



# Town of Centerville

*Manitowoc County, Wisconsin*



## *20-Year Comprehensive Plan*



*Prepared by:*  
Bay-Lake Regional Planning Commission  
February, 2007



**TOWN OF CENTERVILLE  
MANITOWOC COUNTY, WISCONSIN**

**CHAIRMAN:** Brian Kraemer  
**SUPERVISORS:** Brad Miller  
Allen Kracht  
**CLERK:** Barbara Backhaus  
**TREASURER:** Carol Jaeger

**TOWN PLANNING & ZONING COMMISSION:** Jerry Vogel, Chairman  
Darwin Jaeger, Secretary  
Kelly Goehring  
Jeff Fritz  
Clint Brown  
Dale Stuckmann  
Lynn Stueber

**TOWN SMART GROWTH COMMISSION:** Kelly Goehring  
Donna Hammond  
Darwin Jaeger  
Brian Kraemer  
Lynn Stueber  
Bob Vater  
Jerry Vogel  
Barb Backhaus (non-voting)  
Elroy Jaeger (non-voting)

# TOWN OF CENTERVILLE 20-YEAR COMPREHENSIVE PLAN

Prepared by:

Bay-Lake Regional Planning Commission  
441 South Jackson Street  
Green Bay, WI 54301  
(920) 448-2820



*The preparation of this document was financed through contract # 05019-05 between the Town of Centerville 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). Portions of the transportation element of this plan were underwritten by the Commission's Regional Transportation Planning Program which is funded by the Wisconsin Department of Transportation and portions of the economic element were underwritten by the Commission's Economic Development Program which is funded by the Economic Development Administration.*



# Town of Centerville

Manitowoc County

## RESOLUTION NO. 1-2007

### TOWN OF CENTERVILLE SMART GROWTH COMMISSION ADOPTION OF THE TOWN OF CENTERVILLE 20-YEAR COMPREHENSIVE PLAN

WHEREAS, Wisconsin Statutes 62.23 authorizes the adoption of a Comprehensive Plan for the general purpose of guiding and accomplishing coordinated, adjusted, and harmonious development of the Town; and

WHEREAS, the Comprehensive Plan has been prepared by the Bay-Lake Regional Planning Commission which contains proposals, programs, 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 Wisconsin Statutes 66.1001 (Smart Growth); and

WHEREAS, the Comprehensive Plan has been drafted and reviewed according to adopted written procedures of the Town and as defined in Wisconsin Statutes 66.1001;

NOW, THEREFORE BE IT RESOLVED that the members of the Town of Centerville Smart Growth Commission hereby recommend to the Centerville Planning & Zoning Commission that a Comprehensive Plan entitled: *Town of Centerville 20-Year Comprehensive Plan*, be adopted by the Centerville Town Board pursuant to Wisconsin Statutes Sections 62.23 and 66.1001(4).

Dated this 29<sup>th</sup> day of January 2007.

Resolution introduced and adoption moved by Lynn Starker

Motion for adoption seconded by Donna Hammond Voting Aye: 5 Nay: 0

APPROVED:

Brian Klaerner  
Centerville Smart Growth Commission Chair

ATTEST:

Bart Backhaus  
Centerville Smart Growth Comm. Secretary



# Town of Centerville

Manitowoc County

RESOLUTION NO. 1-2007

**TOWN OF CENTERVILLE PLANNING & ZONING COMMISSION  
ADOPTION OF THE TOWN OF CENTERVILLE  
20-YEAR COMPREHENSIVE PLAN**

WHEREAS, Wisconsin Statutes 62.23 authorizes the adoption of a Comprehensive Plan for the general purpose of guiding and accomplishing coordinated, adjusted, and harmonious development of the Town;

AND WHEREAS, the Comprehensive Plan has been prepared by the Bay-Lake Regional Planning Commission which contains proposals, programs, 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 Wisconsin Statutes 66.1001 (Smart Growth);

AND WHEREAS, the Comprehensive Plan has been drafted and reviewed by the Town of Centerville and Village of Cleveland joint Smart Growth Commission;

NOW, THEREFORE BE IT RESOLVED that the Town of Centerville Planning & Zoning Commission hereby recommends to the Centerville Town Board that a Comprehensive Plan entitled: *Town of Centerville 20-Year Comprehensive Plan*, be adopted by the Town Board pursuant to Wisconsin Statutes Sections 62.23 and 66.1001(4).


Dated this 30<sup>th</sup> day of January, 2007.

