

20-YEAR COMPREHENSIVE PLAN *Update*





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Village of Cleveland

Manitowoc County, Wisconsin

20-Year Comprehensive Plan *Update*

September 17, 2019

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The preparation of this document was financed through contract # 17008-05 between the Village of Cleveland and the Bay-Lake Regional Planning Commission. A portion of the transportation and land use elements 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. In addition, a part of the natural resources element was underwritten by the Wisconsin Coastal Management Program.

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Village Summary

The Village of Cleveland was formed in 1958 from the consolidation of three unincorporated hamlets located in the Town of Centerville: Cleveland, St. Wendel, and Hika. The village encompasses an area of approximately two square miles and a planning area (1.5 mile extraterritorial boundary) covering approximately 27 square miles. The planning area is bisected by Interstate Highway 43 running north/south, while Lake Michigan makes up the village's eastern border. The Village of Cleveland is surrounded by the Town of Centerville on the north, west, and south sides.

Total Population: 1,485
Males: 762
Females: 728



Total Housing Units: 643

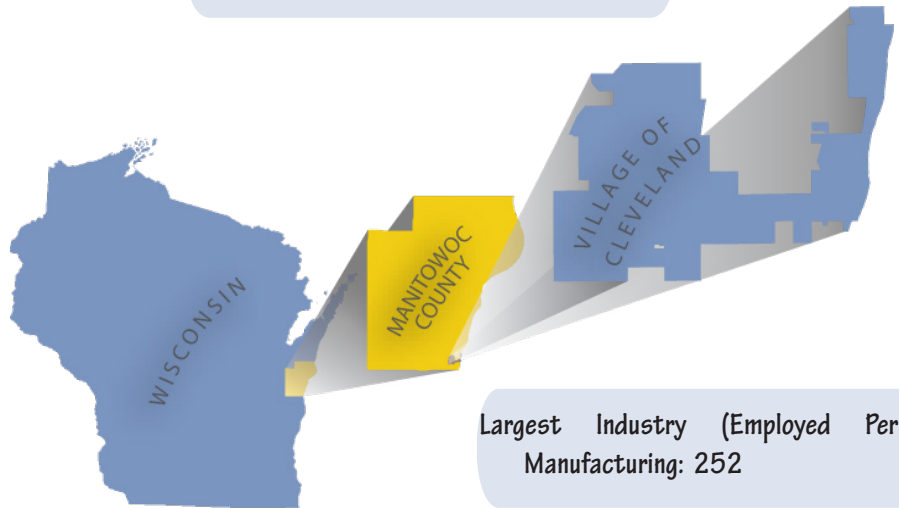


Median Age: 39.1

Yr. 2040 Projected Households: 737

Yr. 2040 Projected Population = 1,715

Civilian Labor Force: 846
Unemployment Rate: 3.7%

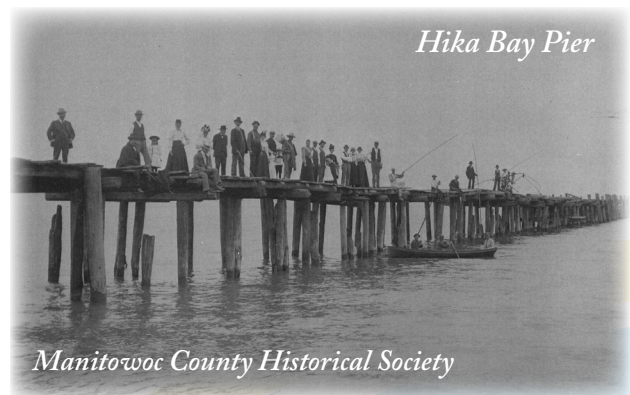


Largest Industry (Employed Persons):
Manufacturing: 252

Median Household Income: \$64,375



Largest Employer: Lakeshore Technical College
(500-999 employees)



Housing, population, & economic data sources: U.S. Census; American Fact Finder 2013-2017 American Community Survey 5-Year Estimates; and Wisconsin DOA.

Introduction

The *Village of Cleveland 20-Year Comprehensive Plan* adopted under the authority granted by Wis. Stats. § 66.1001, serves as a guide that village officials and residents must consult when making decisions about managing the growth and conservation of the community. The comprehensive plan is a long-range policy document containing goals, objectives, and development/preservation strategies that will assist in achieving the village's 20-year vision.

Vision Statement

The Village of Cleveland strives to maintain its small town charm with a sustainable economy and a premium quality of life in a healthy and thriving environment.

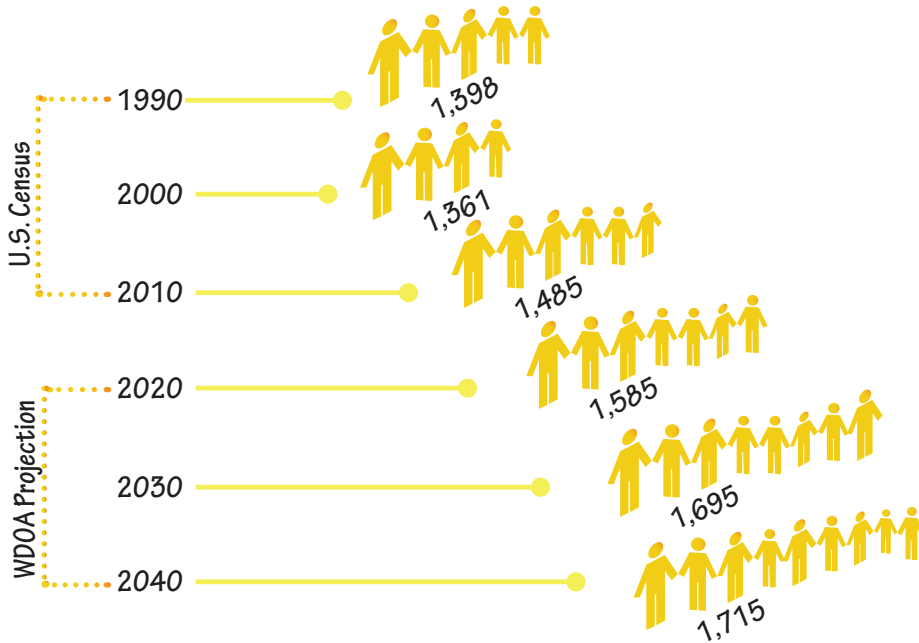
Summary of Development Goals

The following goals 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 in Section 4 of this plan.

1. To utilize the *Village of Cleveland 20-Year Comprehensive Plan* as a guide when making land use decisions to help achieve the village's long-range vision.
2. To ensure the land within the planning area is developed/preserved according to the strategies described in the plan.
3. To manage a healthy natural environment through the preservation and protection of key natural resources.
4. To maintain the village's historic and cultural resources for future generations.
5. To provide an environment conducive for business and housing expansion and development.
6. To pursue methods of safe and efficient transportation in and around the village.
7. To provide quality community services.
8. To promote the park and recreational facilities within the village.
9. To coordinate with the Town of Centerville, Manitowoc County, and other stakeholders on planning and development initiatives.



