect surface and subsurface land surrounding a well, which is commonly defined as the wellhead protection area (WHPA). WHPAs identify the primary contributing sources of groundwater for the area. It then allows the community to focus their management efforts on potential contamination sources and take appropriate step to prevent or mitigate any problems.

The Village of Cleveland has a wellhead protection plan.

Surface Water

The Town of Centerville/Village of Cleveland planning area contains or is bounded by the following water features (Map 5.5):

Lake

1. Lake Michigan

Rivers/Creeks

1. Centerville Creek
2. Fischer Creek
3. Point Creek

These creeks and various unnamed tributaries drain into Lake Michigan and provide quality habitat for waterfowl and wildlife, plus offer recreational activities such as fishing, boating, and swimming.

Shorelands

Shorelands (Map 5.6) are defined as land within the following distances from the ordinary high water mark of navigable waters:

- 1,000 feet from a lake, pond or flowage; and
- 300 feet from a river or stream or to the landward side of the floodplain, whichever distance is greater.

Shorelands are often viewed as valuable environmental resources both in rural and urbanized areas. As a result, the State of Wisconsin requires counties and incorporated communities to adopt shoreland/floodplain regulations to address the problems associated with development in shoreland and floodplain areas.

The authority to enact and enforce shoreland and other zoning provisions in counties is set forth in Chapter 59.692 of the Wisconsin Statutes and Wisconsin Administrative Code NR 115. The same authority for the Village of Cleveland is found in Chapter 61.351 of the Wisconsin Statutes and Wisconsin Administrative Code NR 117.

Development within shoreland areas is generally permitted; however, specific design techniques must be considered. In more environmentally sensitive locations, any alteration of the shoreland is strictly regulated, and in some cases, not permitted under any circumstances.



Coastal Resources

The Lake Michigan coastline offers a variety of natural resources (bluffs, beaches, wetlands, etc.); living resources (flora and fauna); and cultural resources (historical, recreational and agricultural). It is important to protect these valuable assets as development in coastal areas typically leads to greater land disturbance producing runoff and pollutants.

Coastal development can affect the profile and function of the shoreline. There are several issues to consider when planning including excessive erosion, adverse impacts to coastal wetlands, fluctuating lake levels, increased non-point pollution, unanticipated economic slowdowns, altered wildlife habitats, and the compromising of unique historic and archeological resources.

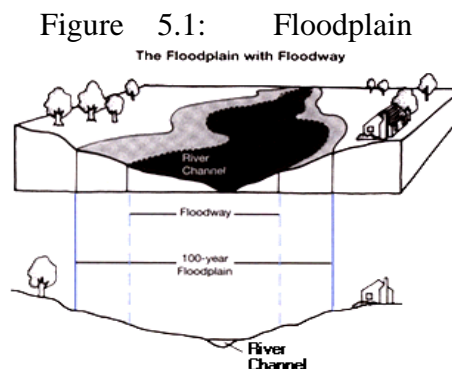
The preservation of coastal resources will be instrumental in maintaining/improving community health and safety (clean drinking water), aesthetics (pristine views) and economic viability (tourism, clean parks and beaches, recreational fishing).

Floodplains

Floodplains are commonly defined as those areas, excluding the stream channel, subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year.

- The floodplains within the planning area are located adjacent to Point Creek, Centerville Creek, and Fischer Creek (Map 5.7).

As identified by the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps (FIRM), floodplains provide for stormwater retention, groundwater recharge, habitat for various types of waterfowl and wildlife. They are also considered a valuable recreational resource.



Source: www.friendsoftheriver.org

Section 87.30(1) of the Wisconsin Statutes and Wisconsin Administrative Code NR 116 requires counties, cities and villages to adopt floodplain zoning ordinances to address the problems associated with development in floodplain areas. Any development adjacent to or within a designated floodplain should be discouraged, if not strictly prohibited.

Wetlands

The WDNR defines wetlands as areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophilic vegetation. Other common names for wetlands are swamps, bogs, and marshes. Wetlands-

- A. offer scenic open spaces;
 - B. function as natural pollution filters for lakes, streams and groundwater;
 - C. act as groundwater recharge and/or discharge areas;
 - D. retain floodwaters; and
 - E. provide valuable and irreplaceable habitat for many plants and animals.
- Within the Centerville/Cleveland planning area, there are approximately 974 acres of wetlands. The majority of the wetlands are located adjacent to the identified surface water features. Map 5.8 illustrates the WDNR inventoried wetlands greater than two acres.

Because of their importance, there are strict regulations regarding wetlands. Wisconsin Administrative Codes fall under the jurisdiction of the WDNR and mandate that shoreland wetlands be protected in both the rural (NR 115) and urban areas (NR 117) of the state.

Wetlands not in the shoreland zone are protected from development by the federal government through Section 404 of the Clean Water Act and Wisconsin Administrative Code NR 103.

It should be noted that all wetlands, no matter how small, are subject to WDNR and possible federal regulations, if they meet the state definition.

Woodlands

There are a total of 1,988 acres of woodlands within the planning area. Upland woodlands and lowland woodlands (i.e., woodlands within wetlands) are illustrated on Map 5.9. Upland woodlands constitute approximately 1,224 acres and the lowland woodlands cover 764 acres of land.

Woodlands offer aesthetic views, provide wildlife habitat, and present multiple recreational choices as well as maintain watershed cover, provide shade, serve as a windbreak, help reduce soil erosion, act as a noise barrier, and screen unsightly developments.

Wildlife Habitat

Wildlife habitat can be defined as areas that provide for the arrangement of food, water, cover, and space required to meet the biological needs of an animal. Each wildlife species has different diet and shelter requirements over the course of a year. The planning area's woodlands, wetlands, floodplains, and water features create a dynamic habitat for many species of wildlife.

White-tailed deer, turkey, grouse, beaver, muskrat, gray and red squirrel, and chipmunks are some of the more well known species found in the area. Lake Michigan and other surface waters

provide habitat for fish. Migratory fowl frequent the surface waters and wetlands during the open water months of the year.

Threatened and Endangered Species

Many rare, threatened, and endangered species are found within Manitowoc County. Appendix E lists these animals, plants and natural communities in both the aquatic and terrestrial occurrences as identified by the Wisconsin DNR Natural Heritage Inventory.

- According to the WDNR, the entire Centerville/Cleveland planning area has experienced threatened and endangered species occurrences with most of these occurrences being aquatic in nature and near Lake Michigan.

Any potential negative impacts should be discussed before development occurs anywhere in the planning area in order not to disturb critical habitat for any plant or animal species especially those noted on the threatened or endangered list.

Significant Natural Features

A number of sites located within the Centerville/Cleveland planning area may be considered significant natural features. These areas may be designated as WDNR State Natural Areas, State Wildlife and Fishery Areas, Significant Coastal Wetlands, Land Legacy Places; or be included in the “Natural Areas Inventory,” conducted by the Scientific Areas Preservation Council of the WDNR.

The following is a brief description of the Significant Natural Features that exist in the Centerville/Cleveland planning area, while Map 5.10 illustrates their locations.

Cleveland Lacustrine Forest (Centerville Swamp)

The area consists of second growth elm, ash, soft maple, and cedar. The entire area is considered a wetland according to the WDNR.

Lakeshore Technical Maple Woods

They are identifiable by the old growth maples and beech.

Sugarbush Woods

Sugar maple, beech, and, ash with yellow birch in the low spots are common within this area.

Environmental Corridors and Isolated Natural Areas

Environmental corridors within the Bay-Lake Regional Planning Commission (BLRPC) region have uniform regulations on the following:

- WDNR wetlands w/50-foot buffer;
- 100-year FEMA floodplains;
- Slopes equal to 12 percent or greater;
- 75-foot lake and river setback; and
- surface water.

Other features considered part of the environmental corridor definition on an area-by-area basis include:

- designated scientific and natural areas
 - unique and isolated woodland areas
 - scenic viewsheds
 - historic and archaeological sites
 - unique geology
 - wetland mitigation sites
 - isolated wooded areas
 - unique wildlife habitats
 - parks and recreation areas
- The Centerville/Cleveland planning area contains approximately 2,523 acres of environmental corridors as determined using the BLRPC definition. Map 5.11 illustrates the environmental corridors of the area.

When considering future development, it is important to understand that environmental corridors serve many purposes:

- protect local surface and groundwater quality.
- used as a means of controlling, moderating, and storing floodwaters while providing nutrient and sediment filtration.
- provide fish and wildlife habitat, recreational opportunities, and serve as buffers between land uses.

The Wisconsin Department of Natural Resources completed their *Wisconsin Land Legacy Report* in January 2006. This report is an inventory of places to meet Wisconsin's future conservation and recreation needs. Three areas within the planning area are noted in the report: Fisher Creek, Point Creek, and the Cleveland Swamp. Their descriptions can be found on page 136 in the Legacy Places by Ecological Landscape.

Parks and Open Space

Various natural settings in the planning area are utilized as recreational sites by the public. Refer to Chapter 9 and Map 9.1 of this document for more detailed information on each of the following parks and open space areas.

Town of Centerville

1. Fischer Creek Conservation Area
2. Point Creek Conservation Area
3. Lutze Conservation Area
4. Kingfisher Farm Natural Area
5. Lake Michigan shoreline property

Village of Cleveland

1. Hika Park
2. Veteran's Park
3. Dairyland Park
4. Lake Michigan shoreline property

AGRICULTURAL RESOURCES

Agriculture has been a major ingredient in shaping Manitowoc County's heritage. A significant number of working farms dominate the landscape and help define the county's rural identity. Manitowoc County farmers own and manage the resources on 257,111 acres of land, or 68 percent of all land in the county. These lands include pastures, cropland, and tree farms.

Climate

The climate of Manitowoc County and the planning area is classified as continental. This climate type is characterized by an extreme disparity between summer and winter temperatures including cold, snowy winters and warm summers with periods of hot, humid conditions. The average annual temperature is 47.5 degrees with the coldest month being January (17 degrees) and the warmest month July at approximately 70 degrees. The nearby waters of Lake Michigan can have a modifying influence on the climate in the planning area unlike more inland locations where the cool breezes of the lake have little or no affect.

Over 60 percent of the annual precipitation of 40.51" falls from April through September with May traditionally being the wettest month. This time period also comprises the growing season for most crops. Overall, the varied climate is favorable for agricultural purposes and suitable for a number of outdoor activities ranging from biking and camping to snowmobiling and other winter based activities.

Prime Agricultural Soils

Prime agricultural lands cover 92 percent of the planning area and are generally located away from waterways and other wet areas.

According to the NRCS, there are three classes of prime agricultural identified in the planning area:

1. *Prime Agricultural Land:* land available with the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops. With an ideal combination of soil properties, growing season, and moisture, these lands produce sustained high crop yields. Refer to Map 5.12 for prime agricultural land locations.
2. *Farmland of statewide importance:* land not identified as prime agricultural land on a nationwide basis but is important in Wisconsin for the production of various food, feed, fiber and forage crops.
3. *Prime Agricultural land only where drained:* These are areas where soils have wetness limitations but can be or are used effectively for agricultural production with installation of a tile drainage system.

The September 2005 Nominal Group exercise identified the preservation of prime farmland as an important issue/concern. Since agriculture plays an important role in the economic, cultural and social structure of the planning area and all of Manitowoc County, it will be important to preserve these areas against future development. Once agricultural land is disturbed or replaced by another land use, it cannot be effectively returned to agricultural production.

Farm Household Demographics

According to the US Census, just over three percent of Manitowoc County's population lives on a farm. In the Town of Centerville, 11 percent of the town's population (81 residents) live on a farm. In addition, 18 percent (88 residents) of the town's population are employed on farms.

Farm Numbers and Types

- According to the United States Department of Agriculture (USDA), there were a total of 1,469 farms in Manitowoc County in 2002. Dairy farms are the primary agricultural operations. Greenhouses, tree farms, nurseries, and other horticultural businesses add to the growing diversity of agriculture in the county.
- According to the Program on Agricultural Technology Studies (PATs), Manitowoc County contained 380 dairy farms in 2002. The Town of Centerville accounted for 21 of these farms.
- Approximately 91 percent of the farms in Manitowoc County are owned by individuals or families, another six percent are owned by family partnerships, and corporations account for slightly fewer than three percent.
- Manitowoc County is home to more dairy cattle (approximately 90,000) than people (approximately 84,000).
- The county ranks in the top five counties in Wisconsin and top 30 in the United States in total annual milk production. The county also ranks in the top ten in corn silage and alfalfa hay production.
- Manitowoc County farms range in size of 20 head to over 2,000.



Trends in Agriculture

The 2002 Census of Agriculture indicates that the total number of farms has declined in Manitowoc County from 1,487 in 1997 to 1,469 in 2002. In addition, the average size of a farm in the county in 1997 was 179 acres. By 2002, the average farm size decreased to 175 acres.

- The Town of Centerville experienced a loss of dairy farms during the same time span going from 27 dairy farms in 1997 down to 21 farms in 2002.

The reduction in size and number of farms may be attributed to retirement of farm operators, increasing operational costs or the conversion of traditional dairy farms to other types of farming operations such as those focusing on horticulture.

Harvested cropland in Manitowoc County also dropped 8,456 acres (three percent) from 1997 to 2002. The reduction in harvested croplands may be an indicator of the development pressures within the county and planning area.

The amount of agricultural land sold over a period of time is a good indicator of how much development has taken place. Table 5.1 illustrates that 10,897 acres of agricultural land was sold between 2001 and 2005 in Manitowoc County.

- 1,687 acres, or 15 percent, of these 10,897 acres were converted to non-agricultural uses, with the remainder retained in agriculture.
- The value of each acre diverted from agriculture to non-agriculture use has risen from \$1,846 per acre to \$6,000, which is a 225 percent increase from 2001 to 2005.

Table 5.1: Manitowoc County Agricultural Land Sales, 2001-2005

Year	Acres Sold Continuing as Agriculture	Average Cost per Acre	Acres Sold Diverted from Agriculture	Average Cost per Acre	Total Acres Sold
2001	1,762	\$2,043	595	\$1,846	2,357
2002	2,454	\$2,227	604	\$3,740	3,058
2003	1,291	\$1,996	286	\$3,560	1,577
2004	2,158	\$2,982	118	\$7,373	2,276
2005	1,545	\$2,589	84	\$6,000	1,629
Total	9,210	\$2,312	1,687	\$4,130	10,897

Source: Wisconsin Agricultural Statistical Service

The cost of developing productive agricultural lands needs to be considered. For instance, farmlands provide revenues to local governments and require very few services. Conversely, residential land uses may cost communities more to provide services than gained through local property tax increases. This is evident in areas of widespread development as road maintenance; school transportation, police service, fire protection, etc. will likely increase the overall cost of services throughout the entire community.

Designating areas for concentrated development within the planning area will not only help keep the cost of services down, but will also help preserve the valuable farmlands and rural landscape that are now prevalent.

Environmental Impacts of Agriculture

Most of the agricultural lands within the county are dispersed in and amongst the various natural resources that makeup much of Manitowoc County's landscape. In the Centerville/Cleveland planning area, agricultural lands are located adjacent to many water features, wetlands, steep slopes, and other environmentally sensitive areas.



The integration of agriculture within natural resources can increase the risk of pollution to both surface and groundwater. Soil erosion from farm fields and the surface runoff of crop nutrients and agricultural chemicals can impact the quality of streams, rivers, lakes and underground aquifers, ultimately impacting drinking water supplies. Rotating crops, livestock management, spreading of manure, fertilizing, and tilling all affect the amount of soil erosion and loss of

nutrients due to runoff. Farm operators are encouraged to work with their local land conservation and UW-Extension staff to identify and implement specific resource conservation practices to better protect the environmental sensitive areas in and around their farms.

If properly managed, agricultural lands and those areas not cropped such as woodlots and stream corridors have a positive impact on a community. These lands provide a balanced ecological habitat for all types of wildlife and waterfowl, while maintaining open space that is essential in promoting the planning area's rural identity.

Discovery Farms Project (UW-Extension)

The Discovery Farms Program conducts research on working farming operations to identify and implement the most economical practices to the environmental regulations placed on farming operations.

The Manitowoc County Discovery Farms Project Area consists of two farms-Saxon Homestead Farm and Soaring Eagle Dairy. These two dairies own and farm land that is located in or adjacent to the Town of Centerville. The farms were selected to participate in a five to seven year research project to monitor the effects of different Best Management Practices on water quality. The University of Wisconsin with the UW-Extension and US Geological Survey will work with these farms through 2009 to find the most economical and effective ways of complying with environmental regulations while continuing their agricultural operations.

For additional information on the Manitowoc County Discovery Farms Project, please contact the Manitowoc County UW-Extension.

Economic Impacts of Agriculture

Agriculture is an important economic element in Manitowoc County. It includes hundreds of family-owned farms, agriculture related businesses and industries that provide equipment, services and other products farmers need to process, market, and deliver food to consumers. The production, sales, and processing of Manitowoc County's farm products generate employment, economic activity, income and tax revenue.

- According to UW-Extension in 2002, agriculture in Manitowoc County accounts for over \$863 million, or 13 percent of the county's total economic activity.

For more detailed information on Manitowoc County's agricultural industry, refer to the Economic Development element (Chapter 7) of this comprehensive plan.

AIR QUALITY ISSUES

According to the U.S. Environmental Protection Agency (EPA), all of Manitowoc County and neighboring lakeshore counties are identified as "nonattainment" areas, or areas that do not meet the EPA's 8-hour ozone national air quality standard (i.e. 85 parts per billion).

By law, nonattainment areas may be subject to certain requirements to reduce ozone-forming pollution and requires states to submit plans for reducing the levels of ozone. Several methods to meet the ozone standard may include stricter controls on emissions by industrial sources, transportation emissions, etc.

Designed to protect the public from breathing unsafe air, the EPA's 8-hour ozone standard could have a negative impact on economic development efforts for Manitowoc County and the planning area. The ozone reducing regulations identified in the state's plan may end up requiring existing and future businesses to pay for installing and maintaining equipment to limit pollution emissions rather than focusing on expanding their operations to create jobs.

CULTURAL RESOURCES

Cultural resources are typically sites, structures, features and/or objects that are important to a culture or community for scientific, aesthetic, traditional, educational, religious, archaeological, architectural or historic reasons.

Historic and Archeological Sites

The State Historical Society of Wisconsin's Architecture and History Inventory (AHI) is a list compiled by many individuals on the belief that various structures contain historical significance.

- The planning area has 20 structures considered to be of historic significance (Town of Centerville has 16, Village of Cleveland has four). Several of these features date back to the mid-to-late 1800's. The majority of these sites are houses and barns in addition to a bridge. A complete listing of the historic sites can be found in Appendix F of this document.
- The most prominent structure in the planning area is the Lutze House Barn, which is listed in the National Historic Register.

Please note that these sites are not all eligible by the State Historical Society of Wisconsin. These are sites that individuals believe should be considered for eligibility. There is a possibility that several structures or sites may not be listed, and some of the structures may have been torn down.

The State of Wisconsin requires any findings of human bones to be reported (*Wisconsin Statute 157.70*) so the State Historical Society can do an investigation. Land developers trying to obtain state permits from the WDNR or any development involving federal monies are required to be in compliance with Section 106 of the National Historic Preservation Act and 36 CFR Part 800: Protection of Historic Properties. For further information, please contact the State Historical Society of Wisconsin.

Community Design

Community design (character) deals with the large-scale organization and design of the community, particularly the organization of the buildings and the space around them. Often times, the inventory is subjectively based on the interpretation of what residents feel most significantly and appropriately distinguishes their community. For the Centerville/Cleveland planning area, the following makes their communities unique:

Landmarks

Landmarks are important reference points that represent a prominent feature of the landscape and have the ability to distinguish a locality, mark the boundary of a piece of land, or symbolize an important event or turning point in the history of a community. The following landmarks exist within the planning area:

- Lakeshore Technical College Windmill

Pathways

Pathways are linear features that represent both vehicular and pedestrian movement. Pathways provide connections between places as well as along them. Whether a major arterial, local street, or undefined woodland trail, pathways are hierarchical and represent a degree of usage. The following pathways should be considered important aspects of the planning area's character.

Major Pathway: Interstate Highway 43

Secondary Pathways: County Highways X, XX, F and LS; Westview Road, South Union Road, and Dairyland Drive.

Minor Pathways: Gass Lake Road, Centerville Road, Center Road, Range Line Road, Point Creek Road, Cedar View Road, Fischer Creek Road, South Fischer Creek Road, Cleveland Road and County Line Road

Edges

Like pathways, edges are linear. Edges are important boundaries that can be soft or hard, real or perceived. Because edges visually distinguish the community, they become increasingly important as a community grows and expands beyond these boundaries. These edges do not necessarily coincide with jurisdictional boundaries.

- Lake Michigan shoreline

Districts

Districts encompass areas of commonality. These areas represent buildings and spaces where clearly defined and separate types of activities take place.

- Lakeshore Technical College
- Sheboygan Area School District
- Interstate commercial area
- Single family neighborhoods

Building scale, building location, landscaping, signage, lighting, driveway controls and architectural style need to be considered for consistency within this area to promote a specific community character.

Nodes

Nodes are specific points of recognition. They are destinations and very often represent the core or center of a district. In addition, nodes are closely associated with pathways as they provide access to and from districts.

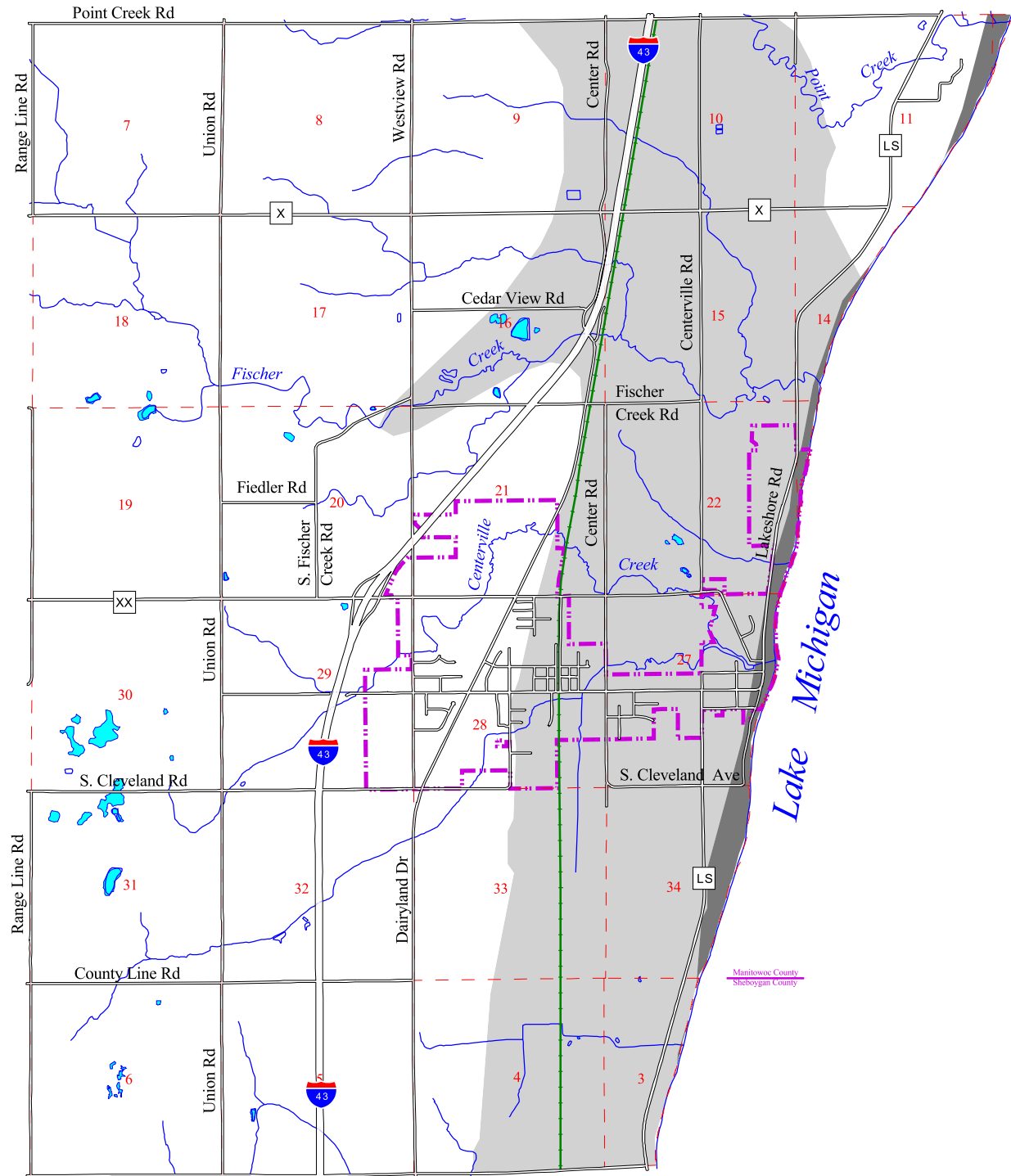
Special consideration to enhancing existing nodes includes, providing additional signage or lighting, providing benches or other streetscape ornaments or informational features (kiosk or historical information plaque).

Pleistocene Geology

Village of Cleveland Planning Area

Manitowoc County, Wisconsin

Map 5.1



2000 0 2000 Feet

This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.
Source: USGS, 1973; Town of Centerville; Village of Cleveland; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

Clayey Till
 Lake Silt and Clay
 Clayey Till *
 *(Manitowoc Till Member of Wedron Formation under Lake Michigan)

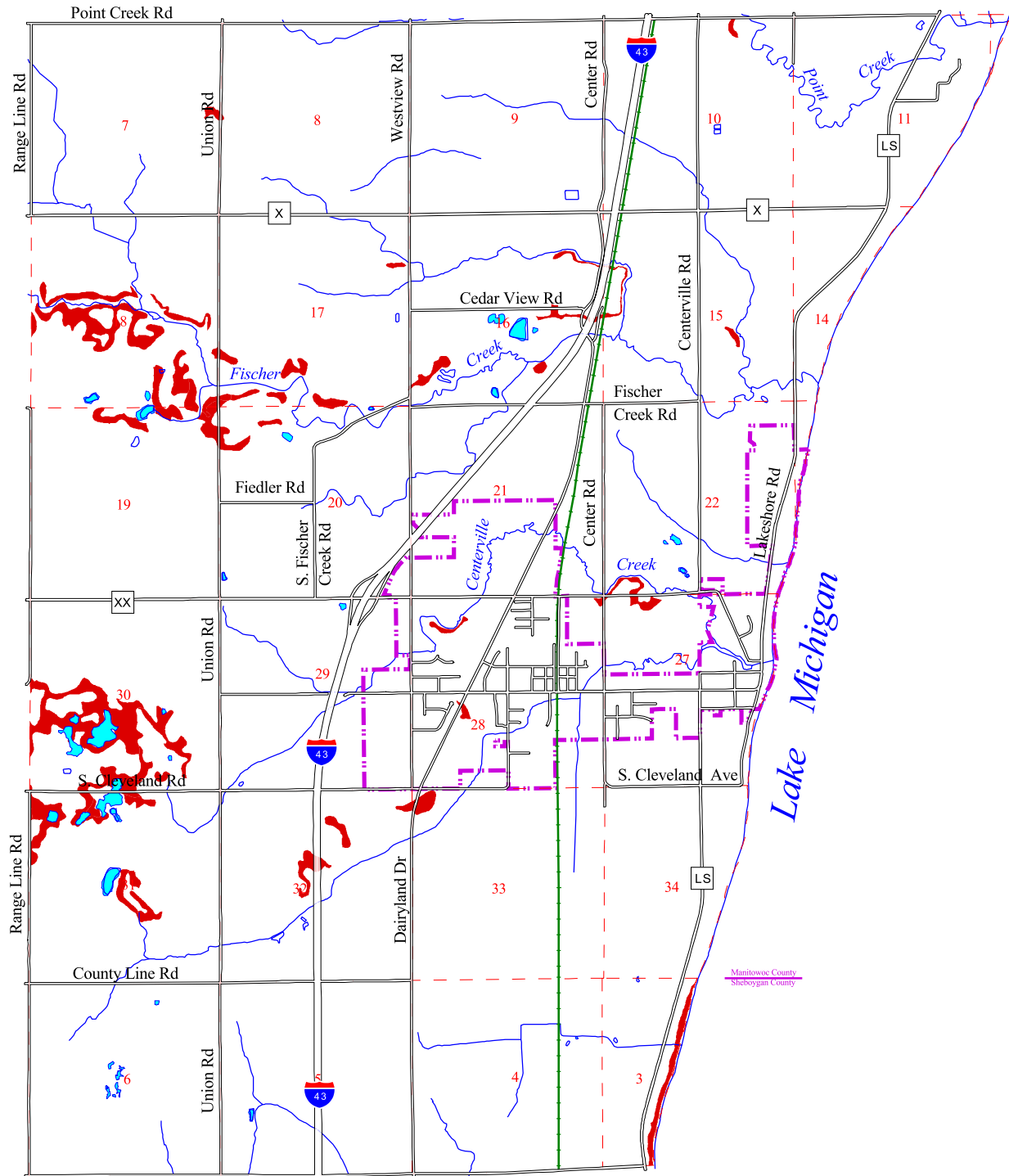
Base Map Features

- Village of Cleveland Boundary
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

Steep Slope

Village of Cleveland Planning Area

Manitowoc County, Wisconsin



2000 0 2000 Feet



Steep Slope 12% or Greater

Note: Steep Slopes are derived from soil characteristics and do not represent actual elevation.

Base Map Features

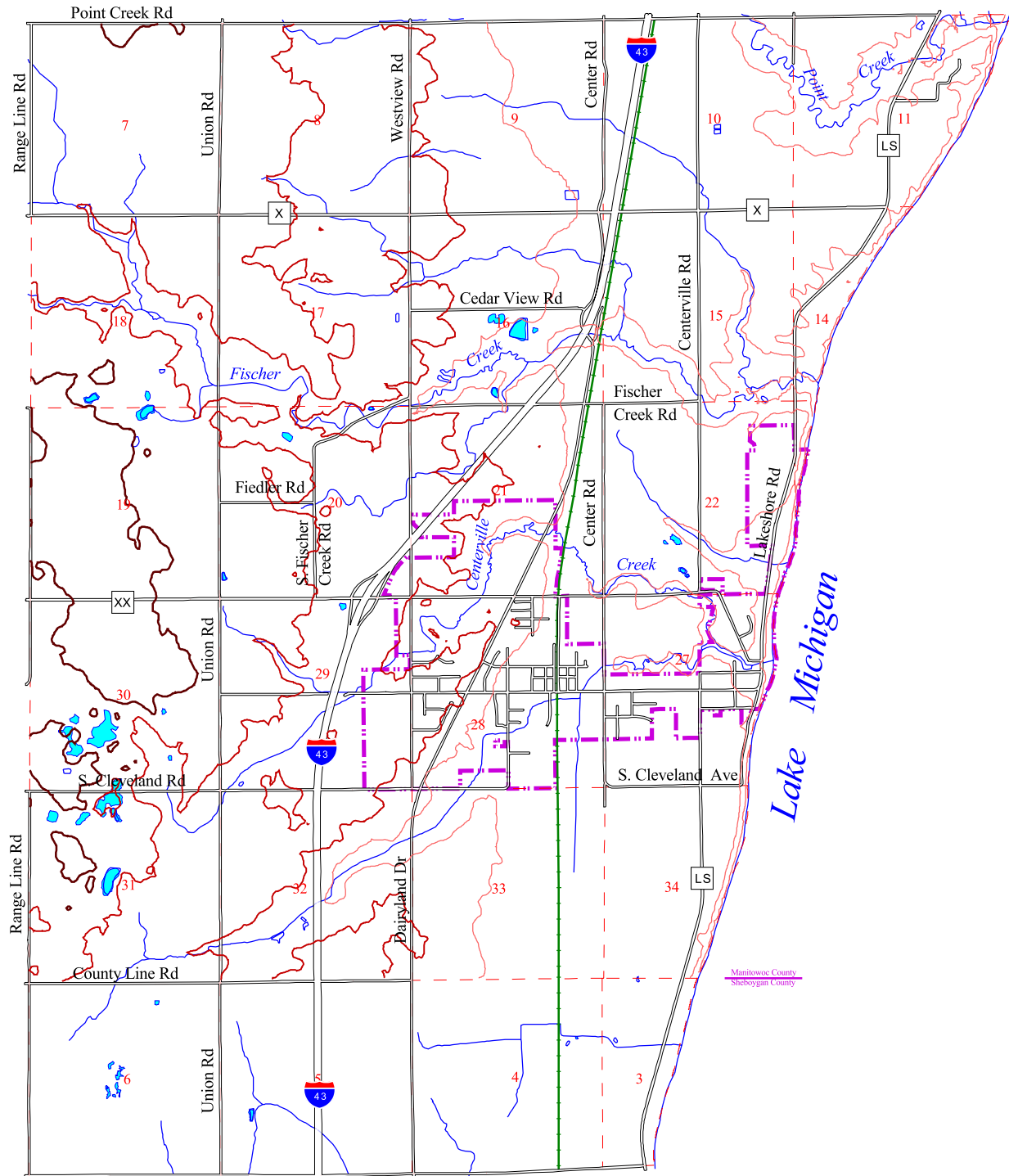
- Village of Cleveland Boundary
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

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Elevation Contours

Village of Cleveland Planning Area

Manitowoc County, Wisconsin



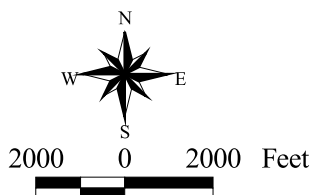
10 Foot Contour Lines

- 180 - 200
- 201 - 220
- 221 - 240

Note: Contour Lines are General
for Planning Applications

Base Map Features

- Village of Cleveland Boundary
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

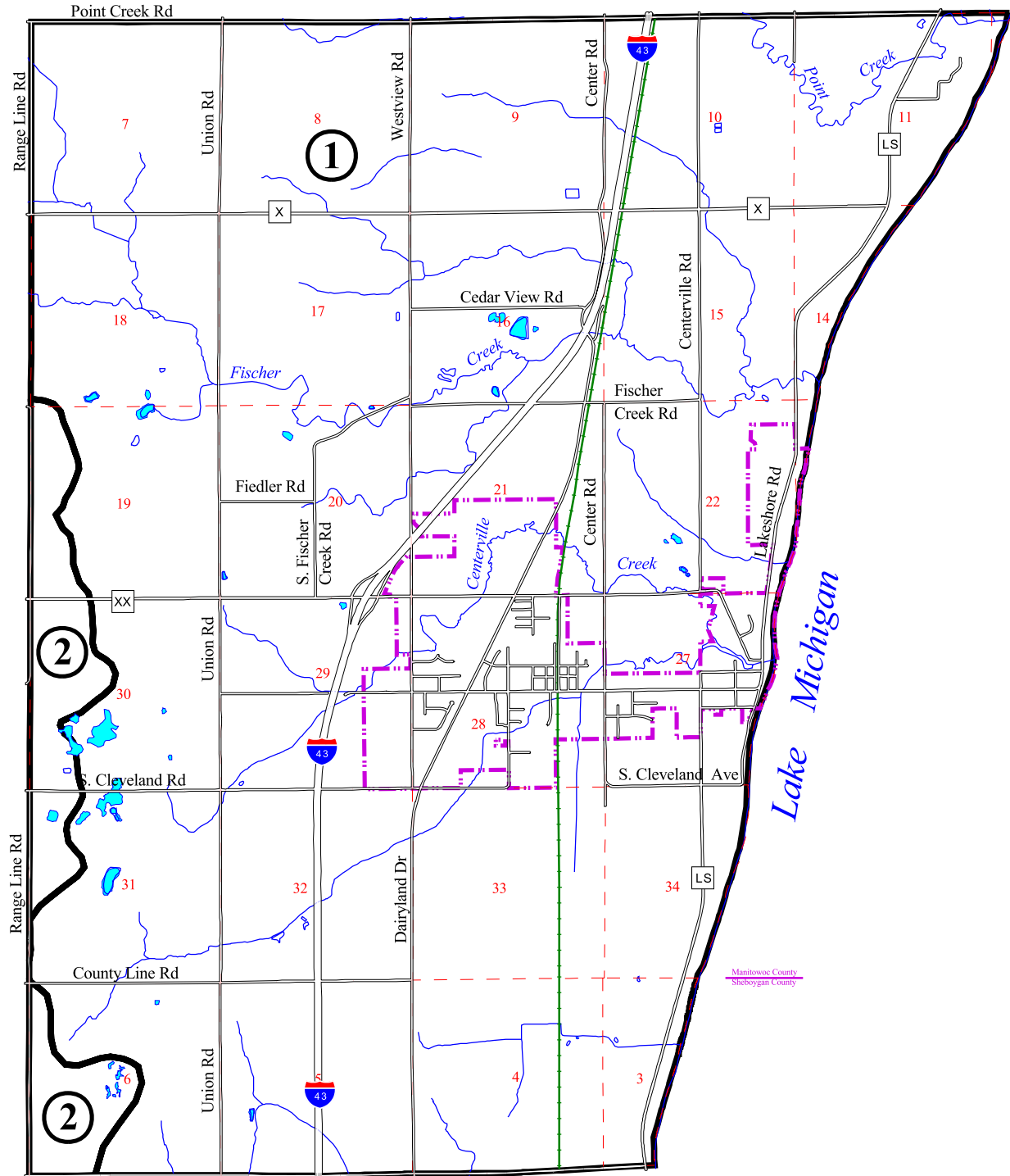


This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.
Source: USGS; Town of Centerville; Village of Cleveland; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

Watersheds

Village of Cleveland Planning Area

Manitowoc County, Wisconsin



2000 0 2000 Feet

- ① Sevenmile and Silver Creeks
- ② Pigeon River

Base Map Features

- Village of Cleveland Boundary
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

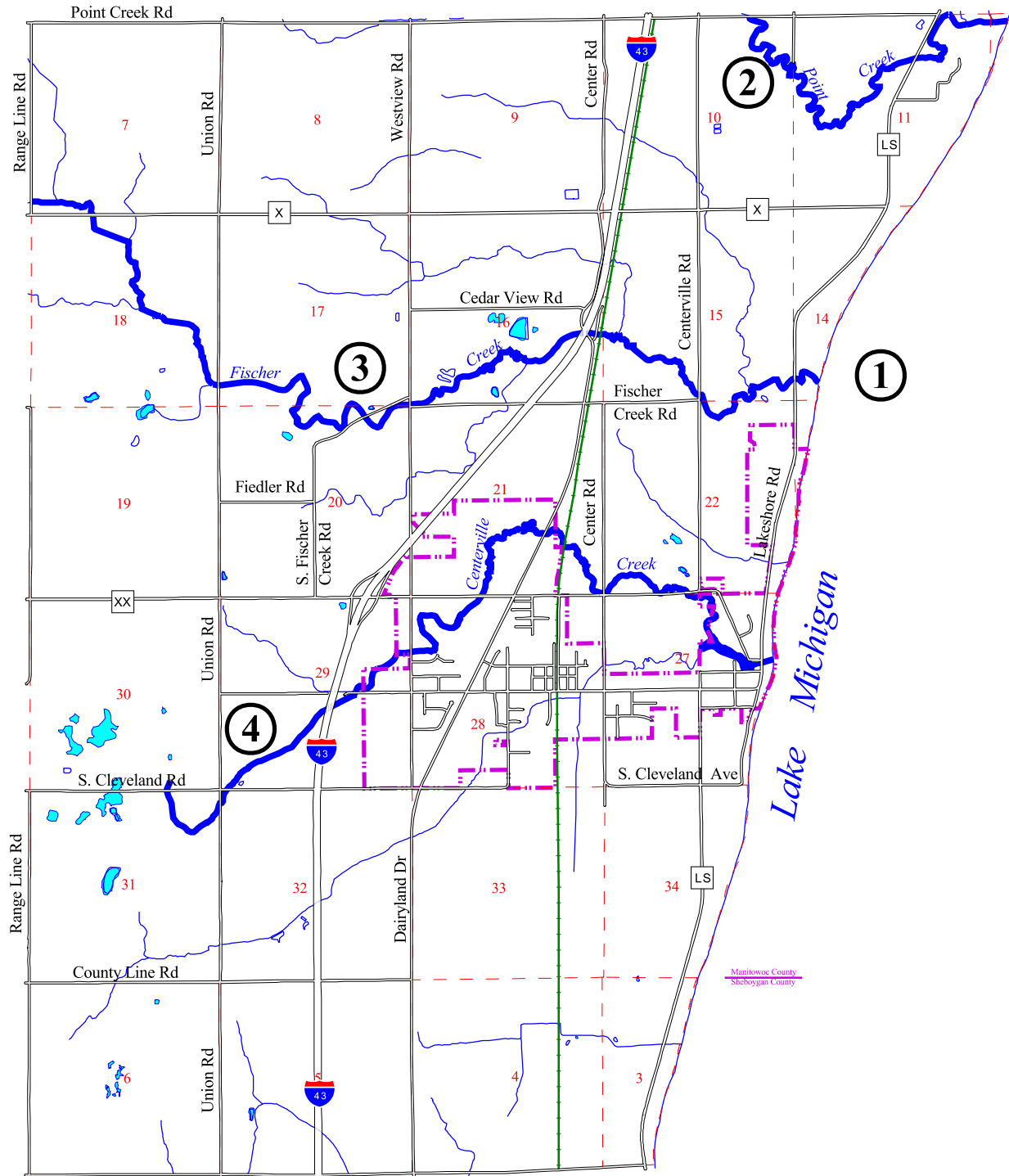
This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.
Source: WDNR; Town of Centerville; Village of Cleveland; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

Surface Water Features

Village of Cleveland Planning Area

Manitowoc County, Wisconsin

Map 5.5



2000 0 2000 Feet

- ① Lake Michigan
- ② Point Creek
- ③ Fischer Creek
- ④ Centerville Creek

Base Map Features

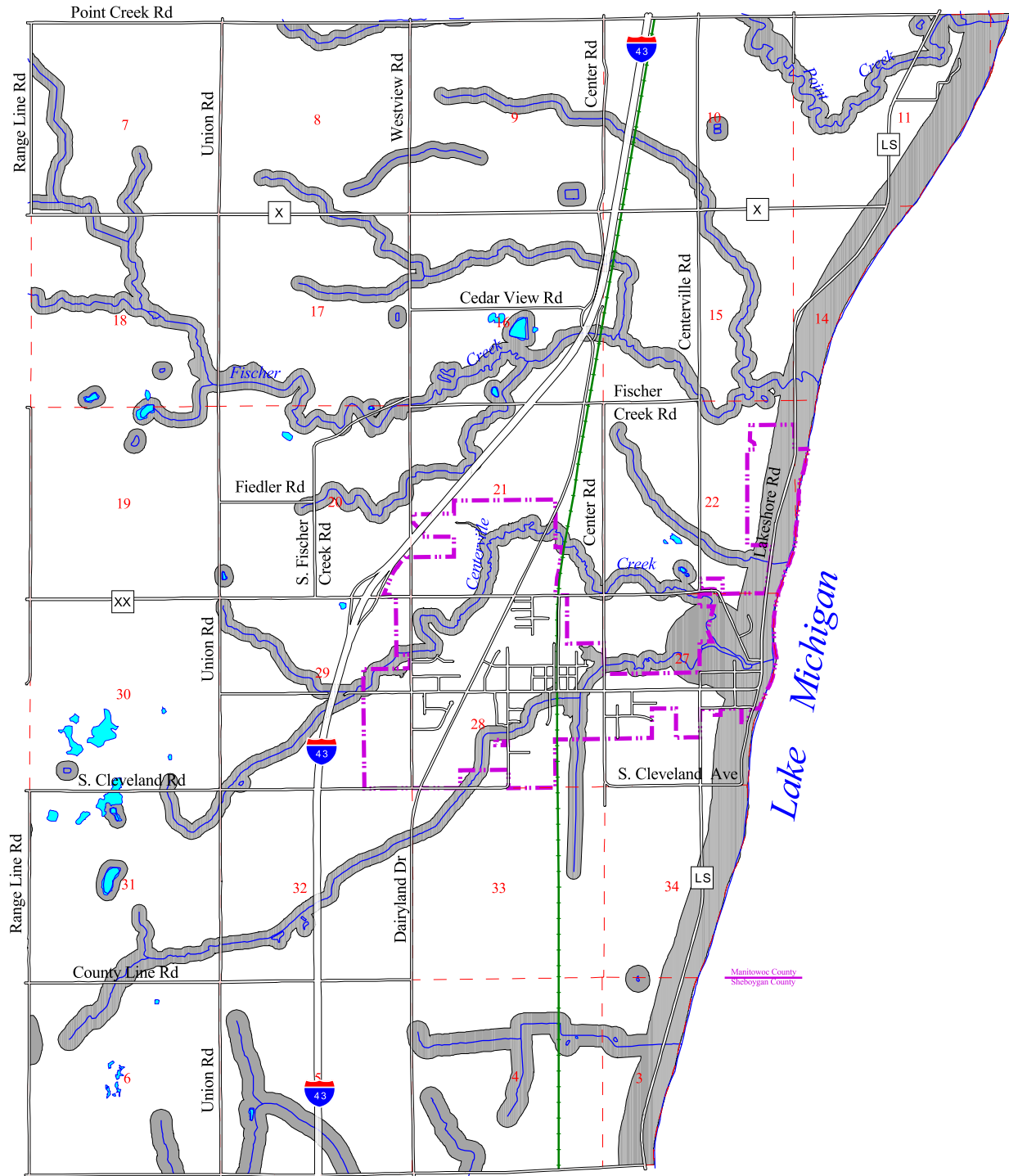
- Village of Cleveland Boundary
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

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Source: WDNR, 1968; Town of Centerville; Village of Cleveland; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

Shorelands

Village of Cleveland Planning Area








Manitowoc County, Wisconsin



2000 0 2000 Feet

 Shorelands

Base Map Features

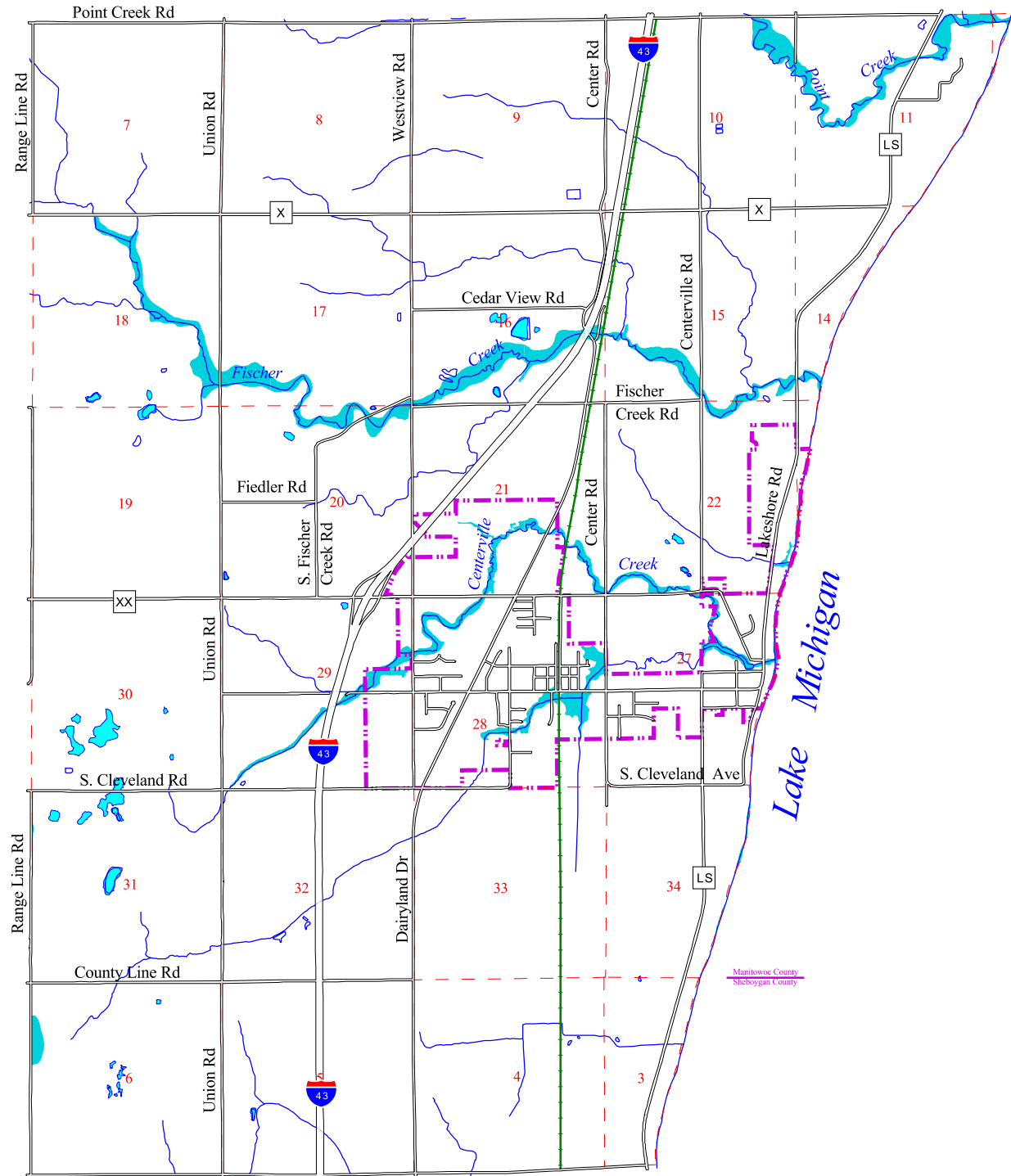
-  Village of Cleveland Boundary
-  Federal Highway
-  County Highway
-  Local Road
-  Railroad Corridor
-  Surface Water
-  Section Line

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Source: Town of Centerville; Village of Cleveland; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