Resolution introduced and adoption moved by Lynn Staeben

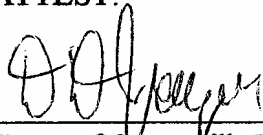
Motion for adoption seconded by Clint Brown

Voting Aye: 7 Nay: 0

APPROVED:

  
\_\_\_\_\_  
Town of Centerville Planning & Zoning  
Commission Chair

ATTEST:

  
\_\_\_\_\_  
Town of Centerville Planning & Zoning  
Commission Secretary



# Town of Centerville

Manitowoc County

STATE OF WISCONSIN, COUNTY OF MANITOWOC

I, Barbara Backhaus, Town Clerk of the Town of Centerville, do hereby certify the attached ordinance is a true and correct copy of the original ordinance required by law to be in my custody and which was adopted by the Centerville Town Board at a meeting held on February 13, 2007

Barbara Backhaus, Town Clerk

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**TOWN OF CENTERVILLE**

**ORDINANCE NO. 1-2007**

An Ordinance to Adopt a Comprehensive Plan Pursuant to  
Wisconsin Statutes Section 66.1001 (Smart Growth)

WHEREAS, on July 11, 2005 the Town Board for the Town of Centerville approved a contract with Bay-Lake Regional Planning Commission to prepare a Comprehensive Plan for the Town of Centerville under the guidelines of Section 66.1001 Wisconsin Statutes; and,

WHEREAS, the project included a public participation plan in every stage of the process for preparation of a Comprehensive Plan for the Town of Centerville, which addressed provisions for wide distribution of the proposed elements of the Comprehensive Plan, and provided an opportunity for written comments to be received from the public and for the Town to respond to such comments; and,

WHEREAS, on January 29, 2007, the Town of Centerville Smart Growth Commission recommended to the Town of Centerville Planning and Zoning Commission adoption of the Comprehensive Plan by resolution, which vote is recorded in the official minutes of the Smart Growth Commission; and,

WHEREAS, on January 30, 2007, the Town of Centerville Planning and Zoning Commission recommended to the Town Board adoption of the Comprehensive Plan by resolution, which vote is recorded in the official minutes of the Planning and Zoning Commission; and,

WHEREAS, the Centerville Smart Growth Commission held a public hearing on January 29, 2007, which was preceded by a Class 1 Notice provided as described in Wisconsin Statutes Chapter 985, that was published at least 30 days before the hearing was held, and the notice included all of 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 Town of Centerville who may provide additional information regarding the proposed ordinance;
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,



# Town of Centerville

Manitowoc County

WHEREAS, the Town Board of the Town of Centerville, having carefully reviewed the recommendation of the Town Plan Commission, having determined that all procedural requirements and notice have been satisfied, having given the matter due consideration, including consideration of the Plan elements relating to issues and opportunities, natural, agricultural and cultural resources, population and housing, economic development, transportation, utilities and community facilities, intergovernmental cooperation, land use and implementation, and having determined that the Comprehensive Plan will serve the general purposes of guiding and accomplishing a coordinated, adjusted and harmonious development of the Town of Centerville 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 Town Board of the Town of Centerville, Manitowoc County, Wisconsin, DOES ORDAIN AS FOLLOWS:

Section 1: The Comprehensive Plan recommended by the Town of Centerville Smart Growth Commission and Planning and Zoning Commission to the Centerville Town Board, attached hereto as Exhibit A, is hereby adopted.

Section 2: The Town Clerk is directed to file a copy of the attached Comprehensive Plan for the Town of Centerville with all the following entities:

1. Every governmental body that is located in whole or in part within the boundaries of the Town of Centerville;
2. The Clerk of every local governmental unit that is adjacent to the Town of Centerville;
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 area in which the Town of Centerville is located.

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 will take effect immediately upon passage and publication as provided by law

The above shall be effective upon adoption and publication as provided by law. The foregoing ordinance was introduced and its adoption moved by Allen Kracht and seconded by Brad Miller



# Town of Centerville

Manitowoc County

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Upon a roll call vote thereon, the results were as follows: Votes Cast:  $\frac{100}{100}$  Votes Nay:  $\frac{0}{0}$   
Votes Aye:  $\frac{100}{100}$  Absent:  $\frac{0}{0}$

Town Chairman, Brian Kraemer, declared Ordinance No. 1-2007 adopted and signed the same this 13th day of February 2007

Date: February 13, 2007

COUNTERSIGNED BY:

Barbara Backhaus  
Barbara Backhaus, Town Clerk  
Town of Centerville

Brian Kraemer  
Brian Kraemer, Town Chairman  
Town of Centerville



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# Volume I

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## *Town Plan*

Chapter 1 - Issues and Opportunities

Chapter 2 - Future Land Use Plan

Chapter 3 - Implementation

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**CHAPTER 1  
ISSUES AND OPPORTUNITIES**

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# Chapter 1 - ISSUES AND OPPORTUNITIES

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## HOW TO USE THIS PLAN

This Comprehensive Plan for the Town of Centerville is a legal document that serves as a guidance tool for both officials and citizens, to make decisions about future growth and development in the town over the next 20 years.

This comprehensive plan consists of eleven chapters in two volumes along with an Appendices section. The information discusses, in detail, the growth and preservation of the town.

**Volume I: Town Plan:** Describes how the Town of Centerville envisions itself developing over the next 20 years to include detailed development strategies and generalized land use map, along with an implementation process that assists the plan in going from vision to reality.

*Chapter 1: Issues and Opportunities* - contains a summary of demographic information, the town's vision statement and future development strategy (goals, objectives, policies and programs).

*Chapter 2: Future Land Use Plan* - includes a projection of future land use demands, the detailed strategy of the town's preferred land use, and future land use map.

*Chapter 3: Implementation* - contains a work plan to assist in implementing the goals, objectives and policies of the town's Comprehensive Plan.

**Volume II: Community Resources:** Contains all background information that assists in the development of the town's Future Land Use Plan (Chapter 2).

*Chapter 4: Inventory and Trends* - summary of the resources and demographics found in chapters 5 thru 11.

*Chapter 5: Natural, Agricultural and Cultural Resources* - provides a description of the physical characteristics that makeup the town's landscape.

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

*Chapter 7: Economic Development* - provides an inventory of the 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* - inventories the existing transportation system and highlights current and future transportation needs.

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

*Chapter 10: Intergovernmental Cooperation* - contains programs to facilitate joint planning and decision making processes with other government units.

*Chapter 11: Land Use Controls and Inventory* - inventories land use controls, in addition to a summary of existing land uses in the town.

**Appendices:** Contains public participation materials, detailed land use for the town, in-depth program descriptions, a list of acronyms and definitions, inventory of endangered and threatened species within the county, Nominal Group results, and other relevant data supporting the plan.

## **PURPOSE OF THE COMPREHENSIVE PLAN**

The purpose of the Comprehensive Plan is to guide growth for a 20-year time frame. The plan contains a General Plan Design Map (Map 2.1) designating generalized areas to serve as locations for future land use activities. This General Plan Design Map shall be used with the town's development strategies to guide government and other decision makers in determining how the Town of Centerville should grow in the future.

## **State Planning Enabling Legislation**

The Town of Centerville Comprehensive Plan also meets the requirements of Wisconsin's comprehensive planning law (1999 Wisconsin Act 9) and is adopted under the authority granted by Section 66.1001 ("Smart Growth") of the Wisconsin Statutes as the town's guide for future development based on the community's vision.

Wisconsin State Statute 66.1001 mentions that, "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 that any town ordinances or regulations that relate to land use may need updating to ensure consistency with the town's adopted comprehensive plan.

## **HISTORY AND DESCRIPTION OF PLANNING AREA**

### **Town of Centerville History**

What is known today as the Town of Centerville was settled by many people from the Saxon state of Germany and others from surrounding European areas in the 1840's. These German settlers chose this climate because it resembled their native land.

In 1849, the Manitowoc County Board divided the county into four towns. The town that was designated as Meeme consisted of six present day towns, including the Town of Centerville. The Town of Centerville was officially recognized as a township in 1850, so named because it was midway between Manitowoc and Sheboygan.

With forests covering the area, lumbering was one of the pioneer industries, and sawmills were built along the many streams utilizing the water for power. After carving productive farms out of wilderness, it wasn't until 1856 that agriculture became more important than lumbering. Agriculture continues to be a substantial business in the town.

With an ever-growing population in portions of the town, the Town Board of Centerville received notice in June of 1952 from the State Board of Health indicating the property owners in the areas of Cleveland, St. Wendel and Hika were polluting Centerville Creek and that arrangements for sewage disposal be made. As a result, a sanitation committee appointed by the Town Board representing the areas made a recommendation to incorporate the three areas to solve the pollution problem. In October 1958, the incorporation election was held and resulted in favor of incorporation as the Village of Cleveland. The first sewer hook-up was made in 1967.