Population Change and Projections



AREA	2010	PROJECTED					2010-2040 % Change
		2020	2025	2030	2035	2040	
Village of Cleveland	1,485	1,585	1,645	1,695	1,725	1,715	15.5%
Town of Centerville	645	625	620	610	590	560	-13.2%
Manitowoc County	81,442	81,400		82,230		78,920	-3.1%
Wisconsin	5,686,986	6,005,080	6,203,850	6,375,910	6,476,270	6,491,635	14.1%



Village Age Distribution

School Age



16%

Working Age



76%

Voting Age



74%

Retirement Age



13%

Demographic and housing data sources: U.S. Census; American Fact Finder 2013-2017 American Community Survey 5-Year Estimates; and Wisconsin DOA.

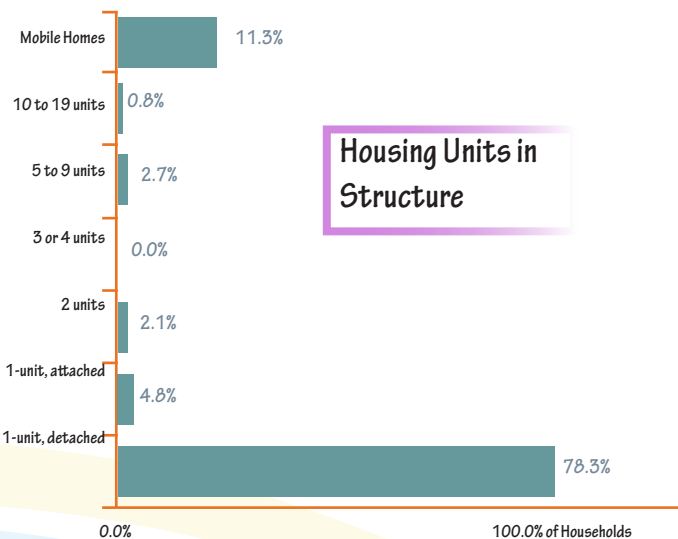
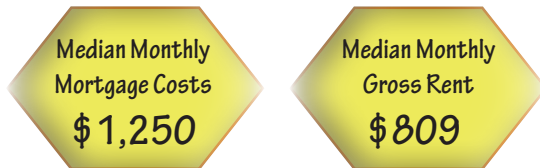
Housing



Housing Summary

- Approximately 260 acres (roughly 21% of developed land) in the village is used for residential purposes.
- 18% of all housing units in the village were built prior to 1940. Another 23% were constructed between 1970 and 1979.

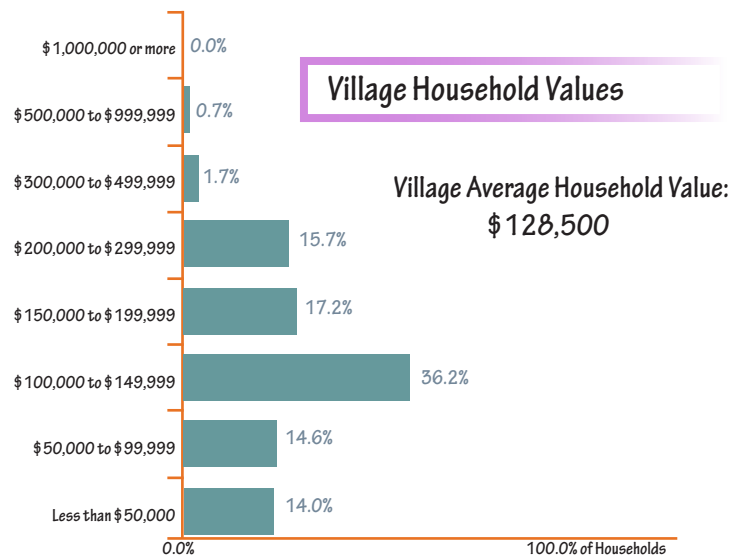
Housing Units by Decade 1980-2010



Housing Units in Structure



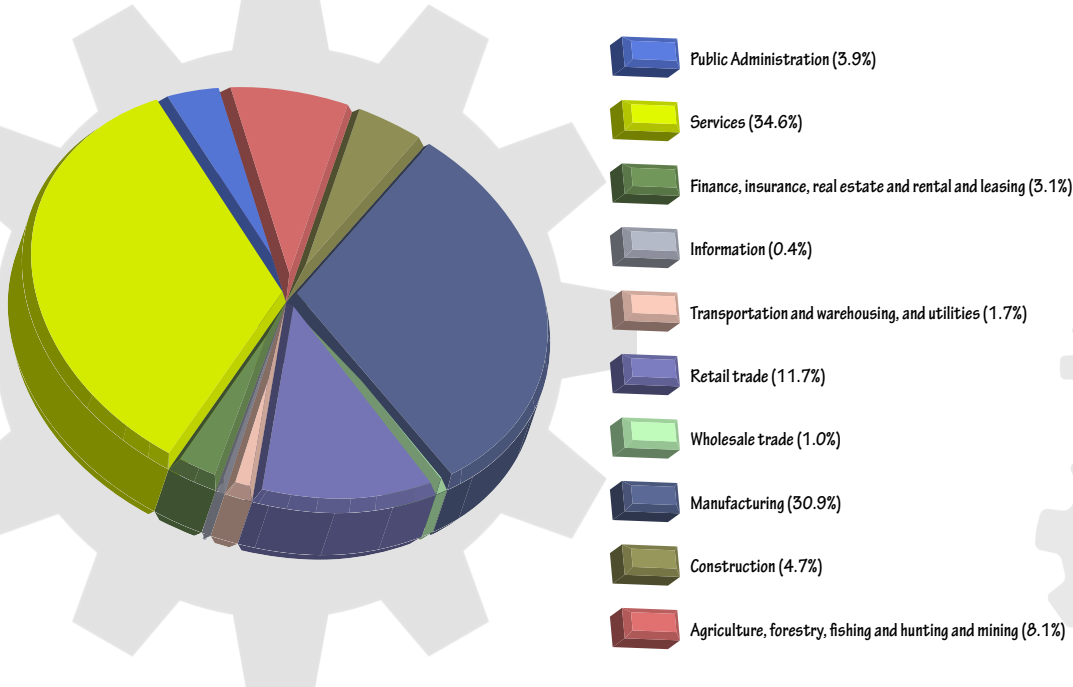
Village Household Values



Household Forecast: (# of total occupied housing units 2010-2040)



Employed Persons by Industry (Cleveland) (2013-2017, 5-year estimate):



Total Labor Force (Cleveland) (2013-2017, 5-year estimate):

846

Employed: 815

Unemployed: 31

3.7%

Median Household Income (2013-2017, 5-year estimate)

Wisconsin
\$56,759



Manitowoc
County
\$51,053



Village of Cleveland
\$64,375



Education Attainment (2013-2017, 5-year estimate):

- 88% of Cleveland residents age 25 & older have a high school diploma or higher.
- 26% of residents age 25 & older have a bachelor's degree or higher.