Floodplains

Village of Cleveland Planning Area

Manitowoc County, Wisconsin



2000 0 2000 Feet

100 - Year Floodplain

Base Map Features

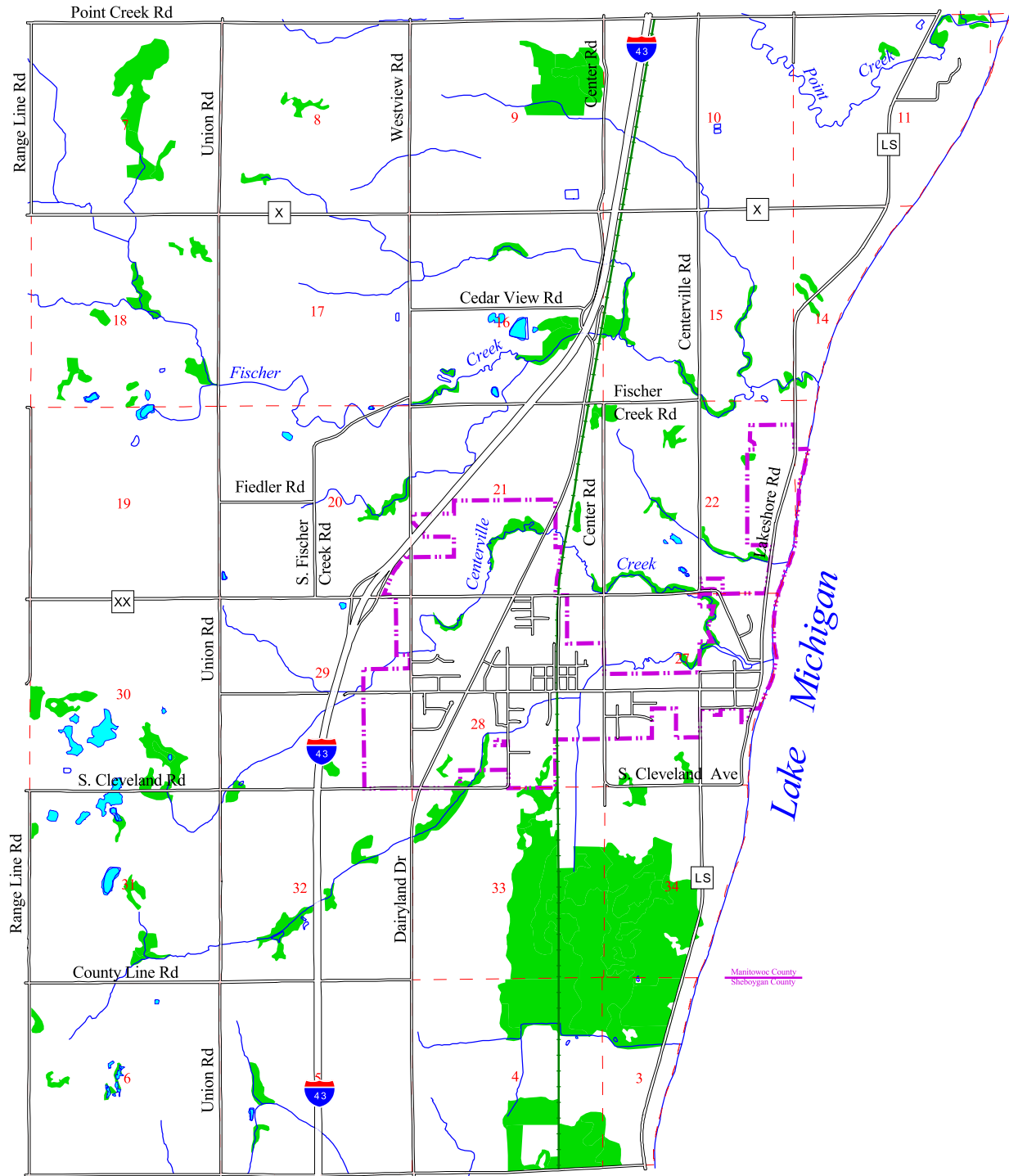
- Village of Cleveland Boundary
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

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Source: FEMA, FIRM; Town of Centerville; Village of Cleveland; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

Wetlands

Village of Cleveland Planning Area

Manitowoc County, Wisconsin



2000 0 2000 Feet

WDNR Wetlands
(2 Acres or Greater)

Base Map Features

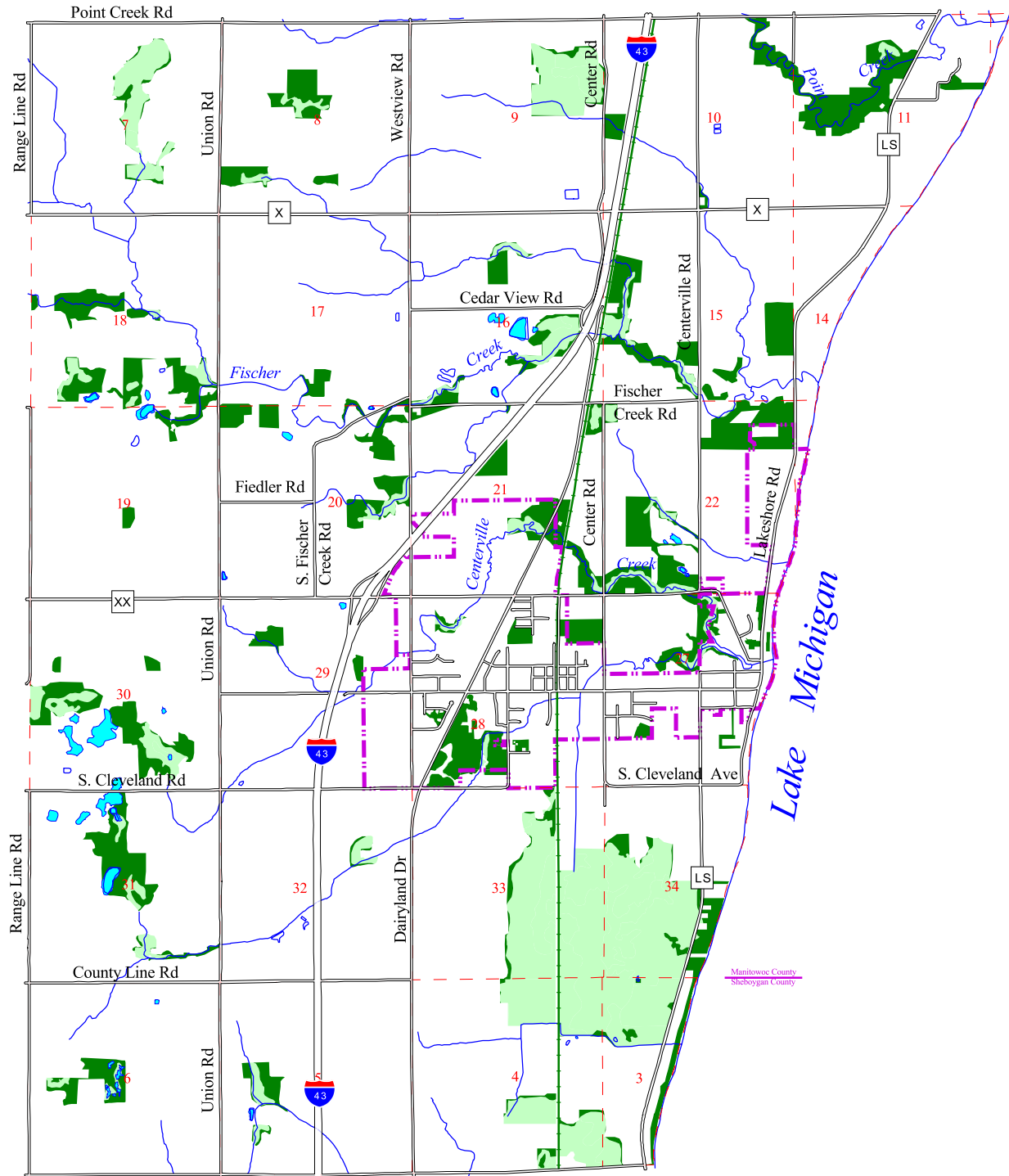
- Village of Cleveland Boundary
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

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Source: WDNR; Town of Centerville; Village of Cleveland; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

Woodlands

Village of Cleveland Planning Area

Manitowoc County, Wisconsin



2000 0 2000 Feet

Lowland Woodlands
 Upland Woodlands

Base Map Features

- Village of Cleveland Boundary
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

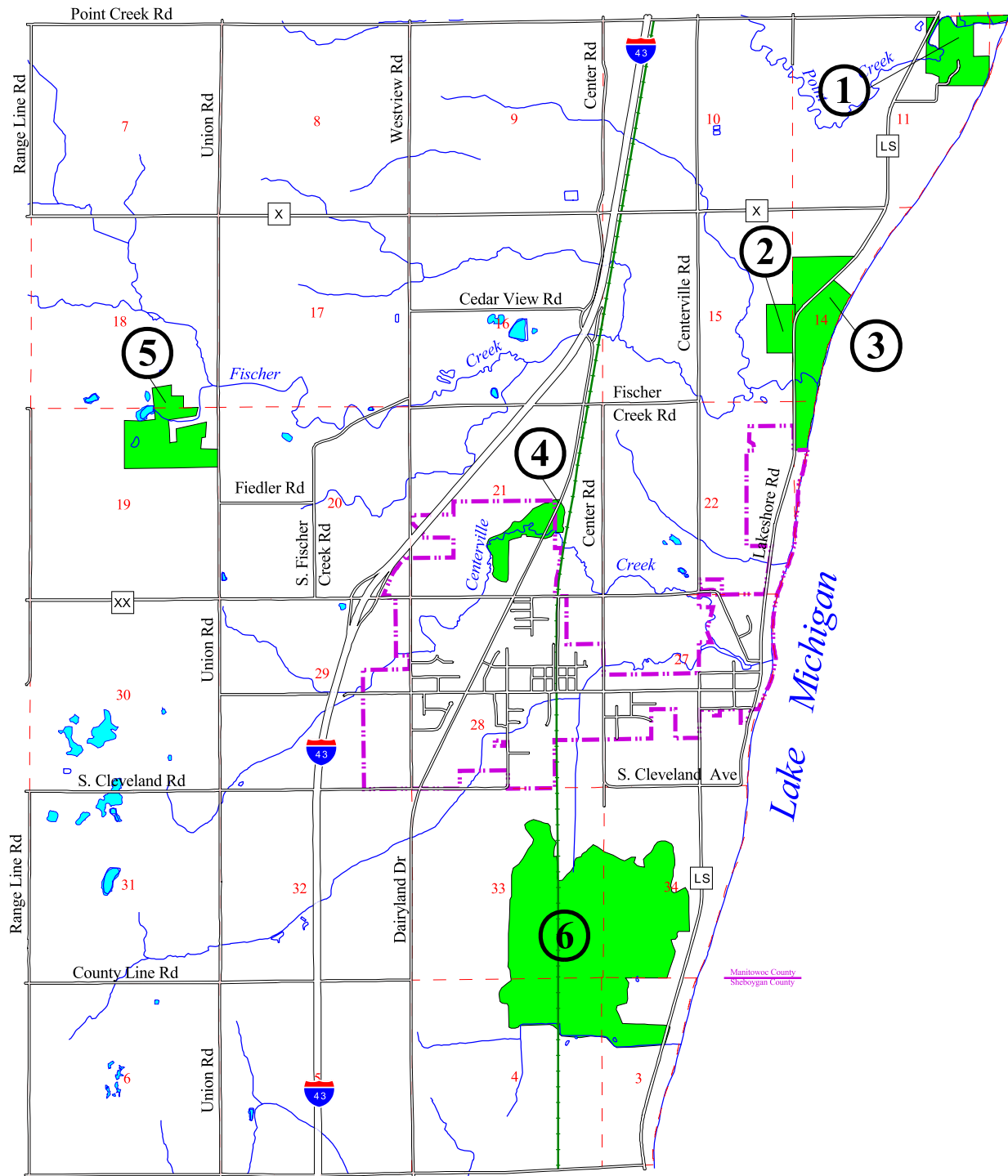
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 Source: Town of Centerville; Village of Cleveland; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

Significant Natural Features

Village of Cleveland Planning Area

Manitowoc County, Wisconsin

Map 5.10



2000 0 2000 Feet

- ① Point Creek
- ② Sugarbush Woods
- ③ Fisher Creek
- ④ Lakeshore Technical Maple Woods
- ⑤ Lutze Conservancy Area
- ⑥ Cleveland Swamp

Base Map Features

- Village of Cleveland Boundary
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

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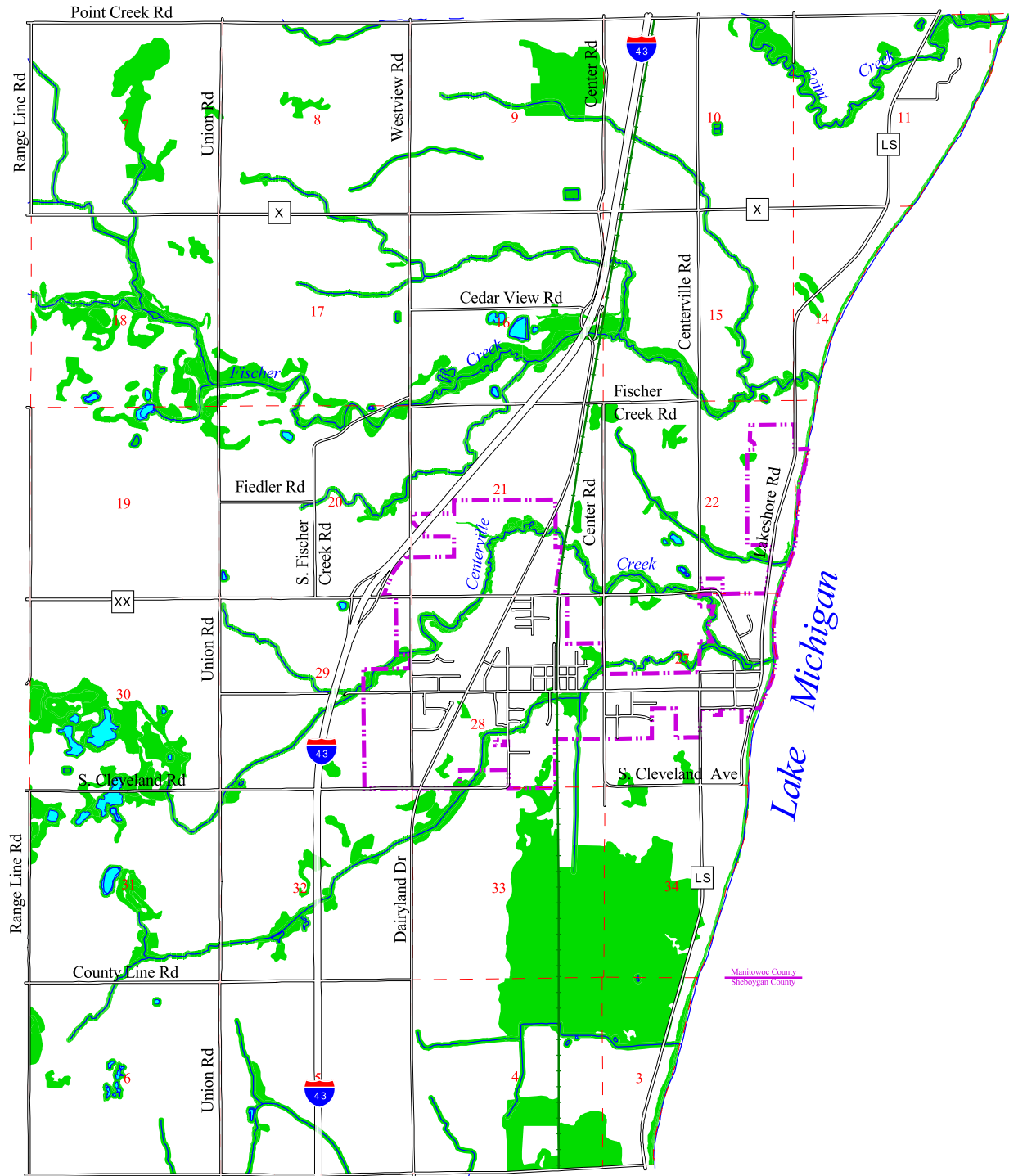
Source: Town of Centerville; Village of Cleveland; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

Environmental Corridors

Village of Cleveland Planning Area

Manitowoc County, Wisconsin

Map 5.11



2000 0 2000 Feet

Environmental Corridors
Wetlands with 50-Foot Setback
100 - Year Floodplains
Steep Slope 12% or Greater
75-Foot Surface Water Setback

Base Map Features

- Village of Cleveland Boundary
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

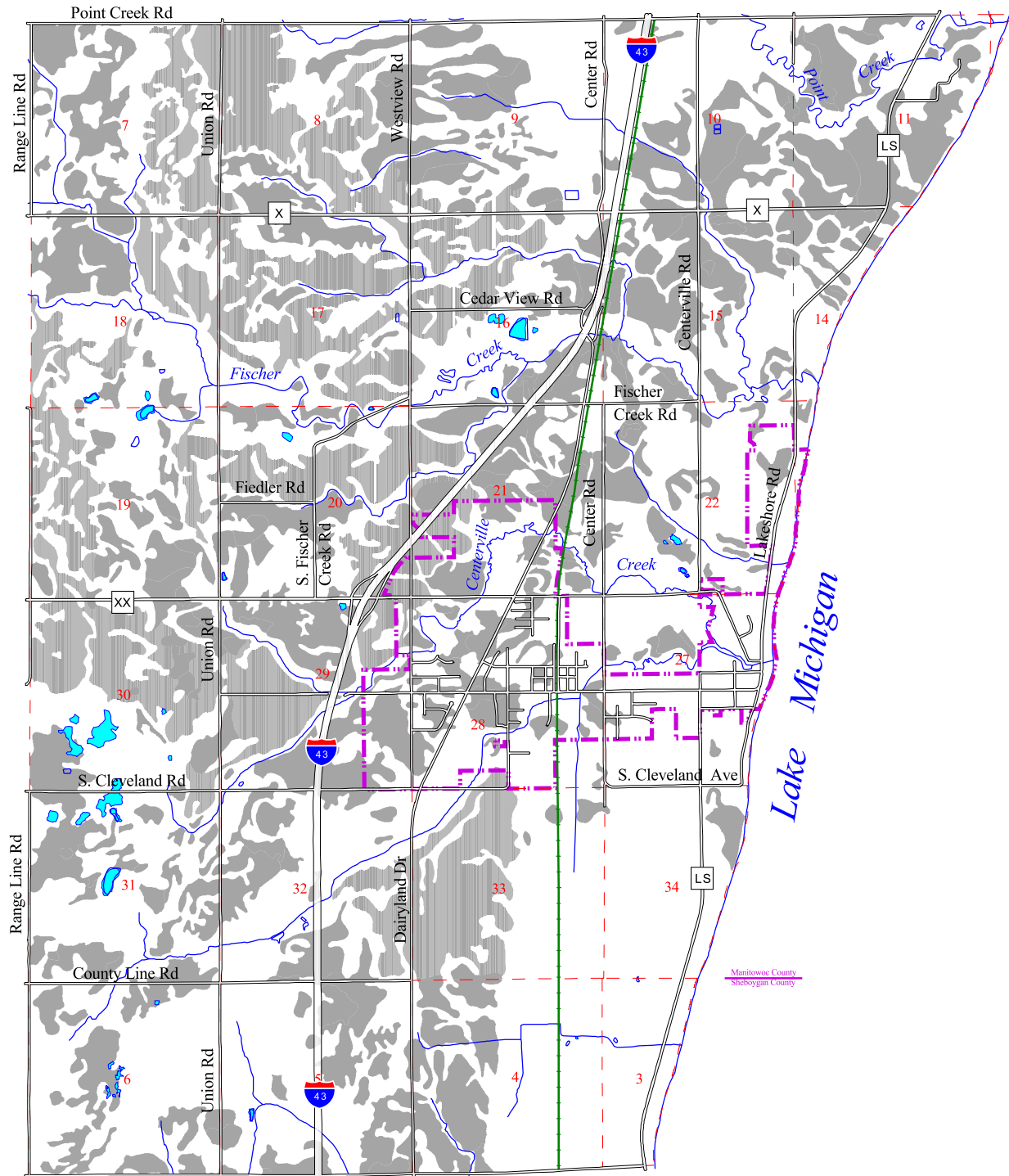
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Source: WDNR; FEMA FIRM; NRCS; Town of Centerville; Village of Cleveland; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

Prime Agricultural Soils

Village of Cleveland Planning Area

Manitowoc County, Wisconsin








Map 5.12



2000 0 2000 Feet

 Prime Agricultural Soils

Base Map Features

-  Village of Cleveland Boundary
-  Federal Highway
-  County Highway
-  Local Road
-  Railroad Corridor
-  Surface Water
-  Section Line

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Source: NRCS; Town of Centerville; Village of Cleveland; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

CHAPTER 6 POPULATION AND HOUSING

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Chapter 6 - POPULATION AND HOUSING

INTRODUCTION

Changes in population numbers and characteristics are instrumental in tracking the past growth patterns of a community in addition to predicting future population trends. Over time, these population characteristics directly influence the Village of Cleveland's housing, educational, community and recreational facility capacities and its future economic development opportunities.

Housing is of social, economic, and revenue importance to local communities. People who take responsibility and pride in their homes are more likely to participate in community and civic activities. In a report prepared by the Wisconsin Realtors Foundation, housing construction employed 83,000 workers making it the state's second leading industry in employment. Housing is also a major source of revenue for many local communities in the form of property taxes.

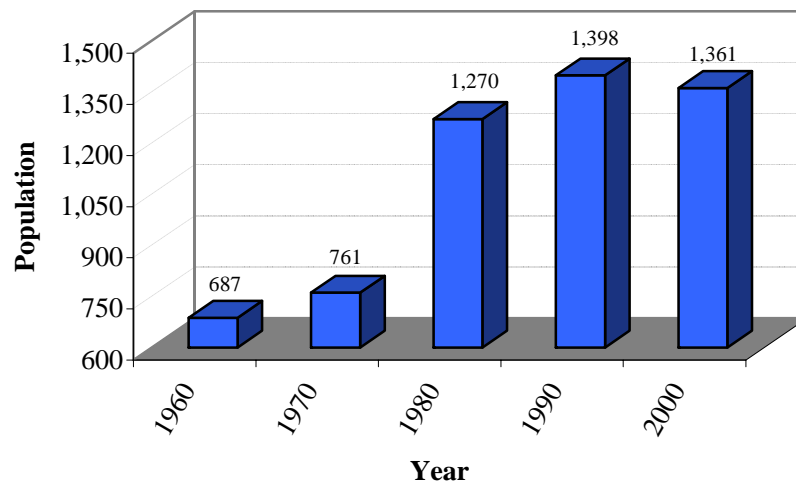
The housing portion of this chapter includes information about the current housing stock, structural and occupancy characteristics as well as details on future housing demand based on demographic projections. The 2006 land use map in Chapter 11 (Map 11.4) identifies the residential developments within the village. By considering housing related issues now as part of the comprehensive planning process, Cleveland can be better prepared to meet their future housing needs. The majority of the information in this chapter is based upon the 2000 Census and on population estimates and projections provided by the Wisconsin Department of Administration.

POPULATION CHARACTERISTICS

Historical Population Trends

Since 1970, the Village of Cleveland has experienced a dramatic increase in its population. Between 1970 and 1980 the village's population increased by 66 percent due to growth of multi-family housing and additional annexations. In the following decade, the population increased by a more moderate 128 persons. Cleveland's census indicated a loss of 37 people between 1990 and 2000. By comparison, the Town of Centerville experienced a 50 percent decline in population over the past century. This can be attributed to the fact that the Village of Cleveland incorporated in 1958 and the area comprised the most densely populated area of the town.

Figure 6.1: Historical Population Levels, Village of Cleveland 1960-2000



Source U.S. Bureau of the Census, General Population Characteristics 1840-1970, Bay-Lake Regional Planning Commission, December 1975; Census 2000; and Bay-Lake Regional Planning Commission, 2006.

Figure 6.1 and Table 6.1 display the fluctuation in population numbers for the town, village, and Manitowoc County during the past century. The county's overall population grew by 96 percent within the past 100 years. The village saw a 98 percent population increase in only a 40 year timeframe. The town, on the other hand, lost a significant portion of its population in the 1960s due to the incorporation of Cleveland. However, when combining the population figures for the town and village and comparing 1900 to 2000, the planning area increased by 631 persons or 44 percent.

The village saw a 98 percent population increase in only a 40 year timeframe.

Table 6.1: Historical Population Levels, 1900-2000

Year	Town of Centerville	Village of Cleveland*	Manitowoc County
1900	1,443	-	42,261
1910	1,440	-	44,978
1920	1,407	-	51,644
1930	1,320	-	58,674
1940	1,313	-	61,617
1950	1,473	-	67,159
1960	817	687	75,215
1970	784	761	82,294
1980	796	1,270	82,918
1990	685	1,398	80,421
2000	713	1,361	82,887

* Incorporated as a village in 1958

Source: U.S. Bureau of the Census, General Population Characteristics 1840-1970, Bay-Lake Regional Planning Commission, December 1975; Census 2000; and Bay-Lake Regional Planning Commission, 2006.

Population by Age and Sex

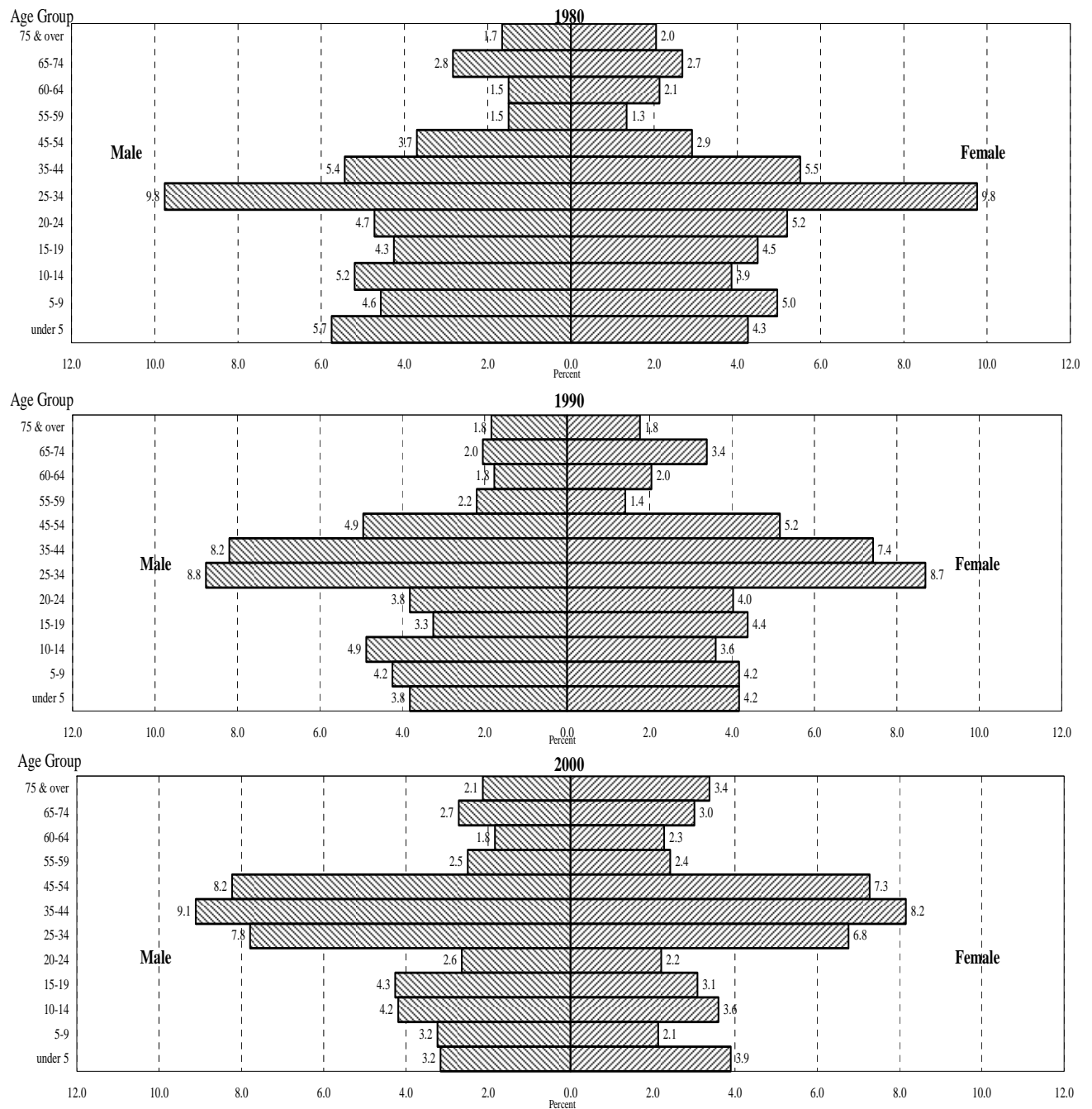
From 1980 to 2000, the village experienced several shifts in the age distribution of its population. This becomes more apparent when comparing population pyramids for the past 30 years (Figure 6.2). There is a strong indication the village is continuing its trend towards older age groups. In 1980, 47 percent of the village's population was under the age of 25 years. According to the 1990 Census, this age group decreased to 40 percent, and by 2000, it decreased to 32 percent. In 1980, the greatest percentage of the population was in the 25-34 age group (30 percent) and between the ages of 0 and 9 (20 percent). By 2000, the village's population shifted upward, with the greatest percentages in the 34-44 age group (17 percent) and between the ages of 45 and 54 (16 percent). Those people between the ages of 35 to 54 have increased from 7 percent in 1980 to 16 percent of the total population in 2000. The village also has experienced a decline in children under the age of ten from 20 percent in 1980 to 13 percent 20 years later.

From 1980 to 2000, Cleveland's population has been almost evenly split between male and female residents. While the number of males has been steadily increasing, the number of females peaked in 1990 with 711 and then decreased eight percent during the decade to 656. During each of the past three decades, there has been a noticeable decrease in the number of age 20 and younger males and females. In 1980, the village had nearly 25 percent (311 people) of its male population age 20 or younger, and by 2000 that percent had steadily decreased to 238 males or just over 17 percent. That same trend can be seen for females during that same time period but even more dramatic. The female population age 20 and younger from 1980 to 2000 dropped 30 percent from 289 females in that age category to 203. The village follows state and national trends when it comes to females comprising a larger percentage of the population age 55 and older. In 1980, there were 104 females (8 percent) within that age range compared to 95 (7 percent) males. Twenty years later looking at that same age range, females outnumbered males 151 to 125.

Decade Population Pyramids

Figure 6.2 provides a more visual representation through population pyramids that compare age groups between males and females in the Village of Cleveland. The pyramids show how the village's population has slowly aged over the last 20 years.

Figure 6.2: Village of Cleveland Population Pyramids, 1980-2000



Source: U.S. Bureau of the Census, 1980 Census of Population and Housing, STF 1A, Table 10; 1990 Census of Population and Housing, STF 1A, Table P012; 2000 Census of Population and Housing SF-1; and Bay-Lake Regional Planning Commission, 2006.

School Age, Working Age, and Retirement Age

The population of the Village of Cleveland is divided into four age groups: school age (5-17), working age (16+), voting age (18+), and those of retirement age (65+). The working age group accounts for 78 percent of the total population (Table 6.2). 11 percent of the village's population was considered in the retirement age group, while 18 percent of the total population was of school age. In comparison to Manitowoc County and the State of Wisconsin, Cleveland compares very favorably when comparing all age groups. The village is noticeably younger than the county and state in the 16-64 age range and the 65+ retirement age group.

Table 6.2: Population by Age Groups and Sex, 2000

Age Groups	Village of Cleveland				Manitowoc County	Wisconsin
	Total	Male	Female	Percent	Percent	Percent
School Age						
5-11	101	49	52	7.4	10.0	10.1
12-14	61	36	25	4.5	4.8	4.5
15-17	75	42	33	5.5	4.9	4.5
	237	127	110			
Working and Voting Age						
16+	1,057	548	509	77.7	77.8	77.5
16-64	903	482	421	66.3	62.1	64.4
18+	1,017	523	494	74.7	74.5	73.7
18-64	863	457	406	63.4	58.9	61.4
Retirement Age						
65+	154	66	88	11.3	15.7	13.1
Total Population	1,361	705	656		82,887	5,363,675

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, STF 1A, General Profile and Table P012; and Bay-Lake Regional Planning Commission, 2006.

Median Age

As shown in Table 6.3, the median age for the Village of Cleveland, Town of Centerville, Manitowoc County and State of Wisconsin has been gradually increasing during the period of 1970 to 2000. Over the course of the last 30 years, the village's median age has risen from 26.6 in 1970 to 36.8 years in 2000. The result is an increase of 10.2 years in the village. This trend of increasing median age should be noted when planning for the future needs of the village. An aging population generally demands additional community services but can also mean added economic opportunities.

Table 6.3: Median Age, 1970-2000

Geographic Area	1970	1980	1990	2000
Town of Centerville	25.6	28.9	33.0	38.4
Village of Cleveland	26.6	26.1	31.0	36.8
Manitowoc County	27.8	30.2	34.6	38.3
State of Wisconsin	27.2	29.4	32.9	36.0

Source: U.S. Bureau of the Census, Census of Population, General Population Characteristics, Wisconsin, 1970, Tables 33, 35; 1980 Table 14; 1990 STF 1A, General Profile; Census 2000 and Bay-Lake Regional Planning Commission, 2006.

Seasonal Population

The estimated seasonal population for Cleveland is found by multiplying the number of seasonal housing units by the average number of persons per household (Table 6.4). In 2000, the village had 17 seasonal housing units with a persons per household average of 2.54. As a result, it is estimated that the village had an additional 43 people considered seasonal residents.

Table 6.4: Estimated Seasonal Population, 2000

	Geographic Location		
	Town of Centerville	Village of Cleveland	Manitowoc County
Population	713	1,361	82,887
Persons Per Household	2.98	2.54	2.49
Total Seasonal Housing Units*	18	17	518
Estimated Seasonal Population**	54	43	1,290

*Seasonal housing includes seasonal, recreational, or occasional use units, does not include other vacant

**Estimated Seasonal Population = Total Seasonal Housing Units x Persons per Household

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing and Bay-Lake Regional Planning Commission, 2006.

Population Projections

Population projections are an important factor in assessing the area's future need for housing, community facilities, transportation, and other population-related amenities. They can also be used to forecast scenarios for a community's future anticipated expenditures, revenues, and tax receipts. These projections, however, are not predictions but rather an extension into the future of past growth trends. Their reliability depends on the continuation of these past growth trends. Smaller communities may be subject to more error because even minor changes in the demographics of a community can result in significant changes in population projections.



Village of Cleveland is projected to have a population of 1,467 by 2025.

The Wisconsin Department of Administration (WDOA) Demographic Services Center recently prepared population projections to the year 2025 for the communities and counties of the state by utilizing a projection formula that calculates the annual population change over three varying time spans. From this formula, the WDOA indicates in Table 6.5 that the Village of Cleveland is projected to have a population of 1,467 by 2025. This represents an additional 197 persons, or an approximate 16 percent increase from the 1980 census count of 1,270. Centerville, on the other hand based on WDOA estimates, will experience a four percent decrease in population by 2025, losing 28 residents during that time period. In comparison, Manitowoc County will continue to grow at a healthy rate of nearly 10 percent, while the State of Wisconsin is anticipated to add residents at a very fast pace of 17 percent.

Table 6.5: Population Trends, 1980-2025

Year	Geographic Location			
	Town of Centerville	Village of Cleveland	Manitowoc County	State of Wisconsin
Actual Population				
1980	796	1,270	82,918	4,705,767
1990	685	1,398	80,421	4,891,769
2000	713	1,361	82,887	5,363,675
WDOA Population Projections				
2005	725	1,384	84,574	5,563,896
2010	737	1,407	86,307	5,751,470
2015	750	1,431	88,055	5,931,386
2020	763	1,456	89,860	6,110,878
2025	768	1,467	90,821	6,274,867
Number Change				
1980-1990	-111	128	-2,497	186,002
1990-2000	28	-37	2,466	471,906
2000-2025	55	106	7,934	911,192
Percent Change				
1980-1990	-13.9	10.1	-3.0	4.0
1990-2000	4.1	-2.6	3.1	9.6
2000-2025	7.7	7.8	9.6	17.0

Source: U.S. Bureau of the Census, Census of Population and Housing, 1980-2000; Wisconsin Department of Administration, for years cited; Wisconsin Department of Administration, Official Population Projections, 2003; and Bay-Lake Regional Planning Commission, 2006.

In addition to the WDOA projections as defined above, there were two other methods used to determine population projections for the Village of Cleveland for the next 20 years as listed in Table 6.6 and illustrated in Figure 6.3:

- A second projection for Cleveland was also developed by using the 1970, 1980, 1990 and 2000 Census figures and creating exponential “growth trend” series to the year 2025. According to projection, the 2025 population for the village would be 2,441 people. The projected 2025 population is a whopping 80 percent (1,080 persons) increase from the 2000 Census.
- The third population projection also utilized the 1970, 1980, 1990 and 2000 Census figures and creating a “linear trend” series to the year 2025. This method identified a projected year 2025 population of 1,969 persons in the Village of Cleveland, reflecting a 45 percent increase from the 2000 Census population.

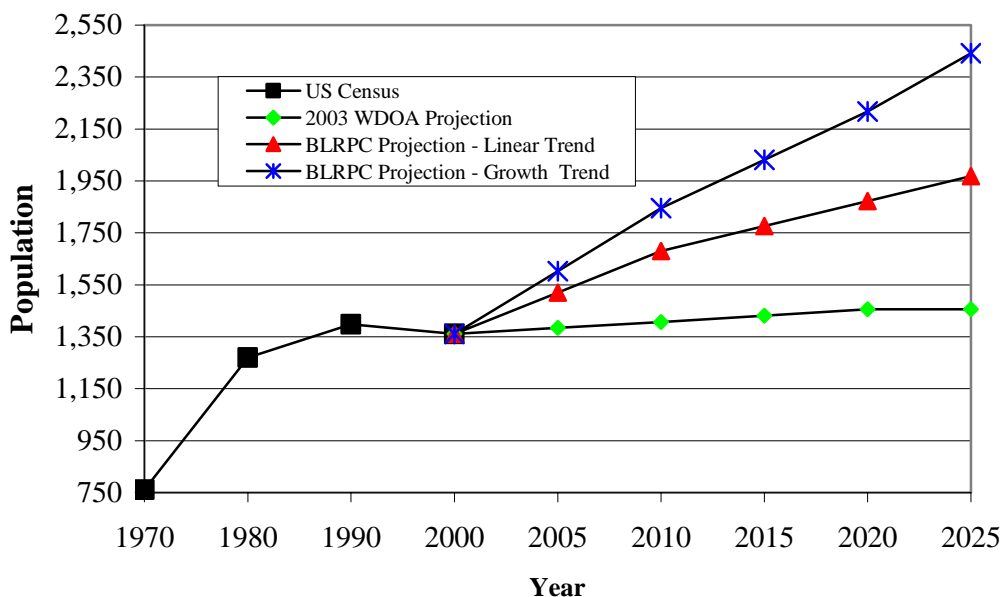
It should be noted that the growth and linear trend population projections assume that the village will grow based on past trends in population. Any future changes, large or small, in the economies or infrastructure availability of the community or within the region may cause significant changes to these projections.

Table 6.6: Population Trends and Projections

Village of Cleveland	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census	761	1,270	1,398	1,361					
2003 WDOA Projection				1,361	1,384	1,407	1,431	1,456	1,467
BLRPC Projection - Growth Trend				1,361	1,603	1,845	2,031	2,217	2,441
BLRPC Projection - Linear Trend				1,361	1,521	1,680	1,776	1,872	1,969

Source: U.S. Department of Commerce, Bureau of the Census, 1970, 1980, 1990, 2000; Wisconsin Department of Administration, *Official Municipal Population Projections 2005-2025*, 2003; Bay-Lake Regional Planning Commission, 2006.

Figure 6.3: Population Trends and Projections, 1970-2025



Source: U.S. Bureau of the Census, Census of Population and Housing, 1970-2000; Wisconsin Department of Administration, *Official Population Projections*, for years cited; and Bay-Lake Regional Planning Commission, 2006.

Another method of determining population projections is to take the average number of housing starts per year multiplied by the average number of persons per household. By using this calculation, there would be 1,436 residents in the village in 2,005; 1,511 in 2011; 1,586 for 2015; 1,661 in 2020; and by 2025 there would be a total of 1,736 people residing in Cleveland.

HOUSING CHARACTERISTICS

Housing Occupancy and Tenure

In the year 2000, the village had 536 occupied housing units (93 percent) and 42 vacant units (7 percent) as portrayed in Table 6.7. Of those 42 vacant units, 17 were categorized as seasonal, recreational or occasional use. 23 are either single residents or apartments. Of the 536 occupied units, 450 units or 78 percent were owner-occupied while 86 housing units were renter-occupied.

Seasonal Housing

The Village of Cleveland, Centerville, and Manitowoc County do not contain significant amounts of seasonal housing (Table 6.7). 17 out of a total of 578 housing units in the village (3 percent) are for seasonal, recreational, or occasional use. By comparison, the surrounding town of Centerville has a greater percentage of seasonal units (7 percent) or 18 out of a total of 262 units.

Table 6.7: Housing Occupancy and Tenure, 2000

Units	Town of Centerville		Village of Cleveland		Manitowoc County	
	Number	Percent	Number	Percent	Number	Percent
Occupied	239	91.2	536	92.7	32,721	94.4
Owner	214	81.7	450	77.9	24,856	71.7
Renter	25	9.5	86	14.9	7,865	22.7
Vacant	23	8.8	42	7.3	1,930	5.6
Seasonal, Recreational, or Occasional Use	18	6.9	17	2.9	518	1.5
Other	5	1.9	25	4.3	1,412	4.1
Total Units	262	100.0	578	100.0	34,651	100.0

Source: U.S. Bureau of the Census, and Bay-Lake Regional Planning Commission, 2006.

Total Housing Unit Levels by Decade

The total number of housing units within the Village of Cleveland has increased from 1970 to 2000 by 335 units or 138 percent as shown in Table 6.8 and Figure 6.4. The dramatic increase in housing units as seen in the 1970's does correspond with the 67 percent increase in population during that same decade. This may be the direct result of land annexation that took place during that time. When compared to the surrounding town, Centerville has also experienced a 24 percent increase in housing units over the last 30 years.

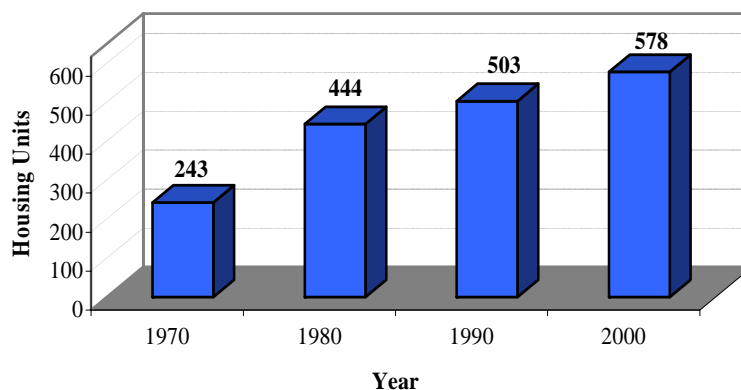
The dramatic increase in housing units as seen in the 1970's does correspond with the 67

Table 6.8: Total Housing Units, 1970-2000

Area	Year				Percent Change			
	1970	1980	1990	2000	1970-80	1980-90	1990-2000	1970-2000
Town of Centerville	212	265	243	262	25.0	-8.3	7.8	23.6
Village of Cleveland	243	444	503	578	82.7	13.3	14.9	137.9
Manitowoc County	25,411	30,140	31,834	34,651	18.6	5.6	8.8	36.4
Wisconsin	1,472,466	1,863,897	2,055,774	2,321,144	26.6	10.3	12.9	57.6

Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF 1A; Census 2000; and Bay-Lake Regional Planning Commission, 2006.

Figure 6.4: Historic Housing Unit Levels, 1970-2000 - U. S. Census



Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF 1A; State of Wisconsin Demographic Services Center, Table DP-1; and Bay-Lake Regional Planning Commission, 2006.

Housing Types - Units in Structure

According to the 2000 Census, one unit detached structures comprised nearly 73 percent of the housing types in the Village of Cleveland (Table 6.9). The second largest housing type found was mobile homes, which made up 11 percent of the village's housing. The village has a significant number of multi-unit properties (86 total units) ranging from 2 to 10-19 units. Housing in the surrounding Town of Centerville consisted almost exclusively of one unit detached structures and mobile homes. The town has only one 2 unit housing structure.

Table 6.9: Units in Structure, 2000

Units	Town of Centerville		Village of Cleveland		Manitowoc County	
	Number	Percent	Number	Percent	Number	Percent
1 unit, detached	239	90.9	413	72.5	24,890	71.8
1 unit, attached	3	1.1	8	1.4	683	2.0
2 units	1	0.4	44	7.7	3,831	11.1
3 or 4 units	-	0.0	8	1.4	1,083	3.1
5 to 9 units	-	0.0	22	3.9	830	2.4
10 to 19 units	-	0.0	12	2.1	684	2.0
20 or more units	-	0.0	-	0.0	1,259	3.6
Mobile home	20	7.6	63	11.1	1,383	4.0
Other	-	0.0	-	0.0	8	0.0
Total	263	100.0	570	100.0	34,651	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF- 1; and Bay-Lake Regional Planning Commission, 2006.

One-Unit, Attached: This is a 1-unit structure that has one or more walls extending from the ground to roof separating it from adjoining structures. In row houses (sometimes called townhouses), double houses, or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof.

One-Unit Detached: This is a 1-unit structure detached from any house; that is, with open space on all four sides. Such structures are considered detached even if they have an adjoining shed or garage. A one-family house that contains a business is considered detached as long as the building has open space on all four sides. Mobile homes or trailers to which one or more permanent rooms have been added or built also are included.

Age of Housing

As reflected in Table 6.10, approximately 22 percent of the existing housing units in the Village of Cleveland were built before 1940. According to the 2000 Census, nearly 38 percent of the existing housing units in the village were built between 1970 and 1989. The housing boom of that time period does correlate to the big jump in village residents as indicated in earlier tables. By comparison, the surrounding Town of Centerville had the majority of its housing units built prior to 1940.

Table 6.10: Housing Units by Year Structure Built, 2000

Year Structure Built	Town of Centerville		Village of Cleveland		Manitowoc County	
	Number	Percent	Number	Percent	Number	Percent
1999 to March 2000	9	3.4	14	2.5	548	1.6
1995 to 1998	13	4.9	41	7.2	2090	6.0
1990 to 1994	14	5.3	35	6.1	1985	5.7
1980 to 1989	12	4.6	76	13.3	2588	7.5
1970 to 1979	41	15.6	140	24.6	5053	14.6
1960 to 1969	17	6.5	33	5.8	3516	10.1
1940 to 1959	22	8.4	106	18.6	7291	21.0
1939 or earlier	135	51.3	125	21.9	11580	33.4
Total	263	100.0	570	100.0	34,651	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF- 3; and Bay-Lake Regional Planning Commission, 2006.

From 1999-2005, the village has added 67 new housing units. Eleven of those units were part of two separate multi-unit buildings. The total value of these new housing units is estimated at nearly \$9.7 million. In addition, 236 building permits were issued during this time period that equaled just over \$1.4 million in improvements.

Condition of Housing Stock

Determining the number of substandard housing units in the Village of Cleveland will be an indication of the condition of the village's overall housing stock. Those units which are determined to be substandard are recommended not to be considered as part of the overall housing supply.

According to the Department of Commerce, the definition of a substandard unit is a housing unit which is in need of major repair or replacement in three or more of the following areas: roof, electrical, heating, plumbing, foundation/structure (including interior walls/floors/ceilings), siding, doors/windows and well/septic or water/sewer laterals.



There are 125 units in the village built prior to 1940, with the possibility that several of these structures may be substandard based on conditions outlined in the aforementioned definition. The 2000 Census indicates that four housing units in Cleveland lacked complete plumbing facilities and two units lacked complete kitchen facilities.

Housing Values

From the 2000 Census, Table 6.11 indicates that the majority of housing units (154) in the Village of Cleveland were valued between \$100,000 and \$149,000. The median value of specified owner-occupied housing units in the village was \$105,300 compared to \$97,400 in Centerville, which were higher than the median value for Manitowoc County (\$92,500) and just below the \$112,200 value for Wisconsin.

The median value of specified owner-occupied housing units in the village was \$105,300 in 2000.

Table 6.11: Values of Specified Owner-Occupied Housing Units, 2000

Value*	Town of Centerville		Village of Cleveland		Manitowoc County		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Less than \$50,000	8	6.7	10	2.7	1,434	7.3	73,450	6.5
\$50,000 to \$99,999	57	47.5	153	41.5	10,440	52.9	396,893	35.4
\$100,000 to \$149,999	36	30.0	154	41.7	5,040	25.5	343,993	30.6
\$150,000 to \$199,999	12	10.0	38	10.3	1,765	8.9	173,519	15.5
\$200,000 to \$299,999	3	2.5	12	3.3	811	4.1	95,163	8.5
\$300,000 to \$499,999	4	3.3	-	0.0	200	1.0	30,507	2.7
\$500,000 to \$999,999	-	0.0	2	0.5	41	0.2	7,353	0.7
\$1,000,000 or more	-	0.0	-	0.0	22	0.1	1,589	0.1
Total Units	120	100.0	369	100.0	19,753	100.0	1,122,467	100.0
Median Value	\$97,400		\$105,300		\$92,500		\$112,200	

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF-3; and Bay-Lake Regional Planning Commission, 2006.

*Note: Census housing values may not be the actual assessed values. They are based on what the homeowner perceives the housing unit is worth.

Housing Costs - Rents and Mortgage

Providing affordable housing which meets the needs of future Village of Cleveland residents is an important element of planning. Housing influences the economy, transportation, infrastructure, natural features, and various other aspects of a comprehensive plan. According to the U.S. Department of Housing and Urban Development (HUD), housing affordability is defined as paying no more than 30 percent of household income for housing. According to the 2000 Census, the median household income in 1999 for Cleveland was \$50,739. Therefore, assuming individuals made this median household income in 1999, the amount a household could afford on a monthly basis for housing was approximately \$1,268.

Rent and Income Comparison

According to the 2000 Census, the median gross rent for renter-occupied housing units in the Village of Cleveland was \$463, compared to \$480 for Manitowoc County as a whole.

Over one-third (36 percent) of all renters living in one of 85 renter-occupied housing units paid more than 30 percent of their income in rent. These occupants are considered living in non-affordable housing.

Owner Costs and Income Comparison

For owner-occupied housing units with a mortgage and residing in the village, the median monthly mortgage was \$1,073. For owner-occupied units without a mortgage, the median monthly cost was \$344.

The 2000 census indicates that owners in 18 out of 450 (4 percent) owner-occupied housing units paid more than 30 percent of their income for monthly owner costs. This four percent is considered to be living in non-affordable housing.

Projected Occupied Housing Units

Three methods were used for determining the most likely housing projection scenarios to the year 2025 for the Village of Cleveland. The following methods were used to estimate the future occupied housing unit demand along with a total of all future housing units within the village.

Methods one and two used the year 2000 “occupied housing” count of 536 units as a base figure for future housing needs.

Household Size

According to the Wisconsin Department of Administration, the household size within Cleveland is projected to decrease throughout the planning period. Table 6.12 indicates that the number of persons per household in the village will consistently decrease during the planning period, from 2.54 in 2000 to 2.37 in 2025 (Table 6.12 and Figure 6.5).

Method One:

Using the census “occupied” housing counts from 1970 to 2000, a “*growth trend*” was created to the year 2025. This created a housing unit projection that indicated the Village of Cleveland would have 1,187 total occupied housing units by 2025, or an increase of 651 occupied housing units from the 2000 Census.

Method Two:

A “*linear trend*” to the year 2025 was also created utilizing the census “occupied” housing counts from 1970 to 2000. This created a housing unit projection that indicated that by 2025 the Village of Cleveland would have 817 total occupied housing units, or an increase of 281 occupied housing units.

Method Three:

By using the 2003 WDOA population projections to the year 2025, the village shows an increase of 95 persons and a decline in persons per household of 2.54 to 2.37 from 2000 to 2025. The result equals and estimated 614 occupied housing units or an increase of 78 housing units for the Village of Cleveland by 2025.