Today, much of the Town of Centerville landscape continues to be agriculture; however the development of Interstate 43 through the town, people striving for large open spaces to build homes and threats to the area's water resources make planning for the development/preservation of the Town of Centerville a must.

### **Town of Centerville Planning Area**

The Town of Centerville is located in southeastern Manitowoc County and encompasses an area of approximately 24 square miles or 15,276 acres. The town planning area is dissected by Interstate 43 running north/south, while Lake Michigan constitutes the town's eastern border. The Village of Cleveland is found within Centerville's boundaries in the southeastern portion of the town (Map 1.2).

Map 1.1 illustrates the general location of the Town of Centerville in Wisconsin, while Map 1.2 focuses on the Town of Centerville planning area.

### **PLAN DEVELOPMENT PROCESS**

The planning process for the town 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 an issues identification workshop (Appendix B), community image survey and a visioning survey in order to identify current and future issues and concerns relative to land use and development within the town.

#### ***Second Phase:*** Inventory and Interpretation

- Collection of 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 (Future Land Use Plan).

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



**Fourth Phase:** Establish tools necessary for implementation of the plan.

- Recommendations for regulatory techniques including zoning.
- An action plan was established to ensure that the intent of the plan will be achieved.

### **PUBLIC PARTICIPATION**

A major element of the comprehensive planning process was public participation. In accordance with Wisconsin State Statute 66.1001(4), which defines “Procedures For Adopting Comprehensive Plans”, written public participation procedures were adopted by the Centerville Town Board in August 2005. A copy of these written procedures is included in Appendix A of this plan.

The town held public meetings to review background data, plan elements and growth options. Two “Open Houses” were also held to present background information and plan recommendations to the public. From these meetings, the Town Smart Growth Commission and other interested citizens developed the Town of Centerville 20-Year Comprehensive Plan.

### **Nominal Group Workshop**

In July 2005, the Town of Centerville conducted a nominal group meeting with its Smart Growth Commission, members of the Town Board, and other interested citizens. The purpose of this meeting was to produce a list of issues and concerns regarding future development in the town and surrounding area.

This list was then used in formulating goals and objectives for the town’s Comprehensive Plan. Issues identified were also used as a checklist to ensure that they were addressed within the plan.

The following list illustrates the top issues and concerns facing the town as mentioned through this process. A description of the Nominal Group process and the entire list of results can be found in Appendix B.

1. Allow limited growth while maintaining rural atmosphere
2. Good farming practices
3. Tax relief by expanding residential zones
4. Slow population growth-o.k.
5. Bluff erosion on shoreline
6. Keep strong support for agriculture

### **Community Image Survey**

The community image survey (CIS) is 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, pro-active decisions about creating places where they want to live, work and play.

Photographs were taken by Town Smart Growth Commission members as positive examples of areas that should be preserved or enhanced, and negative examples of what should be avoided as development occurs. This exercise assisted in the development of the future land use plan and establishment of implementation tools for the plan. A copy of the CIS results can be obtained from the town.

## **Visioning**

A community-wide visioning exercise was conducted to determine the public's future image of Centerville. The visioning process was designed to provide a foundation for the development of the goals, objectives, policies and other elements of the Comprehensive Plan. Town Board and Smart Growth Commission members crafted the following vision statement during the planning process after all visioning comments were reviewed.

### **Town of Centerville 20-Year Vision Statement**

*“Centerville is defined by its vast farmland and natural beauty while encouraging residential and commercial development in existing growth centers. Through continued planning efforts, increased citizen participation and a close working relationship with Village of Cleveland, this lakeside community continues to promote its farming heritage while protecting and enhancing its natural features, scenic views and open spaces.”*

## **FUTURE DEVELOPMENT STRATEGY (GOALS, OBJECTIVES, POLICIES AND PROGRAMS)**

The following statements describe the town's intent regarding the overall growth and development during the next 20 years. These statements were developed by numerous subcommittees that included the town's Smart Growth Commission members along with a variety of local stakeholders.

Goals, objectives, policies and programs are a combination of intended steps to produce a series of desired outcomes. They each have a distinct and different purpose within the planning process.

**Goals** - describe desired situations 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 policies and actions 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.

## **Community Planning**

**GOAL:** For the *Town of Centerville 20-Year Comprehensive Plan* to provide guidance to local officials when making land use decisions that reflect the town's vision.