Occupation (2013-2017, 5-year estimate):

- Over 27% of employed persons in the village are in management, business, science, and arts occupations. Sales and office occupations employ 22% of residents.



**BELOW
POVERTY
LEVEL
2.8%**

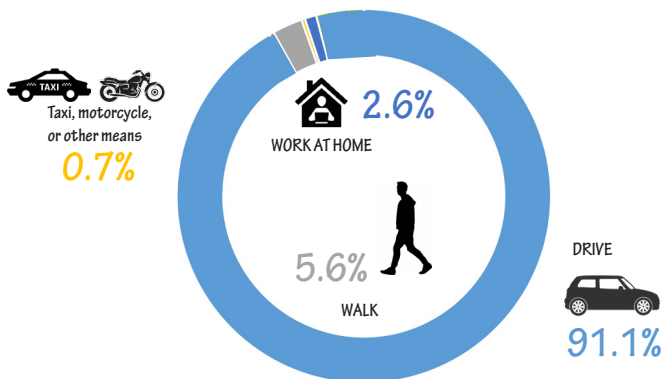
Economic Development

2017 Economic Base (Manitowoc County)

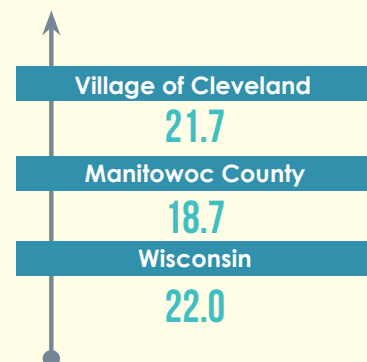
- Manitowoc County “basic employment areas” that are considered exporters:
 - Manufacturing
 - Natural resources and mining industries
- Industries that import goods or services:
 - Professional and business services
 - Financial activities
 - Information industries
- Agriculture in Manitowoc County generates \$ 1.5 billion, or 17 percent of the county’s economic activity.
- In 2017, travelers spent over \$ 113 million in Manitowoc County, a 1.1% increase over 2016.



Modes of Transportation to Work (Cleveland):



Average Commuting Time To Work (Minutes)



- 38% of the village’s working citizens work in Manitowoc County, while 60% work in other counties. Two percent of the village’s population work outside of Wisconsin.

2016-2026 Employment Forecast:

(Industry and employment projections cover years 2016 to 2026 for the 11 county Bay Area Workforce Development district.)

- Goods-Producing Industries (e.g., construction, manufacturing, natural resources) are projected to increase over 3.0% in the region from 2016-2026.
- Service-Providing (e.g., trade, transportation, financial, professional and business, education and health, etc.) is projected to increase over 8.6%.
- Self-Employed is forecast to increase nearly 7.7%.

Transportation Summary

Cleveland contains 16 total road miles

- 11.4 Village road miles
- 4.6 County highway miles

A portion of Interstate Highway 43 is also found within the Village of Cleveland



Functional Classification

Arterial Facility:

Collector Facilities:



Air Service

- 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.
- Manitowoc County Airport and Sheboygan County Memorial Airport are the nearest facilities and are intended to service corporate jets, small passenger aircraft, and cargo aircraft used in regional service.



Active Transportation

- The village's street network safely and efficiently serves the needs of bicyclists where automobile traffic levels remain low to moderate. Consider establishing designated bicycle facilities in the future in an effort to improve bicycle navigation within the village.
- The WDNR owns approximately six miles of right-of-way along the former Canadian National Railroad property from Newton to Cleveland. The vision is to include this as a future segment of the Devil's River State Trail, a shared-use multipurpose trail. Manitowoc County will be granted the rights to develop, maintain, and operate the Devils River State Trail on lands within Manitowoc County.

Elderly and Disabled Transportation

- Current transportation services for elderly and disabled persons living within the Village of Cleveland are provided through programs coordinated and administered by the Aging & Disability Resource Center of the Lakeshore.



Transportation data sources: WisDOT and Manitowoc County.

Utilities & Community Facilities



Utilities Summary

- We Energies supplies the entire Village of Cleveland with electrical service, while Wisconsin Public Service provides natural gas services to the village. Both companies are subsidiaries of WEC Energy Group Inc. The capacity of the system is considered adequate, but may be updated if necessary for future growth of the area.



- 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.
- Village properties are served by the village's sanitary sewer system. There are two lift stations. The collection system is 90 percent concrete/asbestos pipe and 10 percent PVC.
- 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 stormwater sewers installed.

Village Facilities and Services Summary

Cleveland Village Hall

- Houses the Police Department, Municipal Court, Public Works, and Administration offices.

Emergency Services

- The Cleveland Fire Department provides fire fighting and basic non-transport emergency medical services. ISO Rating=4
- Ambulance/EMS services are provided by the City of Manitowoc, while hospital facilities are located in the nearby cities of Sheboygan and Manitowoc.

Education Facilities

- Cleveland lies within the Sheboygan Area School District. One of the school district's facilities is the Cleveland Elementary & Northeast Wisconsin Montessori School, located in the Village of Cleveland at 411 E. Washington Avenue.
- Lakeshore Technical College (LTC) is a higher education facility found within the Village of Cleveland.