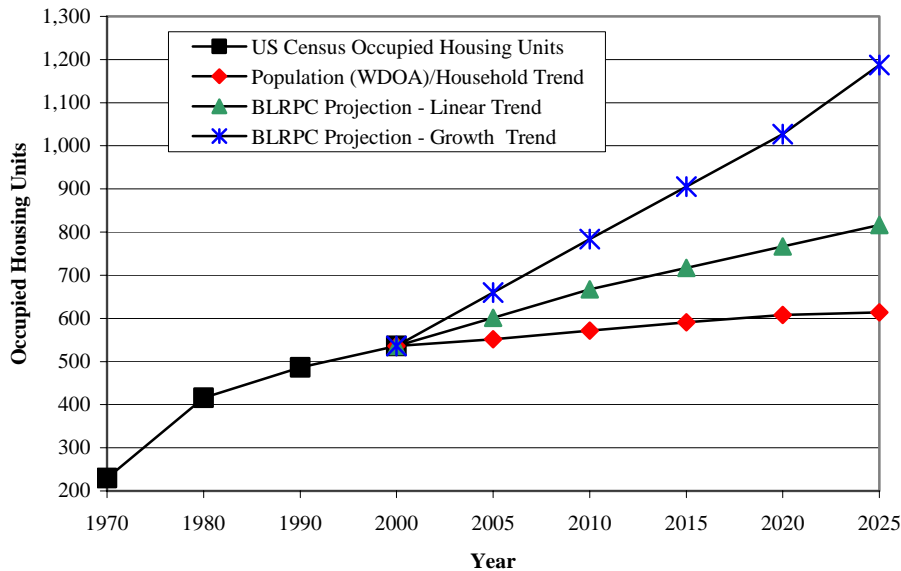
Table 6.12: Occupied Housing Unit Trends & Projections 1970-2025

Village of Cleveland	Year								
	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census Occupied Housing Units	230	416	486	536					
BLRPC Projection - Growth Trend				536	660	784	906	1,027	1,187
BLRPC Projection - Linear Trend				536	602	667	717	767	817
Population (WDOA)/Household Trend				536	552	572	591	608	618
Household Size			2.88	2.54	2.51	2.46	2.42	2.39	2.37

Source: Wisconsin Department of Administration, 2003; Bay-Lake Regional Planning Commission, 2005.

Note: The increments used to obtain the projected household sizes for the Village of Cleveland were taken from Manitowoc County's projection increments prepared by the Demographic Services Center and through linear trending from 1990 to 2025 by BLRPC, 2006.

Figure 6.5: Occupied Housing Unit Trends & Projections, 1970-2025



Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF 1A; State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, July 18, 2000; and Bay-Lake Regional Planning Commission, 2006.

It is possible to calculate projections for occupied housing units for year 2025 by factoring in the average number of new housing units per year. Using this method, the village may see an increase of over 140 units within the next 20 years. This figure of 680 units is slightly more than the WDOA projection of 614 but considerably lower than the liner projection of 817 or the growth trend forecast of 1,187 by 2025.

Subsidized and Special Needs Housing



Within Manitowoc County, there exists a variety of agencies available to help locate, finance, and develop housing for persons with various physical and mental disabilities or other special needs. The Manitowoc County Department of Human Services has information on what is available through several organizations such as USDA-Rural Development, Wisconsin Department of Commerce, WHEDA, Lakeshore CAP, and the Veteran's Administration. Please refer to Appendix G for a complete list of housing resources.

Housing Development Environment

Like many small rural communities, the Village of Cleveland has a limited number of internal services/resources available to build, renovate, or reuse existing structures for housing. However, the location of the village does make it desirable for some outside investments to be made in the community. Cleveland is home to Lakeshore Technical College, located on scenic Lake Michigan, and situated between two larger urban areas-the cities of Manitowoc and Sheboygan.

There are 255 acres of developable lands within the village and an additional 10,783 acres of developable land within the planning area. This only includes cropland and pastures. There are several small subdivisions located around the village that offer the opportunity to build more housing units without disturbing or distorting the rural nature of the area. Interstate 43 provides safe and easy access to the area for residents and visitors alike. This heavily traveled corridor may be the gateway for encouraging future housing developments in the town and village. Given their location and infrastructure, both Cleveland and Centerville's governing boards and plan commissions will need to communicate and work together to take positive advantage of the internal and external resources they have available that will allow them to develop their communities without detracting from the area's wonderful rural make-up or impede future managed growth.



CHAPTER 7 ECONOMIC DEVELOPMENT

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Chapter 7 - ECONOMIC DEVELOPMENT

INTRODUCTION

The economic development element details the Village of Cleveland's general economic characteristics including workforce, economic base and economic opportunities; along with a complete listing of economic development resources. These characteristics are compared to Manitowoc and Sheboygan counties and the State of Wisconsin. This chapter also discusses the importance of retaining, developing, and attracting businesses; the types of businesses and jobs to be encouraged; and a summary of the village's economic strengths and weaknesses.

The purpose of this inventory is to establish strategies for economic growth and vitality that will maintain and enhance the identity and quality of life in the planning area comprised of the Village of Cleveland and Town of Centerville. Because the economy is interrelated with all aspects of community life, the economic development priorities also have an impact on strategies developed for other community components such as natural resources, housing, transportation, utilities and land use. See Chapter 1 of this document for a detailed listing of these strategies.

ECONOMIC DEVELOPMENT COMPONENTS

To be successful, economic development must function as a part of the whole socio-economic environment. This is accomplished through the development of strategies linked to several economic development components including: 1) *infrastructure*; 2) *business development*; 3) *workforce development* and 4) *community cash flow*. These components consist of several elements that influence the quality and effectiveness of economic development within a community.

Infrastructure Development

Infrastructure provided by both the government and private business is the support system needed for producing and delivering goods and services. Examples of infrastructure include:

- Utilities (e.g., water, sanitary and storm sewer, gas, electric, natural gas)
- Transportation services (e.g., roads, parking, airports, ports, rail, signage, sidewalks, trails)
- Social infrastructure (e.g., schools, hospitals, government and other public services)
- Communications infrastructure (e.g., telephone, radio, television, video, satellite, cellular, etc.)

Communities must identify both current and future needs and work with both public and private sector providers to ensure the provision of adequate infrastructure.

Business Development

This component addresses business retention and expansion, business attraction and new business development.

- A *business retention and expansion* program should identify the businesses' existing and changing needs and address those needs with resources and tools. It is important to remove obstacles that restrict the growth of existing businesses (e.g., infrastructure,

availability of space, transportation, etc.) and assist them to remain competitive through such things as management training, workforce development programs, and technology.

- *Business attraction* activities are designed to encourage businesses that are expanding or planning to relocate to choose your community. In order to attract new businesses, a community must provide a competitive and attractive environment. Marketing and promotion are used extensively to promote the positive business climate, environment, quality of life, workforce, services available, etc.
- *Entrepreneurship and New business development* helps diversify the economic base, creates new jobs, and provides stability to the economic base. Building an effective support system for promising businesses is an important responsibility of the economic developer. This means for example there is sufficient land with infrastructure available (e.g., streets and utilities), there is existing transportation options in place; there is high speed internet access, and permits for home-based business are allowed.

Workforce Development

Communities need a quality workforce development program in place to stay competitive, to keep existing businesses strong, to keep young people in the community, and to raise residents' standard of living. Workforce development helps to identify the skilled labor supply, educational institutions, workforce training programs, etc.

Community Cash Flow

Communities looking to bring new dollars into a community to ensure balanced economic activity can look at two sources of new dollars: those brought in by individuals and those brought in by organizations, businesses, or government.

- New individual dollars consist of earned income (wage and salary) and transfer income (government payments and investment dividends).
- New dollars brought into a community by entities or institutions cover a wide range of sources including tourism, expanding markets, and government contracts or grants

STRENGTHS, WEAKNESSES, OPPORTUNITIES, AND THREATS

Planning for economic development requires recognition of the planning area's assets and liabilities through a thorough evaluation of the four previously summarized economic components. This analysis of the area's economic **Strengths, Weaknesses, Opportunities, and Threats (S.W.O.T.)** provides a broad overview of the planning area's economic environment. If the town and village are to develop and maintain a vibrant and diversified economic foundation, the two communities will need to maximize their strengths, offset their weaknesses, take advantage of their opportunities, and minimize their threats.

- On February 27, 2006, members of the Cleveland and Centerville Smart Growth Commission participated in an economic development (S.W.O.T.) workshop process to produce a list of strengths and weaknesses as well as opportunities and threats regarding economic development in the planning area. The complete results of the S.W.O.T. workshop are found in Appendix H of this document. The following are the top five responses for each category:

Strengths:	<ol style="list-style-type: none"> 1. Lakeshore Technical College 2. Lakeshore 3. Natural Resources 4. I-43 Access 5. Good Parks
Weaknesses:	<ol style="list-style-type: none"> 1. No major employers 2. Lack of Commercial Development 3. Outside Perceptions 4. No Hotels or Motels 5. Loss of Manufacturing Jobs
Opportunities:	<ol style="list-style-type: none"> 1. I-43 Corridor 2. Lake Michigan 3. Lakeshore Technical College 4. Location to Green Bay, Milwaukee, and Other Cities 5. Whistling Straits
Threats:	<ol style="list-style-type: none"> 1. Water Quality 2. Poorly Planned Development 3. Loss of Manitowoc and Sheboygan Manufacturing Jobs 4. Low Population Numbers 5. Air Quality

The S.W.O.T. workshop results have served as a basis in which to draft the economic development and implementation strategies for this element of the comprehensive plan.

LABOR FORCE CHARACTERISTICS

As a key component to economic development, the quality and quantity of the area's labor force dictates what types of business Cleveland and Centerville will be able to attract and support in the future. This section focuses on the labor force characteristics of Cleveland, Manitowoc County, and Sheboygan County. This includes general information on education levels, incomes, the types of occupations in which individuals are employed, the types of business in which these people are employed, commuting patterns, unemployment rates, labor participation rates, and a review of how these characteristics determine/influence the area's employment forecast.

The civilian labor force is comprised of employed persons and those seeking employment who are residents of the Village of Cleveland and Town of Centerville, and excludes persons in the armed forces and those under age 16.

Education Attainment

The education levels attained by the residents of a community will often be an indicator of the type of jobs in the area and the general standard of living. Areas with higher percentages of people with post high school education will be able to attract the employers offering higher paying professional positions. Table 7.1 illustrates the levels of education that individuals age 25 and over have completed.

- The percentage of high school graduates in the Village of Cleveland is 35 percent. This figure is slightly better than the state average but significantly below Manitowoc County at 43 percent and Sheboygan County with 40 percent.
- Cleveland compares favorably with Manitowoc County, Sheboygan County, and Wisconsin when it comes to the number of individuals holding an Associate Degree or higher. Nearly 30 percent of the village's residents have a higher education degree compared to Wisconsin at 30 percent, Manitowoc County at 23 percent, and Sheboygan County with 25 percent. The ability to take courses locally at Lakeshore Technical College may be the reason the village has a high number of its residents holding some level of education beyond high school.



Table 7.1: Educational Attainment (Age 25 & Over), 2000, Village of Cleveland

Education Level	Village of Cleveland		Manitowoc Co.	Sheboygan Co.	Wisconsin
	Number	Percent	Percent	Percent	Percent
Less than 9th grade	77	8.4	6.7	5.8	5.4
9th to 12th grade, no diploma	68	7.5	8.8	9.8	9.6
High school graduate (includes equivalency)	321	35.2	43.0	39.9	34.6
Some college, no degree	173	19.0	18.7	19.7	20.6
Associate degree	75	8.2	7.4	6.9	7.5
Bachelor's degree	154	16.9	11.3	12.8	15.3
Graduate or professional degree	44	4.8	4.2	5.1	7.2
Percent high school graduate or higher		84.1	84.6	84.4	85.1
Percent bachelor's degree or higher		21.7	15.5	17.9	22.4

Source: U.S. Bureau of the Census, 2000 Census, DP-2; and Bay-Lake Regional Planning Commission, 2006.

Median Household Income

Median household income is one measure of average household income. It divides the household income distribution into two equal parts: one-half of the households fall below the median line while the other one-half are above it. The median household income is a general indicator of the economic well-being of all households in the community.

The 1999 median household income for the Village of Cleveland was \$50,739 compared to \$34,600 in 1989.

Table 7.2 provides a comparison of median household incomes for the Village of Cleveland, Town of Centerville, Manitowoc County, Sheboygan County and State of Wisconsin for 1989 and 1999.

- The 1999 median household income for the Village of Cleveland was \$50,739 compared to \$34,600 in 1989. Both figures are significantly greater than Manitowoc County, Sheboygan County, and the state for these same time periods. This represents nearly a 47 percent increase for the village during that 10 year time span.

Table 7.2: Median Household Income, 1989 and 1999, Village of Cleveland and Town of Centerville

Area	1989	1999	Percent Change
Village of Cleveland	\$34,600	\$50,739	46.6
Town of Centerville	\$30,625	\$58,750	91.8
Manitowoc County	\$27,467	\$43,286	57.6
Sheboygan County	\$31,603	\$46,237	46.3
State of Wisconsin	\$29,442	\$43,791	48.7

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3A Table P080A; U.S. Bureau of the Census, 2000, DP-3; and Bay-Lake Regional Planning Commission, 2006.

Occupation

Table 7.3 illustrates the employed persons by occupational classification for the Village of Cleveland, Town of Centerville, Manitowoc County, and Sheboygan County in 2000. The employment of many residents in the village, town and the two counties is most likely due to the various employment opportunities located in the Manitowoc and Sheboygan Metropolitan Areas.

- In 2000, the majority of Village of Cleveland residents were employed in production, transportation and material moving occupations (31 percent) or management, professional and related service fields (26 percent). The larger manufacturing plants and trucking firms in the City of Manitowoc and Sheboygan Metropolitan Areas account for the high percentage of workers in the production, transportation, and material moving sector. Lakeshore Technical College and the large school districts in the area may be the primary reasons 26 percent of the village's residents work in occupations within the management and professional fields.

Table 7.3: Employed Persons by Occupation, 2000, Village of Cleveland and Town of Centerville

Occupation	Village of Cleveland		Town of Centerville		Manitowoc County		Sheboygan County	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Management, professional and related	204	26.1	102	25.6	10,448	24.3	15,422	25.9
Service	77	9.8	52	13.1	5,793	13.5	8,084	13.6
Sales and office	165	21.1	57	14.3	8,880	20.7	12,831	21.6
Farming, fishing and forestry	19	2.4	34	8.5	820	1.9	527	0.9
Construction, extraction and maintenance	74	9.5	41	10.3	4,264	9.9	4,898	8.2
Production, transportation and material moving	243	31.1	112	28.1	12,748	29.7	17,692	29.8
Total	782	100.0	398	100.0	42,953	100.0	59,454	100.0

Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2006.

Industry

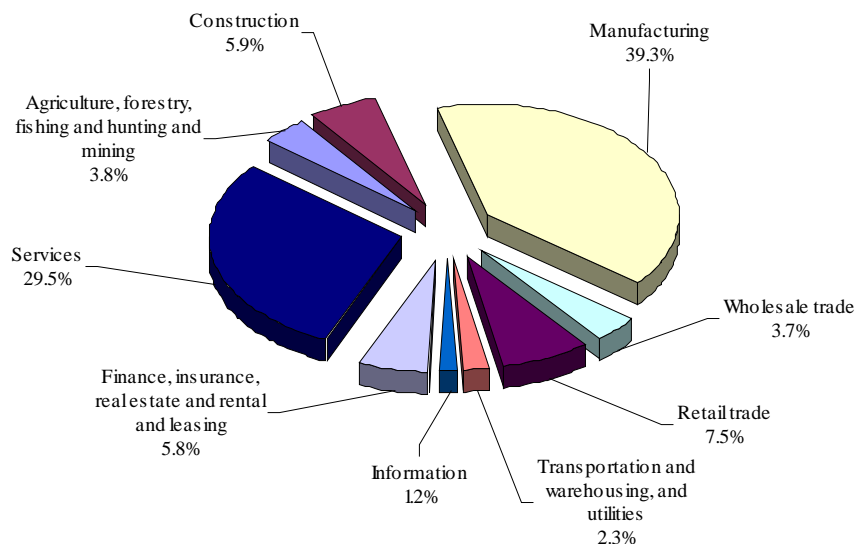
Table 7.4 and Figure 7.1 illustrate the employment by major industry group for the village, town, Manitowoc County, and Sheboygan County. Sixty-three percent of employed residents of the Village of Cleveland in 2000 worked in the manufacturing (39 percent) and service (29 percent) industries. These percentages are similar to those of Manitowoc and Sheboygan counties. Manufacturing remains the economic engine for the area and is supported strongly by the educational, health and social services industry.

Table 7.4: Employed Persons by Industry Group, 2000, Village of Cleveland and Town of Centerville

Industry	Village of Cleveland		Town of Centerville		Manitowoc County		Sheboygan County	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting and mining	30	3.8%	72	18.1%	1,814	4.2%	1,158	1.9%
Construction	46	5.9%	17	4.3%	2,566	6.0%	3,290	5.5%
Manufacturing	307	39.3%	125	31.4%	15,123	35.2%	22,760	38.3%
Wholesale trade	29	3.7%	1	0.3%	1,052	2.4%	1,479	2.5%
Retail trade	59	7.5%	26	6.5%	4,287	10.0%	5,717	9.6%
Transportation and warehousing, and utilities	18	2.3%	11	2.8%	1,910	4.4%	1,690	2.8%
Information	9	1.2%	8	2.0%	618	1.4%	810	1.4%
Finance, insurance, real estate and rental and leasing	45	5.8%	8	2.0%	1,392	3.2%	2,490	4.2%
Professional, scientific, mgt., admin and waste mgt. service	23	2.9%	13	3.3%	1,642	3.8%	2,879	4.8%
Educational, health and social services	117	15.0%	72	18.1%	7,209	16.8%	10,228	17.2%
Arts, entertainment, recreation, accommodation & food services	60	7.7%	19	4.8%	2,714	6.3%	3,844	6.5%
Other services (except public administration)	31	4.0%	21	5.3%	1,594	3.7%	1,918	3.2%
Public administration	8	1.0%	5	1.3%	1,032	2.4%	1,191	2.0%
Total	782	100.0%	398	100.0%	42,953	100.0%	59,454	100.0%

Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2006.

Figure 7.1: percent Employment by Industry Group, 2000, Village of Cleveland



Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2006.

Commuting Patterns

Identifying and tracking commuting patterns is a labor market concept that refers to worker flows between municipalities and/or counties. These commuting patterns highlight the communities that have a strong local economic base that attract workers from surrounding communities. Conversely, it demonstrates which areas lack local employment opportunities for their residents or serve as “bedroom” communities that may offer a greater number and perhaps more affordable housing options in comparison to other locations. Table 7.5 provides an illustration of where residents of the Village of Cleveland are traveling to work and where employers of the village are finding workers.

- Of the 657 people work in Cleveland, 540 people live outside the village. Only 117 of the village's residents actually lived and worked in Cleveland.
- Less than two percent of Cleveland's residents travel to the Town of Centerville to work, while over five percent (36 residents) travel from the town to the village to work.
- Nearly 85 percent of village residents were commuting to other communities for work. Approximately 47 percent travel to either the City of Sheboygan or Village of Kohler for work.
- Of those who work in Cleveland, 82 percent travel from other communities. Most of these workers commute from the City of Manitowoc (18 percent) and City of Sheboygan (10 percent) and many of the surrounding towns.

Table 7.5: Place of Work, 2000, Village of Cleveland

Location	Number*	Percent
Work in Village of Cleveland	657	100.0%
Live In Village of Cleveland	117	17.8%
Live Outside Village of Cleveland	540	82.2%
Where Employees of Village of Cleveland Businesses Commute From		
City of Manitowoc	119	18.1%
City of Sheboygan	66	10.0%
Town of Meeme	46	7.0%
Town of Centerville	36	5.5%
Town of Sheboygan	33	5.0%
Town of Newton	30	4.6%
City of Two Rivers	22	3.3%
Other (41 Communities)	188	28.6%
Live in Village of Cleveland	765	100.0%
Work In Village of Cleveland	117	15.3%
Work Outside Village of Cleveland	648	84.7%
Where Village of Cleveland Residents Commute to Work		
City of Sheboygan	267	34.9%
Village of Kohler	94	12.3%
City of Manitowoc	63	8.2%
City of Sheboygan Falls	30	3.9%
Town of Mosel	20	2.6%
Town of Sheboygan	19	2.5%
City of Plymouth	15	2.0%
Other (38 Communities)	140	18.3%

* Workers 16 years of age and older

Source: U.S. Bureau of the Census, 2003 and Bay-Lake Regional Planning Commission, 2006.

- Approximately 75 percent of the 33,840 employed Manitowoc County residents worked within Manitowoc County (Table 7.6).

- 8,566 working residents of Manitowoc County commuted out of the county for work, whereas 3,880 workers from other counties traveled into Manitowoc County to work. The result is a net loss of 4,686.
- Manitowoc County's residents primarily traveled to the neighboring counties of Sheboygan (3,676), Calumet, and Brown for work. However, 638 residents of Manitowoc County traveled to Milwaukee, Fond du Lac, and even further distances to work. In addition, over 600 individuals from those same areas traveled to Manitowoc County for employment. This is a good indication that the state's well maintained highway and road system make traveling long distances safer and more efficient.
- In comparison, 86 percent of Sheboygan County's employed residents worked within the Sheboygan County. Manitowoc County has a net loss of 2,477 workers to Sheboygan County on a daily basis. (Table 7.7)

Table 7.6: County-to-County Worker* Flow, 2000, Manitowoc County

Area	County Residents Commute To	County Workers Commute From	Net Commute
Sheboygan	3,676	1,199	-2,477
Calumet	1,968	713	-1,255
Brown	1,575	818	-757
Kewaunee	292	427	135
Outagamie	281	100	-181
Winnebago	136	21	-115
Milwaukee	129	75	-54
Fond du Lac	73	79	6
Elsewhere	436	448	12
Total	8,566	3,880	-4,686

Manitowoc County Residents that Work w/in Manitowoc County = 33,840

*Workers 16 years old and over

Source: U.S. Census Bureau, 2003; WDOA; BLRPC, 2006

Table 7.7: County-to-County Worker* Flow, 2000, Sheboygan County

Area	County Residents Commute To	County Workers Commute From	Net Commute
Ozaukee	1,931	896	-1,035
Manitowoc	1,199	3,676	2,477
Milwaukee	1,198	365	-833
Washington	705	315	-390
Fond du Lac	530	980	450
Calumet	433	632	199
Waukesha	295	100	-195
Brown	122	219	97
Elsewhere	649	741	92
Total	7,062	7,924	862

Sheboygan County Residents that Work w/in Sheboygan County = 51,484

*Workers 16 years old and over

Source: U.S. Census Bureau, 2003; WDOA; BLRPC, 2006

Unemployment Rate

The unemployment rate is the proportion of the civilian labor force that is currently unemployed. Persons not employed and not looking for work are not counted as in the labor force therefore not counted as unemployed. Table 7.8 and Figure 7.2 highlight the fluctuations in Manitowoc County's civilian labor force since 1990. Variations in the number of persons in the labor force are the result of many factors: shifts in the age and sex characteristics of the population; changes in the number of residents age 16 and over; the proportion of citizens age 16 and over working or seeking employment; and seasonal conditions.

Companies looking to expand operations seek areas with higher unemployment rates or excess labor. With a rapidly growing economy in many parts of the Upper Midwest, one of the major criteria companies use in selecting an area in which to locate is available labor. However, continued high unemployment rates is the result of a much greater problem that may indicate an under skilled or undereducated workforce or an area that lacks sufficient infrastructure or capital investment to support economic expansion.

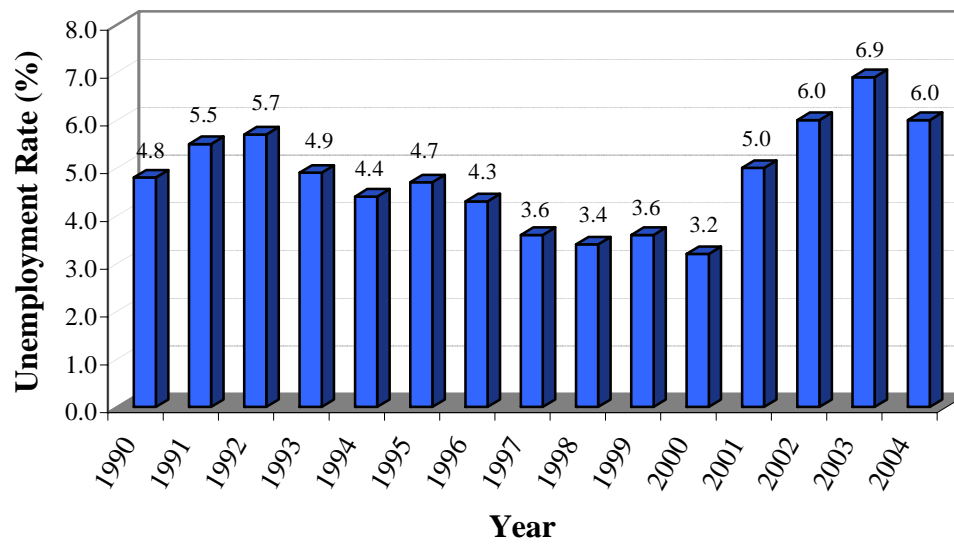
- The civilian labor force comprised 52 percent of Manitowoc County's population in 1990 and 57 percent in 2000.
- The county's labor force number increased 4,503 workers or 11 percent from 1990 to 2004.
- The county's unemployment rate and the number of unemployed in 2000 was the lowest for the period 1990 to 2004 (3.2 percent), whereas the 2003 unemployment rate was the highest at 6.9 percent during this same time span (Figure 7.2).
- The number of individuals unemployed within this time period rose from just over 2,000 people to nearly 2,800 residents, a 39 percent increase.

Table 7.8: Average Civilian Labor Force Estimates, 1990-2004, Manitowoc County

Year	Civilian		Percent	
	Labor Force	Unemployed	Unemployed	Employed
1990	41,690	2,007	4.8	39,683
1991	42,423	2,323	5.5	40,100
1992	41,731	2,394	5.7	39,337
1993	41,905	2,074	4.9	39,831
1994	44,960	1,999	4.4	42,961
1995	45,430	2,125	4.7	43,305
1996	44,569	1,925	4.3	42,644
1997	44,852	1,615	3.6	43,237
1998	45,778	1,552	3.4	44,226
1999	44,926	1,602	3.6	43,324
2000	47,115	1,499	3.2	45,616
2001	47,550	2,386	5.0	45,164
2002	46,483	2,799	6.0	43,684
2003	46,692	3,204	6.9	43,488
2004	46,193	2,791	6.0	43,402

Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, for years cited; and Bay-Lake Regional Planning Commission, 2006.

Figure 7.2: Unemployment Rate, 1990-2004, Manitowoc County



Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimate, 1990-2003; and Bay-Lake Regional Planning Commission, 2006.

Labor Participation Rate

According to the Wisconsin Department of Workforce Development, approximately 69 percent of Manitowoc County's population, age 16 and older, are in the labor force. This percentage is referred to as the labor force participation rate (LFPR). The LFPR is a strong economic measure that is sometimes a better indicator of the vitality of the area's labor market than its unemployment rate. Manitowoc's LFPR is currently about the same as Wisconsin's and higher than the national rate. Like the state and nation, the county's LFPR is projected to decrease over the coming decades due to an aging, retiring population.

Approximately 69 percent of Manitowoc County's population, age 16 and older, are in the labor force.

As outlined in the Population and Housing Chapter of this comprehensive plan, Manitowoc currently has a slightly older than average population, which will continue to mature as the younger portion of the population becomes smaller. From a labor market perspective, the implications of declining labor force participation in a growing and aging population point to labor shortages in certain industries and occupations.

Industry and Employment Forecast

Industry and employment projections have been developed for the ten county Bay Area Workforce Development district consisting of Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Menominee, Oconto, Shawano, and Sheboygan counties. According to the Wisconsin Department of Workforce Development:

- Overall total non-farm employment in the region will increase by 12 percent or 35,980 new jobs by 2012.

- Manufacturing is currently the largest employing industry sector in the region and will remain the largest industry sector through 2012. Although manufacturing jobs will continue to increase, the rate of increase will slow down.
- Occupations in manufacturing are expected to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and new available technology.
- The education and health services sector is projected to show the largest numeric employment growth adding 12,620 jobs from 2002 to 2012.
- Goods producing industry sectors including construction, mining, natural resources, and manufacturing will decline slightly from 31 percent total employment to 29 percent by 2012.
- The leisure and hospitality industry will demonstrate strong growth by adding nearly 3,600 new jobs by 2012.

Local Employment Forecast

- From 1990 to 2000, the manufacturing and educational, health, and social services industries continued to have the largest share of employment for residents of the Village of Cleveland and Manitowoc County (Table 7.4). This trend does follow the regional trend and is expected to continue for the village and county.
- According to the Wisconsin Department of Workforce Development, there are a number of occupations that will be in great demand by the year 2012. They include:
 - Teachers
 - Waiters and Waitresses
 - Machinists
 - Welders, Cutters, Solderers, and Brazers
 - Registered Nurses
 - Nursing Aids, Orderlies, and Attendants
 - Truck Drivers
- Lakeshore Technical College, UW-Sheboygan County, UW-Manitowoc County, Lakeland College, and Silver Lake College will be important components in educating the area's workforce to be able to work in these growing fields.

ECONOMIC BASE

Revenues by Industry

Table 7.9 and Figure 7.3 provide an overview of how much each industry contributes to the overall Manitowoc County economy. *Note: It does not include agriculture.* Manufacturing has and continues to be the cornerstone for the county's economy by contributing over \$520 billion or nearly 40 percent of the total income provided by all seven industries. The transportation and utilities industry grew at a healthy 400 percent in the last 20 years. Overall, income from all industries rose 166 percent, which indicates the local economy is strong and growing.

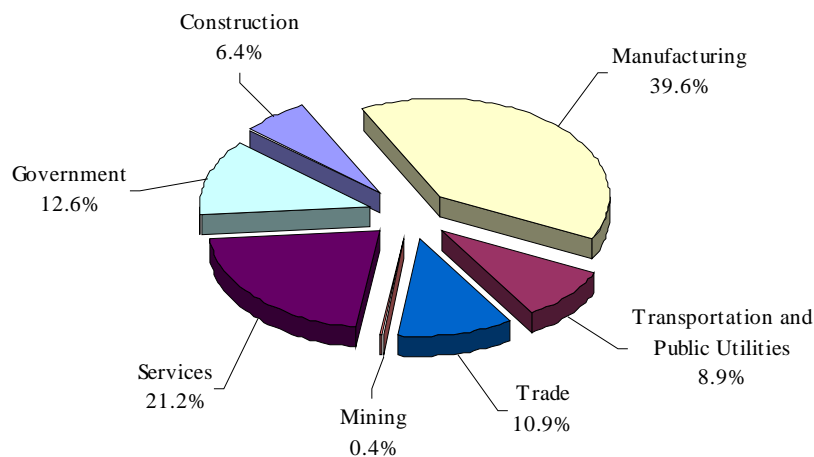
Table 7.9: Income by Industry Type*, 1980-2000, Manitowoc County

Area	1980	1990	2000	Percent Change
Mining	\$2,940	\$3,202	\$4,671	58.9
Construction	\$25,872	\$45,240	\$84,297	225.8
Manufacturing	\$246,597	\$342,584	\$520,726	111.2
Transportation and Public Utilities	\$22,992	\$50,599	\$116,549	406.9
Trade	\$68,557	\$99,349	\$143,059	108.7
Services	\$74,229	\$147,118	\$278,286	274.9
Government	\$52,230	\$104,665	\$165,749	217.3
Total	\$493,417	\$792,757	\$1,313,337	166.2

*Figures Provided in Thousands

Source: Wisconsin Department of Commerce 2006

Figure 7.3: Percent Revenue by Industry Type, 2000, Manitowoc County



Source: Wisconsin Department of Commerce 2006.

Table 7.10 and Figure 7.4 summarize how much each of the industries contributes to the Sheboygan County economy. *Note: It does not include agriculture.* The manufacturing sector is also the economic engine in the county. With \$1.11 billion plus in annual revenues in more than doubles the second largest industry, services, at \$500 million. The Sheboygan County economy is also very strong by demonstrating a solid 218 percent increase from 1980 to 2000.

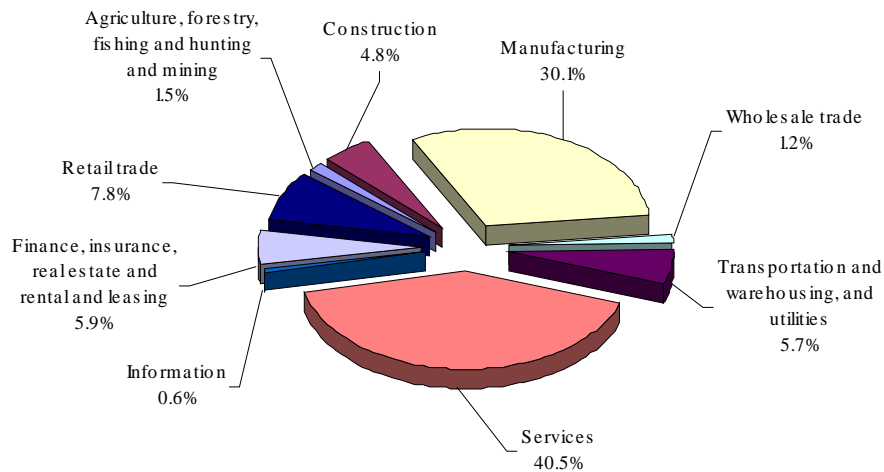
Table 7.10: Income by Industry Type*, 1980-2000, Sheboygan County

Area	1980	1990	2000	Percent Change
Mining	\$3,103	\$460	\$1,040	-66.5
Construction	\$46,968	\$72,230	\$144,488	207.6
Manufacturing	\$353,472	\$627,749	\$1,111,841	214.5
Transportation and Public Utilities	\$29,347	\$52,116	\$78,803	168.5
Trade	\$99,870	\$161,679	\$263,166	163.5
Services	\$128,526	\$266,633	\$516,611	302.0
Government	\$78,183	\$147,933	\$238,412	204.9
Total	\$739,469	\$1,328,800	\$2,354,361	218.4

*Figures Provided in Thousands

Source: Wisconsin Department of Commerce 2006

Figure 7.4: Percent Revenue by Industry Type, 2000, Sheboygan County



Source: Wisconsin Department of Commerce 2006.

Agriculture

According to UW-Extension, 2002, agriculture in Manitowoc County only:

- Provided jobs for 6,061 county residents, or 13 percent of the county's entire workforce. Manitowoc County's on-farm production and dairy processing accounts for 2,156 jobs.
- Contributed \$214 million, or 10 percent of the county's total income.
- Accounted for over \$863 million, or 13 percent of the total economic activity for the county. Of this \$592 million is the result of the sale of all farm and value-added products, \$199 million in business to business purchases, and \$46 million in the spending of earnings of those in agriculture related occupations.
- Paid nearly \$19 million in taxes (not including all property taxes paid to local schools).
- The market value of production per farm in Manitowoc County increased from \$94,992 in 1997 to over \$100,000 in 2002.

Sales by dollar value of the county's primary commodities in 2002:

- milk (\$103,000 million)
- cattle and calves (\$21 million)
- grain (\$12 million)
- greenhouse and nursery (\$3 million)
- vegetables (\$3 million)

The county's milk producers and dairy industry contributed over \$443 million to the county's economy. The on-farm production and sale of milk accounted for \$123 million whereas the processing accounts for an additional \$320 million.

The production of landscape trees and plants, as well as landscape and grounds maintenance, are rapidly growing segments of the Manitowoc County's agricultural industry. Horticulture generates \$7 million in county economic activity and provides over 166 full-time and seasonal jobs.

Manitowoc County Tourism

Sitting on the shore of Lake Michigan, Manitowoc County has plenty to offer everyone – the outdoor enthusiast, people interested in cultural/historical attractions, and those individuals seeking unique shopping venues. Tourism plays a vital role in Manitowoc County and businesses that cater to tourism such as resorts, motels, campgrounds, B&Bs and retail stores complement the hundred miles of snowmobiling and biking trails as well as the many parks, golf courses, historic sites, and area attractions.

Travelers spent an estimated \$137 million in Manitowoc County in 2004.

The following information was taken from the Wisconsin Department of Tourism's 2004 Tourism Economic Impact Study that was conducted by David-Peterson Associates, Inc. The survey includes 2,000 face-to-face interviews with travelers from throughout the state during each of the four seasons while attending a variety of events; 1,600 telephone interviews with lodging properties; and 1,000 telephone interviews with Wisconsin households. The statistics gathered from the three survey components are analyzed, averaged, and applied county by county using standard economic modeling.

- Manitowoc County ranks 20th in the State for traveler spending.
- Travelers spent an estimated \$137 million in Manitowoc County in 2004.
- Fourteen percent of all expenditures were made in the winter, which amounted to \$18 million; 18% were made in the spring (\$24 million); 41% in the summer (\$56 million) and 28% in the fall (\$38 million).
- It is estimated that employees earned \$68 million in wages generated from tourist spending.
- Traveler spending in 2004 supported 3,268 full-time equivalent jobs.
- Local revenues (property taxes, sales taxes, lodging taxes, etc.) collected as a result of travelers amounted to an estimated \$5.7 million in 2004, an increase of 7.8% from 2003.
- Travelers generated \$14 million in state revenues (lodging, sales and meal taxes, etc.).
- When this study was first initiated in 1993, travelers spent \$77 million in Manitowoc County. In the year 2004 travelers spent \$137 million, representing an increase of 79%.

Major Employers

Residents of the Village of Cleveland have a number of employment opportunities within the county and in the adjacent Sheboygan Metropolitan Area. Manitowoc County boasts a variety of large employers from both the public and private sectors (Table 7.11). The public sector employers include the local school district, county, and City of Manitowoc. Holy Family Memorial is the largest employer employing over 1,000 people. The private industries are from a number of different sectors-manufacturing, construction, and food processing. The size and

diversity of these employers provide a solid economic foundation for the county and its many communities.

Table 7.11: Top Ten Employers, 2004, Manitowoc County

Establishment	Product or Service	Size (Dec. 2004)
Holy Family Memorial Inc.	Gen. medical & surgical hospitals	1000+ employees
Fisher Hamilton LLC	Laboratory apparatus & furniture mfg.	1000+ employees
Manitowoc Public School District	Elementary & secondary schools	500-999 employees
County of Manitowoc	Executive & legislative offices, combined	500-999 employees
Wisconsin Power Constructors LLC	Other nonresidential equip. contractors	500-999 employees
Federal Mogul Powertrain Systems	Carburetor, piston, ring, & valve mfg	500-999 employees
Manitowoc Cranes Inc.	Construction machinery mfg.	250-499 employees
Parker Hannifin Corp	Fluid power valve & hose fitting mfg.	250-499 employees
City of Manitowoc	Executive & legislative offices, combined	250-499 employees
Lakeside Foods Inc.	Fruit & vegetable canning	250-499 employees

Source: DWD, Bureau of Workforce Information, ES-202, July 2005

Sheboygan County also boasts a variety of large employers from both the public and private sectors (Table 7.12). Two of the top four employers are from the public sector - the local school district and the county. Kohler Company and Bemis Manufacturing Company comprise the county's other two largest employers with over 1,000 employees each. The private industries are also from a number of different sectors-manufacturing, food processing, and services.

Table 7.12: Top Ten Employers, 2004, Sheboygan County

Company	Product or Service	Number of Employees
Kohler Company	Enameled iron & metal sanitary ware mfg.	1000+ employees
Sheboygan Public School	Elementary & Secondary schools	1000+ employees
Bemis Mfg. Company	All other plastics products mfg.	1000+ employees
County of Sheboygan	Executive & legislative offices, combined	1000+ employees
J L French Corporation	Aluminum die-casting foundaries	500-999 employees
Aurora Health Care Central, Inc.	Gen. medical & surgical hospitals	500-999 employees
Aurora Medical Group, Inc.	Offices of physicians, exp. mental health	500-999 employees
Fresh Brands Distributing, Inc.	Gasoline stations with convenience stores	500-999 employees
Sargento Foods, Inc.	Cheese mfg.	500-999 employees
Acuity Insurance	Direct property & casualty insurers	500-999 employees

Source: DWD, Bureau of Workforce Information, ES-202, July 2005

Employment by Economic Division

The future of the Village of Cleveland requires an understanding of the local and county economies. The Economic Base Analysis technique divides the economy into basic and non-basic sectors.

- A. The *basic sector* is made up of local businesses that are dependent on external factors. Manufacturing and local resource-oriented firms depend principally upon non-local factors and usually export their goods.
- B. The *non-basic sector* is comprised of those firms that depend largely upon local business conditions.

Location Quotient Analysis

In order to strengthen and grow the local economy, it is important to develop and enhance the basic sector. To conduct a Location Quotient (LQ) Analysis, there are nine basic economic divisions that are used:

- Four goods-producing sectors: agriculture, forestry and fishing; mining; construction; and manufacturing, and
- Five services-producing sectors: transportation and public utilities; wholesale trade; retail trade; finance, insurance and real estate; and services.

The LQ technique is used to identify the basic and non-basic sectors of a local economy. LQs highlight how the balance of employment in a local economy compares to the balance in employment in the region as a whole. The proportion of jobs in each local industrial sector is measured, as a ratio, against its corresponding sector at the regional level. The analysis uses the United States as the standard for comparison with the economies of Manitowoc and Sheboygan counties (Tables 7.13 and 7.14).

- If the LQ is less than 1.0, all employment is considered non-basic, therefore that industry is not meeting local demand and implies that the goods or services of that sector are being “imported” into the locale from somewhere else within the region.
- An LQ equal to 1.0 suggests that the local employment is exactly sufficient to meet the local demand for a given good or service, employment is still considered non-basic.
- An LQ greater than 1.0 suggests that local employment produces more goods and services than the local economy can use, therefore these goods and services are exported to non-local areas, which makes them basic sector employment.

Table 7.13: Employment by Industry Group, 1990-2000, Manitowoc County and United States, Location Quotient Analysis

Item	Manitowoc County		United States		Percent Change 1990-2000		Manitowoc County Location Quotient	
	1990	2000	1990	2000	Manitowoc	U.S.	1990	2000
Total full-time and part-time employment	41,618	45,714	139,380,900	166,758,800	9.8	19.6		
Farm employment	2,401	2,123	3,153,000	3,113,000	-11.6	-1.3	2.55	2.49
Nonfarm employment	39,217	43,591	136,227,900	163,645,800	11.2	20.1	0.96	0.97
Private employment	34,988	38,874	114,995,900	140,701,800	11.1	22.4	1.02	1.01
Ag. Services, forestry, fishing & other	346	464	1,454,000	2,121,100	34.1	45.9	0.80	0.80
Mining	131	106	1,044,100	784,200	-19.1	-24.9	0.42	0.49
Construction	1,571	2,208	7,261,800	9,446,300	40.5	30.1	0.72	0.85
Manufacturing	12,703	13,693	19,694,200	19,114,800	7.8	-2.9	2.16	2.61
Transportation and public utilities	1,581	2,229	6,550,600	8,244,400	41.0	25.9	0.81	0.99
Wholesale trade	1,308	1,449	6,720,500	7,584,100	10.8	12.9	0.65	0.70
Retail trade	7,015	7,098	22,885,500	27,222,300	1.2	18.9	1.03	0.95
Finance, insurance and real estate	1,433	1,894	10,714,600	13,193,800	32.2	23.1	0.45	0.52
Services	8,900	9,733	38,670,600	52,990,800	9.4	37.0	0.77	0.67
Government and government enterprises	4,229	4,717	21,232,000	22,944,000	11.5	8.1	0.67	0.75
Federal, civilian	205	225	3,233,000	2,892,000	9.8	-10.5	0.21	0.28
Military	408	293	2,718,000	2,075,000	-28.2	-23.7	0.50	0.52
State and local	3,616	4,199	15,281,000	17,977,000	16.1	17.6	0.79	0.85
State	214	182	4,404,000	4,949,000	-15.0	12.4	0.16	0.13
Local	3,402	4,017	10,877,000	13,028,000	18.1	19.8	1.05	1.12

Source: U.S. Department of Commerce, Bureau of Economic Analysis, REIS 1990-2000 and Table CA25; and Bay-Lake Regional Planning Commission, 2006.

Table 7.14: Employment by Industry Group, 1990-2000, Sheboygan County and United States, Location Quotient Analysis

Item	Sheboygan County		United States		Percent Change 1990-2000		Sheboygan County Location Quotient	
	1990	2000	1990	2000	Sheboygan	U.S.	1990	2000
Total full-time and part-time employment	62,480	76,301	139,380,900	166,758,800	22.1	19.6		
Farm employment	1,849	1,591	3,153,000	3,113,000	-14.0	-1.3	1.31	1.12
Nonfarm employment	60,631	74,710	136,227,900	163,645,800	23.2	20.1	0.99	1.00
Private employment	54,828	68,213	114,995,900	140,701,800	24.4	22.4	1.06	1.06
Ag. Services, forestry, fishing & other	436	820	1,454,000	2,121,100	88.1	45.9	0.67	0.84
Mining	38	43	1,044,100	784,200	13.2	-24.9	0.08	0.12
Construction	2,483	3,613	7,261,800	9,446,300	45.5	30.1	0.76	0.84
Manufacturing	22,217	27,388	19,694,200	19,114,800	23.3	-2.9	2.52	3.13
Transportation and public utilities	1,967	2,257	6,550,600	8,244,400	14.7	25.9	0.67	0.60
Wholesale trade	1,850	2,269	6,720,500	7,584,100	22.6	12.9	0.61	0.65
Retail trade	9,828	10,977	22,885,500	27,222,300	11.7	18.9	0.96	0.88
Finance, insurance and real estate	3,382	4,207	10,714,600	13,193,800	24.4	23.1	0.70	0.70
Services	12,627	16,639	38,670,600	52,990,800	31.8	37.0	0.73	0.69
Government and government enterprises	5,803	6,497	21,232,000	22,944,000	12.0	8.1	0.61	0.62
Federal, civilian	250	265	3,233,000	2,892,000	6.0	-10.5	0.17	0.20
Military	525	386	2,718,000	2,075,000	-26.5	-23.7	0.43	0.41
State and local	5,028	5,846	15,281,000	17,977,000	16.3	17.6	0.73	0.71
State	422	457	4,404,000	4,949,000	8.29	12.4	0.21	0.20
Local	4,606	5,389	10,877,000	13,028,000	17.00	19.8	0.94	0.90

Source: U.S. Department of Commerce, Bureau of Economic Analysis, REIS 1990-2000; and Bay-Lake Regional Planning Commission, 2006.

Threshold Analysis

Export Base (“Basic Employment”)

In 2000, two areas within the Manitowoc and Sheboygan county economies were considered “basic employment areas”: farm employment and manufacturing. They produce more goods and services than the local economy can use and export excess goods to other areas.

When the location quotient increases over time, this suggests that the county’s economy is getting closer to reaching and exceeding local demands. Having strong basic sector employment and industry will strengthen and further diversify the local economy.

Non-Export Base (“Non-Basic Employment”)

Several industries stand out with lower LQs within Manitowoc and Sheboygan counties: wholesale trade; services; and finance, insurance, and real estate. These industries are not meeting local demand for given goods or services and therefore import those needed services from other counties.

When considering both Manitowoc and Sheboygan county’s combined economic condition, it is quite diversified by providing a number of different employment opportunities for its residents. The most notable changes in the Manitowoc County economy since 1990 are the decline in farm, mining and government employment to include the military, plus the 40 percent increase in employment in transportation and utilities and construction. In comparison, Sheboygan County has experienced a slight decline in local and state government employment, retail trade, and services during this same 10 year interval.

Community Finances

Tables 7.15 and 7.16 provide a history of the taxes levied and collected in the Village of Cleveland. The village’s full value increased by nearly 33 percent or \$19.6 million for the period

between 2000 to 2004. The total property tax also increased 29 percent for the same period. These numbers are a good indication that Cleveland is growing at a healthy and steady rate. The village completed its re-evaluation in 2006.

Table 7.15: Comparative Tax Appropriations, 2000-2004, Village of Cleveland

Year Levied	Full Value	Percent Assm't Level	Total Property Tax	State Tax Credit	Full Value Rate		Taxing Jurisdiction Share				
					Gross	Effective	School	Vocational	County	Local	Other
2000	59,297,200	91.96	1,492,187	105,368	0.02516	0.02338	675,836	96,251	355,175	308,182	56,743
2001	65,859,600	86.33	1,644,665	106,574	0.02497	0.02335	753,933	106,760	391,329	327,501	65,142
2002	71,591,000	81.47	1,783,540	108,924	0.02491	0.02339	782,923	114,238	434,646	373,305	78,428
2003	75,679,600	80.94	1,834,329	112,577	0.02423	0.02275	779,373	118,219	445,190	383,888	107,659
2004	78,864,400	77.49	1,918,633	112,451	0.02432	0.02290	825,710	119,154	458,103	380,347	135,319

Source: Wisconsin Department of Revenue, City, Village and Town Taxes, for years cited; and Bay-Lake Regional Planning Commission, 2006.

The ability to finance community projects is calculated by general obligation debt capacity. The aggregate amount of indebtedness, including existing indebtedness of any municipality, shall not exceed five percent of the value of the taxable property located in the municipality.

Cleveland's existing debt as of December 31, 2004 was \$2,225,000, leaving a debt margin of \$1,718,220. The village's existing debt as a percentage of the full value has remained constant during the past five years, ranging from two to three percent. Cleveland is growing at a steady rate while maintaining a manageable debt. The village does have money to access for future projects to include emergency infrastructure or facilities improvements, if necessary.

Table 7.16: Public Indebtedness, 2000-2004, Village of Cleveland

Year	Full Value	Debt Limit*	Existing Debt	Debt Margin
2000	59,297,200	2,964,860	1,247,820	1,717,040
2001	65,859,600	3,292,980	1,221,880	2,071,100
2002	71,591,000	3,579,550	1,545,940	2,033,610
2003	75,679,600	3,783,980	1,405,000	2,378,980
2004	78,864,400	3,943,220	2,225,000	1,718,220

*Debt Limit equals five percent of the full value.

Source: Wisconsin Department of Revenue, Bureau of Local Finance Assistance, Equalized Value and Debt Limit Value, for years cited; and Bay-Lake Regional Planning Commission, 2006.

SITES FOR BUSINESS AND INDUSTRIAL DEVELOPMENT

Existing Site Inventory and Analysis

As detailed on the 2005 Land Use Inventory Map (Map 11.4) in Chapter 11 of this Comprehensive Plan, the village's established commercial lands account for slightly more than 58 acres. A total of nearly 86 acres is commercial land when taking into account the extra planning area. Within the entire planning area, there are approximately eight acres of industrial land. Most of that industrial is the vacant cooperative located along the rail road tracks.

Evaluation of Environmentally Contaminated Sites for Commercial and Industrial Uses

Contaminated industrial and commercial properties have been underutilized due to the environmental liability associated with these parcels. These properties blight the local landscape resulting in lost taxes and a decline in community character. The WDNR and EPA promote the clean up of these contaminated areas in an effort to utilize them for more productive uses.