Outdoor Recreation Summary

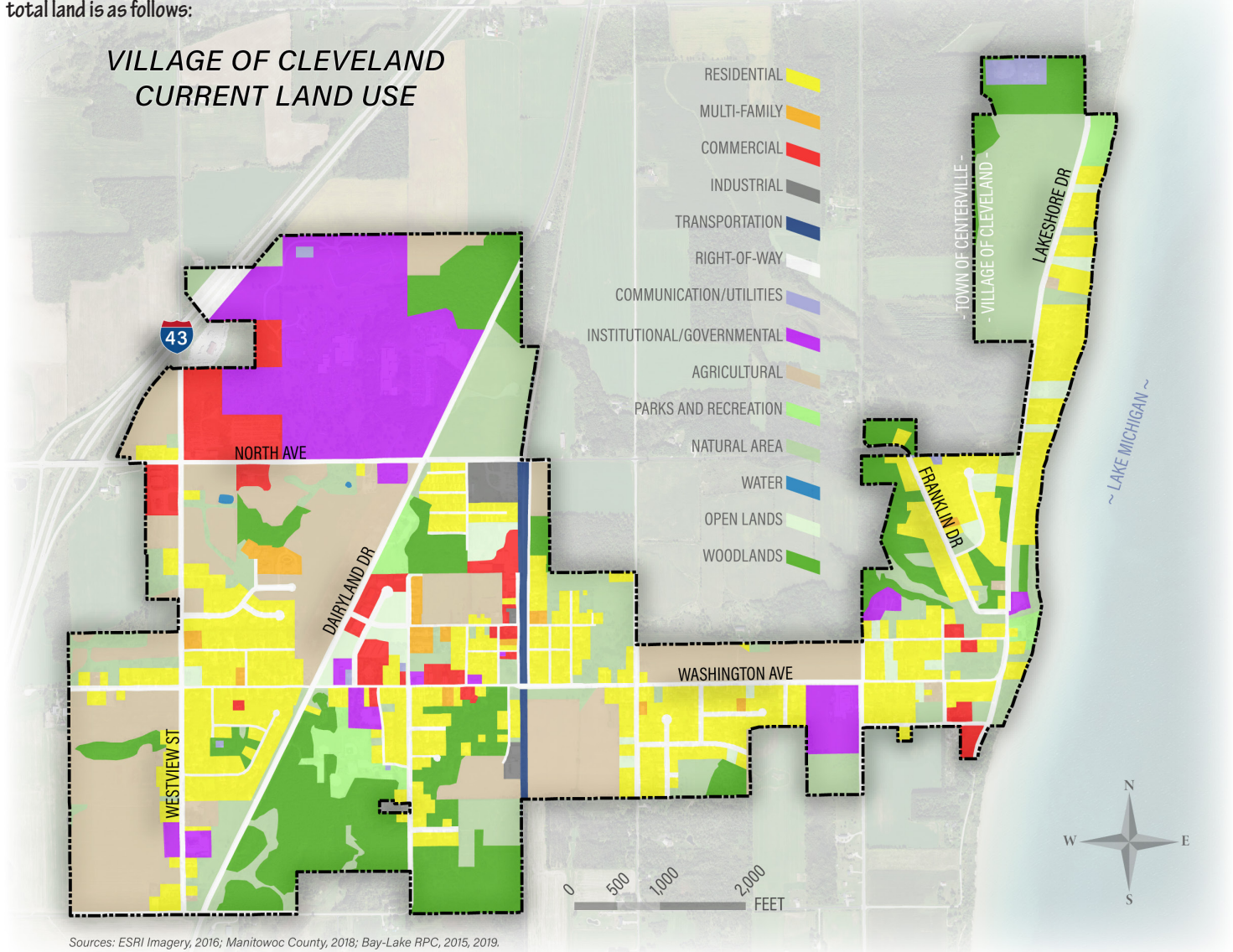
The Village of Cleveland contains three public recreation facilities:

- Hika Park is located at the end of Lincoln Avenue on the shores of Lake Michigan.
- Dairyland Park is located just south of North Avenue near the intersection with Dairyland Drive (CTH XX).
- Veteran's Memorial Park is located just south of W. Washington Avenue near the intersection with Dairyland Drive.

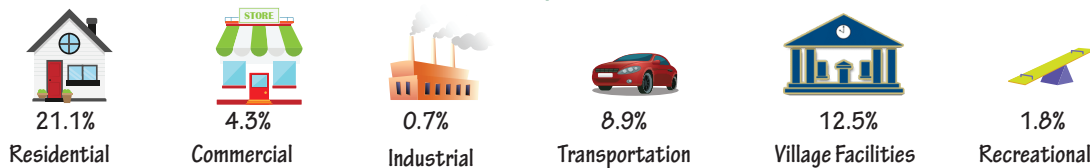
Cleveland has several water trail facilities in and near the village including Hika Park and Fischer Creek State Recreation Area. The water trail is a route along Lake Michigan for people using small beachable boats like kayaks, canoes, day sailors, or rowboats.

Current Land Use

The Village of Cleveland accounts for over 1,270 acres of land. Approximately 51% of the village is undeveloped (primarily agriculture and natural areas). Residential land accounts for the largest portion of the developed land in the village followed by community facilities. Land use by percent of total land is as follows:



DEVELOPED LAND



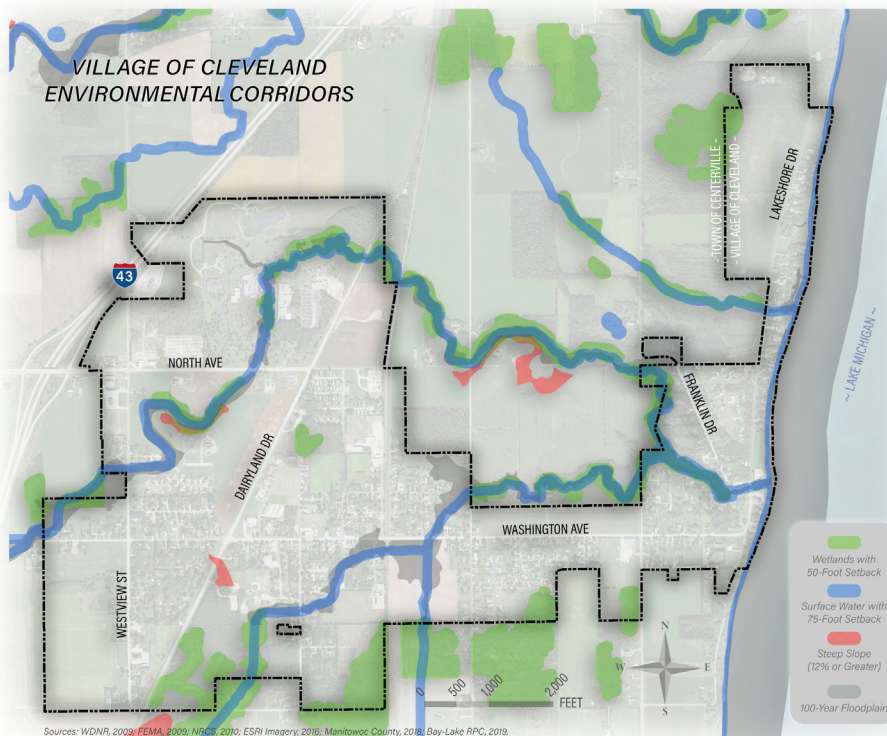
UNDEVELOPED LAND



Environmental Landscape

Natural Resources

- The Village of Cleveland should utilize the *Manitowoc County 20-Year Comprehensive Plan, Volume II: Manitowoc County Resources* that contains data and maps reflecting the village's natural resources. Resources include geology, topography, general soils and soil imitations, water resources (including watersheds, groundwater, and surface water), floodplains, significant natural areas, and threatened and endangered species.
- Significant natural features in Cleveland's planning area include:
 - Cleveland Lacustrine Forest (Centerville Swamp)
 - Lakeshore Technical College Old Growth Forest
- Environmental corridors refer to several features (i.e., wetlands, floodplains, slopes 12% or greater, and a water setback for buildings) that serve as a guidance tool to promote protection of areas with environmental significance from other land use influences. These areas within the village can be viewed on the image below.



Agriculture

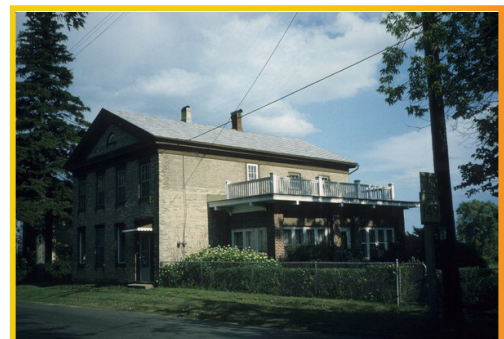
- According to the 2012 Census of Agriculture for Wisconsin, there were 1,224 farming operations managing approximately 230,735 acres of land in Manitowoc County. Nearly 235 acres of land in Cleveland are crops/pasture.
- More detailed information on agriculture, farm demographics, crops, prime agricultural soils, etc. for Manitowoc County and the village planning area can be found in the Manitowoc County Farmland Preservation Plan.



Historic / Cultural Resources Summary

The Village of Cleveland has three structures considered to be of historic significance according to the State Historical Society of Wisconsin's Architecture and History Inventory (AHI).

- 381 Lincoln Avenue (house)
- 302 Lincoln Avenue (house)
- 223 Lincoln Avenue (house)



Future Land Use Needs

The estimated acreage needed for potential future development within the Village of Cleveland through the year 2040 in 5-year increments is illustrated in the following chart.

- Future residential development was projected utilizing the village's 2013 WDOA Household Projections at an average of 1/3 acre per dwelling unit. Commercial and industrial projections were calculated by comparing the ratio of current residential acreage to existing commercial and industrial land use acreage in the village.
- The conversion of agricultural lands to non-farm uses in the village's 1.5 mile planning area is envisioned to be minimal over the 20-year planning period. Future non-farm developments are recommended to infill within existing development or locate where village facilities and services already exist or may be available in the near future.

Future Land Use Projections						
YEAR	RESIDENTIAL		COMMERCIAL		INDUSTRIAL	
	ACRES	TOTAL	ACRES	TOTAL	ACRES	TOTAL
2020	12.0	12.0	2.3	2.3	0.6	0.6
2025	11.0	23.0	2.1	4.4	0.5	1.1
2030	10.0	33.0	1.9	6.3	0.5	1.6
2035	7.3	40.3	1.4	7.7	0.3	1.9
2040	1.0	41.3	0.2	7.9	0.1	2.0

Source: Bay-Lake Regional Planning Commission, 2019

Smart Growth Area

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 infill developments.
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. Structures within the village center, and land adjacent to Lake Michigan and the Hika area can be made more productive and enhance the aesthetics of the area through rehabilitation and/or redevelopment.
4. Areas along on both the east and west sides of interstate 43 continue to be attractive locations for future business development. It is anticipated that the east side of the interstate will develop first due to the current availability of municipal services and traveler based businesses already present.



Future Land Use Designations

Current land use issues and conflicts, along with anticipated trends, were used to establish a 20-year development scenario for the Village of Cleveland and its 1.5 mile planning area. The future land use plan identifies recommendations for type, location, and density of future land uses and the amount of land needed to accommodate anticipated growth.

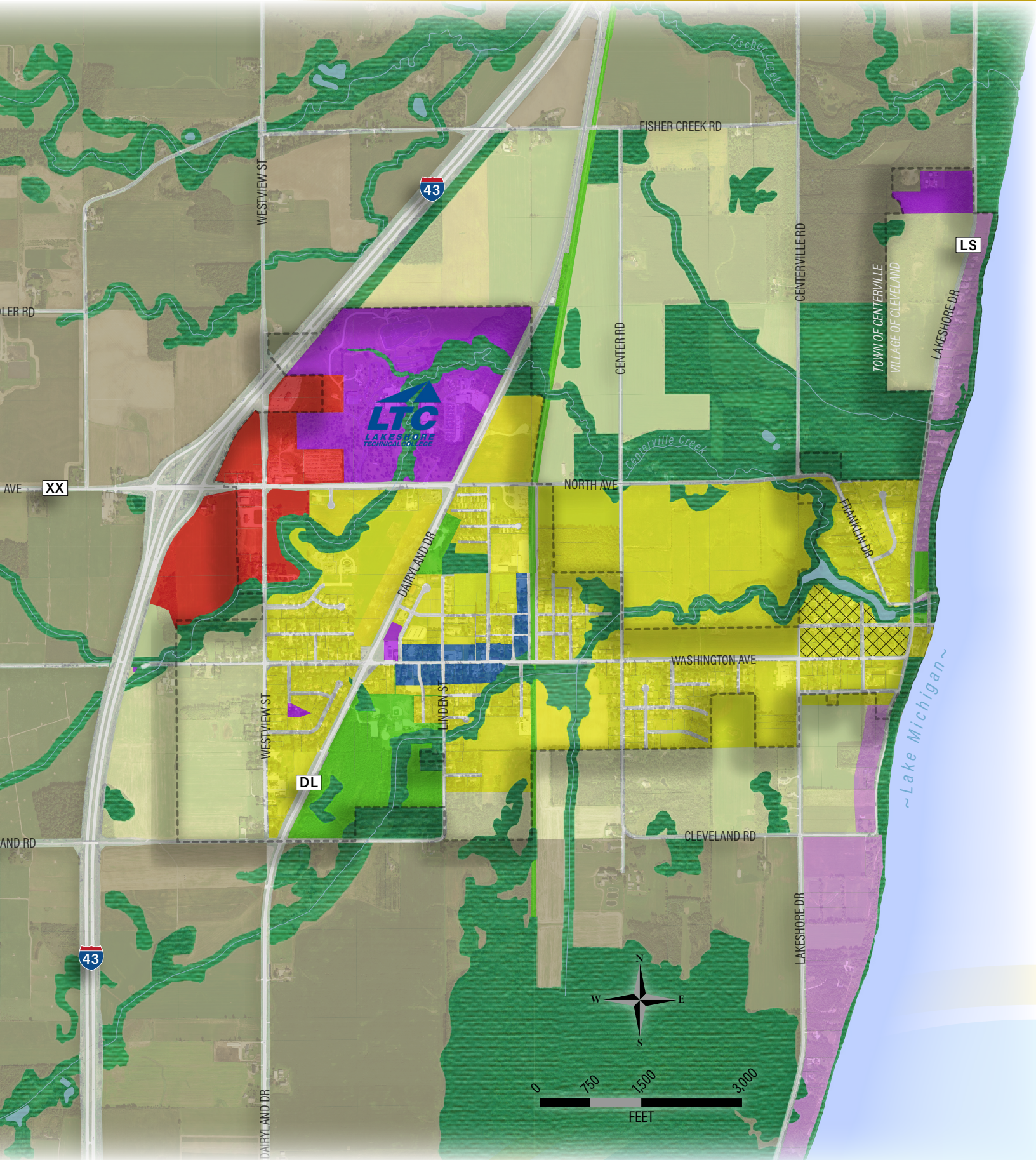
The following land use classifications and corresponding strategies were utilized in the preparation of the 20-Year land use plan map located in the center of this document .