According to the Wisconsin Department of Natural Resources, 22 environmental incidences have occurred in the Village of Cleveland since 1988. Most of these reports were spills that have since been rectified and no further action taken. It appears there is on-going remediation and/or monitoring being conducted at the closed cooperative.

Refer to the Bureau for Remediation and Redevelopment Tracking System (BRRTS) on the WDNR website at www.dnr.state.wi.us for a list of contaminated sites in the Village of Cleveland.



Designation of Business and Industrial Development

Future business sites are planned to locate in the Town of Centerville or adjacent to the Village of Cleveland, primarily along I-43. This location offers good visibility and access plus availability of municipal services. Additional buffering and landscaping may be required to meet the area's desired vision to maintain its rural appearance. Home-based business will continue to be allowed in the planning area, if compatible with neighboring uses.

Larger employers are being directed to locate in the Village of Cleveland where municipal utilities and services are adequate. If industrial uses are considered in or adjacent to the Town of Centerville, detailed plans for landscape, signage, street access, and lighting are recommended in an effort to not detract or negatively impact adjacent properties. Industrial lands near transportation corridors should be well buffered to add to the visual quality of the site. The village and town should maintain communication with each other and adjacent municipalities regarding industrial growth.

Agriculture land comprises 255 acres within the Village of Cleveland. There are a total of 10,783 acres of agriculture land in the planning area. Woodlands, other natural areas, and water features cover 3,890 acres of the total planning area. The agricultural industry and natural resources play an important role in the economic, cultural and social structure of the village, town and all of Manitowoc County. Therefore, preserving these areas to the greatest extent possible is a priority as the planning area develops in the future.

ECONOMIC DEVELOPMENT PROGRAMS

There are several programs available on each government level to potentially help build economic development capacity through infrastructure expansion and offer businesses the resources necessary to develop and grow. Please see Appendix I for a list of these economic development programs and resources.

CHAPTER 8 TRANSPORTATION

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Chapter 8 - TRANSPORTATION

INTRODUCTION

This chapter provides an inventory of the existing transportation facilities that serve the Village of Cleveland in Manitowoc County. This element of the comprehensive plan also addresses the future transportation needs and concerns of the community. The inventory includes descriptions of the various modal elements of the village's transportation system. Those elements are: the village's highway and street system, public transit systems (where applicable), elderly and disabled transportation services, intercity bus services, bicycle transportation, pedestrian transportation, waterborne, rail, air service, and commercial trucking. The detailed description of the street and highway system includes the functional classification of roads within the village, average daily traffic or vehicle volumes, traffic counts, traffic flow capacity, vehicle crashes, access controls, and an evaluation of the current internal traffic circulation system. In addition, this element of the plan compares local plans to transportation plans developed at the state, regional and county level. At the conclusion of the chapter, specific transportation system recommendations are presented and include design standards, recommended improvements, capacity additions to existing facilities, new road alignments, highway expansion projects, and improvements to other transportation modes.

INVENTORY OF TRANSPORTATION FACILITIES

Through its comprehensive planning program the Village of Cleveland seeks to establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the Village's adopted 20 Year Comprehensive Plan.

The transportation facility inventory conducted for the Village of Cleveland has established that the village currently has jurisdiction over and responsibility for approximately 16 miles of local streets. The village's jurisdictional responsibility relative to its local streets includes maintenance, repair and reconstruction of the streets as needed. The primary funding source for maintaining, rehabilitating and reconstructing the local road system in the Village of Cleveland is the state's disbursement of general transportation aids. The state provides a payment to the village for costs associated with such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, and marking pavement.

The village's local transportation system is complimented by I-43 and an extensive county trunk highway system, which provide access to the communities located within Manitowoc County, the region, and the state.

Currently, the village does not have any specific facilities (bicycle paths or paved shoulders) to serve bicyclist. However, provided that traffic levels remain moderate to low, the village's existing local street system can and does safely and efficiently serve the needs of the bicyclist.

The transportation facility inventory conducted for this plan also determined that the village has access to multi-modal transportation services and facilities including: transportation services for the town's elderly and disabled residents (Manitowoc County Commission on Aging); private intercity bus service from the City of Green Bay or the City of Manitowoc; freight rail service from the Village of Cleveland with rail hubs at the City of Manitowoc and Green Bay; corporate

air service located adjacent to the Cities of Manitowoc and Sheboygan and passenger-air service is available from the cities of Green Bay and Milwaukee.

Highways and Roads

There are several basic considerations useful in assessing the road system within a community. Those considerations include the functional classification of the existing road system, the annual average daily traffic on roads within the town, and an evaluation of the system's capability to handle present and projected future traffic volumes. In addition, vehicle crash data is useful in determining problem areas relative to road safety. This information can provide an indication of the road improvements that may be needed during the planning period.

Functional Class

Roads, which are the principal component of the circulation system, may be divided into three categories: arterial, collector and local. The three categories of roads are determined by the function that the road serves in relation to traffic patterns, land use, land access needs and traffic volumes. The road system for the Village of Cleveland shown in Map 8.1 has been functionally classified based on criteria identified in Table 8.1.

Arterial Roads

The function of an arterial road is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely and efficiently. Arterial roads are further categorized into either “major” or “minor” arterial roads based on traffic volumes. Interstate 43 is classified as a principal arterial highway.

Table 8.1: Functional Classification Criteria for Rural Roads and Highways

Chart A – Rural Arterials

Rural Principal Arterials (RPA)						
Includes Interstate (RPAI) and Other (ROPA)						
County Population Density (Rural)	Basic Criteria				Supplemental Criteria	Desirable Mileage Percent of System Range
	Must meet any 2 of the below:				or must meet both of the below plus 90% of Current ADT Volume	
	Population Service*	Land Use Service	Spacing	Current ADT		
≥43	Connect places: ≥50,000 to ≥50,000 5,000 – 49,999 to ≥50,000.	Provide access to major recreation areas of the state (see text).	Maximum 30 miles between Principal Arterials.	≥6,000	None	2.0-4.0% statewide
<43				≥2,000		
Rural Minor Arterials (RMA)						
≥43	Connect places: 1,000 – 4,999 to ≥50,000 5,000 – 49,999 to 5,000 – 49,999 1,000 – 4,999 to ≥50,000 1,000 – 4,999 to 5,000 – 49,999 or to principal arterials	Serve all traffic generating activities with an annual visitation of ≥300,000, if not served by a principal arterial.	Maximum 30 miles between Arterials	≥2,000	1. Alternate population connection	4.0-8.0% statewide
<43				≥1,000	2. Major river crossing/restrictive topography	

* A place is considered served by a principal arterial, if the principal arterial either penetrates its boundary or comes within 10 miles of the center of the place and penetrating service is provided by a minor arterial. A place is considered served by a minor arterial, if the minor arterial either penetrates its boundary or comes within two miles of the center of the place and a major collector provides penetrating service.

Chart B-1 - Rural Major Collectors						
Rural Major Collector (RMAC)*						
County Population Density (Rural)	Basic Criteria				Supplemental Criteria	Desirable Mileage Percent of System Range
	Must meet any 2 of the below or the Parenthetical Current ADT Volume Alone				or must meet 2 of the below plus 90% of Current ADT Volume	
	Population Service**	Land Use Service (served if within a ½ mile of place)	Spacing	Current ADT		
≥43	Connect places: 1,000 – 4,999 to 1,000 – 4,999 500 – 999 to ≥50,000 500 – 999 to 5,000 – 49,999 500 – 999 to 1,000 – 4,999	Land Use Service Index ≥16.	Maximum 10 miles between Major Collectors or Higher Function Routes	≥1,000 (≥4,000)***	1. Alternate population connection	5.0-18.0% countywide Most counties should be at 7.0 - 14.0%
<43	500 – 999 to 500 – 999 100 – 499 to ≥50,000 100 – 499 to 5,000 – 49,999 100 – 499 to 1,000 – 4,999 100 – 499 to 500 – 999 or to higher function routes	Land Use Service Index ≥12.		≥400 (≥1,600)***	2. Major river crossing 3. Restrictive topography 4. Interchanges with a freeway 5. Parallel to a principal arterial	

* Loop routes and stub ended routes less than 5 miles long and meeting the basic criteria for a major collector should be limited to a minor collector classification.

** A place is considered served by a major collector, if the major collector comes within a ½ mile of the center of the place.

*** The highway segment must be a minimum of a ½ mile long.

Chart B-2 - Rural Minor Collectors and Local Roads

Rural Minor Collectors (RMIC)						
County Population Density (Rural)	Basic Criteria				Supplemental Criteria	Desirable Mileage Percent of System Range
	Must meet any 2 of the below or the Parenthetical Current ADT Volume Alone				or must meet 2 of the below plus 90% of Current ADT volume	
	Population Service*	Land Use Service (served if within ½ mile of place)	Spacing	Current ADT		
≥43	Connect places: 100 – 999 to 100 – 999 50 – 99 to ≥50,000 50 – 99 to 5,000 - 49,999	Land Use Service Index ≥8.	Maximum 10 miles between Minor Collectors or Higher Function Routes	≥400 (≥1,600)**	1. Alternate population connection. 2. Major river crossing. 3. Restrictive topography. 4. Interchange with freeway. 5. Parallel to a principal arterial.	5.0-10.0% countywide
<43	50 – 99 to 1,000 – 4,999 50 – 99 to 500 – 999 50 – 99 to 100 - 499 or to higher function routes	Land Use Service Index ≥5.		≥200 (≥800)**		
Rural Local Roads (RLOC)						
All public roads not classified as arterials or collectors.						65.0 – 75.0% countywide Most counties should be at 68.0 – 72.0%

*A place is considered served by a minor collector, if the minor collector comes within a ½ mile of the center of the place.

** The highway segment must be a minimum of a ½ mile long.

Chart C - Rural Incorporated Places under 5,000

Minor Collectors in Communities under 5,000 (RMIC)			
Must meet one of the below plus Current ADT Volume or the Parenthetical Current ADT Volume Alone:		Current ADT	System Mileage Percentage
Land Use Service	CBD Circulation		
<p>The following land uses should be within 1/8 mile:</p> <ul style="list-style-type: none"> a. Type 1,2,3,4, or 5 airport. b. Regional, community, or neighborhood shopping center c. College and school (high, middle, intermediate, or elementary) d. Community/regional, sub-community, or neighborhood park e. Industrial plant f. Office buildings g. Hospital or clinic h. Golf course i. Warehouse j. Marina k. Arena or stadium l. Gambling facilities 	Should include the logical street system for circulation in the CBD.	≥450 (≥1,750)	Minor collectors in "Chart C" communities should be included as part of the total rural minor collector mileage for a county.

Collector Roads

The primary function of roads classified as “collectors” is to provide general “area to area” routes for local traffic. Collector roads take traffic from the local roads (and the land based activities supported by the local roads) and provide relatively fast and efficient routes to farm markets, agricultural service centers and larger urban areas. With an overall socioeconomic trend that is characterized by the decline of small and medium agricultural concerns, and a significant increase in the number of rural single-family residential properties, collector roads generally serve the same function but with different trip purposes. Collector roads typically serve low-to-moderate vehicle volumes and medium trip lengths between commercial centers at moderate speeds. Collector roads serve to distribute traffic between local and arterial roads, between home and the work place, home and the place of worship, home and school and between the home and those places where business and commerce are conducted.

Washington Avenue, portions of Birch Street, CTH LS, CTH XX and Dairyland Drive are classified as collector streets.

Table 8.2: Road Function, Total Mileage and Percent of Total Road
Mileage, Village of Cleveland, 2006

Highway/Road	Function	Miles	Percent of Total
Washington Avenue	Collector	0.55	3.45
Birch	Collector	0.09	0.56
LS	Collector	1.75	10.97
XX	Collector	2.42	15.17
Dairyland	Collector	0.56	3.51
Local	Local Streets	10.58	66.33
Total		15.95	100.00

Source: Wisconsin Department of Transportation, *Town Plat Record*, 2005; Bay-Lake Regional Planning Commission, 2006.

Local Roads

The primary and most important function of local streets is to provide direct access to land adjacent to the road. They are constructed to serve individual parcels of land and properties. All roads not classified as arterial or collector facilities within the village are classified as local streets.

Local streets should be designed to move traffic from an individual lot (more often than not, a person's home, cottage or farm) to a collector street that in turn serves areas of business, commerce and employment. Local streets should not be designed or located in such a manner that they would or might be utilized by through traffic. In total, there are approximately 16-miles of local streets under the jurisdiction of the village.

Traffic Counts

An analysis of past and present traffic volumes is beneficial in determining the traffic conditions in a community. Traffic volumes are usually presented as an Annual Average Daily Traffic (AADT) figure, and are calculated for a particular intersection or stretch of roadway. The Wisconsin Department of Transportation, as part of its traffic count program, provides highway traffic volumes from selected roads for all state communities on a rotating basis, providing those counts for a community once every three years. For the Village of Cleveland, traffic volumes were last counted in 2003. Counts were also taken in 2001 and 1998. The average daily traffic volumes on principal and minor arterial roadways within the planning area for those years are

listed in Table 8.3, and are shown on Map 8.2. The daily rural traffic counts are taken for 48 hours, and are reported as a 24-hour average weekday count for a specific data collection period.

Table 8.3: Annual Average Daily Traffic, Village of Cleveland, 1996, 1999 and 2002; Number Change 1999 to 2002; and, Percent Change 1999 to 2002

Street or Road Name	Count Location	1996	1999	2002	Number Change 1999 - 2002	Percent Change 1999 - 2002
North Avenue	east of Westview Street	4,900	4,600	4,400	(200)	(4.35)
Dairyland Drive	north of Washington Avenue	1,400	1,300	1,400	100	7.69
Dairyland Drive	south of Washington Avenue	1,400	1,500	1,500	-	-
Washington Avenue (CTH XX)	west of Center Road	1,100	1,200	1,100	(100)	(8.33)
Washington Avenue (CTH XX)	west of Beech Street	690	960	770	(190)	(19.79)
Birch Street	south of Washington Avenue	730	860	780	(80)	(9.30)
Lakeshore Drive	north of Lincoln Avenue	630	860	740	(120)	(13.95)
I-43 and CTH XX Interchange	Northbound - off ramp	560	1,500	1,600	100	6.67
	Northbound - on ramp	240	1,400	1,300	(100)	(7.14)
	Southbound - off ramp	230	1,200	1,100	(100)	(8.33)
	Southbound - on ramp	530	1,500	1,600	100	6.67

Source: Wisconsin Department of Transportation, *Wisconsin Highway Traffic Volume Data*, 1996, 1999, 2002; and, Bay-Lake Regional Planning Commission, 2005.

Traffic Flow Capacity

The roads that serve the state, the region and the local community are designed and engineered to accommodate a maximum level of traffic (Table 8.4). The maximum total capacity of a multi-lane, divided highway such as I-43 or a two-lane, two-way highway such as CTH XX or CTH LS, under ideal conditions is 2,000 vehicles per hour in both lanes, as determined by the Peak Hourly Traffic (PHT), regardless of traffic distribution by direction. The maximum capacity values given in Table 8.4 should be considered as the average maximum volume on various types of roads under ideal conditions.

Table 8.4: Uninterrupted Traffic Flow Capacities Under Ideal Conditions

Highway Type	Capacity Peak Hourly Traffic
Multi-Lane and Divided Highways	2,000 vehicles per lane
Two-Lane, Two-Way Highways	2,000 vehicles both lanes
Three-Lane, Two-Way Highways	4,000 vehicles both lanes

Source: Highway Capacity Manual, Highway Research Board of the Division of Engineering and Industrial Research, 1985; Bay-Lake Regional Planning Commission, 2006.

As the comparison of the recorded average annual daily traffic, peak hourly traffic and the traffic flow capacities indicate, at present, there are no roads or road segments located within the village that have approached or appear to be approaching the roads design capacity.

Traffic Crashes

Vehicle crash reports, filed with the Manitowoc County Sheriff's Department and also with the Wisconsin Department of Transportation, provide the detail of the time, location, type and severity of the accident that has occurred. These reports are often excellent indicators of problems with road alignments, roadway construction, and geometric design of the road. The

number, location and severity of accidents can often indicate problem areas (in terms of traffic safety) which may be alleviated through a variety of measures. Alterations in the road geometry, enlargement of the intersection turning radii, and placement of more prominent signs, relocation of access drives and speed changes are just a few of the physical alterations and adjustments that can be made to make a specific intersection or area safer.

The crash data are further delineated by non-intersection and intersection crashes and by highway jurisdiction. Non-intersection crashes typically include: crashes between a vehicle and deer, crashes between a vehicle and a fixed object such as a sign post, mailbox, or a tree; vehicles leaving the road and sliding into a ditch, and crashes between a vehicle traveling on the roadway striking another vehicle entering or exiting the roadway or stopped to turn into a private property access. Intersection accidents are typically characterized by angle crashes; rear-end accidents and head-on crashes within the immediate area of a particular intersection. Intersection accidents often may be indicators of a problem with the sight triangle at the intersection (visibility), location of and visibility of signs, and/or the geometric configuration of the roadway itself.

Access Controls

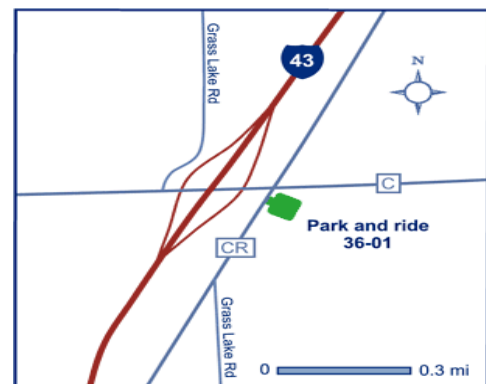
Access management is a means to maintain the safe and efficient movement of traffic along arterial highways by controlling the number and location of intersecting roads and driveways. State statutes allow counties, cities and villages (through an adopted ordinance) to control access on county highways that have traffic counts in excess of 1,000 vehicles daily.

Manitowoc County adopted an access control ordinance which was last revised in 2005. At this time, the County exercises access controls, limiting the number and location of driveways, on CTH XX from STH 42 east to I-43.

Park and Ride Lots

Situated at various locations along major transportation routes park and ride lots can be used to form carpools and vanpools and, in some major metropolitan areas, catch a ride on a commuter bus. There are 97 lots located throughout Wisconsin that are wheelchair-accessible and may offer services such as:

- Overnight parking in designated spaces
- Telephones for safety and convenience
- Passenger rail service
- Bus transit service
- Bicycle parking



The nearest “park and ride” lot to the Town of Centerville and the Village of Cleveland is located on CTH CR in the Town of Newton, just east of I-43 and south of CTH C. The lot provides a lighted asphalt lot with parking for 15 vehicles; a gas/convenience store is located nearby. Park and Ride lots are also located at several locations in the City of Manitowoc and on the south side of the City of Sheboygan.

Transit

The nearest bus transportation (transit) systems operate in the City of Manitowoc/Two Rivers and the City of Sheboygan urban areas. City of Manitowoc and Two Rivers – Maritime Metro Transit System

The Maritime Metro Transit System is owned and operated by the City of Manitowoc and contracts with the City of Two Rivers to provide service. The City of Manitowoc took over the management of operations of the privately owned Manitowoc Motor Coach Company in January 1978, with the city increasing available services at that time, leading to increases in ridership. Transit services were privately operated in Manitowoc between 1934 (when transit service began) and early 1978. Transit in Manitowoc involved a historical peak in ridership in the late 1940s, and involved its lowest levels of ridership in the late 1960s and portions of the 1970s preceding public takeover of the operation.

In 1992, the Maritime Metro Transit System initiated paratransit services under the Americans with Disabilities Act (ADA). This is a curb-to-curb service that provides transportation to the disabled population in the community that, in many cases, is unable to utilize the fixed route service. The Maritime Metro Transit System contracts these services to a local provider.

The Maritime Metro Transit System’s service is mostly a fixed-route, fixed-schedule bus system. However, much of the south loop of Route 5 involves demand response service. Demand response service for the disabled is operated through a contract with Assist to Transport LLC of Manitowoc.

Elderly and Disabled Transportation System

Elderly and disabled transportation systems refer to those programs that provide rides through scheduled bus services, volunteer programs with private vehicles etc. Current transportation services for elderly and disabled persons living within the Village of Cleveland are provided through programs coordinated and administered by the Aging Resource Center of Manitowoc County through a contract with the City of Manitowoc. Transportation services are provided to the county’s rural elderly population (including Village of Cleveland residents) two days a week for a per ride fare of \$3.00.

The elderly and disabled transportation services are coordinated by an advisory committee to the Manitowoc County Board, who sets county policy.

Intercity Bus

In the past, nearly every small community in the state was connected by an intercity bus service which traditionally served the elderly, those who could not drive, students, and those individuals unable to afford alternative forms of transportation. Following World War II, intercity bus systems helped to fill a void for “affordable transportation” that was created by the decline of

passenger rail service. Unfortunately, intercity bus service suffered the same fate as passenger rail; as intercity bus ridership decreased, the number of intercity bus routes operating within the state also declined drastically. Intercity bus routes tend to serve only the largest urban centers and those smaller urban areas that just happen to be adjacent to a route that connects two larger cities.

Intercity bus service via a private carrier is available from the city of Green Bay with service provided to Milwaukee and Chicago, Madison, Minneapolis/St. Paul, and to Escanaba, Michigan. Intercity bus connections may also be made at the cities of Manitowoc and Sheboygan.

Bicycle Transportation System

There are no bicycle paths or marked bicycle routes located within the Village of Cleveland or the Town of Centerville. The state bicycle plan did however assess conditions for bicycling in Manitowoc County

The Wisconsin State Bike Map classifies state and county roads throughout the state in terms of bicycling conditions. It also identifies bicycle trails and mountain bike facilities, and provides contacts for local bicycle route information. Town roads are not rated for their bicycling conditions but are identified with their road names and surface type. Each county map highlights the most favorable bicycling conditions while presenting the full continuum of roadways - from narrow town roads to US Highways. This approach enables cyclists of all abilities to select their own routes to meet their individual transportation and recreational needs.

In the Village of Cleveland CTH LS is classified as having moderate conditions for bicycling. Bicycling is prohibited on Interstate 43. CTH LS, CTH XX and CTH X (west of I-43) are classified as having moderate conditions for bicycling while CTH X from STH 42 to CTH LS is classified as having the best conditions for bicycle travel. Local roads were not assessed as part of this process and are generally considered to have suitable conditions for bicycling.

Rail

Over the last ten years, the amount of Wisconsin track-miles owned by railroads has declined, due in large part to the consolidation of railroad operators and the subsequent elimination of duplicate routes. Since the merger of the Canadian National Railway Company (CN) and Wisconsin Central Transportation Corporation (WC) in 2001, four Class I railroads now own approximately 80% of the lines within Wisconsin. The Canadian National owns nearly 1,800 miles of track in the state, nearly half the total mileage. In the Bay-Lake Region the Canadian National owns approximately 50 percent of the 293 miles of rail lines still in operation, the Escanaba & Lake Superior owns approximately 37 percent or 109 miles and the Union Pacific owns approximately 13 percent or 39 miles of the lines still in operation within the Region.

Rail service through the Town of Centerville terminating at the Village of Cleveland is provided by the Canadian National Rail Company on track that originates in the City of Manitowoc. In addition, an out-of-service line between the Village and the City of Sheboygan, that travels parallel to the lakeshore, is owned by the Union Pacific Rail Company.

Air Service

The inventory of air transportation systems and facilities includes both public airports that service the region and also the private or semi-public airport facilities that service private commercial and recreational interest.

At the regional level, the primary commercial-passenger and air freight service for residents of the Village of Cleveland is provided by Austin Straubel International Airport, located near the city of Green Bay. The facility is owned and operated by Brown County. Austin Straubel International Airport is a full service regional connector that in 2003 is providing direct service flights to four major cities, including Milwaukee, Wisconsin; Chicago, Illinois; Detroit, Michigan; and Minneapolis, Minnesota. Flights are provided on six airlines with approximately 32 arrivals and departures daily. An alternative choice for passenger service is Mitchell International Airport located in Milwaukee, which is able to provide a wider range of continental and international destinations, as well as services and fares unavailable at Austin Straubel Airport.

Manitowoc County Airport

Manitowoc County Airport, located in the city of Manitowoc, is a Transport/Corporate (T/C) airport. A T/C facility indicates that the facility can serve and accommodate corporate jets, small passenger and cargo jet aircraft used in regional service and small airplanes (piston or turboprop) used in commuter air service. The facility is owned by Manitowoc County and maintained by Lakeshore Aviation (FBO). The airport can be accessed by CTH Q, from STH 310, and from Interstate 43. The Manitowoc County Airport has two asphalt covered runways that are 3,343 feet and 5,002 feet in length. Available services include fuel, minor airframe and power plant repair, charter, rental, sales and instructional services.

Sheboygan County

The Sheboygan County Memorial Airport is classified as a Transport/Corporate (T/C) Airport. T/C class facilities can serve aircraft weighing as much as 60,000 pounds provided that approach speeds are less than 121 knots, with wingspans less than 80 feet in length. The facility is owned by Sheboygan County and maintained by West Shore Aviation (FBO) and can be accessed by CTH O, from STH 32. The primary runway is nearly 5,399 feet in length and 100 feet in width, while the crosswind runway is nearly 4,693 feet in length and 75 feet in width. Corporate charter and limited commuter service are available at this airport. Available services include fuel, major airframe and power plant repair, charter, rental, sales and instructional services.

Private Recreational Airports

There are also several privately owned airstrips located within Manitowoc County providing general small craft services and/or recreational flights to the public. These small, private airport facilities offer minimal services, and are generally utilized by recreational fliers.

Private airport facilities are required to obtain a certificate of approval or permit from the Wisconsin Department of Transportation's Bureau of Aeronautics. The permit is issued if the Department determines that the location of the proposed airport is compatible with existing and planned transportation facilities in the area. Generally, permits are granted provided that the proposed air-strip is located so approaching and departing aircraft clear all public roads, highways, railroads, waterways or other traverse ways by a height which complies with applicable federal standards. The permit is issued upon the applications review by WisDOT, the county and the town in which the facility is located and by the appropriate regional planning commission.

Private facilities are generally characterized by short (2,000' to 3,000') turf covered runways which can accommodate small single engine and light twin engine aircraft.

Harbors and Marinas

The nearest commercial port is located at the City of Manitowoc. In addition to import of coal and export of stone, Manitowoc's commercial port activity includes the operation of an interstate carferry, the *Badger*, which provides a seasonal transportation service to and from Ludington, Michigan from May through September.

There are no recreational marinas in the Village of Cleveland providing a port of refuge or transient docking facilities. The nearest full service marinas (overnight docking, fuel, repair services) are located in the City of Manitowoc and the City of Sheboygan.

Trucking

There are no commercial trucking terminals located within the planning area.

INVENTORY OF APPLICABLE TRANSPORTATION PLANS AND PROGRAMS

The following section of this chapter presents information on existing state, regional, county, and local transportation related plans that apply within the town.

Wisconsin State Highway Plan

The Wisconsin State Highway Plan 2020 states that, "Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating at the same time traffic congestion is increasing." In response to this critical issue, WisDOT, in partnership with its stakeholders, has developed the *State Highway Plan 2020*, a 21-year strategic plan which considers the highway system's current condition, analysis of future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement, and safety needs. The plan will be updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.

The *Wisconsin State Highway Plan 2020* addresses three key elements or issues of concern relative to the State Highway System:

- Preserving the system by improving or replacing aging pavements and bridges,
- Facilitating movement of people and goods through an efficiently designed system, and with programs that reduce traffic congestion; and
- Improving highway safety through combined strategies of engineering, education and enforcement.

Six-Year Highway Improvement Plan

The Wisconsin Department of Transportation develops a *Six-Year Highway Improvement Plan* which addresses the *rehabilitation* of Wisconsin's state highways. Rehabilitation falls into three major categories (*resurfacing, reconditioning and reconstruction*) giving it the often used abbreviation 3-R Program.

Resurfacing entails provision of a new surface for a better ride and extended pavement life.

Reconditioning entails addition of safety features such as wider lanes, or softening of curves and steep grades.

Reconstruction entails complete replacement of worn roads, including the road base and rebuilding roads to modern standards.

State Airport Plans

The Wisconsin State Airport System Plan 2020 (SASP 2020) provides a framework for the preservation and enhancement of the system of public-use airports adequate to meet current and future aviation needs of Wisconsin. The plan determines the number, location and type of aviation facilities required to adequately serve the state's aviation needs over a 21-year planning period, 2000 through 2020. The plan defines the State Airport System and establishes the current and future role of each airport in the system.

Wisconsin State Railroad Plans

An update of the State Rail Plan is in progress. Due to the increased utilization of inter-modal shipment of goods, manufacturers can locate virtually anywhere within a short driving distance of a rail facility and still benefit from the reduced costs afforded by rail transportation.

State, Regional and Local Bicycle Plans

State Bicycle Plan

The *Wisconsin Bicycle Transportation Plan 2020* has as its two primary goals

- Increase levels of bicycling throughout Wisconsin, doubling the number of trips made by bicycles by the year 2010 (with additional increases achieved by 2020).
- Reduce crashes involving bicyclists and motor vehicles by at least 10 percent by the year 2010 (with additional increases achieved by 2020)

Recommended actions include 1) developing local bicycle transportation plans; 2) providing suitable space for bicyclists when designing roadway projects; 3) following accepted bikeway guidance and standards; and 4) routinely considering bicyclists when developing roadway projects. The Wisconsin Department of Transportation produced a set of maps that identified bicycle conditions on major routes and roads for Manitowoc County. The maps assessed and identified bicycling conditions, planned state highway priority corridors and key linkages between major destination points.

Regional Bicycle Plan

The *Bicycle Facility Transportation Plan for the Bay-Lake Region (adopted 2002)* identified a system of connecting routes and needed improvements connecting all municipalities and major destination points throughout the eight-county region including Manitowoc County and the Village of Cleveland. The regional plan proposes transportation facility improvements (paving road shoulders to a width of four or five feet) to provide safe and efficient travel paths between communities located within Manitowoc County and the adjoining communities in Brown, Manitowoc and Door counties. The Regional Plan recommends paving road shoulders (four to five feet in width) on CTH F, CTH LS, CTH X and CTH XX.

TRANSPORTATION RECOMMENDATIONS

Funding The Town Road System

The cost of constructing, maintaining and operating roads under local jurisdiction (village streets) is defrayed through the provision of General Transportation Aids (authorized in Section 86.30 of the Wisconsin Statutes). General Transportation Aids are distributed to all Wisconsin village through a highway aids formula administered by the Wisconsin Department of Transportation. Under the formula, local aid is distributed either as a share of eligible highway-related expenditures incurred by the village or on a per-mile basis, whichever is higher.

Eligible expenditures generally include all street construction and maintenance within the right-of-way, as well as a percentage of eligible law enforcement, street lighting maintenance and construction, and storm sewer construction. The share of cost rate is determined by the available funding and the average costs reported by the village. Each village's share of the costs is determined by multiplying the six-year average costs by the percentage rate.

Road Improvements

In order to improve traffic safety and to maintain the efficiency of major and minor collectors such as CTH LS and CTH XX, the village should continue to direct and promote development that minimizes, as much as is possible, direct access to these highways. This can be achieved by requiring adequately spaced driveways, by requiring frontage roads that access numerous properties, or driveway accesses that can serve more than one property.

Pavement Management Program

Village streets are rehabilitated, repaired and maintained with funds provided by the State's Local Roads Program (LRP). This program provides each local unit of government in the state with financial support derived from state taxes on gasoline and other transportation/vehicle related surcharges for local road maintenance and repair.

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

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

Employ Adequate Design Standards

New highways and roads, in the optimum setting, should be designed for their projected and desired use. Design standards should be applied to all new construction and, where possible, existing streets which are to undergo major repair and reconstruction shall undergo this work according to the standards set forth in this plan.

In examining the design of village streets, the “streetscape” of these facilities also should be considered as well. The “streetscape” includes the area adjacent to the street and within the established right-of-way or the ditch that serves as a vegetative buffer between the street and the adjacent lots, a location for traffic signs and for utility lines.

Apply Traffic Considerations

Traffic considerations which the village should take into account when planning for future development may include the following:

1. Adequate vehicular and pedestrian access should be provided to all parcels of land.
2. Local street systems should be designed to minimize through traffic movement.
3. The street pattern should minimize excessive travel.
4. A simple and comprehensible system of street names and house numbering should be provided.
5. Traffic generators located within new subdivisions (such as schools, churches and parks) should be considered in the local circulation pattern.
6. The planning and construction of local residential streets should clearly indicate their function.
7. The local streets should be designed for a relatively uniform and low volume of traffic.
8. Local streets should be designed to discourage excessive speeds.
9. Minimize intersections.
10. Devote a minimal, but adequate amount of space to street uses.
11. Streets are a function of land use, and therefore should not unduly hinder the development of land.
12. Pedestrian and bicycle paths should be separated from vehicle paths where possible.

Assess Special Transportation Needs

Transportation services for elderly and disabled persons are provided by the county and by private nonprofit and for profit carriers. The village should play as active a role as possible in the support, development and maintenance of special transportation services for its elderly and disabled population.

Recommended Transportation Programs

Work with the Manitowoc County Highway Commission, the Wisconsin Department of Transportation, and the Bay-Lake Regional Planning Commission to develop a long-range maintenance and improvement program for village streets.

The village should work with the Manitowoc County Highway Safety Commission for an ongoing safety and efficiency assessment of county and town roads and village streets.

The village should work with the Manitowoc County Highway Commission and the Wisconsin Department of Transportation to ensure safe and efficient access to I-43 and other major collector roads.

The Village Board or a designated committee should conduct an annual assessment of:

1. street pavement conditions;
2. road drainage and ditch maintenance needs;
3. adequacy of existing driveways and culverts relative to safe access and to and from adjoining parcels of land; and
4. adequacy of sight triangles at all road intersections.

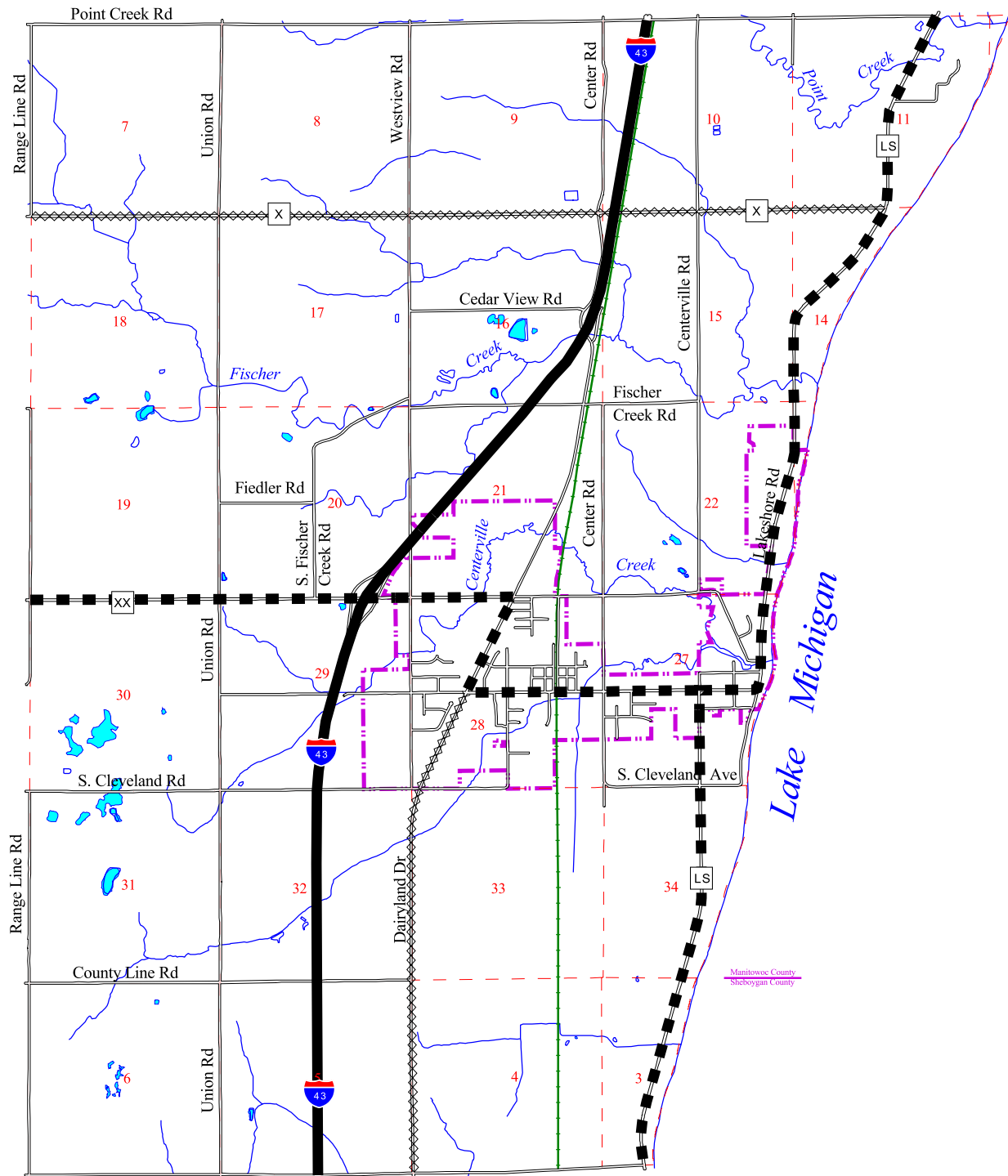
To assist village officials in identifying financial and technical resources for their transportation related projects, please see Appendix J of this document.

Functional Classification

Village of Cleveland Planning Area

Manitowoc County, Wisconsin

Map 8.1



2000 0 2000 Feet

Road Categories



Principal Arterial
Major Collector
Minor Collector

Base Map Features

- Village of Cleveland Boundary
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

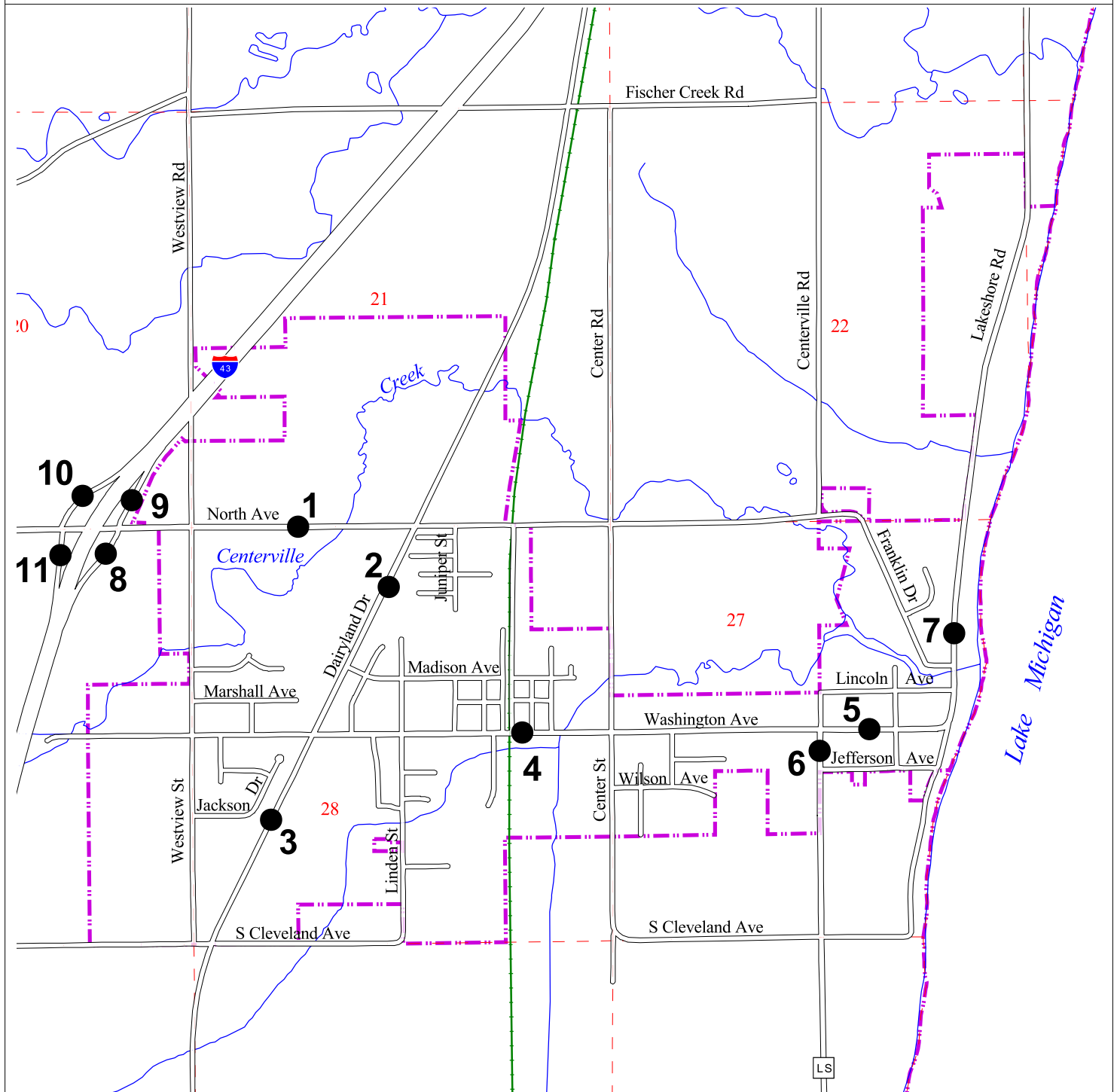
This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.
Source: WDOT; Town of Centerville; Village of Cleveland; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

Annual Average Daily Traffic

Village of Cleveland

Manitowoc County, Wisconsin

Map 8.2



1000 0 1000 Feet

● Traffic Collection Site

Note: Numbers Refer to
Table 8.3 in Text

Base Map Features

- Village of Cleveland Boundary
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

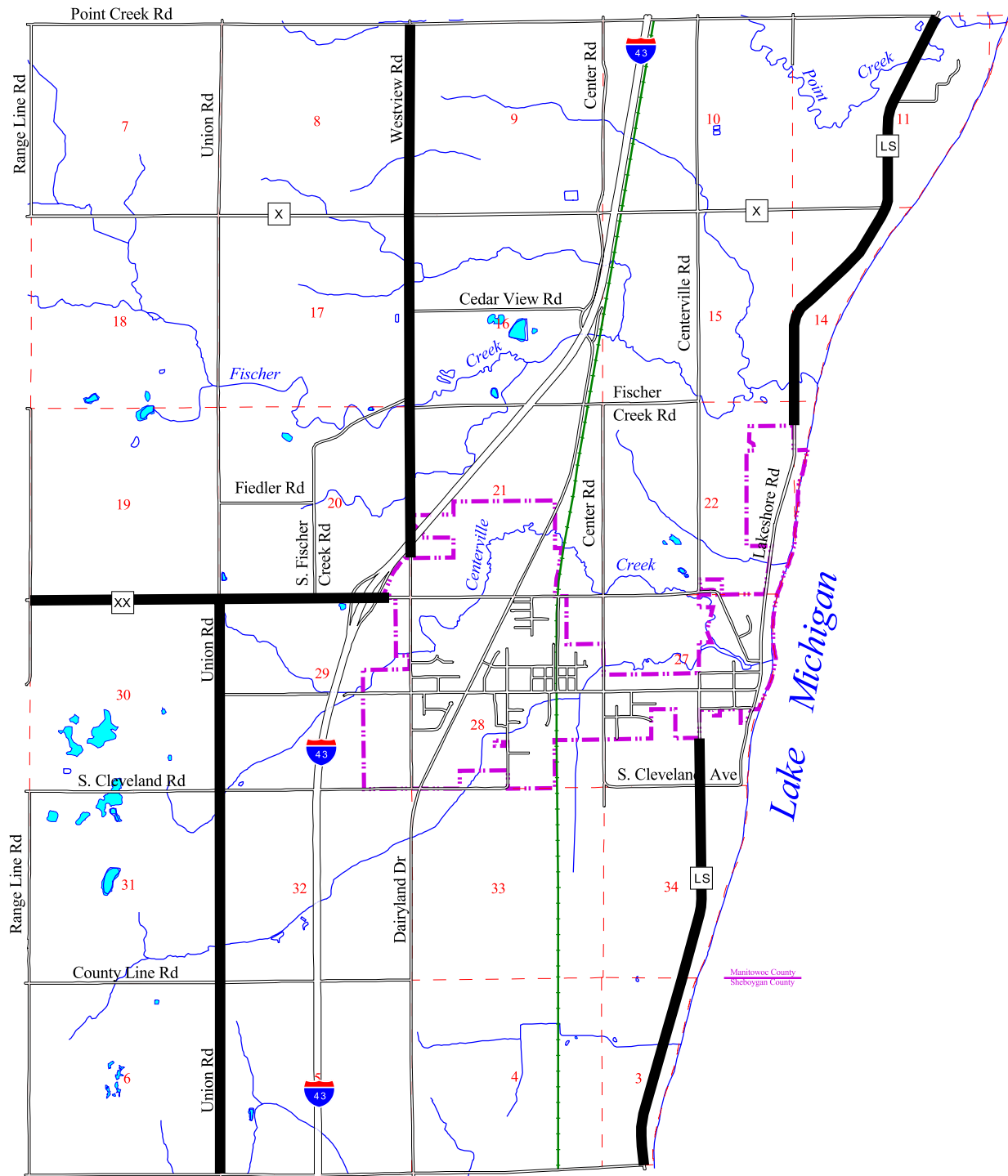
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Source: WDOT, 1996, 1999, 2002; Village of Cleveland; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

Recommended Bicycle Facilities

Village of Cleveland Planning Area

Manitowoc County, Wisconsin

Map 8.3










2000 0 2000 Feet

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Source: Town of Centerville; Village of Cleveland; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

Proposed Bicycle Accommodations
Associated with Highway
Rights-of-Way

 Existing Bicycle Routes

Base Map Features

-  Village of Cleveland Boundary
-  Federal Highway
-  County Highway
-  Local Road
-  Railroad Corridor
-  Surface Water
-  Section Line

CHAPTER 9 UTILITIES AND COMMUNITY FACILITIES

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Chapter 9 - UTILITIES AND COMMUNITY FACILITIES

INTRODUCTION

Utilities and community facilities are important components to promoting a healthy, safe environment for individuals to live, work, and recreate. The quality and effectiveness of emergency services, health care facilities, and educational institutions are all contributing factors to the attractiveness of a community and surrounding area.

This element of the Comprehensive Plan inventories the providers, locations, uses, and capacities of the existing utilities and community facilities that serve the Village of Cleveland. The existing conditions of these facilities are evaluated to determine deficiencies and ensure they are sufficient to meet the village's present and future development needs.

VILLAGE OFFICIALS AND COMMITTEES

Cleveland Village Board

The elected Village Board consists of six trustees and a president.

Village Staff

The village staff consists of a full-time clerk/treasurer, administrative assistant, office clerk, one police chief, one full-time officer, one part-time officer, director of public works, and two full-time and two part-time/seasonal workers.

Hired/Contracted Professionals

The professionals hired or contracted by the village include an accountant (accounting firm), attorney (legal firm), building inspector, assessor, engineer, and financial/TID counsel.

Village Plan Commission

The Village of Cleveland Plan Commission is a nine member commission established to oversee any planning activities in the village. Members include the village president, two trustees, and four citizen members. Two members of the Plan Commission are non-voting members. In regard to this comprehensive plan, the Plan Commission is responsible for:

- Overseeing the development of the Village of Cleveland's 20-Year Comprehensive Plan and recommending the plan and its subsequent updates to the Village Board for adoption.
- Using discretion in determining whether proposed land use changes and zoning requests are consistent with the village's adopted comprehensive plan.
- Assisting the Village Board in utilizing, reviewing, amending and eventually updating the comprehensive plan.

Smart Growth Commission

The Smart Growth Commission consists of members from both the Town of Centerville and Village of Cleveland that was formed to work jointly on comprehensive planning issues. The Commission is responsible for:

- Development of the Comprehensive Plans, with each community creating their own individual plan.
- Discussing boarder issues along with identifying potential conflict solutions.

- Exploring plan implementation methods that continue to promote town/village cooperative planning along with input from neighboring communities.
- Recommending adoption of the plans to their respective Plan Commissions for approval.

Committees

In addition to the Plan and Smart Growth Commissions, the village has seven committees overseeing and advising the Village Board on a variety of issues and topics. They are the Board of Appeals; Police Commission; Finance and Budget; Human Resources and Public Safety; Public Works, Parks, and Utilities; Board of Review; and Insurance.

Utilities Inventory and Analysis – Provider, Location, Use, and Capacity

Electric Service

We Energies supplies the entire Village of Cleveland with electrical service. The electricity is generated at the Elkhart Lake Bulk Station at Lakeside Park Road and County Highway P in Sheboygan County.

The electricity is transmitted along high voltage electric transmission lines owned and operated by the American Transmission Company (ATC). The voltage capacity of the present system is primarily 8,000 volts, with some 24,900 volt availability in the Lakeshore Technical College area. The electric service is considered to be adequate for the village's current and future uses.

Natural Gas

Integrus Energy Group provides natural gas service to the entire village. The capacity of the system is considered adequate, but may be updated if necessary for future growth of the area.

Telecommunication Facilities

TDS Telecom is the telephone service provider for the Village of Cleveland. A variety of service providers also offer cellular and long distance telephone services to residents. TDS Telecom is one provider of local DSL internet access to village residents. There is local dialup internet service available in the village. Cable television and high speed internet are also available to village residents through area vendors.

Public Water System

All of Cleveland is served by the village's municipal water system built in 1968. The system is comprised of two municipal wells and one 100,000 gallon tower. The pumping capacity of these two wells is 800,000 and 900,000 GPD. The current system distributes water throughout the village through a series of water lines that range in diameter of 6" to 10". The village's daily peak water usage in 2005 was 305,000 gallons.

The municipal system is considered adequate for the community for the next 10 to 20 years. However, the village will continue to replace the aging water mains as necessary.

*The village's
daily peak
water usage in
2005 was
305,000
gallons.*

Sanitary Sewer Service

All housing units in the village except one are served by the village's sanitary sewer system. There is one lift station on Westview Street. The collection system is 90 percent

concrete/asbestos pipe and 10 percent PVC. The current system is primarily gravity flow to the lake and one station pumps to the waste water treatment plant. The village's treatment systems consists of activated sludge, biological nutrient removal, and ultraviolet treatment systems with the effluent from the system being discharged into Lake Michigan. The wastewater plant was built in 1996 with a maximum daily flow design of 401,000 gallons per day. The biological oxygen demand (CBOD) design is 523 lbs. per day. Average flows in 2004 were 168,000 gallons per day and had an average BOD loading of 184 pounds per day.



The Village's sanitary sewer system capacity is considered adequate for the village's existing and future growth. Sewer lines will continue to be replaced as required.

Storm Sewer System

There is a storm sewer system installed in parts of the village. There are no drainage problems noted within the village.

All new subdivisions will have storm water sewers installed. Aging storm sewer mains will be replaced in conjunction with other improvements to the infrastructure.