Neighborhood Residential

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 or compromising the area's visual appearance, and to set uniform design standards for use and appearance of the neighborhood. The visual character of this district will be an important component in maintaining symmetry, safety, and traffic flow along CTH XX in and through the village. 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 setback requirements, incorporating natural features into the landscape, planting trees along streets to maintain road edges and control erosion run off, and encouraging a natural aesthetic appearance along the public right of way.
5. The preservation of the environment and landscape is important to decreasing run off due to an increase of impervious services; providing natural buffers between buildings; and retaining natural features such as clusters of older vegetation and trees.
6. Traffic and circulation standards will require streets to link neighborhoods, allow for parallel parking, slow traffic, and include pedestrian paths, where appropriate.
7. Traffic and circulation patterns are a priority for CTH XX. 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.
8. The mix of land uses will encourage a variety of activities and land uses. The area should invite outdoor activities and pedestrian uses such as outdoor eating, multi-modal transportation options, and community gathering places. The inclusion of shared open spaces and natural features in this district could be used for either passive or active recreational activities.





Future Land Use Plan

The following land use strategies are the result of the Village of Cleveland updating its 2007 plan. The land use classifications depicted on the 20-Year Land Use Plan map (opposite) reveal a strategy for type, location, and development for future growth and preservation in the Village of Cleveland over the next 20 years.

Neighborhood Residential (Page 17)

Allows for higher density residential development within and adjacent to the village where infrastructure can support the additional traffic and utilities. Future growth will emulate traditional Cleveland neighborhoods and will infill some of the vacant land and subdivisions in the central portion of the village to allow for a variety of housing options. There is some less intensive commercial, mixed use development, and light industrial that is found along CTH XX from North Avenue to Washington Avenue.

Open Space Residential (Page 20)

Sustains the rural character of the village by preserving the area's natural and rural environment while maintaining the quality of residential developments.

Shoreline Residential (Page 20)

Includes all residential property along or adjacent to Lake Michigan. The existing smaller lakefront lots are protected while maintaining existing views of the lake.

Historic Overlay (Page 20)

The purpose of the overlay is to identify special areas of historic interest in order to preserve and maintain them. These areas are found in Hika.

Open Space Agricultural (Page 21)

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

* Includes:

1. An area with a class I or class II land capability classification as identified by the Natural Resources Conservation Service of the United States Department of Agriculture.
2. Land, other than land described in (1) above, which is identified as prime farmland in Manitowoc County's certified farmland preservation plan.

Roadside Mixed Use (Page 21)

Identifies 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 Street. Roadside Mixed-Use contains larger office buildings and larger-scale commercial development than found in the Neighborhood Residential or Village Center land use classifications.

Village Center (Page 21)

Includes a mix of municipal, commercial, and residential uses in the heart of the village that should be maintained to best serve the residents.

Governmental/Institutional/Utilities (Page 22)

Includes government buildings, school facilities, emergency/police facilities, utility sites, religious facilities, etc.

Parks and Recreation (Page 22)

Promotes the existing trails, parks and open spaces within and around the Village of Cleveland, while ensuring that existing and future neighborhoods within the village are served with adequate facilities, ranging from passive to active recreation.

Environmental Preserve (Page 23)

Identifies environmental corridors and conservancy areas that should be preserved and protected within the village and surrounding area as the population and development pressures increase. Considered unsuitable for development, these natural areas enhance the appearance of the village and have characteristics critical to environmental enhancement, ecological stability, and water quality.

Transportation (Page 23)

Identifies the existing transportation facilities. Proposes methods to maintain and improve the area's transportation network.

Base Map Features

Transportation



Interstate Highway



County Highway

Water Features



Village Limits



Open Space Residential

Recommendations:

1. Houses should be located around open spaces that include natural environmental areas such as fields, woodlands, pastures, or farmland. Houses should be grouped 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 setbacks 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 of landscaping 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

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 setbacks.
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; 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 keeping with the existing residential architectural character or land use.

Historic Overlay

1. The incorporation of architectural elements in new constructions, additions, and alterations should maintain the attractiveness and historic character of these areas.
2. The intent for historic buildings and sites is to retain their original character during their restoration or repair.
3. Any cultural and landscape elements should be retained, such as farmsteads and the natural surroundings.
4. Adaptive reuse of these structures and sites is encouraged for continued use by the owner and the public.
5. Tourism and educational opportunities shall be encouraged through the promotion of special events and hands-on experiences.

Future Land Use Plan

Open Space Agricultural

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 have open spaces and natural features around them, but are not prominently featured on ridges and hilltops and.
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.



Village Center

1. A balance of pedestrian and vehicular movement should be encouraged within the village center.
2. The utilization of appropriate zoning and design regulations will ensure the area maintains a healthy business appearance. Parking lots and garages outside of the prominent locations and the inclusion of proper landscaping, fencing, and vegetation to buffer mixed land uses will help create a village center feel.
3. Community interaction should be encouraged through the planning of cultural, institutional, and other public activities.

Roadside Mixed-Use

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.
5. Incorporation of trees, vegetation, and landscaping that will make the area more visually appealing, but also diminish 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-like elements that encourage pedestrian use.

Governmental/Institutional/Utilities

Recommendations:

1. Village officials should monitor the services provided to village residents and businesses as development pressures grow to ensure the municipal services meet their needs and are cost efficient.
2. Regular upkeep 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 or in Hika Park.
5. Telecommunication towers and antennas should be installed on available structures (e.g. water tower).
6. Buried underground utilities should be encouraged with new development or redevelopment.



Parks and Recreation

Recommendations:

1. The village should update the Outdoor Recreation Plan as needed, to guide creation of new recreation areas or expansion and improvement of existing recreational facilities. An updated plan may 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 other governments in planning of future park and recreational facilities to promote connectivity of recreational uses such as trails and parks.
5. Work with Manitowoc County in the future development and use of the WDNR acquired Canadian National rail corridor into an extension of the Devils River State Trail.
6. The continued use of existing natural areas and environmental corridors as recreational sites (e.g., Hika Park) will help preserve the many natural features located within and around the village, maintain wildlife habitat, and provide for potential linkages to trails.
7. 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.
8. The village should establish management plans to improve village parks.
9. The village should continue to promote recreation/sport activities associated with Lake Michigan and Centerville Creek, and throughout the village.

Future Land Use Plan

Environmental Preserve

Recommendations:

1. Environmental corridors should remain in their natural state or be minimally modified for possible recreational uses. These elements provide limitations to development and are generally regulated by either the federal, state, or county government.
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 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 wildlife habitats and recreation opportunities, restore clean water resources, prevent erosion, suppress noise, 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 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 through programs and opportunities offered by federal, state, and local governments and organizations.
7. This district should encourage passive recreational activities such as biking, walking, jogging, swimming, kayaking, and canoeing (where access to Lake Michigan is available).



Transportation

Recommendations:

1. The village has an adopted "Official Map" to delineate future rights-of-way for streets, trails, etc. The Official Map should be reviewed with input from the Town of Centerville, as needed. The Official Map will be consulted when the Village Plan Commission and Village Board review 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. The village should establish a trail system to connect residential areas with village parks.
4. The village should consider speed limit adjustments when reviewing plans for new development.
5. The village should consider the construction of traffic calming techniques and accessibility methods to help in maintaining safe travel throughout the village.
6. Village officials should utilize the PASER pavement rating system to monitor street conditions. PASER is used to assess the overall condition of street pavements and help determine street maintenance, restoration, and construction needs.



Action Plan

The following actions are intended to be used as a general guide by local elected officials, the Village Plan Commission, or other entities assigned by the Village Board, to implement the goals and objectives found within this *Village of Cleveland 20-Year Comprehensive Plan Update*.

- Administer the comprehensive plan's strategies and recommendations and monitor the statistical projections within the comprehensive plan. Conduct a minor update of plan components every 3 to 5 years and a complete update of the plan every 10 years per Wis. Stats. § 66.1001. Also, consider an annual report on the implementation and effectiveness of the comprehensive plan.
- Work to ensure that the village's Municipal Code can properly implement plan goals and objectives.
- Conduct an annual review of, and amend as necessary, existing village regulations to coincide with the comprehensive plan. Also, consider the development of other village ordinances that could assist with plan implementation.
- Consider cooperative efforts with Manitowoc County and the Town of Centerville regarding topics such as land use planning, provision of coordinated public services and facilities, and plan implementation.



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.

Planning 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:

- A. Consult this 20-year comprehensive plan before making any decisions regarding land use and land use policies.
- B. 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.
- C. 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 and annually review an action plan with designated stakeholders to begin working on the priority strategies identified in this comprehensive plan.
- Meet regularly with stakeholders regarding land use decisions being made to ensure there is controlled and compatible development that is consistent with the relevant comprehensive and development plans.
- Keep the public abreast of any village and village/town planning efforts through media coverage, local newsletter articles, or by any other communication methods.

Planning Objective 2: The Village Board and Village Plan Commission have the overriding responsibility to review and update this comprehensive plan as needed, or every 10 years, whichever is shorter.

Policies:

- A. Review and update this adopted 20-year comprehensive plan every 10 years, or more frequently when necessary, to ensure its compliance with any new or revised local, state, or federal requirements.
- B. Inform and involve the public 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.
- Review and revise zoning and subdivision ordinances, as needed, to clarify language and address regulatory issues.
- Improve enforcement of existing ordinances that address dilapidated buildings and residential structures.
- Review and update, as necessary, the village's Official Map detailing future plats, roads, etc., within the village and its 1.5 mile planning area.



GOAL: TO PROVIDE AN ADEQUATE HOUSING SUPPLY THAT MEETS EXISTING AND FORECASTED HOUSING DEMAND FOR THE VILLAGE OF CLEVELAND.

Housing Objective 1: Promote the development of a range of housing choices to meet the needs of persons of all income levels, age groups, and needs.

Policy:

Support efforts to provide appropriate housing in the village.

Programs:

- Promote housing assistance programs available to residents.
- Consider incentives to develop affordable housing, if needed.
- Work with federal, state, regional, and county agencies to assist residents in acquiring first-time homebuyer and home improvement loans.
- 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.



Housing Objective 2: Promote the maintenance or rehabilitation of the village's existing housing stock.

Policies:

A. Expand opportunities for property owners to maintain, rehabilitate, and preserve the village's existing homes.

Programs:

- Apply for grants and support local initiatives to improve housing conditions.
- Make available educational materials and information regarding financial assistance and home repair/modification programs.
- Encourage training and adequate staffing to enforce housing codes for homeowners and landlords that do not maintain their properties.
- Support fix-up and clean-up days sponsored by local civic groups focusing on exterior maintenance of homes or neighborhoods.

B. Encourage the restoration and maintenance of historic homes.

Program:

- Create a landmarks program to identify and recognize historic homes.

Housing Objective 3: Promote the availability of land for the development 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 rational, common understanding on the development of housing being built within the 1.5 mile extraterritorial boundary.
- 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.

B. Encourage new housing in areas where municipal infrastructure is available or could be efficiently extended.

Programs:

- Identify existing vacant residential properties available for infill where services are presently located or can be economically provided.
- Acquire information on resources from other communities that have successfully redeveloped unproductive land to satisfy local housing needs while eliminating blighted areas.
- Consider existing structures and properties for adaptive reuse, such as converting former retail, commercial, or industrial uses to residential.
- C. Support development that does not adversely affect the assessed value or livability of neighboring residential properties.
- D. 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.
- 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.

Strategies

Agricultural Resources Strategy

GOAL: TO SUPPORT THE PRESERVATION OF FARMLAND WITHIN THE VILLAGE AND ITS PLANNING AREA UNTIL IT IS CONSIDERED FOR OTHER USES.

Agricultural Objective: 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 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.
- 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:

- Review and update, as necessary, the village's Official Map detailing future plats, roads, etc., within the village and its 1.5 mile planning area.
- Consider adopting a formal boundary agreement with the Town of Centerville.
- Encourage the use of buffer areas to include pastures and open spaces between farming and non-farming operations.
- Encourage development on smaller parcels and less productive farmland.
- Make available information on the Right to Farm Law.



Cultural Resources Strategy

GOAL: TO MAINTAIN THE VILLAGE'S HISTORIC AND CULTURAL RESOURCES FOR FUTURE GENERATIONS.

Cultural 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.
- Incorporate elements of Cleveland's history and culture in public buildings.
- Promote the availability of recorded information relating to Cleveland's history.



GOAL: TO PROVIDE AN ENVIRONMENT CONDUCIVE TO BUSINESS EXPANSION AND DEVELOPMENT.

Economic Objective 1: Retain existing businesses that provide employment opportunities.

Policies:

- A. Improve the village's overall appearance and attractiveness to residents, shoppers, and employers.