COMMUNITY FACILITIES AND SERVICES

Administrative Facilities

Cleveland Village Hall

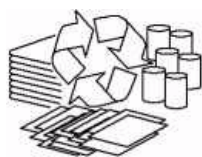
The village's Municipal Building is located at 1150 W. Washington houses the Village Hall, Police Department, Public Works and other administrative offices. Insured value is \$676,500. These departments and services were located at 1202 W. Washington Avenue prior to 1999. The current building is utilized primarily for administration and village meetings. Municipal Court is held once per month at the Village Hall.



The Police Department is located in the Village Hall basement, which is not handicap accessible. There is parking available on all four sides of the building with two designated handicapped accessible stalls. There is a ramp to the front (main) entrance to the building and restrooms are handicapped accessible.

Within the next 10 to 20 years, the village has plans to conduct a facility needs plan to identify and properly address issues such as accessibility of the Police Department; community meeting hall; bathrooms and pavilion at Dairyland Park; and relocation of the Public Works Garage from the lakefront. There may be a need to consider building a new Village Hall as well.

Solid Waste Disposal and Recycling Facilities



The village has contracted for curbside pickup one time per week for solid waste. The garbage is taken to Ridgeview Landfill in Manitowoc County. Cleveland has a recycling program for weekly curbside pickup of recyclables including paper, metal, glass, and plastic.

The village also operates a compost facility for yard waste generated within the village limits that is open 24 hours per day, seven days a week, 365 days per year. Services are adequate and will continue to be monitored for satisfaction and cost effectiveness.

Road and Other Maintenance

Maintenance for Cleveland's roads is provided by the Cleveland Public Works Department located at 1151 Lakeshore Drive, and additional private contractors as necessary. The Public Works Department maintains the village's community facilities. The village has trucks, mowing and trimming equipment, trash pump, plunger pump, welders, a portable generator, and many other smaller pieces of equipment available to maintain the village's infrastructure, community facilities, and parks. Additional equipment purchases and replacement of older equipment is addressed each year in the village's annual budget.

Postal Services

The Village of Cleveland's postal services are provided by the U.S. Post Office located at 1029 Hemlock Street. The 168 sq. ft. building was built in 1941 with 225 lock boxes. Private parcel carriers (UPS, FedEx, etc.) also serve the village.

The present facility will remain at its current size and will be able to adequately serve the village's future long-term needs.

Protective and Emergency Services

Law Enforcement and Protection

Police protection for the village is provided by the Cleveland Police Department, located in the Village Hall at 1150 W. Washington Avenue and the Manitowoc County Sheriff's Department.

The village's Police Department is comprised of the chief, one full-time and one part-time officer, and a clerk. They utilize two automobiles. The department covers five square miles and responds to approximately 420 calls annually. Officers are dispatched by the Joint Dispatch Center (JDC) located within the Manitowoc County Sheriff's Department. The Chief of Police serves as the Emergency Government Director for the village in the event of an emergency (tornado/other related weather storms).

Cleveland has a Municipal Court. The police clerk serves as the Municipal Court Clerk.

The police department has a mutual aid agreement with the Manitowoc County Sheriff's Department. That agreement is reviewed and renewed on an annual basis. The Manitowoc County Sheriff's Department also maintains a jail facility in the City of Manitowoc. The jail has a maximum capacity of 200 inmates. There are no future plans to expand the jail facility because the capacity is adequate to meet anticipated future needs.

The Cleveland Police Department is responsible for the D.A.R.E. and Neighborhood Watch programs for the village.

Currently the Village's police protection is felt to be adequate and will continue to be evaluated as the village continues to grow.

Fire and Rescue



Fire protection for the Village of Cleveland is provided by the Cleveland Fire Department. Location of the fire station is 1274 W. Washington Avenue, Cleveland, Wisconsin.

The Cleveland Fire Department was established in 1890 and incorporated in the State of Wisconsin in 1900. It has been serving the surrounding communities of the Village of Cleveland, the Town of Centerville and portions of the Town of Meeme since that time. Mutual aid to nearby communities is provided on request. The Fire Department has volunteer fighters and First Responders that utilize two pumers, two tankers, one equipment van, and one rescue truck.

The Fire Department has been averaging between 30 and 54 calls per year over the past seven years. The greatest number of calls came in 2000 with 54 calls, 29 of those were traffic accidents. Traffic accidents have been on the decline in the district but grass and structural fires have been on the increase. The First Responders average 85 calls each year for the past seven years. The largest number of calls was for illness during this time period with accidents and injuries comprising 30 percent of the emergencies.

The Fire Department has been averaging between 30 and 54 calls the past seven years.

Fire services are accessed by calling the 911 system which in turn pages the "on call" members. Beyond the general equipment used to fight fires, special services are also provided including First Responders, Haz-mat Basic, ice/cold water rescue, extrication, etc.

Overall, the fire protection services are considered adequate at this time. Potential improvement plans for the future include the recruitment of new fire fighters and First Responders and the renovation of a new fire house.

Insurance Service Office (ISO) - Public Protection Classification (PPC)

ISO collects information on municipal fire-protection efforts in communities throughout the United States. In each of those communities, ISO analyzes the relevant data using their Fire Suppression Rating Schedule (FSRS) and assigns a Public Protection Classification (PPC) - a number from 1 to 10. Class 1 represents the best protection, and Class 10 indicates that the area's fire protection does not meet ISO's minimum criteria.

A community's PPC depends on the analysis of several components of fire protection including:

- fire alarm and communication systems, including telephone systems, telephone lines, staffing, and dispatching systems;
- the fire department, including equipment, staffing, training, and geographic distribution of fire companies; and

- the water supply system, including the condition and maintenance of hydrants, and a careful evaluation of the amount of available water compared with the amount needed to suppress fires.

The PPC classification for the Village of Cleveland is a 6 and the surrounding rural area is a 7.

ISO helps communities evaluate their public fire-protection services. The program provides an objective, countrywide standard that helps fire departments in planning and budgeting for facilities, equipment, and training. Throughout the United States, insurers of homes and business property use ISO's Public Protection Classifications in calculating premiums.

EMS/Ambulance

Ambulance services are provided by the City of Manitowoc located at 2300 Western Avenue in the City of Manitowoc. Unified Ambulance consolidated services with the City of Manitowoc in 2004. The city assumed responsibility for emergency response and transports previously provided by Unified Ambulance. HFM continues to operate the Care Van service for non-emergency transportation.

Emergency services are accessed through the 911 system of the Manitowoc County Sheriff's Department. The emergency services are considered adequate.

Manitowoc County Emergency Management

The Village of Cleveland works with the Manitowoc County Emergency Management Department. The department is there to assist government and volunteer agencies in protecting lives, property, and the environment before, during, and after major technological or natural emergencies. The Village of Cleveland is covered through the county's Emergency Management Plan.

Lakeshore Disaster Support Group

The Lakeshore Disaster Support Group is a local volunteer organization that operates under the leadership of the American Red Cross. The group has been involved in disaster planning since 1987. Currently there are over 25 volunteers who have training in shelter management and damage assessment.

Education

The Village of Cleveland is located within the Sheboygan Area School District. The **Sheboygan Area School District** includes 12 elementary schools, three middle schools, one alternative school, and two high schools. One of the elementary schools is located in the Village of Cleveland at 411 E. Washington Avenue. The Cleveland Elementary School serves the Town of Centerville and Village of Cleveland in Manitowoc County. It is a 4K-5 school which averages 140 children. The average class size is 20. Several children in the village are home schooled rather than enrolled in the available public or private educational facilities.



The Village of Cleveland is part of the Lakeshore Technical College (LTC) District of The Wisconsin Technical College System. The main LTC campus is located in the Village of



Cleveland at 1290 North Avenue with learning centers in the cities of Sheboygan and Manitowoc. LTC offers over 40 degree and 24 certificate programs that have web based and classroom instruction opportunities.

Village residents are close to four additional institutions of higher education: UW-Manitowoc, City of Manitowoc; UW-Sheboygan, City of Sheboygan; Silver Lake College, City of Manitowoc; and Lakeland College, Town of Herman.

Library

There is no community library in Cleveland. Library facilities are available at Lakeshore Technical College, Cleveland Elementary School, and in neighboring communities. Residents of the village are able to utilize the nearby library services provided by the Kiel Public Library, Sheboygan Public Library, and the Manitowoc Public Library.



1. Sheboygan Public Library is located in the City of Sheboygan at 710 N. 8th Street.
2. Manitowoc Public Library is located in the City of Manitowoc at 707 Quay Street.
3. Kiel Public Library is located at 511 Third Street in the City of Kiel.

Manitowoc and Sheboygan counties each maintain a plan for library services. These plans help to ensure that library facilities and services are meeting local demands. The existing library facilities are adequate for future growth.

Health Care

There are no existing hospital facilities within the Village of Cleveland; however, there are medical facilities in the cities of Sheboygan, Manitowoc, and Two Rivers.

Nearby hospitals serving village residents include:

- Holy Family Memorial, 2300 Western Avenue in Manitowoc.
- Aurora Medical Center, 5000 Memorial Drive in Two Rivers.
- St. Nicholas Hospital, 1601 N. Taylor Drive in Sheboygan.
- Aurora Sheboygan Memorial Medical Center, 2629 N. 7th Street in Sheboygan.



The Veteran's East Central Outpatient Clinic is located at 1206 North Avenue in Cleveland.

Child Care Facilities

Lakeshore Technical College Child Care Center has a licensed capacity of 32 but does not allow children under the age of two to attend the center. If the slots are not filled internally, they are available to the community at large. However, this location is only open August through May and closed June and July. There are both licensed and unlicensed, those that provide care to 3 or fewer children, located within and near the village.

Adult Care Facilities

The Village of Cleveland does not have any long-term care and elder care facilities including nursing homes, Community Based Residential Facilities (CBRF), or Adult Family Homes (AFH), etc. (See the Subsidized and Special Needs Housing section in Chapter 6 of this document for more information). There is a senior nutrition site located at 1274 W. Washington Avenue in Cleveland.

Cemeteries

There are three cemeteries within the village. They are:

- St. Johannes
- St. George
- St. Wendell

St. Wendel and St. George Cemeteries have plenty of space available. There are no improvements planned at any of the three cemeteries only the needed lawn and landscaping upkeep.

Recreation

There are five public parks –two in the Town of Centerville and three in the Village of Cleveland. The three village parks contain approximately 94 acres of outdoor park/recreational land.

The following is a brief description of the five public recreational sites within the village and town.

Village Parks

Hika Park – Lakeshore Drive

Hika Bay Park is located in the eastern portion of the village along Centerville Creek and adjacent to Lake Michigan. This park encompasses approximately 7.5 acres including the adjacent village owned public works property. It is bisected by CTH LS (Lakeshore Drive) and is utilized by village and town residents and individuals outside of the area because of the boat ramp located in the park. There are amenities within the park area to include a parking area, covered picnic facility, restrooms, picnic tables, grills, and garbage cans. Hika Park has been involved in several studies completed by consulting firms and planning departments on behalf of the Village of Cleveland. These studies include:



1. Manitowoc County Recreation and Open Space Plan completed by the Manitowoc County Planning and Park Commission in June of 1972.
2. Village of Cleveland Waterfront Plan completed by the Bay-Lake Regional Planning Commission in July 1985.
3. Hika Bay Park & Dam Impoundment Area Park Site Master Plan completed by the Bay-Lake Regional Planning Commission in November of 1996.
4. Joint Land Use Plan: Town of Centerville and Village of Cleveland completed by PDI Planning and Design Institute, Inc. in May of 2001.
5. Centerville Creek Stream and Floodplain Restoration Plan completed by Inter-Fluve, Inc. in January of 2002.

Dairyland Park – Dairyland Drive

Dairyland Park is located just south of North Avenue at the intersection of Dairyland Drive (CTH XX). The park site was previously owned by the Wisconsin Department of Transportation and used as a wayside facility. It was donated to the village around 1975. This 6.5 acre park is easily accessible from Interstate 43 and is utilized during the summer for the village’s annual “Dairyland Festival”. The village’s tax incremental financing district is located to the south of the park, and residential development is occurring across Dairyland Drive on the west side. Dairyland Park was included in the several studies completed on behalf of the village over the past several years. They include:

1. Manitowoc County Recreation and Open Space Plan completed by the Manitowoc County Planning and Park Commission in June of 1972.
2. Dairyland Park Site Master Plan completed by the Bay-Lake Regional Planning Commission in February of 1997.
3. Joint Land Use Plan: Town of Centerville and Village of Cleveland completed by PDI Planning and Design Institute, Inc. in May of 2001.

Veteran’s Memorial Park – Maple Street and Dairyland Drive

This park is located just south of Washington Avenue near the intersection of Dairyland Drive and encompasses 80 total acres. Veteran’s Memorial Park is comprised of two major areas: a 15 acre active recreational area in the northern portion of the park, and a 65 acre passive recreational area in the southern part. The 15 acre park was originally constructed in 1946. In 1959, with the incorporation of the Village of Cleveland, Memorial Park was transferred to the village. The village acquired the additional 65 acres in 1995 with financial assistance from the Wisconsin Department of Natural Resources and the Cleveland State Bank. Today, the park is vibrant with its ball diamonds, tennis courts, volleyball courts, and walking trails used by both the locals and people from neighboring communities. Memorial Park has also been the subject within many reports initiated by the village. These reports include:



1. Manitowoc County Recreation and Open Space Plan completed by the Manitowoc County Planning and Park Commission in June of 1972.
2. Veteran’s Memorial Park Site Master Plan completed by the Bay-Lake Regional Planning Commission in November of 1996.
3. Joint Land Use Plan: Town of Centerville and Village of Cleveland completed by PDI Planning and Design Institute, Inc. in May of 2001.

Town Conservation Areas

Fischer Creek Conservation Area

Located in the east central portion of the town between CTH LS and Lake Michigan, this 160 acre site is owned by the State, but developed and maintained by Manitowoc County. The property contains a number of abandoned agricultural fields, grassy meadows, and lowland forests. Facilities at the park include two parking lots, a toilet facility, picnic area and recreation trails.

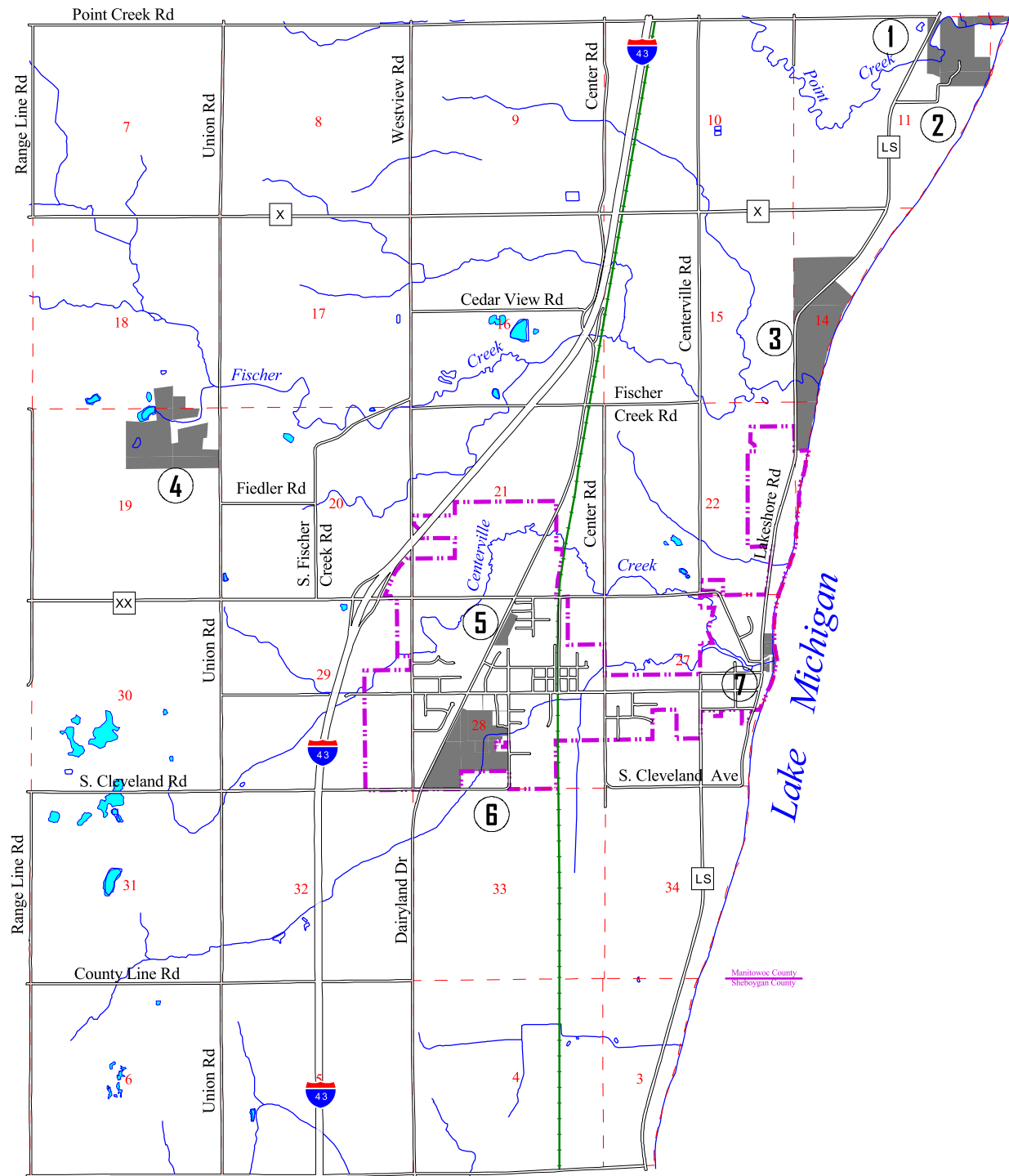
Point Creek Conservation Area

This area is located in the northeast portion of the town on the Lake Michigan shoreline, east of CTH LS. The 39 acre property contains woodlands, meadows, estuary, wetlands and coastal bluffs with approximately 2,800 feet of high bluff bank.

Park and Recreation Facilities

Map 9.1

Village of Cleveland Planning Area Manitowoc County, Wisconsin



2000 0 2000 Feet

Town of Centerville

- ① Point Creek Conservation Area
- ② Kingfisher Farms
- ③ Fischer Creek Conservation Area
- ④ Lutze Conservation Area

Village of Cleveland

- ⑤ Dairyland Park
- ⑥ Veteran's Memorial Park
- ⑦ Hika Park

Base Map Features

- Village of Cleveland Boundary
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

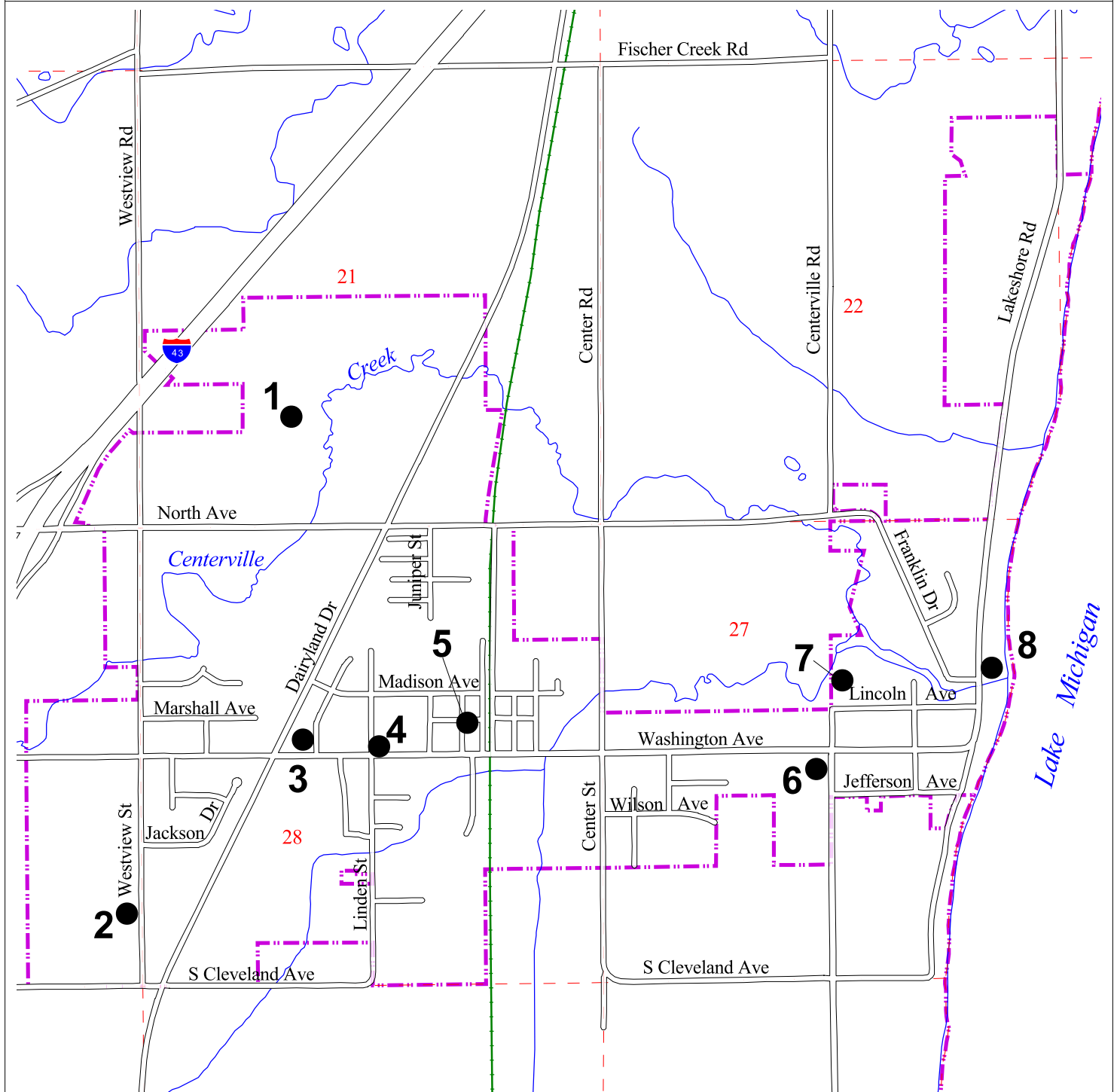
This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

Source: Town of Centerville; Village of Cleveland; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

Public and Community Facilities

Map 9.2

Village of Cleveland Manitowoc County, Wisconsin



1000 0 1000 Feet

This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

Source: Village of Cleveland; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

- | | |
|---------------------------------|---------------------------------|
| 1 - Lakeshore Technical College | 5 - Post Office |
| 2 - St. Wendell Cemetery | 6 - Cleveland Elementary School |
| 3 - Fire Department | 7 - St. George Cemetery |
| 4 - Cleveland Village Hall | 8 - Public Works Department |

Base Map Features

- Village of Cleveland Boundary
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

CHAPTER 10 INTERGOVERNMENTAL COOPERATION

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Chapter 10 - INTERGOVERNMENTAL COOPERATION

INTRODUCTION

The Intergovernmental Cooperation chapter of the *Village of Cleveland's 20-Year Comprehensive Plan* examines the working relationship the village maintains with the Town of Centerville; Manitowoc County and its various departments; Sheboygan Area School District; Lakeshore Technical College; Regional Planning Commission; and the state and federal governments.

This chapter stresses the importance of Cleveland working cooperatively with neighboring jurisdictions by identifying existing or potential conflicts; communicating visions; and coordinating plans, policies and programs. These joint efforts will lead to accomplishing goals of mutual interest and promoting consistency between planning efforts. An inventory of formal intergovernmental agreements, shared resources, and consolidated services are also discussed.

EXISTING INTERGOVERNMENTAL ACTIVITIES

Adjacent Governmental Units

The Village of Cleveland is bordered by the Town of Centerville on the north, west, and south sides and Lake Michigan on the east side.

Relationship

The village enjoys a good overall working relationship with the Town of Centerville and Manitowoc County. Cleveland and Centerville are building a stronger working relationship through this joint planning effort to better preserve farmland and natural features that comprise the area's rural character by communicating development plans along the village's municipal border.

Since the Village of Cleveland is encompassed by the town, the village's municipal boundary may very well change from time-to-time due to annexations. As a result, boundary disputes are possible.

Siting Public Facilities

The village's Municipal Building houses the Village Hall, Police Department, Public Works and other administrative offices. The current building is utilized primarily for administration and village meetings. Municipal Court is held once per month at the Village Hall. Maintenance for Cleveland's roads is provided by the Cleveland Public Works Department. Police protection for the village is provided by the Cleveland Police Department with a mutual aid agreement with the Manitowoc County Sheriff's Department, and fire protection is provided by the Cleveland Fire Department. The Cleveland Fire Department purchased a larger building in early 2006. Emergency services are provided by Cleveland's First Responders and ambulance service is provided by the City of Manitowoc. The Village of Cleveland is covered through Manitowoc County's Emergency Management Plan. The Village of Cleveland is located within the Sheboygan Area School District. The Cleveland Elementary School serves the Town of Mosel (Sheboygan County), the Town of Centerville, and Village of Cleveland in Manitowoc County. The Village of Cleveland is part of the Lakeshore Technical College (LTC) District of The

Wisconsin Technical College System. There is no community library in Cleveland. Library facilities are available at Lakeshore Technical College, Cleveland Elementary School, and the Kiel Public Library, Sheboygan Public Library, and the Manitowoc Public Library.

Sharing Public Services

The Village of Cleveland has several agreements with the neighboring communities and Manitowoc County regarding the delivery of public services. The police department has a mutual aid agreement with the Manitowoc County Sheriff's Department. That agreement is reviewed and renewed on an annual basis. The Manitowoc County Sheriff's Department also maintains a jail facility in the City of Manitowoc. The village's fire department serves the Town of Centerville and portions of the Town of Meeme (Sheboygan County). Ambulance service is provided by the City of Manitowoc and emergency services by the Cleveland First Responders.

School Districts

The Village of Cleveland is located within the Sheboygan Area School District. The Cleveland Elementary School is one of the district's 12 elementary schools that serves the Town of Mosel (Sheboygan County), the Town of Centerville, and Village of Cleveland. The Village of Cleveland is part of the Lakeshore Technical College (LTC) District of The Wisconsin Technical College System.

Relationship

The village's relationship with Lakeshore Technical College is considered very solid. In addition, the village has a good working relationship with the Sheboygan Area School District and the Cleveland Elementary School. Village residents are able to provide input on school activities, future development projects, etc.

Siting and Expansion of School Facilities

The siting of any new school facilities or the expansion of existing services is primarily conducted by the individual school districts, but the residents of Cleveland do have an opportunity to provide input and comments on these projects.

Sharing School Facilities

The village has no formal agreement with the school districts for shared use of school facilities or services. However, the schools have libraries, meeting rooms, and recreational facilities that are utilized by the public.

County

The Village of Cleveland and Manitowoc County continue to maintain a good relationship with each other fostering general agreements and mutual respect. The village is included within the county's Park and Recreation Plan as well the Farmland Preservation Plan. The Village of Cleveland is covered through Manitowoc County's Emergency Management Plan. The Cleveland Police Department has a mutual aid agreement with the Manitowoc County Sheriff's Department. The Cleveland First Responders are supported by the City of Manitowoc Fire Department.

Region

Manitowoc County, including the Village of Cleveland, is a member of the Bay-Lake Regional Planning Commission (BLRPC). The BLRPC has a positive working relationship with the

village. The Commission has prepared several reports for the village over the past 20 years including three park plans and lakeshore development plan.

State

The village's relationship with the State of Wisconsin primarily centers on issues related to transportation (WisDOT) and natural resources with the WDNR owning several conservation areas within the village and its planning area. Relationships with state agencies have been considered as limited.

INVENTORY OF PLANS AND AGREEMENTS UNDER S. 66.0301, S. 66.0307 OR S. 66.0309

Cooperative Boundary Plan

State Statutes 66.0301 and 66.0307 allow municipalities to enter into agreements regarding the location of municipal boundaries. The Cooperative Boundary Plan is any combination of cities, villages, and towns that may determine the boundary lines between themselves under a cooperative plan approved by the Wisconsin Department of Administration (WDOA). The cooperative plan must be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the territory covered by the plan which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or general welfare. Cooperative boundary plans cover at least a 10-year period. Additionally, Cooperative boundary agreements are a tool that could also be used for service sharing between local units of government.

At this time, the Village of Cleveland has not entered into a cooperative boundary plan with the Town of Centerville.

Extraterritorial Subdivision regulation

State Statutes allow an incorporated village or city to extend extraterritorial plat review over surrounding unincorporated areas. This helps cities or villages protect land uses near their boundaries from conflicting uses outside their limits. The extraterritorial area for the Village of Cleveland extends 1.5 miles into the Town of Centerville.

Extraterritorial Zoning

State Statutes allow an incorporated village or city to extend extra-territorial zoning over surrounding unincorporated areas. The extraterritorial area for the Village of Cleveland extends 1.5 miles into Centerville. However, extraterritorial zoning requires a joint effort between the town and the village to develop a plan for an area to be zoned. The extraterritorial zoning is then established according to the developed plan. Currently, extraterritorial zoning is not being administered by the Village of Cleveland.

INVENTORY OF EXISTING OR POTENTIAL CONFLICTS

The following is a listing of existing or potential conflicts facing the Village of Cleveland, Town of Centerville and surrounding government jurisdictions. The list was generated on September 18, 2006 during an Intergovernmental Cooperation Workshop with the village, Town of Centerville, Manitowoc County, state departments, and other interested participants. Additional issues not mentioned during the Intergovernmental Cooperation Workshop are listed in Appendix K.

- Border buffer review
- Land annexed from township to village
- Development west of I-43 for commercial or industrial
- Potential recreation trail along old rail line
- Advantage of I-43 as a good transportation route
- Housing needs for elderly and handicapped
- Subdivision designs with no through streets: i.e. cul-de-sacs and dead ends
- Bike path/lane along CTH LS
- Village utilities not able to handle growth
- Clinic to locate locally for residents to use especially older adults. To increase pharmacy service. Problem with insurance plans and coverage.
- Construct village-wide trail system in the near future
- Creation of a park and ride
- Urban development in township that doesn't fit-diminishing the rural character
- Environmental concerns along lakeshore
- Respect for agriculture is mutual between town and village
- Groundwater quality
- Identify bike/pedestrian needs of the village and plan accordingly
- Maintain and improve on existing services agreements
- Manure spills adversely impacting waterways and Lake Michigan
- Parceling of residential lots along roads prohibit future subdivisions
- Plan for adequate elderly transportation
- Potential increase in traffic due to tourism such as Whistling Straits
- Lack of communication on planning issues between municipalities
- Reduction or elimination of odors from industry and farming operations
- Road quality when transitioning between village and town
- Services needed as village's expansion continues in the future. No 24 hr. police coverage in village. But village police department and emergency services does support county operations.
- Village has too much land designated commercial that could be residential

POSSIBLE RESOLUTIONS

The following is a list of possible solutions to address the existing or potential concerns and issues listed above. This list was also developed during the September 2006 intergovernmental workshop. Additional resolutions not mentioned during the Intergovernmental Cooperation Workshop are identified in Appendix J.

- More communication for development of border areas
- Cooperative development plans (i.e. accesses, roads, etc.)
- Change some of the commercial or business land to residential
- Cooperative zoning board between Town/Village
- Expected to provide more with less tax dollars – need to become more creative
- Good access to all residents and visible address markers
- Grid road system would allow for ease of access for emergency/protective services

- Village more cooperative with developers
- Joint plan review meetings
- Keep communication and cooperation open between village and town
- Village needs more residents to make better use of water and sewer treatment plants
- Loss of town land due to annexation – town should be compensated for loss of tax base
- Maintain lines of communication – local, county, state
- Adopt official mapping and keep current
- Organized fire numbers/visible
- Plan for trail before development occurs
- Area planning –more cell phone towers
- Regular meeting to discuss planning/development
- Review all regulations/ordinances to reflect “smart growth” plan
- Sharing between clerks
- Sharing of facilities and services
- Town/Village should stay involved with Sheboygan County’s trail earmark

CHAPTER 11
LAND USE CONTROLS AND INVENTORY

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Chapter 11 - LAND USE CONTROLS AND INVENTORY

INTRODUCTION

Preparing an existing land use (2005) inventory is necessary to identify all current types of land use within Cleveland. For the Village of Cleveland's comprehensive plan, it is important to determine any current land use patterns underway within the village. Collecting and analyzing the land use controls utilized at each level of government will provide an overview of the regulations used to make past land use decisions. Through the review of past land use trends and current land use controls, that information will be used as the foundation for creating the village's future land use plan (Chapter 2 of this document).

EXISTING LAND USE CONTROLS

Each of the land use controls (e.g., development plans, zoning ordinances, etc.) are noted and briefly discussed in this section. Individually and/or collectively, they may influence or restrict the location and type of development within many areas of the Village of Cleveland and its extraterritorial boundary. These controls should be reviewed periodically to ensure they promote and guide the village's future land use plan.

Planning Documents

Comprehensive Plans

This 20-Year Comprehensive Plan for the Village of Cleveland serves as an update to the Joint Land Use Plan completed in 2001 by Planning and Design Institute, Inc. for the Town of Centerville and Village of Cleveland. Map 11.1 is the land use plan approved in 2001. This planning document was also developed as a joint planning process with the Town of Centerville. Developments in the town can have a direct impact on the village's recommended land use. For this reason, the town's comprehensive plan should be reviewed periodically by the village and used to promote cooperative planning efforts.

In addition, the adjoining towns of Mosel, Herman, Meeme, and Newton have or will be completing comprehensive land use plans. The Town of Liberty has an adopted plan, but it is not Smart Growth compliant. These plans provide reference information on the future development/preservation intentions of these five communities. Any changes to existing land use occurring in these towns can have a direct impact on both Centerville's and Cleveland's recommended land use plans. For this reason, the intergovernmental cooperation element of this comprehensive plan is instrumental in providing an avenue for communication among these communities and may help limit conflicts during future land use decisions.

Farmland Preservation Plan

In 1977, Wisconsin's Farmland Preservation Act became law. The purpose of the law is to help local governments preserve farmland through local planning and zoning and by providing tax relief to farmers who participate.

The Manitowoc County Farmland Preservation Plan was updated in 2005 with attention given to land use changes resulting in urban growth and in farmland reduction, to alterations in facilities and services and to trends in the County's agricultural production. Several categories were established in the plan to accomplish the goal of preserving farmland and planned urban growth. These categories include:

Farmland Preservation-- The agricultural lands are areas which should be maintained in agricultural use. These areas include soils with high productivity potential, lands which have historically been in agricultural production and woodlands and wetlands which are an integral part of the farm operation.

Environmental Overlay-- The Environmental Overlay Area are areas that should not be developed at urban densities due to shoreline conservation, flooding, wetland conservation, wildlife habitats, unique aesthetic feature, etc.

Conservancy Area-- Includes public property, floodplains, wetlands and woodlands areas. Conservancy areas should be protected as development occurs by minimizing the loss of productive lands and natural vegetation to the extent possible.

Rural Non-Farm Development-- Rural non-farm areas include unincorporated villages, existing concentrations of rural non-farm housing outside of unincorporated villages and areas proposed to be developed with rural non-farm uses.

Urban Service Area-- Urban Service Areas are those areas adjacent to communities which are presently served with public water and/or sanitary sewer utilities.

Map 11.2 illustrates the farmland preservation categories for the Village of Cleveland's extraterritorial boundary. Refer to the Manitowoc County Farmland Preservation Plan for a more detailed explanation of categories to determine which areas are eligible for tax credits.

Park and Outdoor Recreation Plan

Manitowoc County has an adopted Park and Recreation Plan which meets the eligibility requirements for participation in Federal Land and Water Conservation Fund (LAWCON) grant program. LAWCON provides grants to assist in the provision of outdoor recreation facilities.

It is important for the village to have identified their planning initiatives within this park plan in order for park and recreation projects to be eligible for federal funding assistance.

Local Plans

The Village of Cleveland has undertaken the preparation of several plans during the past 25 years to guide the preservation and development activities within the village. Some of the plans were written jointly with the Town of Centerville. These following plans will be referenced, as appropriate, for the village's comprehensive plan.

1. *Waterfront Plan* prepared by the Bay-lake Regional Planning Commission in July 1985.
2. Project Plan for Tax Incremental Finance District No. 1 prepared Robert E. Lee and Associates in March 1996 and revised in June 1996.

3. *Veteran's Memorial Park-Park Site Master Plan* completed by Bay-Lake Regional Planning Commission in November 1996.
4. *Hika Bay Park and Dam Impoundment Area Park Site Master Plan* completed by Bay-Lake Regional Planning Commission in November 1996.
5. *Dairyland Park-Park Site Master Plan* completed by the Bay-Lake Regional Planning Commission in February 1997.
6. *Joint Land Use Plan: Town of Centerville and Village of Cleveland* completed by Planning and Design Institute, Inc. in May 2001.
7. *Neighborhood Plan* completed by Planning and Design Institute, Inc. in October 2001.
8. *Centerville Creek Stream and Floodplain Restoration* prepared by Inter-Fluve, Inc. in January 2002.

Land Use Regulations

Village Zoning Ordinance

The Village of Cleveland's Zoning Ordinances are in the village's Municipal Code. The purpose of these ordinances is to promote the health, safety, morals, prosperity, aesthetics, and general welfare of the village.

For detailed information on the village's zoning districts, regulations, restrictions, permitted uses including the village's zoning map, please consult the *Municipal Code of the Village of Cleveland, Wisconsin*.

The Wisconsin Comprehensive Planning legislation requires that all land use related actions (regulations, etc.) of local governmental units must be consistent with their adopted comprehensive plan. A portion of the village's zoning ordinance is intended to "... implement the community's comprehensive plan or plan components." As a result, the village's zoning ordinance shall be reviewed and updated to be made consistent with this adopted comprehensive plan, and any subsequent updates to this plan.

Ordinances

Subdivision Controls

The Subdivision Ordinance for the Village of Cleveland is contained in the village's Municipal Code. The purpose of this ordinance is to promote the public health, safety and general welfare of Cleveland. These regulations are designed to facilitate adequate provision for transportation, water, sewerage and other public requirements. The regulations are made with reasonable consideration to, among other things, maintain the character of the village with an intent of preserving the value of buildings placed upon land, providing the best possible environment for human habitation, and encouraging the most appropriate use of land throughout the village.

According to Wisconsin Statutes 236.45 (3), the Village of Cleveland may also use the Subdivision Ordinance to exercise its right to regulate the division or subdivision of land within its 1.5 mile extraterritorial boundary.

In addition to the village's Zoning Ordinances, its Subdivision Ordinance shall also be reviewed and updated to be made consistent with this Comprehensive Plan, and any subsequent updates to this plan.

Refer to the *Municipal Code of the Village of Cleveland* for more information on the village's subdivision and platting ordinance.

Floodplain Ordinance

The Manitowoc County Floodplain Zoning ordinance was adopted in April 1992. The ordinance was adopted pursuant to Wis. Stats. 59.57, 59.971, 59.99, and 87.30. The general purpose of the ordinance is to regulate development in the flood hazard areas to protect life, health and property. The ordinance established three zoning districts: (1) the floodway district which consists of the channel of a river or stream and those portions of the floodplain adjoining the channel required to carry the regional flood (the regional flood is defined to be representative of large floods known to have occurred in Wisconsin or which may be expected to occur on a particular lake, river or stream once in every 100 years); (2) the floodfringe district consists of that portion of the floodplain between the regional flood limits and the floodway; and (3) the general floodplain district consisting of all areas that have or may be hereafter covered by the floodway and floodfringe district.

Structures intended for human habitation are not permitted in the floodway. Uses permitted in the floodfringe district are structures, land uses, or development that meet the standards of the ordinance and are not prohibited by the ordinance or any other ordinance or other local, state, or federal regulation. Uses in the general floodplain are determined by whether or not the proposed uses are located in the floodway or floodfringe area.

The boundary of the floodplain districts (Map 5.7) includes the floodway, floodfringe, and other floodplain districts, and any areas designated as floodplains on the Federal Emergency Management Agency (FEMA) Flood Insurance Map (FIRM) from 1980.

Shoreland-Wetland Ordinances

The Village of Cleveland has Shoreland-Wetland Ordinances. For properties annexed to the village prior to April 12, 1994, the village uses the Manitowoc County Shoreland ordinance that was adopted March 1992. These ordinances were adopted pursuant to Wis. Stats. 59.57, 59.971, 87.30, and 144.26. The ordinances recognizes that the uncontrolled use of shorelands and pollution of navigable waters of Manitowoc County would adversely affect the public health, safety, convenience and general welfare of the residents, plus curtail the growth of the village's tax base. The ordinances state that the legislature of Wisconsin has delegated the responsibilities to the counties to further the maintenance of safe and healthful conditions; to prevent and control water pollution; protect spawning grounds, fish and aquatic life; control building sites, placement of structures and land uses; and to preserve shore cover and natural beauty. The ordinances regulate all lands that are:

- a) Within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages, and

- b) Within 300 feet of the ordinary high water mark of navigable rivers or streams or to the landward side of the floodplain which ever is greater.

For more detailed information regarding regulations, setbacks, excavating, etc. within shoreland areas, refer to the village's and county's Shoreland-Wetland Ordinances.

Private Sewage System Ordinance

The ordinance regulates septic systems, holding tanks, mound systems, privies, and other alternative sewage systems. The ordinance requires a sanitary permit from the county for any private sewage systems. No person shall install, perform work on, or reconnect a structure to a private sewage system unless the owner of the property holds a valid sanitary permit. This ordinance was last updated in 2000.

Official Map

An official map is intended to implement a town, village, or city master plan for streets, highways, parkways, parks and playgrounds, and drainageways. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use. The Village of Cleveland does not maintain an Official Map.

Erosion Control Plan

Under s. 92.10, Wis. Stats., those counties that are designated as priority counties by the Department of Agriculture, Trade and Consumer Protection (DATCP) must prepare and adopt erosion control plans. The county land conservation committee prepares plans to conserve long-term soil productivity, protect the quality of related natural resources, enhance water quality and focus on severe soil erosion problems.

CURRENT LAND USE INVENTORY

Planning Area

Of the approximate 17,157 acres that comprise the Village of Cleveland's total planning area, 14,473 acres, or 84 percent of the area is undeveloped (Table 11.1). When taking into consideration the entire planning area, the vast majority of the undeveloped acreage consists of croplands or pastures.

For the village only, there are a total of 1,266 acres of which 614 acres (48 percent) is already developed. Single family residential covers nearly 227 acres of the developed land or 40 percent. Other natural areas (263 acres) comprise the largest undeveloped area within the village. In comparison, 255 acres or 39 percent is croplands and pastures.

Land Use Types and Amount

A detailed field inventory of land uses in the Village of Cleveland with the 1.5 mile extraterritorial boundary was completed by the Bay-Lake Regional Planning Commission in 2005. Map 11.3 displays the land use within the village and Map 11.4 illustrates the land use for the village with the 1.5 mile planning area.

The following list of land use categories is based on a methodology created by the Bay-Lake Regional Planning Commission for conducting land use inventory only. This list is *not* intended to create specific definitions for regulatory purposes.

Residential--Use of land for non-transient-occupant dwelling units, both transportable and permanent structures. Uses are broken into the following subcategories: *Single Family, Two Family, Multi-Family, Mobile Home* and *Group Quarters*.

Commercial--Use of land for retail sales or trade of goods and/or services, including enclosed participatory sports, lodging, and commercial head offices.

Industrial--Use of land for fabrication of products, for wholesaling of products, for long-term storage of products and for extraction (mining) or transformation of materials.

Transportation-- Use of land corridors for the movement of people or materials, including related terminals and parking facilities. Uses include motor vehicle, air, marine, rail and non-motorized-related transportation.

Communication/Utilities--Use of land for generation, processing, and/or transmission of electronic communication or of water, electricity, petroleum or other transmittable products, and for the disposal, waste processing and/or recycling of by-products.

Institutional/Governmental Facilities--Use of land for public and private facilities for education, health, or assembly; for cemeteries and related facilities; and for all government facilities used for administration or safety except public utilities and areas of outdoor recreation.

Outdoor Recreation--Use of land for out-of-doors sports and general recreation facilities, for camping or picnicking facilities, for nature exhibits, and for the preservation or protection of historical and other cultural amenities.

Agriculture/Silviculture--Use of land for growth or husbandry of plants and animals and their products and for associated facilities such as sheds, silos and other farm structures. This category also includes the cropland and pasture areas where the land is primarily used for the cultivation of plants in addition to grasses for grazing.

Natural Areas--Water areas; land used primarily in a natural state for their natural functions including wetlands, grasslands and prairies, and woodlands; land undergoing change from natural areas to another land use; and conservancy areas.

Other Natural Areas--Wetlands, grassland/prairies, and woodlands not categorized elsewhere.

Water--Open water areas, including natural and impounded lakes and streams.

A breakdown of the land uses and acreages is shown on Table 11.1. Appendix L contains the Village of Cleveland's detailed land use calculations.

Table 11.1: 2005 Land Use, Village of Cleveland

Land Use Type	Village Total (Acres)	Planning Area Total* (Acres)	Developed Village Land (Percent)	Total Village Land (Percent)
DEVELOPED				
Residential	246.5	446.7	40.13	19.46
Single Family	226.6	424.4	36.90	17.89
Two Family	6.0	6.0	0.98	0.48
Multi-Family	3.3	3.3	0.53	0.26
Mobile Homes	10.4	10.4	1.69	0.82
Vacant Residential	0.2	2.6	0.03	0.02
Commercial	58.1	85.7	9.46	4.59
Industrial	8.2	8.4	1.34	0.65
Transportation	103.2	818.6	16.80	8.15
Communications/Utilities	7.7	8.2	1.25	0.61
Institutional/Governmental	155.0	160.6	25.23	12.24
Recreational	26.4	184.3	4.30	2.09
Agricultural Structures	9.0	357.0	1.47	0.71
Total Developed Acres	614.1	2,069.5	100.00	48.50
UNDEVELOPED				
Croplands/Pasture	255.2	10,783.4	39.14	20.16
Woodlands	133.7	1,865.4	20.51	10.56
Other Natural Areas	263.1	1,773.4	40.35	20.78
Water Features	-	51.0	-	-
Total Undeveloped Acres	652.1	14,473.2	100.00	51.50
Total Land Area	1,266.2	17,156.7		100.00

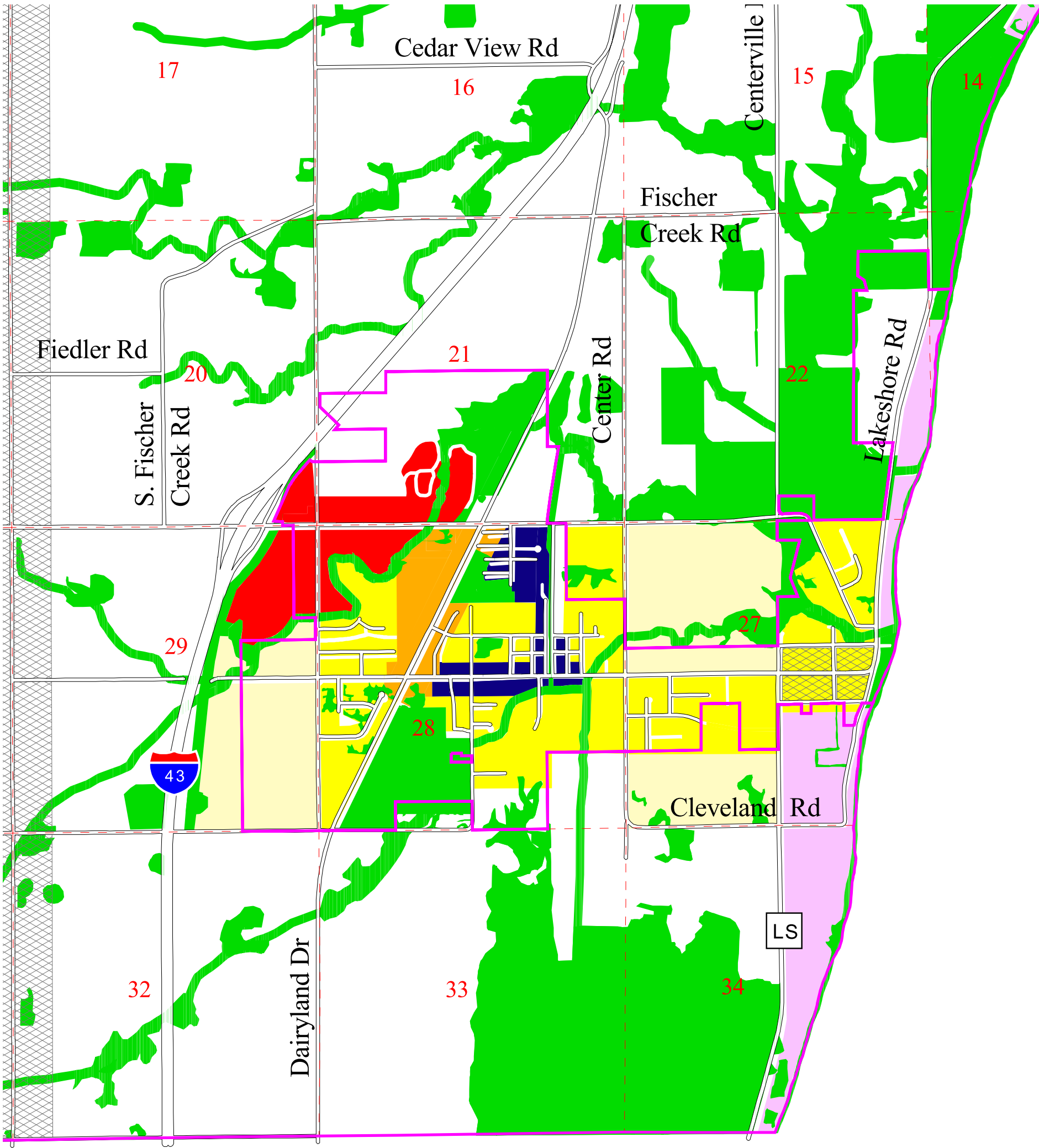
Source: Bay-Lake Regional Planning Commission, 2006.