Program:

- Institute a communication process between employers and local officials to ensure issues of concern are being addressed in a timely and effective manner.
- B. Encourage an active Chamber of Commerce or business association.
- C. Promote the village as pedestrian friendly and safe. Offer pedestrian amenities such as benches that encourage foot traffic.

Programs:

- Establish trails that connect businesses and recreational areas.
 - Continue street maintenance and lighting to provide for safe adequate travel conditions.
 - Promote retail, general purpose shopping, professional services and similar businesses.
 - Establish and enforce ordinances that support the village's vision for business development and expansion.
- 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.

Program:

- Consider creating an additional business/industrial park along I-43.
- F. Maintain and expand the area's infrastructure to enable existing employers to grow and to allow new businesses to develop.

Program:

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



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

Policies:

- A. Partner with the Economic Development Corporation of Manitowoc County in their efforts to market the area.
- B. Tailor incentive packages 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.
- C. Apply for applicable funding sources such as federal and state grants to maintain and expand the economic development capacity of the village.
- D. Initiate and maintain services and programs to grow the local economy.



Economic Objective 3: Attract new businesses.

Policies:

- A. Encourage the relocation and startup of businesses that fit the village's character and can be accommodated by the current infrastructure.

Programs:

- Create a strategy that includes stakeholders, roles and responsibilities, marketing, resources, etc., to attract employers to the area.
 - Prepare a portfolio of recruiting and marketing materials that can be used to market Cleveland.
- B. Encourage the redevelopment of brownfields and other contaminated sites in existing industrial and commercial areas of the village.
 - C. Per the WDNR, there have been environmental incidences (spills or leaking underground storage tanks (LUST)) that have occurred in the village. One LUST site and one spill site remain open, while all other sites are closed or need no action. These sites may be evaluated and considered for continued or future business uses.



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

Policies:

- A. 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 the development of a virtual tour of the village for the village website.
 - Promote a community calendar that includes events of interest for all members of the family.
 - Identify improvements to the village website that would encourage visitors and tourism.
 - Establish relationships with other entities to improve the effectiveness of marketing materials and efforts.
- B. Maintain an environment that is inviting to visitors.

Programs:

- Invest in the expansion and enhancement of natural resource areas (beach areas, Hika Park, etc.) that will be attractive to visitors.
- Update park plans 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.



GOAL: TO PROVIDE QUALITY COMMUNITY SERVICES TO ALL VILLAGE OF CLEVELAND RESIDENTS AND BUSINESSES.



Utilities and Community Facilities Objective: Establish and maintain quality community facilities and public services that are 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 areas identified for development with adequate water, sewer and stormwater facilities.
- C. Coordinate, consolidate and share governmental facilities and services, where possible.

Programs:

- Move public works operations away from Lake Michigan.
- D. Provide adequate road maintenance, solid waste/recycling practices and facilities, protective services, etc.
- E. Invest in new public works equipment to adequately and economically perform required duties.
- F. Encourage co-location of telecommunication facilities on existing structures.
- G. Utilize energy conservation measures within public facilities.
- H. Promote cooperation and communication with the Sheboygan Area School District and Lakeshore Technical College to collectively support quality educational opportunities.

Programs:

- 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.
- I. 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).

GOAL: TO CONTINUE PROMOTING A VARIETY OF PARK AND RECREATIONAL ACTIVITIES WITHIN THE VILLAGE.

Park and Recreation Objective: Provide safe parks and recreational sites.

Policies:

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

Programs:

- Update the village's existing park plans to continually maintain, upgrade and develop the parks.
 - 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 replacement boat launch 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, repair, 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 stakeholders when planning for the development of additional recreational parks and trails within and surrounding village.
- D. Promote and utilize natural features 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.



GOAL: TO MANAGE A HEALTHY NATURAL ENVIRONMENT THROUGH THE PRESERVATION AND PROTECTION OF KEY NATURAL RESOURCES WITHIN THE VILLAGE AND ITS PLANNING AREA.

Natural Resources Objective 1: Reasonably preserve the distinctive small-town charm of the village and its surrounding extraterritorial boundary.

Policies:

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

Programs:

- Map ecosystems critical to native vegetation and wildlife.
- Promote the Lake Michigan shoreline, Hika Park, and other parks and natural areas in and around the village as quality recreational areas.
- Inform residents that preservation of the village's natural and cultural features depends upon the degree they take ownership of these unique assets.
- Review and adopt, as needed, 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 public and private partnerships to educate the public about the function and value of local natural resources.
- Promote an adopt-a-park program

Natural Resources Objective 2: Monitor and strive to protect 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.
 - Monitor the efficiency and capacity of the village's wastewater treatment facility.
- 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 help determine the causes of beach contamination.

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

Policies:

- A. Consider groundwater recharge sites (wetlands and ponds) and areas of shallow soils as part of any development review or permitting.
- B. Discourage development within the identified environmental corridors.
- C. Work cooperatively with the neighboring communities to protect groundwater resources.

Program:

- Review, as needed, wellhead protection plans to preserve the quality and quantity of the village's drinking water.
- D. Encourage 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.

Program:

- Provide information to residents regarding best management practices for applying herbicides and pesticides.



GOAL: TO SUPPORT SAFE AND EFFICIENT TRANSPORTATION SYSTEMS FOR ALL MODES OF TRANSPORTATION IN AND AROUND THE VILLAGE.

Transportation Objective 1: Promote an efficient transportation system that ensures the highest degree of safety, mobility and accessibility.

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.

Programs:

- 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.

Programs:

- Advocate completion of the rails-to-trails system, including trailhead with parking.
- 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.

Programs:

- 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.

Programs:

- Conduct 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.
- H. Cooperate and coordinate with Manitowoc County regarding any county plans and budgeting that affects local roads.
- I. Remain aware of any recommendations in the state plans for rail and air transportation in order to determine potential impacts on the village.
- J. The village should review WisDOT's State Highway 20-Year Strategic Plan and Six-Year Highway Improvement Program.

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

Policies:

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



Transportation Objective 3: Consider 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.
- B. Protect existing corridors and create new corridors to provide opportunities for non-motorized travel.
- C. Partner with the county, local civic organizations and clubs, and communities to advocate for abandoned rail and/or utility right-of-way corridors as future bicycle, pedestrian and/or recreational facilities.

Programs:

- Work with Manitowoc County on the expansion of the Devil's River State Trail via the acquired Canadian National rail line that runs through the village.

GOAL: TO COORDINATE WITH THE ADJACENT TOWN OF CENTERVILLE, MANITOWOC COUNTY, AND OTHER PUBLIC AND PRIVATE STAKEHOLDERS ON PLANNING INITIATIVES.

Intergovernmental 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 other government officials to minimize conflicts.

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. 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 jointly use community facilities to reduce costs, promote efficiency in use, and avoid duplication and overbuilding of services.
- Involve students in community service activities.



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