* Planning Area Total also includes Village Total

2001 Land Use Map

Village of Cleveland Planning Area

Manitowoc County, Wisconsin

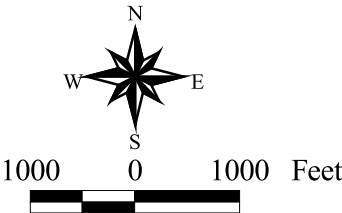


- Village Center
- Roadside Mixed-Use
- Neighborhood Mixed-Use
- Neighborhood Residential
- Open Space Residential

- Shoreline Residential
- Agricultural Preservation/
Rural Residential
- Environmental Preserve
- Historic Overlay

Base Map Features

- Village of Cleveland Boundary
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

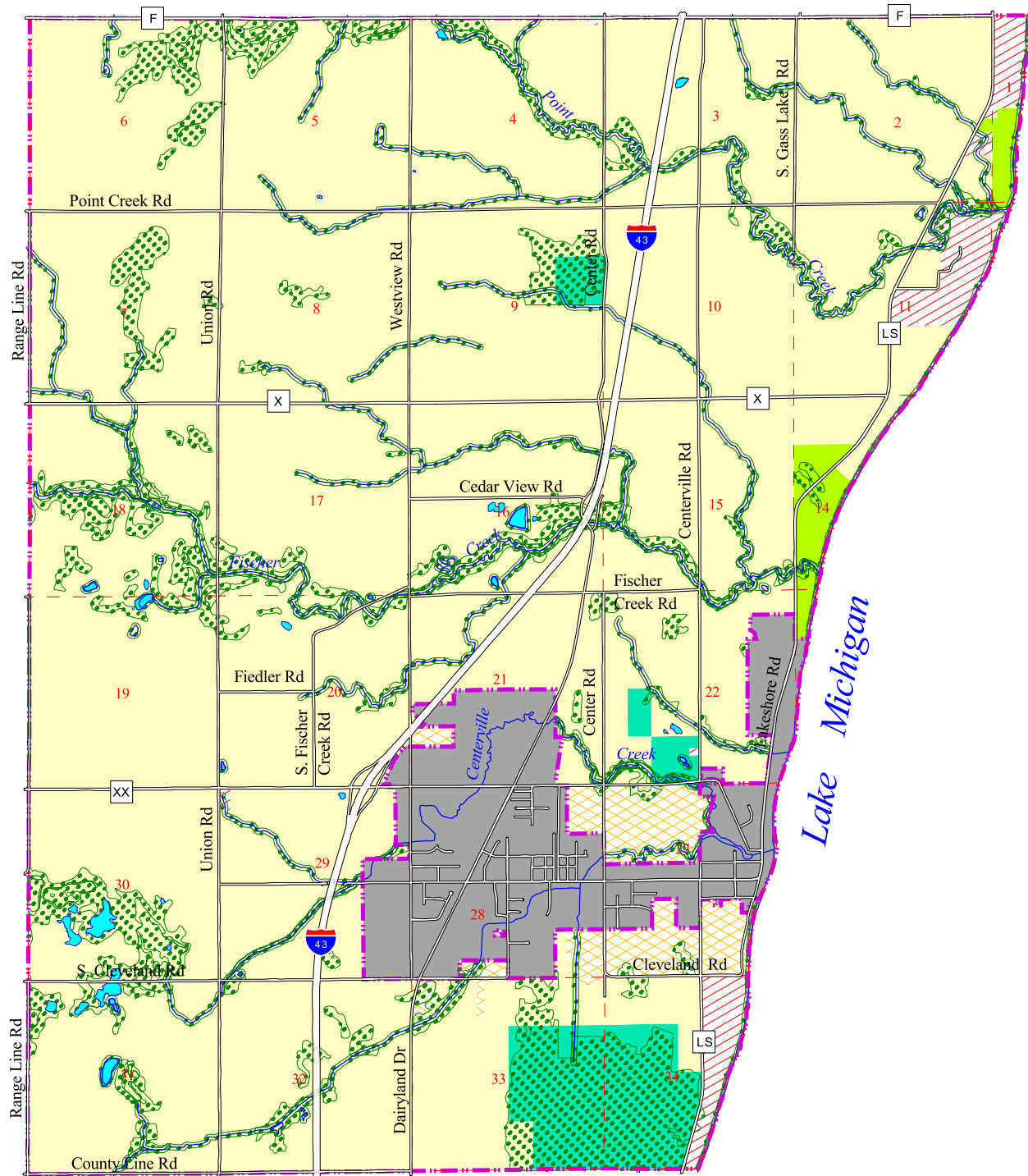


This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.
Source: PDI, 2001; Village of Cleveland; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

Farmland Preservation Plan

Map 11.2

Town of Centerville Manitowoc County, Wisconsin



2000 0 2000 Feet

- Conservancy Area
- Environmental Overlay Area
- Farmland Preservation Area

- Public Property
- Incorporated Area

Excluded Areas

- Rural Non-Farm Development
- Urban Service Area

Base Map Features

- Village of Cleveland Boundary
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

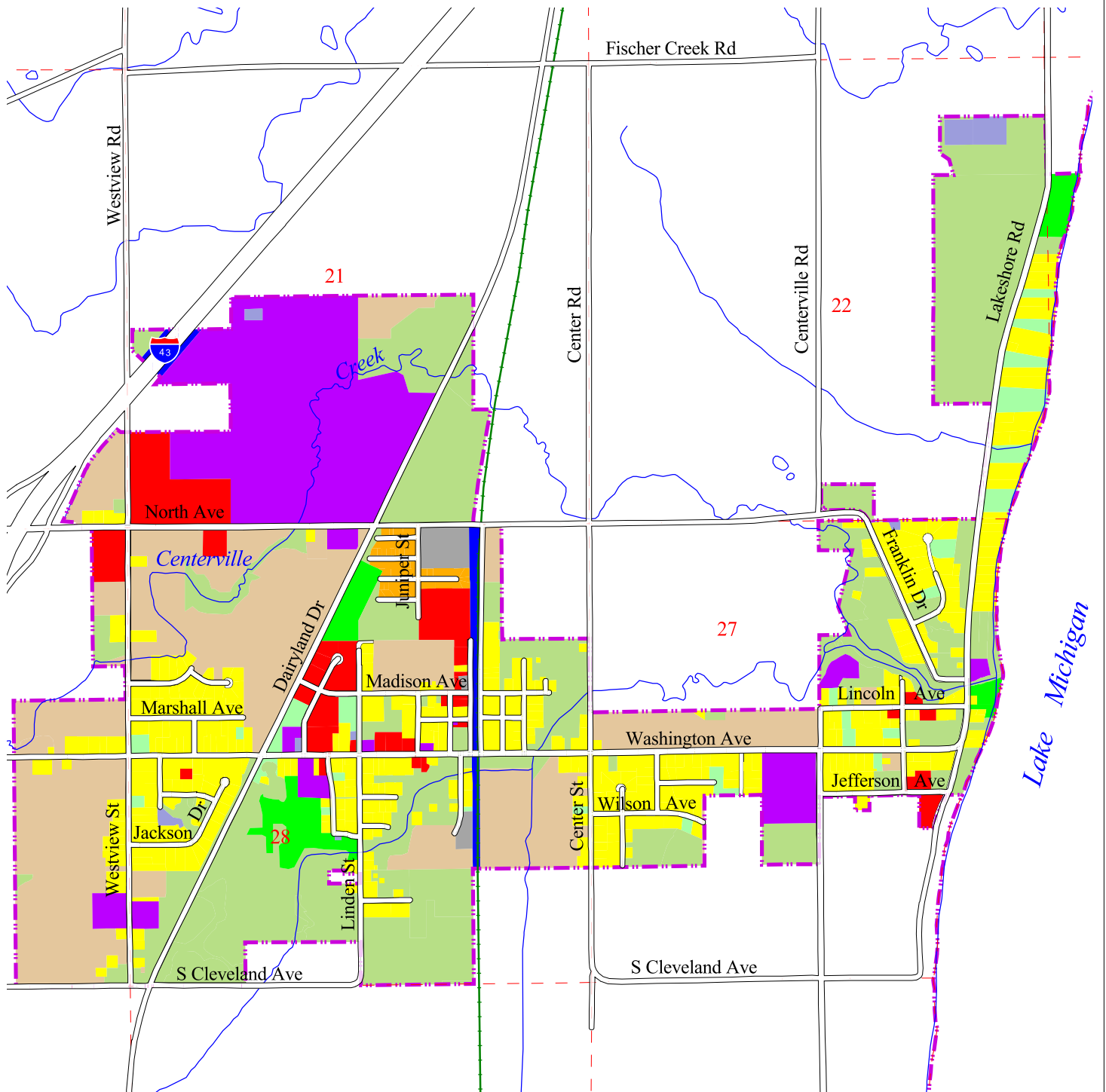
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Source: Town of Centerville; Village of Cleveland; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

2005 Land Use

Village of Cleveland

Manitowoc County, Wisconsin

Map 11.3



1000 0 1000 Feet

- | | |
|--------------------------|----------------------------|
| Residential | Governmental/Institutional |
| Mobile Homes | Parks and Recreation |
| Commercial | Open Space/Fallow Fields |
| Industrial | Agricultural |
| Roads | Water Features |
| Transportation | Woodlands/Natural Areas |
| Communications/Utilities | |

Base Map Features

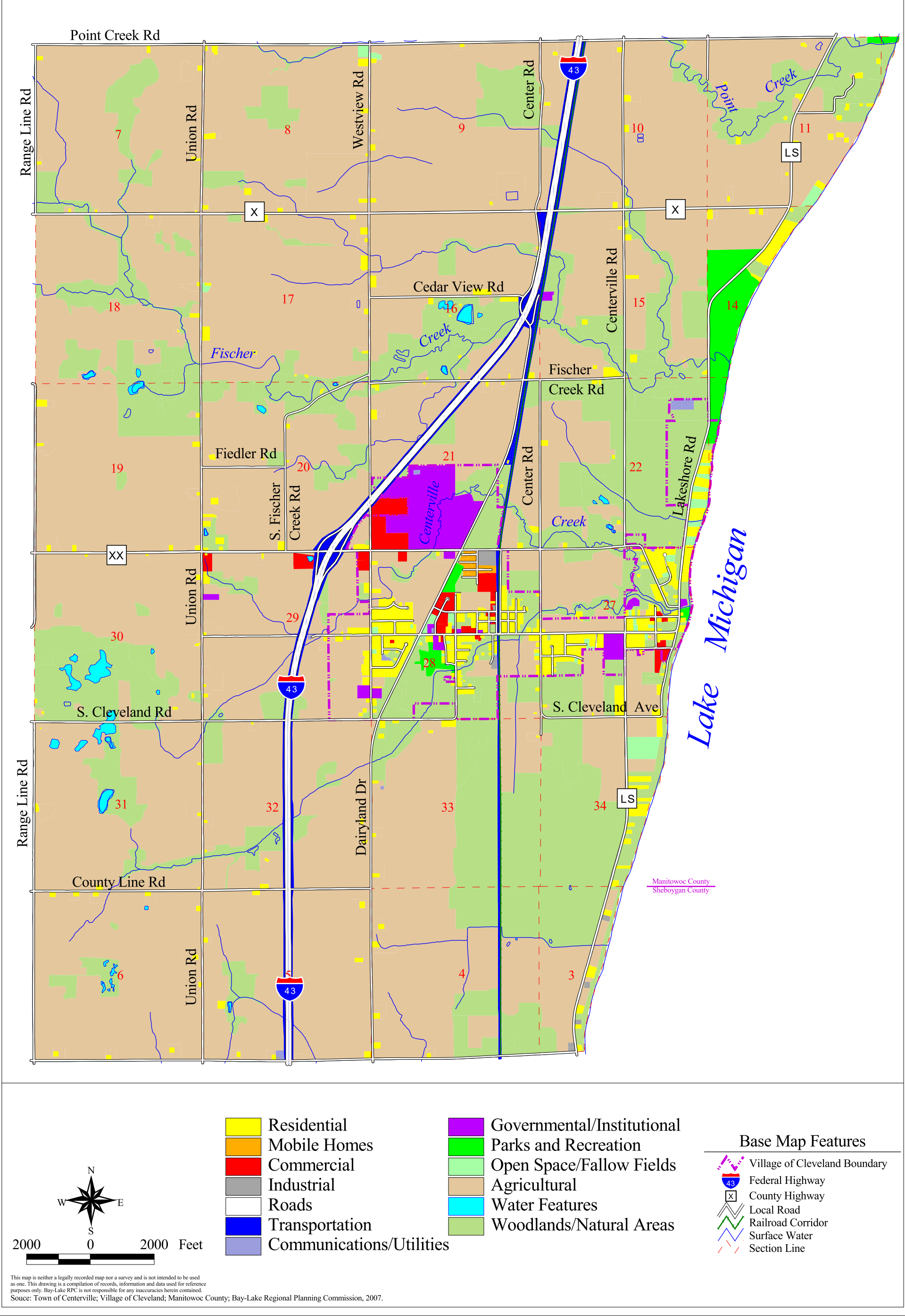
- Village of Cleveland Boundary
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.
Source: Village of Cleveland; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

2005 Land Use

Village of Cleveland Planning Area

Manitowoc County, Wisconsin





Appendices

Appendix A

Procedures for Public Participation

Appendix B

2005 Visioning Results

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Appendix D

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Economic Development Programs and Resources

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Transportation Programs and Resources

Appendix K

Intergovernmental Cooperation

Appendix L

Land Use Inventory Codes and Acreages

Appendix A
PROCEDURES FOR PUBLIC PARTICIPATION

VILLAGE OF CLEVELAND
Manitowoc County
COMPREHENSIVE PLAN
“WRITTEN PROCEDURES TO FOSTER PUBLIC PARTICIPATION”

PURPOSE

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

SMART GROWTH COMMISSION, VILLAGE PLAN COMMISSION AND COMMITTEE MEETINGS

The Cleveland/Centerville Smart Growth Commission and Village of Cleveland Plan Commission will develop and review the comprehensive plan. Village of Cleveland Plan Commission will adopt the plan by resolution and petition the Village Board to adopt the plan by ordinance.

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

COMMUNITY VISIONING AND NOMINAL GROUP EXERCISES

The Village will conduct a visioning exercise and be a participant in a nominal group exercise as part of the preparation of the Village of Cleveland Comprehensive Plan and any subsequent updates to the plan as appropriate. The results of the Visioning Exercise and Nominal Group session will guide the Smart Growth Commission, Plan Commission and Village in developing the comprehensive plan and each of its components. Additional issues identified throughout the planning process will also be incorporated into the plan. Residents are encouraged to participate at each of these exercises and throughout the planning process.

OPEN HOUSES

A minimum of two (2) “Open Houses” shall be held during the development of the comprehensive plan in order to present information regarding the comprehensive plan and to obtain public comment. One open house shall be held at the “midway” point to present background information, and the second open house will be held near the end of the planning process to present the plan prior to the required public hearing. The open houses shall be noticed in a local newspaper. In addition, the open houses will be noticed and posted in three locations by the Village Clerk-Treasurer. The open houses will provide the public with an opportunity to review and comment on work that has been accomplished by the Smart Growth Commission, Village Plan Commission and the Bay-Lake Regional Planning Commission.

PUBLIC ACCESS AND PUBLIC COMMENT ON DRAFT DOCUMENT

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

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

PLAN COMMISSION ADOPTION OF PLAN BY RESOLUTION

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

DISTRIBUTION OF THE RECOMMENDED AND ADOPTED PLANS

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

1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
2. The Clerk of every local governmental unit that is adjacent to the local governmental unit which is the subject of the plan.
3. The Wisconsin Land Council
4. The Wisconsin Department of Administration
5. The Bay-Lake Regional Planning Commission
6. The public library that serves the Village of Cleveland.

ADOPTION OF COMPREHENSIVE PLAN BY VILLAGE BOARD

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

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

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

ADDITIONAL STEPS FOR PUBLIC PARTICIPATION

WEBSITE ACCESS

Information to gain additional public participation and understanding of the Comprehensive Plans and the process of their development and adoption will be posted on the Bay-Lake RPC and Village websites.

ADDITIONAL STEPS FOR PUBLIC PARTICIPATION

Supplementary methods to gain additional public participation could include informational memos, postcards, letters, posters or fliers.

STATE STATUTES

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

AMENDMENTS

The Village Board may amend these procedures from time to time.

Appendix B
2005 VISIONING RESULTS

VISIONING SURVEY RESULTS

This is your chance to realistically describe the Village of Cleveland as you would like to see it in the year 2030.

Imagine if you left the Village for 10-20 years and then returned, what would you hope to see?

Please provide input under each of the categories listed below based on what you would visualize as their future status within the Village of Cleveland.

*** The use of bullet phrases is recommended – e.g., “Clean Industry”, “Good Roads”, etc. ***

Natural Resources/Cultural & Historic Resources

- Centerville Dam restoration
- Historic district-Hika
- Clean waterways and lake
- Dairyland Park enhanced
- Hika neighborhood
- Green buffer
- Expanded Cleveland swamp
- More lakeshore preserved
- Maintain/improve clean water
- Clean up Lake Michigan shore of waste, growth
- Trail systems
- Fishing ponds for young kids
- Preserve older buildings
- Clean up stream areas
- Fischer Cr. Park – keep nat.
- Hika Park – clean beach
- Hika area – keep historic
- Keep green space/areas
- Hika Park being expanded using the property to the north of Public Works
- Ken Kultgen’s woods being preserved and having a walking trail
- Former impoundment area being cleaned up (dredged) and a fishery established
- Areas of Lincoln Ave. are in a historic district
- Lakefront park developed
- Architectural review
- Clean lake
- Create a (place) space for historical displays (pictures-farm impenens-clothing-land survey)
- Preserve Fischer Creek Park
- Preserve historical homes
- Expand Hika Park
- Protect the open skies

- Village “square” on Washington Ave.
- Hika a designated historical district
- Trail system connecting parks
- Bandshell/indoor-outdoor public meeting place
- Area SW of Fischer Creek Park added to park
- Bike/walking lanes on lakeshore and Washington
- Commitment to clean the beaches
- The dam should be rebuilt and made as a hydro-electric plant
- Open space
- Clean beaches
- Allow wind lawns
- Lakefront kept natural
- Maintain historic Hika
- Clean water
- Swimmable beaches
- Reserved green space
- Preserve/restore old buildings and research histories of them; solicit contributions, etc.
- Preserve lake front properties for the public
- Fight pollution of water and land
- A clean Lake Michigan for swimming and boating
- Make Hutter Farm a destination for tourists
- Clean up Fischer and Point Creeks!
- Replace poor land tiles
- Monitor wells and holding tank
- Clean lake front
- Good roads
- Fix railroad tracks, especially North Avenue
- Maintain Fischer Creek
- Clean up the lake!!
- Preservation of natural resources should be a No. 1 priority
- More trees!
- Would like to see landmarks spared
- Perhaps a small theater for movies centrally located within biking or walking distance
- Playground equipment and Hike Bay Park
- Pier at Hika for pedestrians
- Clean lake water
- Clean air
- Walking trails
- Better use of the lake front
- Algae free beaches
- Pollution free beaches
- Streams that are clean – measured by return of fish
- “Museum” of Cleveland to include Hika, Cleveland, etc.
- Improve landing at Hika Bay
- More natural habitat

Land Planning & Development (i.e., zoning, lot sizes, densities, clustering, etc.)

- Cluster zoning
- Historic district
- Ample lot sizes
- Compact development
- Town/village agreement
- Conservation subdivisions
- Non-motorized trails
- Min. ½ acre lot subdivisions, green space within sub'd
- Keep lot sizes large enough
- Keep storage buildings in certain areas
- Cluster housing with green space
- Not too small lots
- No building like on L.S.
- No more trailer parks
- More appealing Main Street
- Strict regs. on existing lots. No junk-maintain yards
- No sidewalks-rural comm.
- Expand existing zoning to include cluster development
- Zoning to preserve green areas
- Sympathetic infill
- Clev will grow S
- Clustering with landscaping area including holding ponds for collecting runoff which contains herbicides pesticides-fertilizer-before it runs into the lake
- Avoid over building
- Protect conservation areas
- Avoid large homes on small lots
- Light pollution
- "Cluster" development
- Flexible zoning through use of conditional use to retain rural character
- Small lot size with tracts of open space
- Get rid of hideous land uses on edges of Cleveland
- Retain rural character
- No commercial west of I-43
- Use lakeshore to attract tourists and business and housing
- Larger Cleveland borders-further residential dev.-annexed
- Farm field should integrate
- Wind Farming w/community support
- Cluster w/open agricultural
- Spaces
- No 7-acre yards
- Bedroom Community kept
- Larger lot sizes
- Less large apartment buildings with small/duplex housing

- We like the small town living and feel – keep it! If we want big city, we would move to a big city!
- Minimal commercial zoning
- More subdivisions but with space between them
- More owner choice for lot sizes
- Preserve wetlands
- Do not re-zone for “fly-by-night” developers
- More senior housing and assisted living quarters
- Don’t repeat poor zoning as one enters Cleveland on Lakeshore Drive from Sheboygan
- More public works buildings to water/treatment area
- Expand that park area to Hika Park with foot bridge
- Utilize the prime real estate in Hika Bay area that village bought
- Lot sizes – no subdivision of land sells less than 10 acres per sale (ex. If a farmer sells 60 acres, require each seller to purchase land in 10-acre increments)
- A well maintained buffer zone between residential and commercial property
- Maintained quiet residential community
- Maybe a complex for seniors surrounded by homes for seniors with pool and workout area so they don’t have to drive to places. Don’t know about sizes or lot densities – would depend on lay out or landscaping.
- More subdivisions
- Move junkyard
- Attract businesses
- Open up “Main Street” to the North (exists)
- A grocery store
- Limit subdivisions
- Not too “commercial”
- Cable available to all village homes
- Water and sewer available to all village homes
- No lots below 1/3 acre
- No more multi-family housing
- None – this is why I move here!

Commerce & Industry

- A few more small industry and businesses
- Banquet hall and small hotel/motel
- Retail development
- Additional light industry
- Provide local employment
- High tech
- Skilled industries
- “Neighborhood stores”
- Local products market
- Resort
- Light industry acquire
- Grocery store

- Hotel/motel complex
- Additional dining facilities
- Banquet hall facility
- LTC expansion
- Business to provide local employment
- Provide business in area that can survive and make a difference
- Encourage sm. Ind.
- Grocery store/liquor store
- Farmers market
- Laundry mat “clean”
- Keep ind. clusters
- Service industry near I-43
- Businesses related to golfing (restaurants, hotels, etc.) being built in Cleveland
- Mostly remaining a bedroom community
- Revitalized Stoltenbergs
- Encourage it
- Bring in a grocery store
- Food store
- Coffee house
- Retail destinations-art gallery, etc.
- Use natural resources, quality of life to attract commerce
- Car wash
- Farm market
- Develop Wash. Ave. as a “Main St.” with retail stores and businesses
- Emulate Sheb. Falls in design and aesthetics
- All businesses built within the last ten years and forward should be required to install wind turbines or solar panels
- Clean, non-polluting industry
- Get a Woodman’s Store here
- Grocery store
- Small family owned businesses (like we have now)
- Another gas station
- Pizza place
- No big stores i.e., Wal-Mart
- More small businesses
- Greater promotion and growth of OLTC
- Encourage new industry – tax incentives
- Employ local residents
- Need a grocery/deli like Elkhart Lakes store
- A car wash
- A good dining restaurant
- Start organic farming vs. dairy farming for small farmer survival (WI #1 – organic production – Cleveland/Centerville has good soil for farming)
- Encourage small non-polluting industries to build here
- Small grocery store
- Gas station

- Build up/fix up old buildings to east of “Cleveland Heights” trailer park. (specialty shops, video store, liquor store, ice cream shop)
- A grocery store!
- Super markets
- Car wash
- No heavy industry
- No junk yards
- A supermarket
- Let small businesses in: pizza hut, Chinese food, German
- Perhaps a little bakery or coffee shop within each walk of senior center
- Perhaps old fashioned ice cream parlor
- Get businesses to move here
- Grocery store
- Drug store
- Car wash
- Supper club
- Gas station
- Small business
- Clean up existing business buildings
- Businesses connect all to LTC
- Medical Center
- Full service grocery store
- Another “restaurant”
- Grocery store
- Pharmacy
- Car wash
- Coffee house
- Grocery store
- No more apartment complexes
- Business development downtown
- Move rental store
- None

Community Services (i.e., schools, utilities, community facilities, emergency services)

- Continue elementary school K-5, more preschool classes
- Some full time positions with fire emergency
- Retain elementary school
- Volunteer fire department
- Safe village utilities (water and sewer)
- LTC meeting future needs
- Vets Park-community asset
- Growth within present utilities
- New village hall accessible to village residents usage
- Fire department (full time) P.T/and auxiliary group as well
- Continue senior center

- Keep elementary school advantage small town education
- Maintain fire/emergency ser.
- More public knowledge of utilities/water quality
- Grade school would be expanded to accommodate higher enrollments
- A new fire station
- County hwy may move
- Another water tower located at Dairyland Park
- Expansion of WWTP
- Specialty high school
- Comm center on Rutherford prp
- Encourage utilization of existing rail-tracks
- Maybe own ambulance
- In conjunction with the “Disaster Group” expand to create a group of women/men to assist temporarily “shut ins” with assistance
- Maintain connection to Sheboygan schools
- Support LTC
- Reduce noise from motorcycle traffic
- Reduce noise from car radios
- Retain Cleveland Elementary and add Middle School
- Strong fire and emergency
- Accessible public meeting place
- Retain strong policy – integrate Cleveland/Centerville Police Department
- Transportation for Sheboygan and Manitowoc for Seniors
- Pre-school program in Cleveland
- Good roads
- Dependable utilities
- Responsive public services including police, fire, emergency response, village public public services
- Boys & Girls Club
- Keep elementary school (no need for middle or high school – Sheboygan is fine)
- Maintain EMT, fire service – they do a great job!
- More economical water and sewer
- Continued police presence
- Keep village/county people involved in all of above
- Bring in speakers and motivators at meetings (PTC, etc.) of established committees, of Cleveland and Town of Centerville
- Combine fire rescue service with other
- Maintain elementary school if community growth warrants
- Enhance Main Street! (Paint or side commercial buildings – first impression to community Main Street poor)
- More officer/deputy presence for speed enforcement on LS and North Avenue
- Upgrade/update Cleveland Elementary
- Banquet facilities
- Doctor
- Police/fire/EMS No. 1 priority
- Paramedic Unit

- Schools K thru 8th
- Ice rink indoors
- Nice restaurant
- Move Fire Department to larger site
- Move dumping area from Hika Bay further in town
- Library
- Pay off the waste water treatment plant and lower sewer fees
- Protect community water sources from depletion by high capacity farm wells
- Keep local/small school
- More activities for Children Center
- Beach for swimming
- Another local phone company
- Library
- Catholic Church in town
- Library

Housing

- Additional subdivisions
- Controlled growth
- Trailer park reconfigured
- Single family residents
- Affordable housing
- Mixture of R-1, R-2
- Additional subdivisions little R-3
- Additional elderly/assisted living
- Quality apartment/condos
- Minimum square foot homes
- More condos being built
- Another senior housing complex
- Condominiums-low rise
- High-end cluster-Glenn prp and lakefront
- As industry expands, offer housing on a low cost-attractive base
- PSL available to every home without any increase in taxes
- Cluster type development
- Retain rural character
- Annex into Cleveland
- Flexible zoning – no curb and gutter
- Narrow street width
- Cul de sac design
- No more septic or maintenance
- Eliminate old septic
- Mix of owned/rental
- Enforcement of appearance standards
- Housing should be affordable, no McMansions
- Eliminate burn barrels and fire pits!

- No Trailer Park!
- Upscale neighborhoods
- Large lots
- Less apartment buildings
- More senior house
- Nursing home/assisted living
- More effort to draw students at LTC to local housing
- Senior housing
- Affordable housing
- Senior housing
- Single housing apartments for young
- Allow some small condo development
- More low income apartments
- No trailer parks
- Complex for seniors
- Less apartment complexes
- Who approved the bed and breakfast across from a junk yard lot?
- Keeping a “family” community
- No more apartment complexes
- No lots below 1/3 acre
- No more low-rent housing

Transportation/Roads & Highways

- Developed I-43 interchange
- Well maintained roads
- Trailer park overhaul
- Non-motorized trails
- Dairyland to a county highway
- Maintain roads
- All paved
- Maintain and improve roads
- R.R. converted to pedestrian trail
- Maintain/improve street condition
- Narrow, curvy roads
- No new cul-de-sacs
- Trail system thru village
- If rail remains a pipe-dream (for a while), negotiate with other towns in the area for a bus line to Milwaukee-Green Bay
- Consider bus to and from Sheboygan
- Consider bus to and from Manitowoc
- Incorporate toll roads to increase security and reduce traffic on L5 and Dairyland
- Line the streets with solar panels and see through plexi-glass
- No curb and gutter in new developments
- Narrow road width
- Trees and vegetation for rural character
- Walking/bike lanes

- Good roads
- Fix Dairyland Drive
- Restore rail service
- Rural feel kept
- Bike paths along main roads
- Up keep roads
- Public transportation to Sheboygan and Manitowoc
- Zero tolerance for potholes
- More sidewalks
- Well maintained
- Enough winter salting as necessary
- Maintain what we have
- Slow speed limit on North Avenue between railroad tracks east to Franklin Drive (ex. 45 mph to 35 mph)
- Discontinue 3-way stops at 4-way intersections (ex. Dairyland and North Avenue = stop signs only on east/west North Avenue)
- Great, well maintained roads
- Center of town needs an exit to North
- Build a pedestrian bridge over canal by the picnic area of Hika Bay
- Keep roads in good shape
- Speed bumps on S. Maple Street on all game days

Agriculture/Farming

- Environmentally safe
- Small farms
- Runoff controls
- Erosion controls
- Maintain rural ag. areas
- No factory farms
- Promote clean model farming (eliminate/regulate farm run off) and air quality
- Fewer, larger farms in the surrounding area
- Farmland being cut up into smaller hobby farms
- Encourage farmers to stay!
- Discourage industrial farming
- With so many people leaning toward “organic” foods, check for grants for farmers to expand in that direction
- Accountability for “super sized” farms
- Reduce run off
- Build huge glass domes like they have in Milwaukee and use as restaurants, but main purpose is to supply fresh food year
- Begin looking to build algae farms along Lake Michigan to produce hydrogen for cars of the future
- Grazing
- Organic
- No more than 3,000 AU's

- No field tiles
- No liquid manure spread on frozen ground
- Diverse, owner-occupied farms
- Artisan food production
- Local marketing of food produced here
- Limit factory farms
- Plow manure under application
- Keep the nice mix we have now!
- Not big factory farms
- Preserve fields, if feasible
- Limit contamination
- Preserve farm land
- Prevent huge farms
- Control run-offs
- Organic when possible
- Reduce chemicals on land
- Organic farming destination
- Organic cheese plant
- Build a year round organic food store for area use
- No more farm factories
- Encourage agriculture for small farms
- Seek out volunteers to pick up old tires, garbage, etc. along ditches in farm land
- Address erosion and odor problems on lakefront
- Work with “factory farms” to be better neighbors on both sides of discussion
- No large corporation. farms
- Family run farms
- More natural farms
- Keep an eye out for pollutants
- Encourage small farms
- No factory farms
- Keep farming a priority in community

Recreation

- Increased walking/recreation trails
- County bike path
- Village trail system
- Lakefront developed (Hika Park, Mill Pond and Michigan Shores)
- More hunting areas
- Silent sports
- Eco tourism
- Park improvements such as bathrooms
- Swimming pool-village
- Paved walking trails, biking trails!
- Keep and maintain parks – Vets, Athletics, Dairyland, Hika, Fischer Cr.

- Encourage/promote youth sports – baseball, softball, soccer, ice skating, lake fishing access and harbor, kids slides/rec. jungle gym
- Improved or possible new boat landing
- Dairyland Park developed to its potential
- Increased usage of park trail system
- A winning interest in baseball
- Lakefront park dev.
- Trail through village
- Soccer field at Dairyland
- RR track converted to trail
- Lake
- Children’s festival with arts and crafts
- Ice skating (as promised years ago)
- Curtaining jet skiing to certain hours of day
- Maximize Lakeshore vista
- Consider walking trails along the lake
- Consider bike paths
- Build permanent dock/marina at Hika Bay
- Groomed ski hills in Vets Park
- Lakefront tourism – clean up lake!
- Agri-tourism
- Get a good-yard rifle range
- Get an indoor pistol range
- Community pool
- Keep our wonderful parks and trails
- Bigger community festival
- More lake access for people who don’t live on it
- Youth activities
- If the water was clean, Hika Bay could promote sandy beaches, swimming, fishing (non-polluted) and boating on a nice bay inlet
- Build a par-3 golf course
- Playground equipment on lakefront
- Do something about Fischer Creek and Hika Bay – What is the scummy brown, stinky water? It’s hard to enjoy a day at the beach with a smell and the fear to put your kids in the lake if they wanted to – which they don’t now.
- Bike and walking trails
- Park and ice rink/indoor/outdoor
- Soccer field (i.e., sports complex for kids)
- Kids item at Hika Bay Park. Hika Bay Park is an underdeveloped lot spot. Put a jungle gym area, bit long pier, etc.
- Fishing pier at Hika Bay Park
- Lights at baseball field
- Petting zoo farm, pumpkin farm, apple farm (brings people in, they stop at restaurants, etc.)
- Move service buildings out of Hika Park and make it a “real” park
- Parks – up keep and updated equipment
- Recreation and entertainment building for all

- Boys & Girls Club
- Fitness classes at elementary school
- More sports for youth in village
- Teen club
- Frisbee golf course

Additional Comments

- We will still be a small bedroom community, unable to compete with large industry and super centers. We will have to cater to live in community with local recreation/activity.
- Cleveland is a fine community to live in. Great fire department-great first responders. Due to the influx of affluent newcomers, the land value has dramatically risen, affecting the retired on a fixed income in their property taxation-negatively!! “Peanuts” should have never been taxed out of his home.
- I do not feel qualified to sit on a sub-committee. I’ve only lived in Cleveland for a year. I would like to attend some meetings, however, and be involved in other ways.
- I moved to Cleveland because it was small, quiet, and has no massive sub-divisions. The rules on how I live and what I do are also less constrictive. If I wanted noise, sub-divisions, industry, and more people, I can move back to the city and save money on my sewer bill. I would rather have a small town with expensive sewer bills.
- This survey is a great start for comprehensive planning. I am filling this because I care for the future generations, I will be long gone but have great hope for the future of my beloved area.
- Question: Why do we build up areas by the highway for public use? We have a great lakeside opportunity that the village is ignoring.
- I moved to Cleveland because it was small, quiet and has no massive subdivisions. The rules on how I live and what I do are also less constrictive. If I wanted noise, subdivisions, industry and more people, I can move back to the city and save money on my sewer bill. I would rather have a small town with expensive sewer bills.
- This is a great start for comprehensive planning. I am filling this because I care for the future generations, I will be long gone but have great hope for the future of my beloved area.

Appendix C
2005 NOMINAL GROUP RESULTS

Village of Cleveland

Nominal Group Results

July 25, 2005

TOP 5 ISSUES

Preservation of natural resources (waterway buffers, lakeshore and open spaces)
 Need for service amenities (grocery, chiropractor, hotel & motel)
 Controlled and compatible development along village border
 Market Cleveland
 Housing for all income levels

Score	Issue
16	Preservation of natural resources (waterway buffers, lakeshore and open spaces)
15	Need for service amenities (grocery, chiropractor, hotel & motel)
12	Controlled and compatible development along village border
11	Market Cleveland
10	Housing for all income levels
9	Preserve small town atmosphere
8	Develop I-43 interchange
8	Maintain community parks and swimming pool
8	Maintaining grade school
7	Need light industrial to control utility
6	Maintain emergency services
6	Need to know contamination sources of beaches
6	Paved trail system within village limits
4	Develop more subdivision
4	Developing land where town and city meet
2	Boundary agreement with town
2	Creation of appropriate ordinances
1	Active community organizations
0	Build stronger partnership with Lakeshore Technical College
0	Cleanup environmental contaminated sites
0	Continue street improvements
0	Enforce zoning along Lakeshore Drive south of grade school
0	Great location
0	Improve boat launch at Hika Park
0	Improve commercial area around railroad tracks
0	Improve Dairyland Park facilities
0	Limit trailer parks
0	Preserve historic buildings
0	Railroad tracks disrupt traffic flow
0	Too much acreage per home
0	Tourism promotion association to lake

Appendix D
OPEN HOUSE COMMENTS

Open House Comments

Public Involvement was an important component in the preparation of the *Village of Cleveland 20-Year Comprehensive Plan Update*. Two Open Houses were held during the development of the plan to allow individuals to review the materials, provide comments, and ask questions of the Smart Growth Commission members and the Bay-Lake Regional Planning Commission staff.

Comments from first Open House held March 20, 2006.

19 people signed the attendance sheet. There were many more people in attendance than the 19 that signed in. **No written** comments were received at the first open house.

Comments from second Open House held January 29, 2007.

12 people signed the attendance sheet. There were many more people in attendance than the 12 that signed in. **One person** provided written comments at the second open house.

1. Comments on Open House, Displays, and Handouts:
-Nicely organized
2. Comments on Vision Statements:
-Thought contamination of beaches is paramount
3. Comments on Comprehensive Plan and General Plan Design:
-I'm surprised no mention of factory farms.
4. Comments on Display Strategies:
-Keep factory farms out!
5. Comments on the Planning Process and Related Topics:

Appendix E
THREATENED AND ENDANGERED SPECIES

Manitowoc County

Rare Species & Natural Communities List

The following list includes Manitowoc County's endangered resources (rare, threatened, or endangered species and high-quality natural communities) that have been recorded in the Wisconsin Natural Heritage Inventory (NHI), September 2005.

WATER (AQUATIC) OCCURRENCES

ANIMALS

- Elktoe
- Osprey
- Bloater
- Ellipse
- Monkeyface
- Redside Dace
- Piping Plover
- Redfin Shiner
- A Side-swimmer
- A Side-swimmer
- Lake Chubsucker
- Banded Killifish
- Great Blue Heron
- Greater Redhorse
- Northern Harrier
- Blanding's Turtle
- Wilson's Phalarope
- Red-shouldered Hawk
- Slippershell Mussel
- Four-toed Salamander
- Beach-dune Tiger Beetle
- Blanchard's Cricket Frog
- Black-crowned Night-heron
- Yellow-bellied Flycatcher

PLANTS

- Swamp-pink
- Shore Sedge
- Seaside Crowfoot
- Many-headed Sedge
- American Sea-rocket
- White Adder's-mouth
- Showy Lady's-slipper
- Variegated Horsetail
- Sticky False-asphodel
- Common Bog Arrow-grass
- Slender Bog Arrow-grass
- Slim-stem Small-reedgrass
- Northern Yellow Lady's-slipper

NATURAL COMMUNITIES

- Open Bog
- Emergent Marsh
- Hardwood Swamp
- Lake--Hard Bog
- Lake--Soft Bog
- Floodplain Forest
- Clay Seepage Bluff
- Interdunal Wetland
- Northern Wet Forest
- Northern Sedge Meadow
- Southern Sedge Meadow
- Lake--Deep, Hard, Seepage
- Northern Wet-mesic Forest
- Great Lakes Ridge and Swale

LAND (TERRESTRIAL) OCCURRENCES

ANIMALS

- Barn Owl
- Dickcissel
- Pigmy Shrew
- Black Striate
- A Noctuid Moth
- Hooded Warbler
- Tapered Vertigo
- Bat Hibernaculum
- Cerulean Warbler
- Cherrystone Drop
- Upland Sandpiper
- Henslow's Sparrow
- Acadian Flycatcher
- Western Meadowlark
- Grasshopper Sparrow
- Phyllira Tiger Moth
- Red-headed Woodpecker
- Northern Ringneck Snake
- Transparent Vitrine Snail
- Black-throated Blue Warbler
- Midwest Pleistocene Vertigo

PLANTS

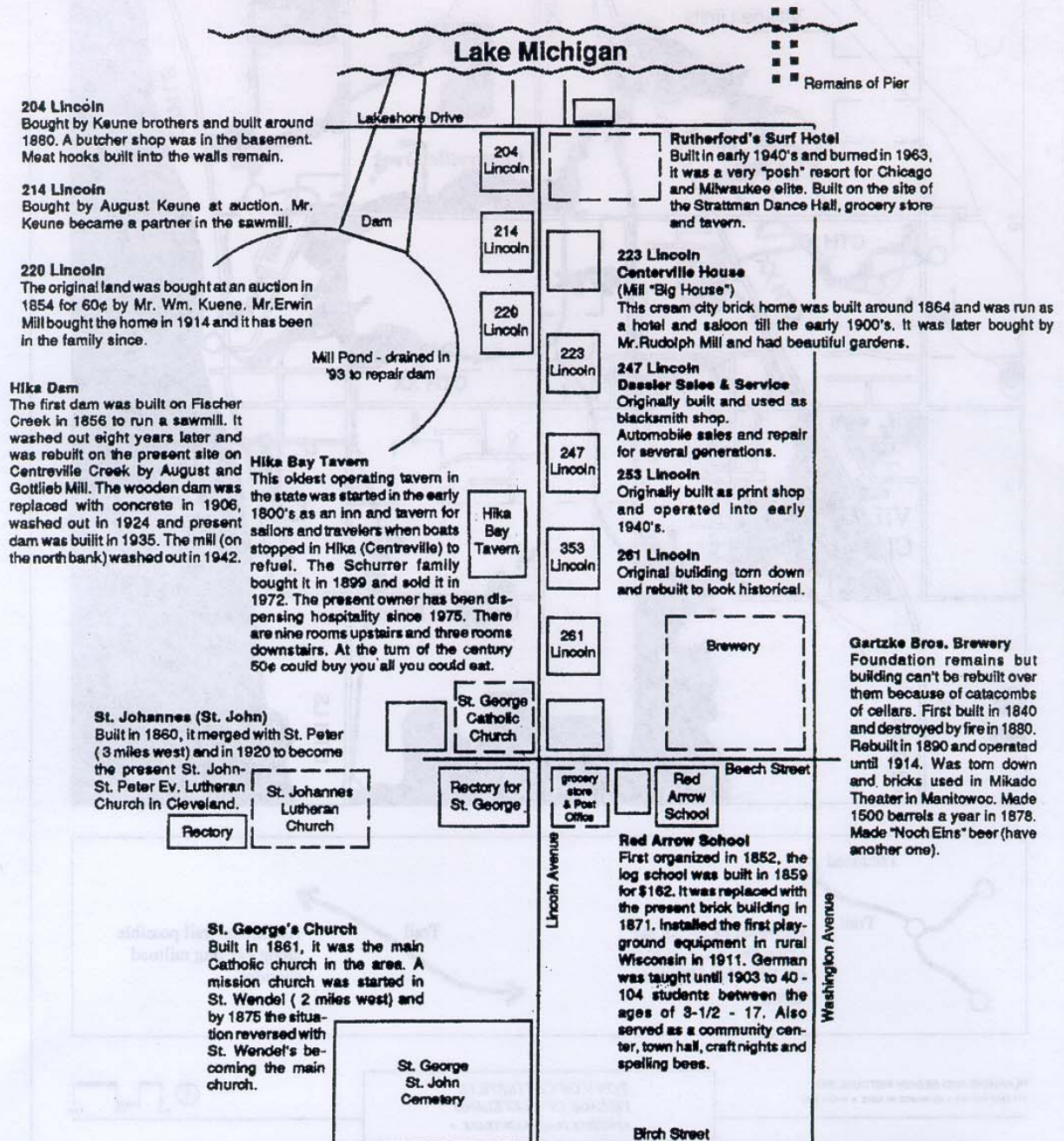
- Twinleaf
- Glade Fern
- Thickspike
- Cuckooflower
- Dune Thistle
- Snow Trillium
- Sand Reedgrass
- Seaside Spurge
- Dragon Wormwood
- Long-spur Violet
- Pale Beardtongue
- Sand Dune Willow
- American Gromwell
- Climbing Fumitory
- Bird's-eye Primrose
- Clustered Broomrape
- Indian Cucumber-root

NATURAL COMMUNITIES

- Moist Cliff
- Great Lakes Dune
- Great Lakes Beach
- Northern Mesic Forest
- Southern Mesic Forest
- Northern Dry-mesic Forest
- Southern Dry-mesic Forest

Appendix F
HISTORIC SITES

Historic Structure Documentation Hika Area



Appendix G
HOUSING RESOURCES

HOUSING PROGRAMS

The following list of programs and resources (as well as the housing strategy found in Chapter 1) is to assist the village leaders in obtaining and maintaining the desired housing environment they wish to provide their residents.

All communities in Wisconsin have a number of housing implementation tools available to them. An important first step to the utilization of those resources is ongoing education of citizens and local officials regarding the contents of this housing chapter and on the importance of housing quality and affordable housing for all types of individuals within Cleveland. Elected and appointed village officials, as well as the citizens, need to understand the relationship between housing, economic development, natural/cultural resources, land use, community facilities and transportation on the overall well-being of the village.

Some implementation alternatives available to Cleveland include regulatory tools such as zoning and subdivision ordinances; plus governmental and private non-profit programs available to encourage the maintenance and development of affordable housing.

Federal Programs

U.S. Department of Agriculture -Rural Development offers subsidized direct loans and non-subsidized guaranteed loan funds for the purchase and construction of homes by households in qualified rural areas of the state. The community must be of 20,000 or less, and there are special programs for Native Americans. Rural Development also provides low-interest mortgage loans for single family, owner-occupied residential home repair in rural areas. Some grants are available for very low-income elderly households. It provides funding through the 504 and the Housing Preservation Grant programs. www.rurdev.usda.gov/wi/programs/rhs/

U.S. Department of Housing and Urban Development provides vital public services through its nationally administered programs. It oversees the Federal Housing Administration (FHA), the largest mortgage insurer in the world, as well as regulates the housing industry business. The mission of the Office of Housing is to:

- Contribute to building and preserving healthy neighborhoods and communities;
- Maintain and expand homeownership, rental housing and healthcare opportunities;
- Stabilize credit markets in times of economic disruption;
- Operate with a high degree of public and fiscal accountability; and
- Recognize and value its customers, staff, constituents and partners.

Within the Office of Housing are three business areas:

1. HUD's Single Family programs include mortgage insurance on loans to purchase new or existing homes, condominiums, manufactured housing, houses needing rehabilitation, and for reverse equity mortgages to elderly homeowners.
2. HUD's Multifamily programs provide mortgage insurance to HUD-approved lenders to facilitate the construction, substantial rehabilitation, purchase and refinancing of multifamily housing projects, and healthcare facilities.
3. HUD's Regulatory programs are designed to assist homeowners and homebuyers to regulate real estate transactions. www.hud.gov

US Department of Veterans Affairs offers a number of programs and services for veterans and their dependents. In the area of housing, the department has several grants and loans available. Many of the programs are made available through the State Department of Veterans Affairs or local veteran's affairs offices. www.va.gov

State Programs

Wisconsin Department of Commerce Bureau of Housing (BOH) helps expand local affordable housing and supports services to people without housing. The fifteen federal and state programs managed by the Bureau aid elderly persons, people with disabilities, low and moderate income residents, and the homeless population. The Bureau works closely with local governments and non-profit housing organizations to deliver financial and technical housing assistance and to strengthen the capabilities of housing organizations. More than \$40 million is distributed annually to improve the supply of affordable housing for Wisconsin residents. The bureau:

- administers federal housing funds such as Home Investment Partnerships, (HOME) and CDBG;
- administers a variety of programs for persons with Special Needs (Homeless);
- provides state housing funds through local housing organizations;
- coordinates housing assistance programs with those of other state and local housing agencies; and
- develops state housing policy and provides housing information and technical assistance. www.commerce.wi.gov/housing

The Wisconsin Housing and Economic Development Administration (WHEDA) also manages several federal housing programs. One program, the Low Income Housing Tax Credit Program, encourages housing development by providing private investors with income tax credits when they invest in low income housing development. Tax credits are allocated to housing projects on a competitive basis.

Information about WHEDA programs can be obtained by telephoning (800) 362-2761 or by visiting its web site at www.wheda.state.wi.us

Wisconsin Historical Society's Division of Historic Preservation administers a 25-percent state income tax credit for repair or rehabilitation of historic homes. The tax credit is available to owner-occupants of non-income-producing historic residences. The property must be listed in, or eligible for, the State or National Register, or be determined to contribute to a State or National Register historic district. Eligible activities are limited to exterior work, rehabilitation or structural, electrical, mechanical, and plumbing systems. www.wisconsinhistory.org/hp/architecture/tax_credit.asp

Wisconsin Department of Veterans Affairs makes available a variety of home acquisition and improvement programs for qualifying veterans and their dependents. These programs include the Home Purchase Program, Home Improvement Loan Program (HILP) may be used for additions, garage construction, repairs and remodeling (i.e., replace a roof, install new windows, a new furnace or a central air conditioning system) of a veteran's residence; and Primary Mortgage Loan (PML), that is different from the USDVA Home Loan Guaranty Program. www.homeloans.va.gov

The Energy Assistance Bureau, within the Wisconsin Division of Energy, provides services to Wisconsin qualified residential households with energy assistance and weatherization needs. The Wisconsin Home Energy Assistance Program (WHEAP) administers the federally funded Low Income Home Energy Assistance Program (LIHEAP) and Public Benefits Energy Assistance Program. LIHEAP and its related services help over 100,000 Wisconsin households annually. In addition to regular heating and electric assistance, specialized services include emergency fuel assistance, counseling for energy conservation and energy budgets, pro-active co payment plans, and emergency furnace repair and replacement. Services are provided locally through county social services offices, Tribal governments, private non-profit or other government agencies. www.heat.state.wi.us

Local Programs

Manitowoc County Aging Resource Center focuses their services to enable older citizens in the county to find and make use of the resources in their communities, helping them experience aging with self-sufficiency, security, and dignity. Their list of available services include Alzheimer's support, housing counseling, nutrition program, transportation, information, assistance, and benefit specialist.

Manitowoc County Department of Human Services provides a variety of housing related assistance to residents of the county to include refugee assistance, information on independent living services, and energy assistance.

Lakeshore Community Action Program's mission is to promote economic self-sufficiency and well-being of low-income persons through advocacy, community education, and resource development in Door, Kewaunee, Manitowoc and Sheboygan Counties. Primary housing services include:

- Provide emergency service to low income people to meet basic human needs of food and shelter; and
- Promote and develop affordable [rental housing](#) and [home ownership](#) opportunities for low-income persons through direct services, advocacy and community education regarding the housing needs of the low-income community. These services include Affordable Rental Housing; Rental Housing Development; Home Buyer Program; and Individual Development Accounts (IDA). www.lakeshorecap.org

Tax increment financing (TIF). TIF is a tool available to cities and villages in Wisconsin under section 66.1105 of the Wisconsin Statutes for redeveloping blighted areas. TIF can be used to cover costs of public works or improvements including costs for demolition, land assembly, public improvements, and new buildings. Under TIF, new private development creates higher property values, thus creating a greater tax base (the tax increment). This increment, or a portion of the increment, is set aside for reinvestment in the area. Tax increment financing could be used to assist in the building or rehabilitation of affordable housing for middle- and lower-income households.

National and Regional Not for Profit Organizations

Habitat for Humanity has local affiliates and is responsible for raising funds, recruiting volunteers, identifying project sites and constructing owner-occupied housing for the benefit of participating low-income families. Their goal is to eliminate inadequate and poverty housing throughout the world. www.habitat.org

Movin' Out, Inc. creates opportunities for people with disabilities and their families to purchase and maintain their own homes, in housing and neighborhoods that are safe, affordable, accessible, and integrated. Movin' Out, Inc. is a housing organization providing information and assistance, housing counseling, and gap financing for purchase and rehabilitation to Wisconsin households with a member who has a permanent disability. www.movin-out.org.

Tomorrow's Home Foundation was created in 2000 for several purposes:

- Assist disabled persons in the purchase of a manufactured or modular home via a downpayment assistance grant;
- Provide emergency assistance grants designed to provide 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
- educate the manufactured and modular housing industry.

As a public charity, the Foundation provides a way to give back to the community for industry members and a method to assist populations that are underserved by other programs. For example, many other charitable and public service agencies do not provide housing assistance to persons in mobile home parks. The Tomorrow's Home Foundation fills this void. www.tomorrowshomefoundation.org

WiFrontDoorHousing is a web-based community service that is intended to better connect providers of housing and housing services to renters who are looking for these types of housing opportunities. Their goal is to provide access to up-to-date housing information with user-friendly tools. These tools are customized for each of our user groups: renters, landlords, property managers, and the housing agency staff that help people find and keep housing. www.wifrontdoor.org

Rural Housing, Inc. was created in 1970 by the Rural Electrical Cooperatives as a statewide non-profit. Over the years, they have had federal, state, and private funding. They have served hundreds of rural communities and non-profit organizations with technical assistance, grant applications and advice. They have assisted thousands of low-income families with information, funds to repair their septs and wells, assistances for rent, and funds to purchase homes or stay in their homes. Millions of dollars have been leveraged for the very low-income rural residents of Wisconsin to:

- Assist low-income families obtain adequate, safe and sanitary housing;
- Help low-income households acquire appropriate water and wastewater services;
- Enable small communities and local organizations to more effectively address the needs of those with substandard shelter;
- Demonstrate new services and new approaches to address rural housing problems; and
- Alert the public and private sectors about the housing, water, and community development needs of low-income rural residents. www.wisconsinruralhousing.org

The Wisconsin Partnership for Housing Development works with local governments as consultants to help them understand their housing needs and find solutions, and as technical advisors that work under contract to HUD to help local governments design new housing programs or create local housing partnerships. Putting together the right combination of people and resources is essential to finding effective approaches to local or regional housing problems. We have experience in working with neighborhoods, villages, cities, counties and metropolitan areas, as well as grassroots community leaders and those most directly affected by poor housing and declining neighborhoods. www.wphd.org

Catholic Charities agencies strengthen their communities by empowering the people within them. They help families and individuals overcome tragedy, poverty, and other life challenges. Every agency is unique. They share a common goal of providing the services and programs that their particular community needs the most. Over 220,000 compassionate volunteers, staff, and board members comprise the driving force behind the Catholic Charities network. Their commitment goes beyond meeting peoples' daily needs. They build hopeful futures by helping people take control of their lives.

www.catholiccharitiesinfo.org

NeighborWorks[®] America is comprised of local organizations and Neighborhood Housing Services of America, which has successfully built healthy communities since 1978. Together, with national and local partners, NeighborWorks creates new opportunities for residents while improving communities. NeighborWorks America is national nonprofit organization created by Congress to provide financial support, technical assistance, and training for community-based revitalization efforts. www.nw.org

Appendix H
ECONOMIC S.W.O.T. WORKSHOP

Economic S.W.O.T. Analysis

Town of Centerville / Village of Cleveland Results

As part of the Village of Cleveland and Town of Centerville comprehensive planning process, an Economic S.W.O.T. workshop was held on February 27, 2006 to gather input regarding economic development. Economic factors internal to the area include strengths (**S**) or weaknesses (**W**), and those external to the communities include opportunities (**O**) or threats (**T**). Such an analysis of the economic setting is referred to as a **S.W.O.T. analysis**. Gathering this information is helpful in evaluating the economic resources and capabilities with the competitive and growing environments in the region. The following issues identified during the economic S.W.O.T. workshop will help the village and town promote their strengths, minimize weaknesses, take full advantage of opportunities and lessen potential threats.

STRENGTHS

Strengths are existing resources and capabilities that can be used as a basis for developing a successful growth plan.

TOP 3 STRENGTHS
L.T.C.
Lakeshore
Natural Resources

Score	Strengths
12	L.T.C.
8	Lakeshore
7	Natural Resources
6	I-43 access
5	Good Parks
3	Good infrastructure
2	Good local business
2	High quality ag. Land
2	Strong dairy base
2	Discovery farms
1	Schools
1	Boat landing
1	TIF district
1	Police force
1	Good volunteer fire department
-	Location to G.B and Milwaukee
-	Vets Clinic
-	Good work force
-	Radio station
-	Village telecommunications
-	Water/Sewer
-	Economic development corp.
-	Population growth
-	Rail
-	Recreation – parks

WEAKNESSES

A weakness is a limitation or the absence of certain strengths that keep the communities from achieving their objectives.

TOP 3 WEAKNESSES
No major employers
Lack of commercial development
Outside perceptions

Score	Weaknesses
5	No major employers
12	Lack of commercial development
6	Outside perceptions
5	No hotels/motels
5	Loss of manufacturing jobs
4	Shortage of senior housing
3	Lack of own school system
2	No medical facility
-	No expansion to the east
-	No public transportation
-	Lack of utility “choices”

OPPORTUNITIES

An opportunity is any favorable situation or resource that could enhance economic development.

TOP 3 OPPORTUNITIES
I-43 corridor
Lake Michigan
L.T.C.

Score	Opportunities
11	I-43 corridor
11	Lake Michigan
11	L.T.C.
5	Location to G.B., Milwaukee, and other cities
3	Whistling Straits
3	Hotels/Campgrounds along L. Michigan
3	Ordinances – update/expand
1	Non-motorized recreation
1	Biking

THREATS

Threats are potential obstacles the communities face concerning economic development.

TOP 3 THREATS	
Water quality – L. Michigan	
Poorly planned development	
Loss of Manitowoc and Sheboygan manufacturing jobs	

Score	Threats
13	Water quality – L. Michigan
11	Poorly planned development
7	Loss of Manitowoc and Sheboygan manufacturing jobs
5	Low population numbers
5	Air quality
3	Manure Spills
2	Government Regulation
2	Loss of quality farmland
1	Energy
-	“Lost youth”
-	Chronic wasting, etc., Invasive species, etc.
-	Security

Appendix I
ECONOMIC DEVELOPMENT PROGRAMS AND RESOURCES

ECONOMIC DEVELOPMENT PROGRAMS AND RESOURCES

This section briefly explains the programs and resources available on each government level that are designed to help build economic development capacity through infrastructure expansion and to offer resources necessary to develop and grow businesses.

Federal

US Department of Commerce, Economic Development Administration (EDA)

EDA was established to work with states and regional planning commissions (economic development districts) to generate new jobs, retain existing jobs, and stimulate industrial and commercial growth in economically distressed areas and regions of the United States. The purpose of its program investments is to provide economically distressed communities with a source of funding for planning, infrastructure development, and business financing that will induce private investment in the types of business activities that contribute to long-term economic stability and growth. EDA's investments are strategically targeted to increase local competitiveness and strengthen the local and regional economic base. There are a number of investment programs offered by EDA.

The Public Works Program to empower distressed communities to revitalize, expand, and upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs and investment. **Economic Adjustment Assistance Program** assists state and local interests to design and implement strategies to adjust or bring about change to an economy. The program focuses on areas that have experienced or are under threat of serious structural damage to the underlying economic base. **The Research and Technical Assistance Program** supports research of leading edge, world class economic development practices as well as funds information dissemination efforts. **The Technical Assistance Program** helps fill the knowledge and information gaps that may prevent leaders in the public and nonprofit sectors in distressed areas from making optimal decisions on local economic development issues. **EDA's Partnership Planning Programs** help support local organizations (Economic Development Districts, Indian Tribes, and other eligible areas) with their long-term planning efforts and their outreach to the economic development community on EDA's programs and policies. (source:www.eda.gov)

US Department of Housing and Urban Development

CDBG Entitlement Communities Grants are annual grants given on a formula basis to entitled cities, including the City of Green Bay, and counties to develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low- and moderate-income persons. Entitlement communities develop their own programs and funding priorities. Focus is on serving low-and moderate-income persons, and prevention and elimination of blight. Eligible activities include relocation and demolition; construction of public facilities; and assistance to profit-motivated businesses to carryout economic development and job creation/retention activities. To receive its annual CDBG entitlement grant, a grantee must develop and submit to HUD its Consolidated Plan.

Economic Development Initiative (EDI) provides grants to local governments to enhance both the security of loans guaranteed through Section 108 Loan Program and the feasibility of the economic development and revitalization projects they finance. EDI has been the catalyst in the expanded use of loans through the Section 108 Program by decreasing the level of risk to their CDBG funds or by paying for some of the project costs. There are congressionally earmarked and competitive BDI grants. Competitive EDI grants can be only be used in projects also assisted by the Section 108 Loan Program. Eligible activities include property acquisition, rehabilitation of public owned property, and economic development activities.

Brownfields Economic Development Initiative (BEDI) is a key competitive grant program HUD administers to stimulate and promote economic and community development. BEDI is designed to assist cities with the redevelopment of abandoned, idled, and underused industrial and commercial facilities where expansion and redevelopment is burdened by real or potential environmental contamination. The purpose of the BEDI program is to spur the return of brownfields to productive economic use through financial assistance to public entities in the redevelopment of brownfields, and enhance the security or improve the viability of a project financed with Section 108- guaranteed loan authority. Therefore, BEDI grants must be used in conjunction with a new Section 108-guaranteed loan commitment.

Section 108 Loan Guarantee Program loan guarantee provision of the CDBG program. It provides communities with a source of financing for economic development, housing rehabilitation, public facilities, and large-scale physical development projects. Eligible applicants include entitlement communities. Activities eligible for Section 8 financing include economic development activities eligible under CDBG, acquisition of real property, rehabilitation of public property, installation of public facilities. As an entitlement community, Green Bay may apply for up to five times the latest approved CDBG entitlement amount minus any outstanding Section 108 commitments and/or principal balances of Section 108. The principal security for the loan guarantee is a pledge by the applicant public entity of its current and future CDBG funds. The maximum repayment period for a Section 8 loan is twenty years. (source: www.hud.gov)

USDA Rural Development

The office offers a variety of funding options for many types of business ventures to include agriculture, manufacturing, processing, services, commercial, and retail. Rural Development is also instrumental in providing much needed financial resources to communities for infrastructure improvements and expansions primarily for waste water and water treatment facilities. They have direct and guaranteed loans for businesses and communities in addition to a number of grants.

The **Rural Business Opportunity Grant Program** provides technical assistance, training, and planning activities that improve economic conditions in rural areas of 50,000 people or less. A maximum of \$1.5 million per grant is authorized. **Rural Utilities Service (RUS) Grant Program** is designed to promote economic development and/or job creation projects including, but not limited to: project feasibility studies, start-up costs, incubator projects, and other reasonable expenses. Grants can be provided to rural communities through RUS borrowers to be used for revolving loan funds for community facilities and infrastructure, and for assistance in conjunction with rural economic development loans.

Rural Business Enterprise Grants Program (RBEG) to public bodies, private nonprofit corporations, and federally-recognized Indian Tribal groups to finance and facilitate development of small and emerging private business enterprises located in areas outside the boundary of a City, or unincorporated areas of 50,000 or more and its immediately adjacent urbanized or urbanizing area. The small, or emerging business to be assisted must have less than 50 new employees, less than \$1 million in gross annual revenues, have or will utilize technological innovations and commercialization of new products and/or processes to be eligible for assistance. Funds can be used for a variety of things including, but not limited to: construction of buildings and plants, equipment, access streets and roads, parking areas, utility and service extensions, and a variety of other costs.

The Intermediary Relending Program money is lent to private non-profit organizations, any state or local government, an Indian Tribe, or a cooperative that is relented to by the intermediary to the ultimate recipients. The ultimate recipient must not be able to receive financing at reasonable rates or terms. (source: www.rurdev.usda.gov)

US Department of Commerce National Oceanic and Atmospheric Administration (NOAA)

Coastal Zone Management Program (CZMP) assists local and state governments in managing and revitalizing coastal areas for mixed-use development. The competing goals of commercial and industrial development, tourism, environmental protection, transportation and recreation are discussed in coastal management plans. The CZMP seeks to maintain the economic welfare of coastal communities and ecosystems through intergovernmental cooperation. The CZMP supports states through financial contributions, technical advice, participation in state and local forums, and through mediation. Wisconsin CZMP programs currently protect wetland ecosystems, reduce non-point pollution sources, reduce erosion and assist in meeting state and regional coastal goals. (source: www.coastalmanagement.noaa.gov/czm)

US Environmental Protection Agency

Brownfields Assessment and Cleanup Cooperative Agreements objectives are to provide funding to inventory, characterize, assess, and conduct planning and community involvement related to brownfield sites; to capitalize a RLF fund; and to carry out cleanup activities at brownfield sites that are owned by the grant recipient. Eligibility for the assessment, RLF, and cleanup grants includes a general purpose unit of local government. This is a competitive grant program. There are separate guidelines for each of the three areas. Grant amounts are based on size and type of contamination, ranging from \$200,000 to \$350,000. (source: www.epa.gov)

US Department of the Interior - National Park Service

Land and Water Conservation Fund (LWCF) is a visionary and bipartisan program, established by Congress in 1964 to create parks and open spaces, protect wilderness, wetlands, and refuges, preserve wildlife habitat, and enhance recreational opportunities. States receive individual allocations of LWCF grant funds based on a national formula. Then states initiate a statewide competition for the amount available to award via matching grants. (source: www.nps.gov)

Small Business Administration (SBA)

The **SBA** provides financial, business counseling and training, and business advocacy to foster the development and success of small businesses. Financial assistance comes in the form of loans and grant programs including the 7(a) Loan Guarantee, Prequalification Loan, 7(m) Micro Loan, CDC/504 Loan, CAPLines Program, and 8(a) Business Development Program. (source: www.sba.gov)

State

Wisconsin Department of Commerce

The federally funded **Community Development Block Grant (CDBG)** program can be used for housing, economic development and public facility improvements. The program is designed to assist economically distressed smaller communities with improvements to such things as utilities and streets, fire stations, community centers, and housing rehabilitation, as well as many other improvements needed by a community. The **CDBG-Economic Development (ED)** program assists large businesses that will invest substantial private funds and create approximately 100 jobs as they expand or relocate in Wisconsin. Funds are awarded to a community, which then loans the funds to a business. The **Major Economic Development (MED) Program** is designed to assist businesses that will invest private funds and create jobs as they expand in or relocate to Wisconsin. The **Rural Economic Development (RED) Program** provides working capital or fixed asset financing for businesses with fewer than 50 employees.

Specifically, the **CDBG-Public Facilities for Economic Development (PFED)** program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community. The **CDBG-Public Facilities (PF)** component helps eligible local governments upgrade community facilities, infrastructure, and utilities for the benefit of low- to moderate-income residents. The **Main Street Program** offers a variety of resources to include façade grants and technical and financial assistance to stimulate the revitalization of their respective areas. The **Brownfields Initiative** provides grants to persons, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located or cannot meet the cleanup costs. The **Community-Based Economic Development Program (CBED)** is designed to promote local business development in economically-distressed areas. The program awards grants to community-based organizations for development and business assistance projects and to municipalities for economic development planning. The program helps community-based organizations plan, build, and create business and technology-based incubators, and can also capitalize an incubator tenant revolving-loan program. The **CDBG-Blight Elimination and Brownfield Redevelopment Program (BEBR)** can help small communities obtain money for environmental assessments and to remediate brownfields. The **CDBG-Emergency Grant Program** can help small communities repair or replace infrastructure that has suffered damages as a result of catastrophic events. Call 608-266-8934.

Community Development Zone (CDZ) designation is a tax credit program for businesses planning to expand, relocate or start in the designated Community Development Zones (CDZ). *CDZs in the BLRPC district include the Cities of Green Bay, Sturgeon Bay, Two Rivers, and Manitowish; and the Counties of Florence, Marinette, and Oconto.* These tax credits are to be

applied against a company's Wisconsin income tax liability. These credits are based on the number of new jobs that a company creates, and the wage level and benefit package that are offered to the employees. The **Enterprise Development Zone (EDZ)** program provides tax incentives to new or expanding businesses whose projects will affect distressed areas. Based on the economic impact of a proposed business project, the Department of Commerce will be able to designate an enterprise development zone. A zone is "site specific" and applies to only one business.

To compliment the bricks and mortar component of Commerce, there is funding specifically earmarked for employee training. Eligible businesses looking to train a significant number of its current or incoming workforce can apply for and receive a direct grant from Commerce for **Customized Labor Training (CLT)**. Companies with a few employees seeking training are eligible for the **Business Employees Skills Training (BEST)** program. The focus of both programs is on the training or retraining of employees to incorporate new technologies or manufacturing processes.

Commerce provides financial resources to encourage the development of small businesses. Potential entrepreneurs can access an **Early Planning Grant (EPG)** of up to \$3,000 to obtain professional services necessary to evaluate the feasibility of a proposed start-up or expansion or develop a business plan. The **Entrepreneurial Training Grant Program (ETG)** is a comprehensive course designed to provide hands-on assistance in the writing of a business plan. The technical assistance can be provided by the *Small Business Development Center (SBDC)* at *UW-Green Bay* or the regional *Service Core of Retired Executives (SCORE)* office.

Other programs offered by Commerce include: the **Employee Ownership Assistance Loan (EOP) Program** can help a group of employees purchase a business by providing individual awards up to \$15,000 for feasibility studies or professional assistance. The business under consideration must have expressed its intent to downsize or close. **Industrial Revenue Bonds (IRB)** are municipal bonds whose proceeds are loaned to private persons or to businesses to finance capital investment projects. All Wisconsin municipalities, cities, villages, and towns are authorized to issue IRBs. The **Technology Development Fund (TDF)** program helps Wisconsin businesses research and develop technological innovations that have the potential to provide significant economic benefit to the state. The **Technology Development Loan (TDL)** program helps Wisconsin businesses develop technological innovations that have the potential to provide significant economic benefit to the state. This program is designed to help businesses commercialize new technology.

The **Minority Business Development (MBD) Loan Program** provides low interest loans to assist minority-owned companies with land and equipment purchase, working capital, and construction. The **Wisconsin Trade Project Program** can help small export-ready firms participate in international trade shows. The **Milk Volume Production (MVP) Loan Program** enables farmers to increase milk production by offering loan interest loans to purchase additional dairy cattle. The **Dairy 20/20 Early Planning Grant Program** covers third party services to assist the applicant with start-up, modernization, or expansion of a dairy operation. (source: www.commerce.state.wi.us)

Wisconsin Department of Transportation

The **Transportation Economic Assistance (TEA)** grants provide up to 50% of costs to governing bodies, private businesses, and consortiums for road, rail, harbor, and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Grants up to \$1 million are available for transportation improvements that are essential for an economic development project. The amount of DoT provided funding is dependent on the number of jobs being created or retained. The 50% local match portion can come from a combination of local, federal, state, or in-kind services.

In 1979, the **Harbor Assistance Program (HAP)** was created to assist harbor communities along the Great Lakes and Mississippi River in maintaining and improving waterborne commerce. Port projects typically include dock reconstruction, mooring structure replacement, dredging, and construction of facilities to hold dredged materials. The **Freight Rail Infrastructure Improvement program (FRIP)** and **Freight Rail Preservation program (FRPP)** were created to maintain and improve rail services throughout Wisconsin.

The **State Infrastructure Bank (SIB) program**, similar to a private bank, offers a range of loans and credit options to help finance eligible surface transportation projects. The money can be used in conjunction with other programs. SIBs offer Wisconsin the ability to undertake transportation projects that would otherwise go unfunded or experience substantial delays. Communities can borrow the money to provide needed transportation infrastructure improvements to help preserve, promote, and encourage economic development and/or promote transportation efficiency, safety, or mobility. The Wisconsin SIB program is a revolving loan program providing capital for transportation projects from loan repayments and interest earned from money remaining in the bank. Eligible projects include constructing or widening a road linking an intermodal facility and providing better access to commercial and industrial sites. WisDOT charges 2 percent interest on the loan principal, with projects amortized up to 25 years. Eligible applicants are local units of government, Amtrak Railroad, private non-profit organizations, and Transit Commissions. (source: www.dot.wisconsin.gov)

Wisconsin Department of Tourism

Funding is available for local communities and regions to design their own marketing effort. The most popular and utilized program is the **Joint Marketing Grant (JEM)**. The grants are to assist in paying for the costs associated with developing a stronger advertising and public relations campaign to promote tourism. (source: <http://agency.travelwisconsin.com>)

Wisconsin Department of Agriculture, Trade, and Consumer Protection

Financial resources are provided to help grow and diversify the state's agriculture industry. The **Agricultural Development and Diversification (ADD)** grant is awarded to projects that may create new opportunities within agriculture through new value-added products, new market research, new production or marketing techniques, or alternative crops or enterprises. Maximum grants are \$50,000. Eligible applicants are individuals, associations, agri-businesses, and industry groups. (source: <http://datcp.state.wi.us>)

Wisconsin Department of Administration

Wisconsin Coastal Management Program was established in 1978 under the Federal Coastal Zone Management Act. Coastal management is defined as achieving a balance between natural resource preservation and economic development along our Great Lakes coasts. All counties adjacent to Lakes Superior and Michigan are eligible to receive funds. Coastal Management Grants are available for coastal land acquisition, wetland protection and habitat restoration, non-point source pollution control, coastal resources and community planning, Great Lakes education, and public access and historic preservation. (source: www.doa.state.wi.us)

Wisconsin Department of Natural Resources

Brownfields, Green Space and Public Facilities grants help local governments clean-up brownfield sites intended for long-term public benefit, including green spaces, development of recreational areas or other uses by local governments. A city, village, town, county, redevelopment authority, community development authority, or housing authority is eligible to apply for funds. Eligible costs include remedial action plans and/or costs to develop a Remedial Action Plan. No grant may exceed \$200,000. The match requirement (20-50 percent) is determined by the amount of the grant. Site access and completed Phase I and II Environmental Site Assessments are required to receive a grant. Application deadline has been each year in January. (source: www.dnr.state.wi.us)

Wisconsin Housing and Economic Development Authority (WHEDA)

is responsible for a number of housing and economic development functions. WHEDA works with local and state economic development professionals, businesses, and lending institutions to help an individual expand or modernize a farm or business. **Loan Guarantees, direct loans, New Market Tax Credits, and interest rate subsidies** are utilized within a financial package to help ensure the project has the best chance for long term success. (source: www.wheda.com)

Other state resources include: *Impact Seven, Inc.*, is one of more recognizable statewide organizations that provide micro-loans for small business start-ups and expansions. (source: www.impactseven.org) The *Wisconsin Women's Business Initiative Corporation (WWBIC)* also provides micro-loans to predominately women, people of color, and those of lower incomes. (source: www.wwbic.com) The *Wisconsin Business Development Finance Corporation* provides financial assistance and resources to business and lenders throughout the state. (source: www.wbd.org)

Regional

The Bay-Lake Regional Planning Commission (BLRPC)

The Bay-Lake Regional Planning Commission serves as an economic development district for the US Department of Commerce-Economic Development Administration. Potential EDA funded projects must be reviewed by the BLRPC for eligibility of federal funding. The BLRPC also provides technical assistance to local ED organizations and offers grant writing and administration services for various state and federal funding sources. (source: www.baylakerpc.org)

Northeast Wisconsin Regional Economic Partnership (NEWREP)

All eight counties of the BLRPC are part of Commerce's ***Eastern Wisconsin Technology Zone***. The program provides income tax incentives for high-tech development in the region. The zone is designed to enhance the region's attractiveness to high-tech businesses and workers, build on the success of the biotechnology and manufacturing companies in the region, attract auxiliary companies and help existing companies increase productivity. (source: www.northeastwisconsin.org)

New North, Inc.

The **New North** is the 18 county region in northeast Wisconsin. The New North brand unites the region both internally and externally, signifying the collective economic power behind the 18 counties. This consortium of business, economic development, chambers of commerce, workforce development, civic, non-profit, and education leaders are working to have the area recognized as competitive region for job growth while maintaining our superior quality of life. It represents a strong collaboration between the 18 counties that have come together behind the common goals of job growth and economic viability for the region. The power of the New North region working together is far greater than one county or one business alone. (source: www.thenewnorth.org)

Small Business Development Centers (SBDC)

SBDCs are located within the eleven 4-year universities. The SBDCs counselors offer advice, training, and resources to promote entrepreneurship and small business growth. Programs focus on minority entrepreneurship, startup business solutions, and established business solutions. Specific programs include business plan reviews and one-to-one business counseling. (source: www.wisconsinsbdc.org)

SCORE

SCORE is more than 11,500 member volunteer association sponsored by the U.S. Small Business Administration. It matches volunteer business-management counselors with present and prospective small business owners in need of expert advice. **SCORE** has experts in virtually every area of business management. Local SCORE chapters offer workshops and no cost one-to-one counseling. (source: www.sba.gov)

Community Action Agencies

The purpose of **Community Action Agencies**, as stated in the Economic Opportunity Act (EOA of 1964), is to stimulate a better focusing of all available local, state, private and federal resources upon the goal of enabling low-income families, and low-income individuals of all ages in all geographic areas, to attain the skills, knowledge, and motivations, and secure the opportunities needed, for them to become fully self-sufficient. The CAA that serves Manitowoc County is **Lakeshore CAP** located in the City of Manitowoc. The organization operates a variety of programs such as Head Start, weatherization, housing, employment and training programs, family development, economic development, commodity distribution, senior and youth services, and many other valuable programs. In addition to providing direct services, CAAs often serve as program sponsors or grantees overseeing, although not necessarily directly operating programs. (source: www.lakeshorecap.org)

Utilities

Area utilities to include **Integrus Energy Group, Alliant Energy, Rural Energy Cooperatives,** and **SBC** offer economic development assistance to communities and businesses in a number of ways to include the development of business plans, making available grants and loans, providing loan guarantees, and facilitating educational forums.

County and Local

County Economic Development Officials/Contacts

Manitowoc County established a countywide economic development corporation in 2004. The Economic Development Corporation of Manitowoc County focuses on job creation, job retention, and the overall economic well-being of the county. The organization also promotes existing businesses in the county, offers a marketing outlet for each respective municipality, and establishes events that are unique to the county to benefit the area economically. In addition to the economic development corporation, several local Chambers of Commerce and Business Associations located throughout Manitowoc County provide supporting economic development and marketing services. Manitowoc County administers a **small business revolving loan fund** program to assist small businesses.

In addition to having technical and financial resources available to assist businesses, several Manitowoc County incorporated communities have designated **business or industrial parks** within their municipal boundaries to attract and grow companies. The most utilized tool to develop these areas is **Tax Incremental Financing Districts (TIDs)**. The TIDs use the increase in taxes or increment and apply it to the costs associated with site preparation; the building of roads, water, and sewer mains; and upgrading water and wastewater treatment plants without additional revenue needed from the community.

Appendix J
TRANSPORTATION PROGRAMS AND RESOURCES

TRANSPORTATION PROGRAMS AND RESOURCES

The following provides a brief description of transportation related funding programs that are administered by the Wisconsin Department of Transportation (WisDOT). The programs are divided into two categories: 1) formula driven programs for which funding is based on population and/or road mileage; and 2) competitive funding programs.

Wisconsin Department of Transportation

General Transportation Aid (GTA)

Town road improvements, construction and maintenance are funded, in part, through the state's disbursement of general transportation aids. The state provides a payment to each county and municipality in the state that pays a portion of local governments' costs for such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, marking pavement, and repair of curb and gutters. The statutory "rate per mile" is \$1,825 for 2004. Beginning in 2000, each municipality was required to establish and administer a separate segregated account from which moneys may be used only for purposes related to local highways and must deposit into that account all state or federal money for local highway purposes.

Local Mileage Certification

Each local government that increased or decreased the mileage of its roads is required to file a certified plat with DOT by December 15 of each year. Local governments that have no changes in total local road miles are required to file a certified plat or a certified statement that no mileage increases have occurred. Beginning in 2001, the requirement for local governments to file certified plats with county clerks is eliminated and the mileage certification process was changed from an every other year activity to an annual activity. State GTA payments are based on the certified mileage of each local unit of government.

Local Roads Improvement Program (LRIP)

This program provides funding to local units of government for the costs associated with improving seriously deteriorating county highways, town roads, and municipal streets in cities and villages under the authority of the local unit of government. Projects are required to have a minimal design life of 10 years. This is a biennial program and all funds are distributed the first year. Applications are submitted through the county highway commissioners by November 15 of the odd numbered years.

There are three entitlement components for funding road improvements: 1) County Highway Improvement component (CHIP); 2) Town Road Improvement component (TRIP); and 3) cities and villages under Municipal Street Improvement component (MSIP).

In addition LRIP funds three statewide discretionary programs; CHIP-D County Highway Discretionary Improvement Program; 2) Trip-D Town road Discretionary Improvement Program; and 3) MISP-D Municipal Street Discretionary Improvement Program for cities and villages.

All LRIP projects are locally let, with up to 50% of the costs reimbursed by WisDOT upon completion, and the remainder matched by the local unit of government. Eligible projects include, but are not limited to design and feasibility studies, bridge replacement or rehabilitation,

reconstruction, and resurfacing. Ineligible projects include, but are not limited to new roads, seal coats, ditch repair, and/or curb and gutter construction.

Local Bridge Program

This program includes two separate programs 1) a statewide local bridge entitlement program and 2) a high cost local bridge program (high cost bridges are those that cost more than \$5 million and exceed 475 feet in length).

This program funds 80% of project costs to replace and rehabilitate structures on the Federal Bridge Register in excess of 20 feet. Bridges with sufficiency ratings less than 50 are eligible for replacement and those with sufficiency ratings less than 80 are eligible for rehabilitation.

Counties set priorities for funding within their area, with projects funded on a statewide basis.

Local bridge projects are solicited by local WisDOT transportation office (District 3) staff in winter of the odd numbered years, with program approval in summer of the odd numbered years. The program has a three-year cycle.

Flood Damage Aids

This program provides local governments with financial assistance for replacing or improving roads or roadway structures that have had major damages caused by flooding.

County Forest Aid Program

This program provides assistance to counties that have eligible roads located within county forests. It is intended to defray the costs for the improvement and maintenance of public roads within a county forest.

Rural and Small Urban Area Public Transportation Assistance Program - Section 5311

Allocations to the State are set at the federal level. Funds may be used for operating assistance, and capital assistance. Eligible public transportation services include public transportation service operating or designed to operate in non-urbanized areas (a non-urbanized area is one that has a population of 50,000 or less).

Specialized Transportation Assistance Program for Counties - Section 85.21

Allocations under this formula program are based upon the proportion of the state's elderly and disabled population located in each county, subject to two minimums: no county can receive less than a ½ percent of the total annual appropriation; and no county can receive an allocation smaller than they received in 1992. A local match of 20 percent is required.

Eligible expenditures include:

- directly provided transportation service for the elderly and disabled;
- purchase of transportation service from any public or private organization;
- a user-subsidy for the elderly or disabled passenger for their use of the transportation service;
- volunteer driver escort reimbursement;
- performing or purchasing planning or management studies on transportation;
- coordinating transportation services;
- performing or purchasing in-service training relating to transportation services; and/or

- purchasing capital equipment (buses, vans, etc.) for transportation services.

The following provides a brief description of competitive (transportation related) grant programs that are federally and state funded:

Local Transportation Enhancement Program (TE)

Administered by WisDOT the TE program provides funding to local governments and state agencies for projects that enhance a transportation project. There are 12 eligible project categories;

- providing facilities for bicycles and pedestrians;
- providing safety and educational activities for pedestrians and bicyclists;
- acquiring scenic easements and scenic or historic sites;
- sponsoring scenic or historic highway programs; including the provision of tourist and welcome centers;
- landscaping and other scenic beautification;
- preserving historic sites;
- rehabilitating and operating historic transportation buildings and structures;
- preserving abandoned railway corridors;
- controlling and removing outdoor advertising;
- conducting archaeological planning and research;
- mitigating water pollution due to highway runoff or reducing vehicle caused wildlife mortality; and
- establishing transportation museums.

Federal funds will cover up to 80 percent of the project, while the project sponsor is responsible for providing at least a 20 percent match.

Surface Transportation Program - Discretionary (STP-D)

This program encourages projects that foster alternatives to single occupancy vehicle trips. Such as rehabilitation and purchase of replacement vehicle for transit systems, facilities for pedestrians and bicycles, system-wide bicycle planning, and a wide range of transportation demand management (TDM) projects. Communities over 5,000 are eligible to apply for the funds through the competitive application process.

Transportation Demand Management Programs

Transportation Demand Management consists of policies and programs designed to reduce the number of single occupant vehicles (SOV) trips in a region, especially during peak travel periods.

There are two grant programs: TDM Grant Program; and Wisconsin Employment Transportation assistance Program (WETAP).

1. TDM Grant Program

The TDM Grant program provides funding to successful grant recipients to implement projects that encourage innovative solutions and alternatives to reducing SOV trips. WisDOT accepts applications annually. Eligible applicants may include local governments, chambers of

commerce, and others as defined by the program. The required local match is 20 percent of the project costs.

2. Wisconsin Employment Transportation Assistance Program (WETAP)

As a joint program between the Wisconsin Department of Workforce Development (DWD) and WisDOT, it provides funding to help low-income people access, or retain or advance in employment with the goal of meeting the entire population's transportation needs. This program is funded with combined federal and state dollars, and requires a local match.

Application requirements include the development of regional job access plans that identify the need for transportation services and illustrate the alternatives proposed for the program. Plans should be developed between public transit providers, local units of government, transportation planners, human service agencies, low-income individuals and other interested parties

Transportation Economic Assistance (TEA Grant) Program

This program provides a 50% state grant to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that are necessary to help attract employers to Wisconsin, or to encourage business and industry to remain and expand in Wisconsin.

Appendix K
INTERGOVERNMENTAL COOPERATION

CENTERVILLE / CLEVELAND
INTERGOVERNMENTAL ISSUE IDENTIFICATION & SOLUTION WORKSHOP
RESULTS

September 18, 2006

The following list was generated during the round-robin discussion of issues and solutions at the September 18, 2006 Intergovernmental Cooperation Workshop held at Lakeshore Technical College. Entities represented were the Village of Cleveland; Town of Centerville; towns of Liberty, Mosel, Newton; Manitowoc County Sheriff's Department; Cleveland Fire Department; and Wisconsin Department of Transportation.

A. PLEASE LIST EXISTING AND/OR POTENTIAL CONFLICTS, ALONG WITH POSITIVE RELATIONSHIPS, BETWEEN COMMUNITIES AND OTHER JURISDICTIONS. The use of "bullet phrases" is recommended, - e.g. "*lack of communication*" or "*shared facilities.*"

Some categories to consider include:

- | | |
|--|--------------------------------|
| • Bordering issues | • Transportation |
| • Cooperative relationships | • Economic development |
| • Community ideas and values | • Environmental |
| • Development trends | • Agriculture |
| • Availability of land | • Parks and recreation |
| • Housing needs | • Ordinances/other regulations |
| • Utilities, public services and facilities (sharing/siting) | |

-
- Bordering buffer review area communication
 - Village land locked with farm land, but township has scattered development
 - Roadways under township could or should be up to a higher standard
 - Available land – parts of Centerville already in lake-if land annexed into village-doesn't help tax base
 - Coop. relations-new computer voting village has tabulator and town pays to use to count votes. Income for village; rental for town at reasonable cost very good
 - Transportation – sharing cost of roads that border town and village works well
 - Land annexed from township to village
 - Development west of I-43 for commercial or industrial
 - Incorporate growth into utility and facility needs – not just current need
 - Subdivision designs with no through streets: i.e. cul-de-sacs and dead ends
 - Bicycle lane along L.S. route
 - Vision of parks and recreation may pose conflict
 - Style of development trends, i.e. "clustering"
 - Consider sharing of law enforcement personnel
 - Potentials for pollution of streams – Lake Michigan
 - Development trends – the Village of Cleveland has too much land available for commercial development, some of which should be rezoned for residential
 - Cooperative relationships
 - Housing needs
 - Shared voting location
 - Shared fire protection

- Development of recreation areas – bike trails, shoreline parks
- Establishment and protection of “Park & Ride” locations close to I-43
- Limitation of air and water use by large agriculture factory farms
- Encourage a mini mall/shopping center at the intersection of I-43 and County Trunk XX
- Shared housing for elderly or handicapped
- Reducing undesirable odor from large concentration of domesticated livestock or possible ?
- Bordering issues
- Land available
- Good working relationship between sheriff and Cleveland P.D., Cleveland F.D., Central dispatch for all these services and 1st responders – LTC officer. I-43 high speed response for emergency vel.
- Bordering issues – not there to take land away; needs some tax base; provide more, with less
- Open communication between town-village necessary
- Will bike/pedestrian issues in the village and identified growth area? Are there areas that wider paved shoulders should be identified on country trunk highways. Should a bike/pedestrian connection be considered to connect to Sheboygan County?
- Is a park & ride requested – where should it be located and how large of a facility? Who would use it and what would be the destination?
- Any road to consider for rustic road destination?
- Transportation of elderly to medical appointments is this an issue?
- Elderly transportation to services
- Area along CTH LS drive – development & zoning issues
- Lack of development standards in the town of Centerville. Lot by lot land division along border of Cleveland is preventing future subdivision and negatively affecting traffic flow
- Lack of controls with agricultural runoff is leading to surface water pollution
- Urban development in township that doesn’t fit, diminishing the rural character of the area
- Farming operations that adversely affect the water quality of the streams and Lake Michigan (i.e. manure spills). Area-wide issues
- Small hobby farms or farmettes that post their lands keeping people from enjoying them. Statewide issue. Overpopulation of the deer herd.
- Current landowner not cooperating with local government/community planning
- Village utilities not able to handle growth
- Senior housing built without medical facilities nearby
- Transportation issues for elderly/disabled residents
- Recreational trails along waterways where houses have been built!
- Dairyland Drive reconstruction and possible bike path (to County Line Road)
- Increased traffic/tourism due to Whistling Straits
- Village of Cleveland’s intentions for invoking extra-territorial review
- Sharing public services (i.e. fire departments) always seems problematic. Difficult to obtain cooperation among departments when consolidation is seen as a threat
- Shared recycling center – Centerville and Newton
- Shared road agreements – Centerville with Meeme, Mosel and Cleveland
- Multi-jurisdictional support of fire department
- Environmental (water quality) concerns of neighboring areas
- Lack of communication on planning issues between municipalities (ex. Other towns have had some planning and haven’t seen intergovernmental workshops, etc.)
- Development on south entrance to village on “CTH LS” is haphazard at best
- Village should develop more concentric less “spider type development”

- Respect for agriculture is mutual between village and town
- Need trail system within village extend out to town
- Village annexation
- Agriculture large and small growth
- Farmers in conflict with non-farm residents
- The clustering of housing development on zoned farmland
- Land values rise or fall because of plan
- Conflicts: The town of Centerville is safe right now from outside growth but we are in the middle of many large cities (ex. Madison, Milwaukee, Green Bay, Appleton). How do we slow down the widening of these areas? Once we lose ag. land we don't get it back.
- Positive relations: We live in a beautiful area with lots of parks, lakes, etc. Many activities taking place at the places from all communities
- Limited tenure (past 3 ½ years) with town board of Mosel, have not experienced any problem with Town of Centerville (nor Village of Cleveland) on any of categories listed
- Cooperation has been excellent with abutting town highways (roads)
- Zoning issues have been minimal or non-existent
- Village of Cleveland has participated in traffic flow committees on Whistling Straights PGA golf events
- Some trail system along railroad
- Development trends-poor cell phone reception
- Policing of roads and lands – more police officers
- Environmental concerns on the lakeshore – controlling algae
- A fairer way of taxing property

B. PLEASE LIST ANY PROPOSED RESOLUTIONS TO EXISTING/POTENTIAL CONFLICTS OR IDENTIFY OTHER POSSIBLE COOPERATIVE EFFORTS. Again, the use of “bullet phrases” is recommended, - e.g. “*improved communication*” or “*increase shared services.*”

Some ideas to consider include:

- | | |
|--|-------------------------|
| • Communication/meetings | • Official mapping |
| • Sharing (planning information, services, facilities, etc.) | • Area planning |
| • Consolidating | • Mutual aid |
| • Cooperative Agreements | • Focus groups |
| • Regulations/ordinances | • Joint plan committees |
-
- Border areas more communication
 - Joint plan review meetings village/town
 - Work diligently to conforming development according to comprehensive plan
 - Area planning and communications. Village fill up area that they have already
 - Joint planning committees-ongoing basis
 - Sharing of utilities, i.e. water and sewer; and services, i.e. fire and police
 - Representative from other government sector to attend meetings
 - Good access to all areas and well marked address
 - Adopt official mapping for village/town
 - Continue efforts to utilize joint plan committees
 - Review and alter regulations/ordinances to better reflect Smart Growth suggestions

-
- Change some of the commercial or business land to residential
 - Village should be more cooperative with developers-don't have so many loopholes to go through before you can get or development going for a reasonable return on one's investment
 - Village needs more residents to make better use of their water and waste treatment plant
 - An annual meeting with Town of Centerville & Cleveland
 - A local group to study limitation of manure odors and groundwater contamination
 - Mapping should be done and updated yearly
 - Communication I think is good for joint plan comm.
 - Joint plan commission meetings, 2-3 per year
 - Fire department and emt's great example, no boundaries – shared services
 - Sharing – clerk's office; voter registration & ballot counting
 - Fortunate to have good communication between town and village
 - Boundary developments
 - I support the concept of infill development and concentrating development east of I-43
 - Refreshing to hear the town and village are planning together
 - Official mapping and area planning are good ideas so the town and village have a blueprint of how to lay out streets and development. Many communities do not plan and are taken advantage of by developers
 - Town/village should be advised of bike/pedestrian planning in Sheboygan County (has the federal earmark)
 - Official mapping/done jointly between town and village
 - Shared subdivision ordinances between town and villages would help village and town grow efficiently
 - A cooperative zoning board between village and town to review building plans and issue permits. Stronger zoning enforcements in the township
 - Stronger manure handling regulations to minimize fish kills. Enforcement and penalties for spills
 - Offer incentives to open up lands
 - Encourage medical facilities to expand with clinics in this area
 - Have ambulance service in the area
 - Plan trails before more development occurs
 - Centerville appears to have similar intentions along its southern border as Mosel has on its side
 - Once or twice a year meetings between Mosel, Centerville, Cleveland (and maybe Meeme or Herman) would be a good idea
 - Intergovernmental meetings/cooperation on planning issues
 - Joint Plan Commission is essential to continue open communication and resolution
 - Official mapping – zoning maps necessary
 - Development of trail system
 - After annexation town would receive percent tax in proportion to services they supply (town share of property tax very small to begin with)
 - Buffer area around village – large farms – small farms
 - Regulations and ordinances that don't restrict farming practices that are sound
 - Making sure that the housing clusters are not granted by only one board but by multiple boards. I don't want a good old boys" group to say where these clusters are located
 - Improved communication among all towns and villages – in the county, state, etc.
 - Special focus groups for the State of Wisconsin (ex. Ag., Population, Growth)
 - We need to keep everyone educated at where the state, county, township stands as far as growth, population, etc.
 - Maintain communication/meetings between Mosel and Centerville/Cleveland
 - Share information on zoning in abutting areas

- Schedule periodic meetings between the two jurisdictions (annually?)
- Communication seems sufficient at current time
- Update zoning to match smart growth
- Village to provide up-to-date proposed road plans to town zoning
- Area planning – more cell phone towers
- Sharing of services – police department

Appendix L
LAND USE INVENTORY CODES AND ACREAGES

Bay-Lake Regional Planning Commission				
Land Use Inventory Summary Form				
100	RESIDENTIAL		600	INSTITUTIONAL/GOVERNMENTAL
200	COMMERCIAL		700	OUTDOOR RECREATION
300	INDUSTRIAL		800	AGRICULTURE/SILVICULTURE
400	TRANSPORTATION		900	NATURAL AREAS
500	COMMUNICATION/UTILITIES			
CODE	LAND USE CLASSIFICATION		CODE	LAND USE CLASSIFICATION
100	RESIDENTIAL		500	COMMUNICATION/UTILITIES
110	Single Family Residential		510	Generation/Processing of Communication/Utilities
111	Single Family Residential Garage		511	Electric Power Plants
130	Two Family		512	Wind Turbine
150	Multi-Family		514	Telephone and Telegraph Terminals/Dispatch Centers
151	Multi-Family Garage		516	Radio/Television Stations
170	Group Quarters		521	Natural Gas Terminals/Plants
180	Mobile Homes		525	Other Liquid Fuel Terminal Plants
190	Land Under Residential Development		535	Water Supply Filter Treatment Plants
199	Vacant Residence		537	Water Supply Wells
			540	Transmission of Communication/Utilities
			541	Major Electric Power Transmission Lines R/W
200	COMMERCIAL		542	Electric Power Substations
210	Retail Sales		546	Radio/Television Transmission Towers/Antennae
230	Shopping Centers		551	Major Natural Gas Transmission Lines R/W
250	Retail Services		552	Natural Gas Substations
270	Office Parks		555	Other Major Liquid Fuel Transmission Lines R/W
299	Vacant Commercial		556	Other Liquid Fuel Substations
			572	Water Supply Booster/Pumping Stations
300	INDUSTRIAL		577	Water Supply Storage Tanks/Reservoirs
310	Manufacturing		580	Waste Processing/Disposal/Recycling
340	Wholesaling		581	Trash/Garbage Landfills
360	Extractive		582	Other Trash/Garbage Dumps
380	Storage		583	Sewage Treatment Plants
381	Open		584	Sewage Sludge or Water Supply Chemical Disposals
382	Enclosed		585	Fly Ash and Other Fire Residue Disposal
399	Vacant Industrial		586	Auto Salvage/Recycling/Disposals
			587	Abandoned Landfill
400	TRANSPORTATION		588	Yard Waste
410	Motor Vehicle Related		591	Solid Waste Separation/Recycling Plants
411	Federal Highways		595	Incinerators
412	State Highways		599	Vacant Communication/Utilities
413	County Highways			
414	Local Streets and Roads			
415	County Forest Roads			
416	Federal Forest Roads			
417	Off-Street Parking			
418	Bus Terminals			
419	Truck Terminals			
420	Other Motor Vehicle Related			
440	Rail Related			
460	Air Related			
480	Marine Related			
484	Piers/Docks			
490	Nonmotorized Related			
499	Vacant Transportation			

CODE	LAND USE CLASSIFICATION		CODE	LAND USE CLASSIFICATION
600	INSTITUTIONAL/GOVERNMENTAL FACILITIES		700	OUTDOOR RECREATION
610	Administrative Institutions/Governmental Facilities		710	Cultural/Natural Activities
611	Administrative Buildings		712	Zoos
612	Post Offices		716	Nature Study Areas
613	Military Installations		721	Designated Historic/Cultural/Archaeological Sites
614	Municipal Garages		730	Land Related Activities
630	Safety Institutions/Governmental Facilities		731	Campgrounds
631	Police/Fire Stations/Offices		735	Lawns/Yards
637	Ancillary Municipal Safety Facilities		736	Parks/Parkways/Forest-Related Picnic Areas
638	Prisons or Jails		737	Separate Picnic Areas
640	Educational Institutions/Governmental Facilities		738	Lookout Tower
641	Pre-School/Day Care		741	Playfields/Ball Diamonds/Volleyball Courts
642	Primary Schools		745	Swimming/Wading Pools
643	Middle Schools		746	Tennis Courts
644	Secondary Schools		747	Trails
645	Vocational Schools		751	Athletic Fields
647	Two-Year Colleges/Universities		756	Ice Skating Rinks
648	Four-Year and Graduate Colleges/Universities		757	Roller Skating Rinks
651	Libraries		758	Ski Areas
652	Community Center		761	Golf Courses
655	Museums		762	Golf Driving Ranges
660	Health Institutions/Governmental Facilities		766	Archery/Gun/Skeet Ranges
661	Hospitals		768	Hunting Preserves
663	Clinics		769	Race Tracks
665	Long-Term Health Care Facilities		770	Other
680	Assembly Institutions/Governmental Facilities		780	Water Related Activities
681	Fairgrounds		781	Boat Launching Sites/Areas
682	Gymnasiums		782	Other Water Access Sites/Areas
683	Sports Stadium/Arenas		783	Marinas
684	Fraternal Organizations/Clubhouses		784	Lighthouse
690	Religious and Related Facilities		799	Vacant Outdoor Recreation
691	Churches/Temples/Synagogues			
694	Cemeteries			
699	Vacant Institutional/Governmental			
800	AGRICULTURE/SILVICULTURE		900	NATURAL AREAS
805	Open Space		910	Water
810	Croplands/Pastures		911	Lakes
830	Long-Term Specialty Crops		912	Reservoirs and Ponds
850	Animal Husbandry		913	Rivers and Streams
851	Fish Hatchery/Aquaculture		914	Canals and Channels
870	Farm Buildings/Accessories		930	Vital Natural Functions
880	Commercial Forests		936	Wildlife Refuges
899	Vacant Agriculture		937	Designated Scientific Sites/Areas
			950	Other Natural Areas, including Open Space
			951	Woodlands
			952	Wetlands
			953	Grasslands
			954	Beaches
			955	Bluffs
			960	Other Publicly-Owned Natural Areas
			990	Land Under Development
			99999	City or Village

2005 Village of Cleveland Detailed Land Use

CODE	LAND USE CLASSIFICATION	ACRES
100	RESIDENTIAL	246.46
110	Single Family Residential	226.58
130	Two Family	6.02
150	Multi-Family	3.28
180	Mobile Homes	10.37
199	Vacant Residence	0.20
200	COMMERCIAL	58.10
210	Retail Sales	46.30
250	Retail Services	2.99
299	Vacant Commercial	8.81
300	INDUSTRIAL	8.22
310	Manufacturing	6.58
399	Vacant Industrial	1.64
400	TRANSPORTATION	103.19
411	Federal Highways	1.76
413	County Highways	25.23
414	Local Streets and Roads	64.86
420	Other Motor Vehicle Related	2.56
440	Rail Related	8.79
500	COMMUNICATION/UTILITIES	7.71
512	Wind Turbine	0.62
516	Radio/Television Stations	0.16
542	Electric Power Substations	0.32
572	Water Supply Booster/Pumping Stations	0.56
577	Water Supply Storage Tanks/Reservoirs	0.95
583	Sewage Treatment Plants	2.90
588	Yard Waste	2.19
600	INSTITUTIONAL/GOVERNMENTAL FACILITIES	154.95
600	Institutional/Governmental Facilities	1.93
610	Administrative Institutions/Governmental Facilities	1.23
611	Administrative Buildings	0.58
612	Post Offices	0.09
614	Municipal Garages	1.17
631	Police/Fire Stations/Offices	0.44
642	Primary Schools	11.85
647	Two-Year Colleges/Universities	126.14
691	Churches/Temples/Synagogues	5.34
694	Cemeteries	6.20
700	OUTDOOR RECREATION	26.43
710	Cultural/Natural Activities	6.60
736	Parks/Parkways/Forest-Related Picnic Areas	6.91
741	Playfields/Ball Diamonds/Volleyball Courts	12.25
781	Boat Launching Sites/Areas	0.67
800	AGRICULTURE/SILVICULTURE	290.88
805	Open Space	26.64
810	Croplands/Pastures	255.22
850	Animal Husbandry	3.02
870	Farm Buildings/Accessories	6.00
899	Vacant Agriculture/Silviculture	0.01
900	NATURAL AREAS	370.25
950	Other Natural Areas, including Wetlands	231.54
951	Woodlands	133.74
954	Beaches	4.97
Total		1,266.19

Appendix M
GLOSSARY OF TERMS

Planning and Zoning Definitions

Alley: a permanently reserved public or private secondary means of access to an abutting property.

Accessory Structure: a detached subordinate structure located on the same lot as and incidental to the principal structure.

Accessory Use: a use incidental to and on the same lot as a principal use. *See also* “accessory structure” and “principal building”.

Acre: a unit of area used in land measurement and equal to 43,560 square feet. This is approximately equivalent to 4,840 square yards, 160 square rods, 0.405 hectares, and 4,047 square meters.

Adaptive Reuse: the conversion of obsolescent or historic buildings from their original or most recent use to a new use.

Adequate Public Facilities Ordinance (APFO): an ordinance that ties development approvals to the availability and adequacy of public facilities. Adequate public facilities are those facilities relating to roads, sewer systems, schools, and water supply and distribution systems.

Administrative Appeal (Appeal): a quasi- judicial* process before the local zoning board to review a contested ordinance interpretation or an order of an administrative zoning official.

Adverse Impact: a negative consequence to the physical, social, or economic environment.

Aesthetic Zoning: the regulation of building or site design to achieve a desirable appearance.

Affordable Housing: housing that has its mortgage, amortization, taxes, insurance, and condominium and association fees constituting no more than 30% of the gross household income per housing unit. If the unit is rental, then the rent and utilities constitute no more than 30% of the gross household income per rental unit. *See* s. COMM 202.01, Wis. Admin. Code.

Agriculture: the use of land for farming, dairying, pasturage, apiculture (bees), aquaculture (fish, mussels), horticulture, floriculture, viticulture (grapes), or animal and poultry husbandry; this includes the necessary accessory uses for packing, treating, or storing the produce from these activities. *See also* ss. 30.40(1) and 91.01(1), Wis. Stats .

Agricultural Conservation Easement: conservation easements that restrict specifically farmland from development or specified farming practices and give farmers income, property, and estate tax reductions.

Agricultural Protection Zoning: a method for protecting agricultural land use by stipulating minimum lot sizes or limitations on non- farm use.

Air Rights: the ownership or control of all land, property, and that area of space at and above it at a height that is reasonably necessary or legally required for the full use over the ground surface of land used for railroad or expressway purposes.

Amendment: a local legislative act changing a zoning ordinance to make alterations, to correct errors, or to clarify the zoning ordinance. A class 2 notice must be published and a public hearing must be held before a county board may adopt a proposed amendment. *See* s. 59.69, Wis. Stats.

Amenities: features that add to the attractive appearance of a development, such as underground utilities, buffer zones, or landscaping.

Americans with Disabilities Act (ADA): a congressional law passed in 1990, which provides a clear and comprehensive national mandate for the elimination of discrimination against individuals with disabilities as well as clear, strong, consistent, enforceable standards addressing discrimination against individuals with disabilities.

Amortization: a method of eliminating nonconforming uses (usually minor structures) by requiring the termination of the nonconforming use after a specified period of time, which is generally based on the rate of economic depreciation of the use or structure.

Annexation: the process of incorporating an area of land in a township into a municipality. *See* ch. 66, subch. II, Wis. Stats.

Appellate Body: a body authorized to review the judgments made by administrative officers. For example, a board of adjustment hears appeals of the decisions of a county zoning administrator.

Aquatic and Terrestrial Resources Inventory (ATRI): a public and private partnership to gather, link, and make available data used for decisions affecting Wisconsin’s landscape; a systematic and comprehensive information management system developed by the Wisconsin DNR to improve environmental and resource management decisions.

Aquifer: a geologic formation, usually comprised of saturated sands, gravel, and cavernous and vesicular rock, that carries water in sufficient quantity for drinking and other uses.

Aquifer Recharge Area: the surface area through which precipitation passes to replenish subsurface water bearing strata of permeable rock, gravel, or sand.

Architectural Control/ Review: regulations and procedures requiring the exterior design of structures to be suitable, harmonious, and in keeping with the historic character or general style of surrounding areas.

Area Variance (Variance): the relaxation of a dimensional standard in a zoning ordinance decided by a local zoning board. *See* ss.59.69, 60.61, 60.62 and 62.23, Wis. Stats .

Arterial: a major street, which is normally controlled by traffic signs and signals, carrying a large volume of through traffic.

Bargain Sale: the sale of land (to a conservation organization, for example) at less than market value.

Base Flood: a flood that has a one percent chance of being equaled or exceeded in any give year, commonly called a 100- year flood. *See also “floodplain”.*

Benchmark: a performance- monitoring standard that allows a local government to periodically measure the progress of a local comprehensive plan’s goals and policies; also, a fixed and recorded elevation point from which another, relative elevation can be surveyed.

Berm: A low earthen ridge constructed as a landscaping feature or to direct runoff or deflect noise.

Best Management Practices (BMPs): the conservation measures and management practices intended to lessen or avoid a development’s impact on surrounding land and water.

Billboard: a sign that identifies or communicates a message related to an activity conducted, a service rendered, or a commodity sold at a location other than where the sign is located.

Block: a unit of land or contiguous lots or parcels bounded by a roadway or other barrier.

Board of Appeals/ Board of Adjustment (BOA): a board of appointed individuals that hears appeals on variances and exceptions. Board of Appeals applies to cities, villages, and towns, whereas Board of Adjustment applies to counties.

Brownfields: lands contaminated by spills or leaks and that are perceived to be unsuitable for future development due to its hazardous nature or owner liability concerns.

Buffer Area: an area separating two incompatible types of development or a development and sensitive natural resources.

Build Out: the maximum, theoretical development of land as permitted under zoning regulations.

Build Out Analysis: a projection, based on the maximum, theoretical development of all lands, of the impact of a community’s cumulative growth.

Building Coverage: *See “lot coverage”.*

Building Line: the line parallel to the street line that passes through the point of the principal building nearest the front lot line.

Building Scale: the relationship between the volume of a building and its surroundings, including the width of street, amount of open space, and volume of surrounding buildings. Volume is determined by the three- dimensional bulk (height, width, and depth) of a structure.

Bulk Regulations: standards that establish the maximum size of structures on a lot and the location where a building can be, including coverage, setbacks, height, impervious surface ratio, floor area ratio, and yard requirements.

Bundle of Rights Concept of Property: *See “rights”.*

Business Improvement Districts (BID): an area within a municipality consisting of contiguous parcels subject to general real- estate taxes other than railroad rights- of-way and that may include railroad rights- of- way, rivers, or highways continuously bounded by the parcels on at least one side. *See s. 66.1109(1)(b), Wis. Stats.*

Business Incubator: retail or industrial space, which may offer shared or subsidized management support such as information and advice on regulations, advertising, promotion, marketing, inventory, labor relations, and finances and facility support such as clerical staff, security, electronic equipment, and building maintenance that is affordable to new, low profit- margin businesses.

By Right: a use that complies with all zoning regulations and other applicable ordinances and that is permitted without the consent of a review board.

Capital Improvement: a physical asset that is large in scale or high in cost.

Capital Improvements Plan/ Capital Improvements Program (CIP): a city’s or county’s proposal of all future development projects and their respective cost estimates listed according to priority.

Capital Improvement Programming/ Capital Improvement Planning: the scheduling of budgetary expenditures for infrastructure to guide and pace development.

Carrying Capacity Analysis: an assessment of a natural resource’s or system’s ability to accommodate development or use without significant degradation.

Census: The census of population and housing, taken by the U.S. Census Bureau in years ending in 0 (zero). Article I of the Constitution requires that a census be taken every ten years for the purpose of reapportioning the U.S. House of Representatives.

Census Tract: a relatively permanent county subdivision delineated to present census data.

Central Business District (CBD): the primary, downtown commercial center of a city.

Certificate of Appropriateness: a permit issued by a historic preservation review board* approving the demolition, relocation, or new construction in a historic district.

Certificate of Compliance: an official document declaring that a structure or use complies with permit specifications, building codes, or zoning ordinances.

Cesspool: a buried chamber such as a metal tank, perforated concrete vault, or covered excavation that receives wastewater or sanitary sewage to be collected or discharged to the surrounding soil.

City: an incorporated municipality. Cities are divided into the four following classes for administration and the exercise of corporate powers:

- a) Cities of 150,000 population and over- 1st class cities
- b) Cities of 39,000 and less than 150,000 population- 2nd class cities.
- c) Cities of 10,000 and less than 39,000 population- 3rd class cities.
- d) Cities of less than 10,000 population- 4th class cities.

See ch. 62, Wis. Stats.

Clear Zone: an area within a roadway right- of- way that is free of any obstructions, thus providing emergency vehicle access.

Closed (Executive) Session: a governmental meeting or portion closed to everyone but its members and members of its parent body for purposes specified in state law. Governmental meetings are subject to Wisconsin's 'Open Meetings Law.' *See s.19.81- 19.98, Wis. Stats .*

Cluster Development Zoning (Clustering): concentrating the total allowable dwelling units on a tract of land into higher densities on a smaller portion of the tract, leaving the remaining land as open space. For example, in a five- acre minimum lot zoned area, 10 units would be constructed on 50 acres; however, 10 units could also be 'clustered' on 20 acres (allowing minimum two- acre lots), leaving the remaining 30 acres as common open space.

Collector: a street designed to carry a moderate volume of traffic from local streets to arterial* streets or from arterial streets to arterial streets.

Combination Zones: a zone that is placed over another, now underlying zone and that adds or replaces existing requirements of the underlying zone.

Commercial District: a zoning area designated for community services, general business, interchange of services, and commercial recreation.

Common Open Space: squares, greens, parks, or green belts intended for the common use of residents.

Community Development Block Grant (CDBG): a grant program administered by the U.S. Department of Housing and Urban Development (HUD), the state departments of Administration and Commerce, and the Wisconsin Housing and Economic Development Authority (WHEDA) that provides money for community rehabilitation and development. *See s.16.358 and 560.045, Wis. Stats.*

Community Development Zone: Zones meeting certain requirements and designated by the state Department of Commerce for the purpose of administering tax benefits designed to encourage private investment and to improve both the quality and quantity of employment opportunities. The Community Development Zone Program has more than \$38 million in tax benefits available to assist businesses that meet certain requirements and are located or willing to locate in one of Wisconsin's 21 community development zones. *See s.560.70, Wis. Stats. See also "enterprise development zone".*

Community of Place: *See "sense of place".*

Comprehensive Plan: a county development plan or city, village, town, or regional planning commission master plan prepared under and meeting the content requirements outlined in s.66.1001, *Wis. Stats.* Comprehensive plans provide a vision and general idea of how land should be used to assure public health, safety, and welfare.

Concurrency Management System: the process used to determine that needed public services are concurrent with a development's impacts.

Concurrency Test: an analysis of public facilities' ability to accommodate a development; in other words, adequate capacity of facilities must precede or be concurrent with a development's demand.

Conditional Use: a land use, construction activity, or structural development, which must be tailored to the site conditions and adjacent property uses through a public and technical review process, that is listed as a conditional use in a zoning district.

Conditional Use Permit: a permit issued by a zoning administrator, if the applicant meets certain additional requirements, allowing a use other than a principally permitted use.

Conditional Zoning: special conditions an owner must meet in order to qualify for a change in a zoning district designation.

Condominium: real estate and improvements where portions are designated for separate ownership and the remainder for common ownership. *See s.703.02, Wis. Stat .*

Congestion Mitigation and Air Quality Program (CMAQ): a program under the U.S. Department of Transportation intended to fund transportation projects and programs in non- attainment and maintenance areas that reduce transportation- related emissions.

Conservation Areas: environmentally sensitive and valuable lands protected from any activity that would significantly alter their ecological integrity, balance, or character except in cases of overriding public interest.

Conservation Development Zoning: a type of cluster development zoning that emphasizes a planned unit development for preserving open space, wetlands, natural landscaping, floodplains, or other prioritized resources as well as for preventing stormwater runoff.

Conservation Easement: a recorded legal agreement between a landowner and a qualified conservation agency that transfers development rights from the owner to the agency to protect natural or historic features. *See s. 700.40, Wis. Stats.*

Conservation Reserve Program: a federal Department of Agriculture program that pays farmers to convert ‘erodible’ cropland into vegetative cover.

Consolidated Metropolitan Statistical Area (CMSA): a statistical area defined by the U.S. Census; a large metropolitan statistical area with a population of one million or more that includes one or more primary metropolitan statistical areas (PMSA). *See also “metropolitan statistical area” and “primary metropolitan statistical area” in this category.*

Contested Case: a hearing similar to a court proceeding where parties have a right to review and object to evidence and cross-examine witnesses who testify.

Contiguous Properties: properties sharing a property line.

Cooperative Agreement: an agreement between two or more organizations to share in the financing or managing of a property, providing of services, or some other joint venture. *Also see ss. 66.0307, 150.84, and 299.80, Wis. Stats. for specific examples of authorized agreements .*

County: a political subdivision of the state. Counties are delineated in ch. 2, *Wis. Stats.* Wisconsin has 72 counties. *See ch. 59, Wis. Stats.*

cul de sac : a circular end to a local street [*French* , “bottom of the bag”]

Dedication: the transfer of property from private to public ownership.

Deed Restriction: a limitation, which is recorded with the county register of deeds and to which subsequent owners are bound, on development, maintenance, or use of a property.

Design Guideline: an activity standard that preserves the historic or architectural character of a site or building.

Design Review/ Control: an aesthetic evaluation, considering landscape design, architecture, materials, colors, lighting, and signs, of a development’s impact on a community

Design Standards: criteria requiring specific dimensional standards or construction techniques. *See also “performance standards”.*

Detachment: the transposition of land from a municipality back into a township. *See s. 66.0227, Wis. Stats.*

Developer: a person or company that coordinates the ownership, financing, designing, and other activities necessary for the construction of infrastructure or improvements.

Development: an artificial change to real estate, including construction, placement of structures, excavation, grading, and paving.

Development Values: the economic worth of land based upon the fair market price after residential, commercial, or industrial structures have been added.

District: a part, zone, or geographic area within the municipality where certain zoning or development regulations apply.

Down Zoning: a change in zoning classification that permits development that is less dense, intense, or restrictive. *See also “up zoning”.*

Dwelling Unit: the space in a building that comprises the living facilities for one family. *See also “multifamily,” “single- family attached,” and “single- family detached dwelling”.*

Easement: written and recorded authorization by a property owner for the use of a designated part of the property by others for a specified purpose. *See also “conservation easement”.*

Ecological Impact: a change in the natural environment that could disrupt wildlife habitat or vegetation, or that could cause air, water, noise, or soil pollution.

Economic Unit: units of land that, although they may be separated from one another physically, are considered one economically.

Eminent Domain: the right of a government unit to take private property for public use with appropriate compensation to the owner. *See ch. 32, Wis. Stats .*

Enabling Act: legislation authorizing a government agency to do something that was previously forbidden. *See also “takings”.*

Enterprise Development Zone: zones meeting certain statutorily defined criteria and designated by the state Department of Commerce for providing tax incentives to new or expanding businesses whose projects will affect distressed areas. An enterprise development zone is “site specific,” applying to only one business, and is eligible for a maximum of \$3.0 million

in tax credits. The department can designate up to 79 zones, which can each exist for up to seven years. The department is allowed to vary zone benefits to encourage projects in areas of high distress. *See s.560.70, Wis. Stats. See also "community development zone".*

Environmental Corridors: linear areas of natural resources that are critical to maintaining water quality and quantity and to providing habitat linkages that maintain biological diversity. Environmental corridors are often associated with rivers and streams.

Environmental Impact Ordinance: a local legislative act requiring an assessment of the potential harmful environmental effects of a pending development so that steps to prevent damage can be taken.

Environmental Impact Report (EIR): a report that assesses an area's environmental characteristics and then determines the impact that a proposed development will have.

Environmental Impact Statement (EIS): a statement prepared under the National Environmental Policy Act (NEPA) or Wisconsin Environmental Policy Act (WEPA) predicting the impacts a proposed government action is likely to have on the environment and describing the affected environment and the alternative actions considered. *See s.1.11, Wis. Stats., P.L.91-190, 42 USC 4331, NR 150, Wis. Admin. Code.*

Environmental Nodes: discrete, inherently non-linear areas of natural resources that are sometimes isolated from areas with similar resource features. Planning objectives often include linking environmental nodes.

Environmentally Sensitive Areas: areas such as wetlands, steep slopes, waterways, underground water recharge areas, shores, and natural plant and animal habitats that are easily disturbed by development.

Esplanade: waterfront area intended for public use.

Estate Management Strategies: strategies enacted during a landowner's lifetime or upon her death to help preserve family lands and farms.

Ex parte Contact: communication, which is normally prohibited, with a decision maker in a quasi-judicial proceeding, which is not part of a public hearing or the official record in a matter.

Exactions: compensation, which may take the form of facilities, land, or an actual dollar amount, that a community requires from a developer as condition of the approval of a proposed development project. Exactions may be incorporated into the community's zoning code or negotiated on a project-by-project basis; but, they must reflect the type and extent of the expected adverse impacts of the development.

Executive Session: *See "closed session".*

Extraterritorial Zoning: a local government's authority to zone areas outside its boundaries. Under Wisconsin law, the extraterritorial zone for 1st, 2nd, and 3rd class cities extends 3 miles beyond the corporate limits. The limit extends 1½ miles beyond the municipal boundary for 4th class cities and villages. *See s.62.23(7a), Wis. Stats.*

Exurban Area: the area beyond a city's suburbs.

Fee Simple Acquisition: the purchase of property via cash payment.

Fee Simple Interest in Property: absolute ownership of and with unrestricted rights of disposition to land. This describes the possession of all rights to property except those reserved to the state. *See "rights".*

Fiscal Impact Analysis: the projection of the costs and benefits of additional or new facilities, rentals, or remodeling of existing facilities, including data relative to increased instructional, administrative, maintenance, and energy costs and costs for new or replacement equipment.

Fiscal Impact Report: a report projecting the costs and revenues that will result from a proposed development.

Floating Zone: an unmapped zoning district that is described in ordinance and on the zoning map only when an application for development is approved.

Floodplains: land that has been or may be covered by flood water during a 'regional flood' as is defined in NR 116, Wis. Adm. Code. The floodplain includes the floodway and floodfringe, and is commonly referred to as the 100-year floodplain.

- *Floodfringe:* that portion outside of the floodway covered by water during a regional flood.

This term is generally associated with standing water, but may under local floodplain zoning ordinances, be developed for specified purposes if development is protected from flooding.

- *Floodway:* the channel of a river or stream and those portions of the floodplain adjoining the channel required to discharge a regional flood.

This term is generally associated with flowing water and is required by local floodplain zoning ordinances to remain undeveloped and free of obstructions. *See also "base flood".*

Forest Crop Law: a program enacted in 1927 that exempts DNR approved privately owned forest land from general property taxes but instead requires the owner to make an acreage share payment or a state contribution. Under the program, land is taxed at a constant annual rate while its timber is taxed after harvest. Entries into the FCL closed as of 1 January 1986 with

enactment of the Managed Forest Law. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law, Woodland Tax Law, and Managed Forest Law. *See* ch. 70, *Wis. Stats.*

Front Lot Line: the lot line separating an interior lot from the street, or the shortest lot line of a corner lot to a street.

Gentrification: the resettlement of low and moderate- income urban neighborhoods by middle and high- income professionals.

Geographic Information System (GIS): computer technology, tools, databases, and applications that provide spatial (geographic) data management, analysis, and mapping capabilities to support policy evaluation, decision- making, and program operations.

Geologic Review: an analysis of geologic features on a site, including hazards such as seismic hazards, surface ruptures, liquefaction, landslides, mud slides, erosion, and sedimentation.

Gift Credit: a dollar or in- kind matching amount (labor, supplies, land donation, etc.) required to secure funds for a development.

Global Positioning System (GPS): a computerized tool for determining longitudinal and latitudinal coordinates through the use of multiple orbiting satellites.

Green Spaces: *See* “open spaces”.

Growth Management: the pacing of the rate or controlling of the location of development via law enactment to manage a community’s growth.

Growth Trend Series: In a growth series, the starting value is multiplied by the step value to get the next value in the series. The resulting product and each subsequent product is then multiplied by the step value.

Hamlet: a predominantly rural, residential settlement that compactly accommodates development.

Hamlet Lot: a small residential lot in a contiguous group with adjacent and fronting lots oriented toward each other in some ordered geometric way and forming a boundary with the surrounding countryside.

Hazardous Substance: any substance or combination of substances, including solid, semisolid, liquid or gaseous wastes, which may cause or significantly contribute to an increase in mortality or an increase in serious irreversible or incapacitating reversible illness or which may pose a substantial present or potential hazard to human health or the environment because of its quantity, concentration, or physical, chemical, or infectious characteristics. This term includes irritants, strong sensitizers, explosives, and substances that are toxic, corrosive, or flammable. *See* s.292.01(5), *Wis. Stats.*

Heavy Industry: the basic processing and manufacturing of products from raw materials; or, a use engaged in the storage or manufacturing processes using flammable or explosive materials or those that potentially involve offensive conditions. *See also* “light industry”.

Highly Erodible Soils: soils highly susceptible to erosion as determined by an equation that considers soil type, slope, and amount of rainfall but does not consider current land management or vegetative cover. These soils are often identified in county soil survey books.

Historic Area: an area designated by an authority, having buildings or places that are important because of their historical architecture or relationship to a related park or square or because those areas were developed according to a fixed plan based on cultural, historical, or architectural purposes.

Historic Preservation: the research, protection, restoration, and rehabilitation of historic properties.

Historic Property: a building, structure, object, district, area, or site, whether on or beneath the surface of land or water, that is significant in the history, prehistory, architecture, archaeology, or culture of Wisconsin, its rural and urban communities, or the nation. *See* s.44.31(3), *Wis. Stats.* *See* s.13.48(1m)(a), *Wis. Stats.*

Homeowner’s Association: a nonprofit organization made up of property owners or residents who are then responsible for costs and upkeep of semiprivate community facilities.

Home Rule: constitutional provisions in some states that give local units of government substantial autonomy. Wisconsin is a “strong” home rule state.

Incorporation: orderly and uniform development of territory from town to incorporated status. *See* ch. 66, subch. II, *Wis. Stats.*

Impact Fees: cash contributions, contributions of land or interests in land, or any other items of value that are imposed on a developer by a political subdivision to offset the community’s costs resulting from a development. *See* s. 66.0617, *Wis. Stats.*

Impervious Surface: a ground cover such as cement, asphalt, or packed clay or rock through which water cannot penetrate; this leads to increases in the amount and velocity of runoff and corresponds to increases in soil erosion and nutrient transport.

Improvements: the actions taken to prepare land, including clearing, building infrastructure such as roads and waterlines, constructing homes or buildings, and adding amenities.

Incentive Zoning: the granting of additional development possibilities to a developer because of the developer’s provision of a public benefit.

Industrial District: a district designated as manufacturing, research and development, or industrial park.

Infill: the development of the last remaining lots in an existing developed area, the new development within an area already served by existing infrastructure and services, or the reuse of already developed, but vacant properties. *See also "redevelopment"*.

Infrastructure: public utilities, facilities, and delivery systems such as sewers, streets, curbing, sidewalks, and other public services.

Installment Sale: a real estate transaction in which the landowner and the recipient negotiate terms for the property to be transferred over an extended period of time rather than all at once.

Intermodal Surface Transportation Efficiency Act, 1991 (ISTEA): a federal transportation act that authorized the first 23 "high priority corridors" of the total 42 authorized by the ISTEA, the National Highway System Designation Act (1995), and the Transportation Equity Act for the 21st Century.

Intelligent Transportation System (ITS): a system of technologies, including traveler information systems to inform motorists of weather and road conditions, incident management systems to help emergency crews respond more efficiently to road incidents, and commercial vehicle operations to increase freight transportation efficiency, intended to relieve state highway congestion.

Interim Zone of Influence: a procedure for the exchange of information or resolution of conflicts on certain proposed land- uses between a city or town and the county.

Interim Zone/ Development Controls: *See "moratorium"*.

Judicial Appeal: the review of a local zoning decision by the state judicial system.

Land: soil, the ground surface itself, a subdivision, a tract or parcel, a lot, an open space, or the physical elements below ground.

Land Banking: the obtaining, holding, and subsequent release of lands by a local government for controlled development or conservation.

Land Exchange: a transaction where a public agency or nonprofit organization exchanges a land parcel for another land parcel with high conservation value.

Land use Intensity System (LUI): a comprehensive system created in the mid- 1960s by the U.S. Federal Housing Administration for determining or controlling the intensity of land development.

Land use Inventory: a study, cataloging the types, extent, distribution, and intensity of current and future uses of land in a given area.

Land use Plan: the element of a comprehensive plan that designates and justifies the future use or reuse of land. *See s.66.1001, Wis. Stats.*

Landfill: a disposal facility for solid wastes. *See ch.289, Wis. Stats.*

Land Trust: a private, nonprofit organization that protects natural and cultural resources through conservation easements, land acquisition, and education.

Large- Lot Zoning: a requirement that each new house be constructed on a minimum number of acres (generally, five or more acres). Developments that feature large- lot zoning may include the dispersal of some impacts, less efficient infrastructure, and greater areas of land use.

Leapfrog Development: new development separated from existing development by substantial vacant land.

Leaseback: *See "purchase/ leaseback"*.

Level of Service (LOS): a measurement of the quantity and quality of public facilities.

Light Industry: the manufacture and distribution of finished products, including processing, fabrication, assembly, treatment, packaging, incidental storage, and sales. *See also "heavy industry"*.

Limited Development: the development of one portion of a property to finance the protection of another portion.

Linear Trend Series: In a linear series, the step value, or the difference between the first and next value in the series, is added to the starting value and then added to each subsequent value.

Lot: a parcel of land that is occupied or intended for occupancy, including one main building and any accessory buildings, open spaces, or parking spaces. *See also "through lot"*.

Lot Area: the area of a horizontal plane bounded by the vertical planes through front, side, and rear lot lines.

Lot Averaging: the design of individual adjoining lots within a residential subdivision where the average lot is the minimum prescribed area for the zoning district.

Lot- by- Lot Development: a conventional development approach where each lot is treated as a separate development unit conforming to all land- use, density, and bulk requirements.

Lot Coverage: the total when an area of a lot covered by the total projected surface of all buildings, impervious surfaces, or vegetative coverage is divided by the gross area of that lot.

Lot Depth: the average horizontal distance between the front and rear lot lines.

Lot Line: the property lines at the perimeter of a lot.

Lot Width: the distance between side lot lines. This is generally measured at the front setback, but the specific protocol varies between jurisdictions.

LULU: a locally unwanted land use. *See also* “NIMBY,” “NIABY,” and “NIMTOO”.

Main Street Program: a comprehensive revitalization program established in 1987 to promote and support the historic and economic redevelopment of traditional business districts in Wisconsin. The Main Street Program is administered by the state Department of Commerce.

Managed Forest Law: a law enacted in 1985, replacing the Forest Crop Law and Woodland Tax Law, that exempts DNR approved privately owned forest land from general property taxes but instead requires the owner to pay an annual acreage payment, a state contribution, a yield tax, or a withdrawal penalty. Landowners have the option to choose a 25 or 50 year contract period. Enrollment is open to all private landowners owning ten or more acres of woodlands. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law (FCL), Woodland Tax Law (WTL), and Managed Forest Law (MFL). *See* ch. 70, *Wis. Stats.*

Manufactured Housing: a structure, containing within it plumbing, heating, air- conditioning, and electrical systems, that is transportable in one or more sections of certain sizes and is built on a permanent chassis, and when connected to the required utilities, is designed to be used as a dwelling with or without a permanent foundation. Such housing must comply with the standards established under the National Manufactured Housing Construction and Safety Standards Act. *See* 42 USC 5401 to 5425 and ch.409, *Wis. Stats.*

Map: a drawing or other representation that portrays the spatial distribution of the geographic, topographic, or other physical features of an area.

Median age: The midpoint age that separates the younger half of a population from the older half.

Metropolitan Statistical Area (MSA): a statistical area defined by the U.S. Census; a freestanding metropolitan area (i.e. an area with a minimum population of 50,000 and adjacent communities with a high degree of economic and social integration) or a Census Bureau defined urbanized area with a population of 100,000 or greater (75,000 in New England), not closely associated with other metropolitan areas. Nonmetropolitan counties surround these areas typically. *See also* “consolidated metropolitan statistical area” and “primary metropolitan statistical area”.

Mini- Lot Development: a development containing lots that do not meet the minimum size or other requirements.

Mitigation: the process of compensating for the damages or adverse impacts of a development.

Mitigation Plan: imposed development conditions intended to compensate for the adverse impacts of the development.

Mixed- Use Development: a development that allows multiple compatible uses to be in close proximity to one another in order to minimize transportation infrastructure impacts and to create a compact, efficient neighborhood; for example, single family, multifamily, commercial, and industrial uses are located within a reasonable proximity to each other.

Modernization: the upgrading of existing facilities to increase the input or output, update technology, or lower the unit cost of the operation.

Moratorium: a temporary development freeze or restriction pending the adoption or revision of related public policies or provisions of public infrastructures or services.

Multifamily Dwelling: a building or portion occupied by three or more families living independently of each other.

Multimodal Transportation: an integrated network of various transportation modes, including pedestrian, bicycle, automobile, mass transit, railroads, harbors, and airports.

Municipality: a city, village, town, or other unit of local government. The application of this term varies and it often has specific legal meanings.

National Environmental Policy Act (NEPA): a congressional act passed in 1969, establishing a national environmental policy. NEPA requires federal agencies to consider the environmental effects of decisions early in their decision- making processes and to inform the public of likely impacts. Environmental impact statements (EISs) are prepared consistent with this law. The act also established the Council on Environmental Quality. *See* P.L. 91- 190, 42 U.S.C. 4321- 4347. *See also* “environmental impact statement” and “Wisconsin Environmental Policy Act (WEPA)”.

National Register of Historic Places in Wisconsin: places in Wisconsin that are listed on the national register of historic places maintained by the U.S. Department of the Interior, National Park Service.

Neighborhood Plan: a plan that provides specific design or property- use regulations in a particular neighborhood or district.

Neighborhood Unit: the model for American suburban development after World War II based around the elementary school with other community facilities located at its center and arterial streets at its perimeter.

Neotraditional Development: a land- use approach that promotes neighborhoods with a variety of housing and architectural types, a central gathering point, and interconnecting streets, alleys, and boulevards edged with greenbelts.* *See also “New Urbanism” and “smart growth”.*

Net Acre: an acre of land excluding street rights- of- way* and other publicly dedicated improvements such as parks, open space, and stormwater detention and retention facilities.

New Urbanism: an approach to development that includes the reintegration of components such as housing, employment, retail, and public facilities into compact, pedestrian- friendly neighborhoods linked by mass transit. *See also “Neotraditional development” and “smart growth”.*

NIABY: Not in anyone’s backyard. *See also “LULU,” “NIMBY,” and “NIMTOO”.*

NIMBY: Not in my backyard. *See also “LULU,” “NIABY,” and “NIMTOO”.*

NIMTOO: Not in my term of office. *See also “LULU,” “NIMBY,” and “NIABY”.*

Nonconforming Activity: an activity that is not permitted under the zoning regulations or does not conform to off- street parking, loading requirements, or performance standards.

Nonconforming Building: any building that does not meet the limitations on building size or location on a lot for its use and district.

Nonconforming by Dimension: a building, structure, or parcel of land that is not compliant with the dimensional regulations of the zoning code.

Nonconforming Lot: a use or activity which lawfully existed prior to the adoption, revision, or amendment of an ordinance but that fails to conform to the current ordinance.

Nonconforming Use: a use (or structure) that lawfully existed prior to the adoption or amendment of an ordinance but that fails to conform to the standards of the current zoning ordinance.

Noncontributing Building: a building or structure that does not add to the historic architecture or association or cultural values of the area.

North American Industry Classification System (NAICS): a classification system developed by the United States, Canada, and Mexico to provide comparable industrial production statistics collected and published in the three countries. The NAICS replaces the Standard Industrial Classification (SIC) system and provides for increased comparability with the International Standard Industrial Classification (ISIC) system developed and maintained by the United Nations. *See also “Standard Industrial Classification (SIC)”.*

Office Park: a large tract that has been planned and developed as an integrated facility for a number of separate office buildings and that considers circulation, parking, utilities, and compatibility.

One-Unit, Attached: This is a 1-unit structure that has one or more walls extending from ground to roof separating it from adjoining structures. In row houses (sometimes called townhouses), double houses, or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof.

One-Unit, Detached: This is a 1-unit structure detached from any other house; that is, with open space on all four sides. Such structures are considered detached even if they have an adjoining shed or garage. A one-family house that contains a business is considered detached as long as the building has open space on all four sides. Mobile homes or trailers to which one or more permanent rooms have been added or built also are included.

Open Session: a meeting that is in accordance with Wisconsin’s ‘Open Meetings Law.’ *See s.19.85- 19.98, Wis. Stats .*

Open (Green) Spaces: a substantially undeveloped area, usually including environmental features such as water areas or recreational facilities. *See also “common open spaces”.*

Ordinance: a local law; a legislative enactment of a local governing body.

Orthophoto Quad: an aerial photograph that has been adjusted, via the correcting of distortions and inaccuracies due to plane tilt, elevation differences, or the curvature of the earth’s surface, to reflect as accurately as possible the actual topography of the earth’s surface.

Outright Donation: the donation of land to a unit of government or a qualified charitable land conservation management organization.

Outright purchase: the acquisition of land for the benefit of the public.

Overlay Zone: an additional land use or zoning requirement that modifies the basic requirements of the underlying designation.

Parcel: *See “lot”.*

Pedestrian Friendly: a development that is primarily accessible to pedestrians rather than automobiles and with an emphasis on street sidewalks rather than parking.

Performance Standards: general criteria established to limit the impact of land uses or development. *See also “design standards”.*

Pervious Surface: a ground cover through which water can penetrate at a rate comparable to that of water through undisturbed soils.

Planned Unit Development: land under unified control to be developed in a single development or a programmed series of phases. A planned development includes the provisions, operations, maintenance, facilities, and improvements that will be for the common use of the development districts, but which will not be maintained at general public expense.

Plan Commission: an appointed local government commission authorized to make and adopt a master plan, consistent with s.66.1001, *Wis. Stats.*, for the physical development of the city. *See* s.62.23, *Wis. Stats.*

Plat: a map of a lot, parcel, subdivision, or development area where the lines of each land division are shown by accurate distances and bearings.

Point System: numerical values assigned to a development's impacts on a community's resources.

Political Subdivision: a city, village, town, county, sanitary district, school district, inland lake protection and rehabilitation district, or other special purpose unit of government.

Pre-acquisition: a technique where one organization (usually a private land trust) purchases a property and holds it until another organization (usually a government agency) can allocate the funds to purchase it.

Preservation: leaving a resource undisturbed and free from harm or damage. While 'preservation' is often used interchangeably with 'conservation,' the latter entails a connotation of prudent resource use.

Primary Metropolitan Statistical Area (PMSA): a statistical area defined by the U.S. Census; an area within a consolidated metropolitan statistical area consisting of a large urbanized county or cluster of counties that demonstrates very strong internal economic and social links, in addition to close ties to other portions of the larger area. *See also* "metropolitan statistical area" and "consolidated metropolitan statistical area".

Prime Agricultural Land: land determined by local governments to be important for sustaining agricultural operations and that are often protected from conversion to other uses. *See* ch.91, *Wis. Stats.*

Prime Farmland: farmland classified by the Natural Resources Conservation Service as best for the crop production of row, forage, or fiber because of level topography, drainage, moisture supply, soil texture and depth, and susceptibility to erosion and runoff. Ideally, prime farmland allows least cost to both the farmer and the natural resources. *See* ch.91, *Wis. Stats.*

Principal Building: the building, including all parts connected, where the primary use of the lot is conducted.

Private Road: a way open to traffic, excluding driveways, established as a separate tract for the benefit of adjacent properties.

Privately Owned Waste- Treatment Systems (POWTS): sewage treatment and disposal systems, which are also called on- site sanitary systems, that are not connected to sewer lines or wastewater treatment plants.

Public Dedication: reserving land in a subdivision for public use such as a school or park.

Public Road: public property dedicated and reserved for street traffic.

Purchase of Development Rights (PDR): a public or private government initiative that acquires the development rights of property to limit development and protect natural features or open space. *See also* "rights" and "transfer of development rights".

Purchase/ Leaseback: an arrangement where a community purchases a natural area and then either leases it back with special lease restrictions or sells it back with deed restrictions designed to protect the natural features of the property.

Quarter, Quarter Zoning: a development standard that limits non-farm development to one house per 40 acres (¼ of ¼ of the original 640- acre section).

Quasi- Judicial Decisions: "resembling a court;" quasi- judicial decision making must follow rules of due process and is midway between legislative and administrative functions. Examples of quasi- judicial decisions include variances, appeals, and conditional- use permits.

Quasi- Public Use/ Facility: a use conducted or a facility owned or operated by a nonprofit or religious institution that provides public services.

Rear- lot Line: a lot line, opposite the front lot line, that generally does not abut a public roadway.

Redevelopment: any proposed replacement of existing development. *See also* "infill".

Redevelopment Authority: an authority, known as the "redevelopment authority of the city of [city name]," created in every city with a blighted area. This authority, together with all the necessary or incidental powers, is created to carry out blight elimination, slum clearance, and urban renewal programs and projects as set forth in Wisconsin Statutes. *See* s.66.1333 (3)(a) 1, *Wis. Stats.*

Reforestation: the planting or replanting of forest plants.

Regional Plan: a plan that covers multiple jurisdictions, often within the administrative area of a regional planning commission, and that can be prepared jointly by cooperating municipalities, regional planning commissions, state agencies, or other entities.

Requests for Proposals (RFP): a document describing a project or services and soliciting bids for a consultant's or contractor's performance.

Requests for Qualifications (RFQ): a document describing the general projects, services, and related qualifications of bidding consultants or contractors.

Reservation of Site: *See "public dedication".*

Reserved Life Estate: an arrangement where a landowner sells or donates property to another party (for example, a conservation organization) while retaining the right to lifetime use.

Revolving Fund: a conservation fund, replenished through donations or selling of the land to another conservation organization or a government agency, used to purchase land or easements.

Rezoning: an amendment to a zoning map or zoning ordinance that changes the zoning- district designation and use or development standards.

Right of First Refusal: an agreement between a landowner and another party (for example, a land trust) that gives the other party a chance to match any third- party offer to purchase lands.

Right of Way (ROW): a strip of land occupied by or intended to be occupied by a street, crosswalk, walkway, utility line, or other access.

Rights (The Bundle of Rights Concept of Property): government and private owners each hold portions of the bundle of rights in real property.

Owner property rights include:

- *Right to Use:* the right to improve, harvest, cultivate, cross over, or not to use.
- *Right to Lease:* the right to lease for cash or the right to hold a cash, including a share lease or third or fourth lease, a crop share lease, a one year lease, or a perpetual lease.
- *Right of Disposition:* the right to sell, to bequeath, to mortgage, or to establish trusts on all or part of a property.

Government property rights include:

- *Eminent domain:* the right to purchase land for public use
- *Escheat:* the right for the succession in title where there is no known heir
- *Regulation*
- *Taxation*

Riparian Areas: the shore area adjacent to a body of water.

Roadway Setback: the required or existing minimum distance between a public roadway (measured from the centerline or edge of right- of- way) and the nearest point on a structure.

Scenic Corridor: a linear landscape feature that is visually attractive (for example, stream corridors or blufflines).

Scenic Easement: an easement* intended to limit development in order to preserve a view or scenic* area.

Seasonal Dwelling: a dwelling not used for permanent residence or not occupied for more than a certain number of days per year. The standard varies between jurisdictions.

Secondary Dwelling Unit: an additional dwelling unit in a freestanding building or above a residential garage and located within or on the same lot as the principal dwelling unit.

Sense of Place: the constructed and natural landmarks and social and economic surroundings that cause someone to identify with a particular place or community.

Set Back: the minimum distance a building, structure, or activity can be separated from a designated feature such as a waterway or bluffline.

Shoreland: a state mandated water resource protection district that Wisconsin counties must adopt.

Shorelands include lands adjacent to navigable waters within 1,000 feet of the ordinary high- water mark of a lake, pond, or flowage and within 300 feet of the ordinary high- water mark or floodplain of a river or stream.

Shoreland- Wetland: shorelands that are designated as wetlands on Wisconsin Wetlands Inventory maps. See *Wis. Stats.*

Shoreline Stabilization: the placement of structural revetments or landscaping practices to prevent or control shoreline erosion.

Side Lot Line: a lot line that is neither a front lot line nor a rear lot line.

Single- family Attached Dwelling: one of two or more residential buildings having a common wall separating dwelling units.

Single- family Detached Dwelling: a residential building containing not more than one dwelling unit surrounded by open space.

Sign: any device that is sufficiently visible to persons not located on the lot that communicates information to them.

Site Plan: a scaled plan, which accurately and completely shows the site boundaries, dimensions and locations of all buildings and structures, uses, and principal site development features, proposed for a specific lot.

Sliding Scale Zoning: a ratio of dwelling units to land acreage that concentrates development on smaller lots by increasing the minimum lot size for houses built on larger parcels.

Smart Growth: an approach to land- use planning and growth management that recognizes connections between development and quality of life. The features that distinguish smart growth approaches vary. In general, smart growth invests time, attention, and resources in restoring community and vitality to center cities and older suburbs. In developing areas, the approach is more town- centered, is transit and pedestrian oriented, and has a greater mix of housing, commercial, and retail uses. Smart- growth approaches preserve open space and other environmental amenities. The term is also used to refer to Wisconsin's comprehensive planning law. *See s.66.1001, Wis. Stats. See also "New Urbanism" and "Neotraditional development".*

Special Designation: the protection of scenic river corridors and other valuable resources through state or federal means such as recognition, acquisition, or technical assistance.

Special District/ Special Purpose Unit of Government: a government entity that is responsible for performing specific tasks and oversight essential to a community's or region's well being. Special districts include sanitary districts, metropolitan sewerage districts, drainage districts, inland lake protection and rehabilitation districts, business improvement districts, tax incremental financing districts, architectural conservancy districts, and port authorities.

Special Exception: *See "conditional use".*

Spot Zoning: a change in the zoning code or area maps that is applicable to no more than a few parcels and generally regarded as undesirable or illegal because it violates equal treatment and sound planning principles.

Stand: a number of plants growing in a continuous area. Examples include 'a stand of hardwood' or 'a stand of timber.'

Standard Industrial Classification/ Standard Industrial Code (SIC): an industry classification system to facilitate the collection, tabulation, presentation, and analysis of data relating to establishments and to ensure that data about the U.S. economy published by U.S. statistical agencies are uniform and comparable. *See also "North American Industry Classification System (NAICS)".*

Statewide Comprehensive Outdoor Recreation Plan (SCORP): a plan that aims to offer a research base and overall guidance for all providers of Wisconsin's outdoor recreation, including federal, state, county, city, village, and town governments, resorts and other businesses, and a variety of other public and private organizations. Ideally, SCORP is used in conjunction with other planning documents such as property master plans, community park and open space plans, the State Trails Strategic Plan, six- year development plans, and county and regional planning commission plans.

Stewardship Program: a state bonding program established by the Wisconsin Legislature in 1989 and re- authorized in 1999 that provides funds to protect environmentally sensitive areas and to maintain and to increase recreational opportunities across the state.

Stormwater Detention/ Stormwater Retention: the storage of stormwater runoff.

Stormwater Management: the reduction of the quantity of runoff, which affects flooding, or of pollutants generated at a development site and carried in stormwater.

Story: a space in a building between the surface of any floor and the surface of the next above floor or roof.

Subdivision: the description (usually by survey) and recording of separate land parcels or lots.

Summary Abatement: a legal action taken to suppress the continuation of an offensive land use. *See also "tax abatement".*

Sustainability: long- term management of ecosystems intended to meet the needs of present human populations without compromising resource availability for future generations.

Sustainable Development: development that meets the needs of the present generation without compromising the needs of future generations.

Takings: government actions that violate the Fifth Amendment to the U.S. Constitution, which reads in part, "nor shall private property be taken for public use, without just compensation." Such actions include regulations that have the effect of "taking" property. The Supreme Court has established four clear rules that identify situations that amount to a taking and one clear rule that defines situations that do not.

The court has found "takings" in the following circumstances:

- where a landowner has been denied "all economically viable use" of the land;
- where a regulation forced a landowner to allow someone else to enter onto the property;
- where the regulation imposes burdens or costs on a landowner that do not bear a "reasonable relationship" to the impacts of the project on the community; and

- where government can equally accomplish a valid public purpose through regulation or through a requirement of dedicating property, government should use the less intrusive regulation, for example, prohibiting development in a floodplain property.

The Supreme Court has also said that where a regulation is intended merely to prevent a nuisance, it should *not* be considered a taking.

Tax Abatement: a release of a certain tax liability for a specific period of time and under certain circumstances. *See also* “summary abatement”.

Tax Increment: additional tax revenue resulting from a property- value increase; the amount obtained by multiplying the total of all property taxes levied on all taxable property within a tax- incremental district in a year by a fraction having as a numerator the value increment for that year in the district and as a denominator that year’s equalized value of all taxable property in the district. In any year, a tax increment is “positive” if the value increment is positive and “negative” if the value increment is negative. *See* s.66.1105, *Wis. Stats.*

Tax Increment Financing (TIF): a local governmental financing of private- sector redevelopment, anticipating the additional revenues of the tax increment.* *See* s.66.1105, *Wis. Stats.*

Town: the political unit of government; a body corporate and politic, with those powers granted by law. *See* ch. 60, *Wis. Stats.*

Township: all land areas in a county not incorporated into municipalities (cities and villages).

Tract: an indefinite stretch or bounded piece of land; in subdivisions, a tract is often divided into individual lots.

Traditional Neighborhood: a compact, mixed- use neighborhood where residential, commercial, and civic buildings are within a close proximity. *See also* “Neotraditional development” and “New Urbanism”.

Traffic Calming: the process of increasing pedestrian safety via decreasing automobile speed and volume.

Traffic Impact Analysis: an analysis of the impacts of traffic generated by a development.

Traffic Impact Mitigation Measure: an improvement by a developer intended to reduce the traffic impact created by a development.

Transfer of Development Rights: a technique, involving the designation of development (receiving) zones and protected (sending) zones, for guiding growth away from sensitive resources and toward controlled development centers by transferring development rights from one area to another via local law authorization such as a deed or easement. *See also* “rights” and “purchase of development rights”.

Transit- Oriented Development (TOD): moderate or high- density housing concentrated in mixed- use developments* that encourages the use of public transportation.

Transitional Use: a permitted use or structure that inherently acts as a transition or buffer between two or more incompatible uses.

TRANSLINKS 21: a statewide transportation system plan prepared by the Wisconsin Department of Transportation in response to federal and state laws.

Transportation Demand Management (TDM): a strategy that alleviates roadway stress by reducing vehicle density via the increasing of passengers per vehicle.

Transportation enhancements (ISTEA & TEA- 21): funds contributed by the federal highway transportation program to enhance cultural, aesthetic, and environmental aspects of local transportation and transit systems.

Underlying Zoning District: a term referring to a zoning district when it is affected by an overly district.

Undevelopable: an area that cannot be developed due to topographic or geologic soil conditions.

Unified Development Code: the combining of development regulations into a single zoning code.

Universal Transverse Mercator Grid (UTM): a civilian grid system, which uses only numbers and can be handled by digital mapping software and Geographic Information Systems.

Unnecessary Hardship: a unique and extreme inability to conform to zoning ordinance provisions due to physical factors; and, one of three tests a property must meet in order to qualify for a zoning variance.

Up Zoning: changing the zoning designation of an area to allow higher densities or less restrictive use. *See also* “down zoning”.

Urban Area: the area within a municipal boundary that is serviced by infrastructure; an intensively developed area with a relatively large or dense population.

Urban Forest: all trees and associated vegetation in and around a city, village, or concentrated development.

Urban Growth Area: an area designated for urban development and usually designed to protect open space or resources beyond its boundaries.

Urban Growth Boundary: the perimeter of an urban growth area.

Urban Sprawl: low- density, automobile- dependent, and land- consumptive outward growth of a city; the spread of urban congestion and development into suburban and rural areas adjoining urban areas.

Utility Facilities: any above ground structures or facilities used for production, generation, transmission, delivery, collection, or storage of water, sewage, electricity, gas, oil, or electronic signals.

Variance: a relaxation of dimensional standards by a local zoning board in compliance with statutory criteria. *See* s.59.99(7), *Wis. Stats.*

Vehicle Miles Traveled (VMT): a measure of automobile and roadway use.

Village: an incorporated area with a population under 5,000. *See* ch. 61, *Wis. Stats.*

Watershed: the area where precipitation drains to a single body of water such as a river, wetland, or lake.

Wellhead Protection: a plan to determine the water collecting area for a public well, identify the pollution sources within that area, and detect, prevent, and remedy potential contamination to the collecting area.

Wetlands Inventory Map: a map of wetlands classified according to their vegetation, hydrology, and types of human influence, developed by the Wisconsin Department of Natural Resources, used to identify wetlands for protection.

Wetlands Reserve Program: a federal program with state partnering to restore the functions and values of wetlands and to preserve riparian areas through conservation easements and wetland reconstruction.

Wildlife Habitat Incentives Program: a program that awards landowners federal cost- sharing funds after the installation of improvements to wildlife or fishery habitat.

Wisconsin Administrative Code (Wis. Admin. Code): a component of state law that is a compilation of the rules made by state agencies having rule- making authority. These rules provide the detailed provisions necessary to implement the general policies of specific state statutes

Wisconsin Environmental Policy Act (WEPA): a state law establishing a state environmental policy. WEPA requires state agencies to consider the environmental effects of decisions early in their decision-making processes and to inform the public of likely impacts and alternatives that were considered. Environmental impact statements (EISs) are prepared consistent with this law. *See also* “environmental impact statement” and “National Environmental Policy Act (NEPA)”. *See* NR 150, Wis. Admin. Code, and s.1.11, *Wis. Stats.*

Wisconsin Initiative for Statewide Cooperation on Landscape Analysis and Data (WISCLAND): a partnership between government agencies, private companies, and nonprofit groups to collect, analyze, and distribute landscape information.

Wisconsin Register of Historic Places: a listing of districts, sites, buildings, structures, and objects that are significant in national, state, or local history, architecture, archaeology, engineering and culture. The Wisconsin register of Historic Places is maintained by the Wisconsin State Historical Society. *See* s. 44.36, *Wis. Stats.*

Woodland Tax Law: a law enacted in 1954 that extended land eligibility of the Forest Crop Law to owners of small forest parcels. Entries into the WTL closed as of 1 January 1986 with enactment of the Managed Forest Law. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law, Woodland Tax Law, and Managed Forest Law. *See* ch. 70, *Wis. Stats.*

Zero Lot Line: the location of a building in such a manner that one or more of its sides rests directly on its lot line.

Zone: an area designated by an ordinance where specified uses are permitted and development standards are required.

Zoning Inspector: an appointed position to administer and enforce zoning regulations and related ordinances.

Zoning Permit: a permit issued by the land- use or zoning administrator authorizing the recipient to use property in accordance with zoning- code requirements.

Source: *Land-Use Lingo: A Glossary of Land-Use Terms*, WDNR, 2001.

Note: All references are to 1999-2000 Wisconsin Statutes.

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