***Objective 1:*** Utilize this 20-year comprehensive plan to best reflect the interests of all the town's residents, follow an orderly and cost efficient method when developing and preserve significant features of the community.

### ***Policies:***

- A. This 20-year comprehensive plan will be consulted by the Town Planning & Zoning Commission, Town Board and other units of government before making any decision regarding land use and land use policies.

- B. Ensure that all growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with the rural character of the town.
- C. Encourage cooperation and communication between the town, neighboring municipalities and county government in implementing this 20-year plan.

**Programs:**

- Present the adopted 20-year comprehensive plan to neighboring municipalities and Manitowoc County.
- Consider holding community planning related efforts/meetings with adjacent communities, media and/or private organizations to publicize ongoing planning projects and plan implementation projects found within this comprehensive plan.

**Objective 2:** The Town Board and Town Planning & Zoning Commission have the responsibility to review and update the town’s comprehensive plan as needed.

***Policies:***

- A. Periodically review and update, when necessary, the adopted 20-year comprehensive plan in order to provide for the greatest possible benefits regarding future development and preservation of significant features such as agricultural, natural and cultural resources.
- B. Review existing town and Manitowoc County ordinances as they relate to the implementation of this plan.
- C. Hold Town Planning & Zoning Commission meetings/working sessions to review the adopted 20-year comprehensive plan and make amendments to accommodate changing conditions.
- D. Ensure the public is informed and involved to the greatest extent possible when considering updates and revisions to the town’s comprehensive plan.

**Natural Resources**

**GOAL: Manage a clean and orderly natural environment for the residents and visitors of the Town of Centerville by preserving and protecting key natural resources.**

**Objective 1:** Maintain a visually appealing and sustainable natural environment.

***Policies:***

- A. Consider Cost of Community Services studies to enable local officials to better understand the costs associated with local planning decisions.
- B. Encourage the preservation of natural scenic vistas.
- C. Promote similar residential and agricultural areas to create symmetry in the community.
- D. Developments adjacent to steep slopes, rivers, streams and wetlands should be planned in a manner that protects the integrity of these areas.

- E. Encourage sound management practices of the town’s woodlands and wetlands.
- F. Encourage the inclusion of environmental corridors, buffer zones, grasslands and other natural areas in new and existing developments.
- G. Promote the Fischer Creek, Point Creek and Lutze conservation areas along with other relevant natural areas in the town as quality recreational opportunities.

**Objective 2:** Preserve biodiversity within wildlife habitats and communities.

***Policies:***

- A. Improve the health of native flora and fauna by identifying and protecting critical ecosystems from development.
- B. Encourage the preservation of natural corridors for species movement between significant natural areas.

**Objective 3:** Preserve and restore surface water quality (inland and coastal wetlands, lakes, rivers, and streams).

***Policies:***

- A. Support efforts related to surface water quality issues through the use of protection, restoration and improvement tools.
- B. Investigate and consider tools for erosion control (e.g., buffer strips, easements, land use controls, flood controls, etc.).
- C. Encourage the incorporation of environmental corridors when considering new developments.
- D. Participate in efforts to maintain the natural beauty and integrity of the Lake Michigan shoreline, while providing for public use and access.
- E. Support the use of indigenous flora and sound conservation methods to protect bluffs from erosion.
- F. Support studies and activities to determine the causes of beach closings.
- G. Promote efforts to improve the quality of beaches in the area.

**Objective 4:** Encourage protection of groundwater resources (quality and quantity).

***Policies:***

- A. Identify and preserve groundwater recharge sites (wetlands, lakes and ponds) and areas of shallow soils.
- B. Avoid human-influenced actions, increased domestic livestock, agriculture and residential development that deplete the area’s lakes, streams, wetlands and groundwater reserves.
- C. Work cooperatively with surrounding jurisdictions and the county to protect groundwater resources.
- D. Support initiatives designed to educate citizens on groundwater quality and quantity issues and available protection techniques.

- E. Discourage development within the identified environmental corridors.
- F. Promote the use of sound agricultural and soil conservation methods that minimize groundwater contamination.
- G. Consider penalties for those that neglect the use of sound agricultural and soil conservation methods and contribute to groundwater contamination.

**Objective 5:** Ensure that present and future mining sites will not adversely affect surrounding land uses.

***Policies:***

- A. Encourage the location of mining operations where scenic views and the health of the natural environment will not be compromised.
- B. Consider inventorying mineral resources for potential future mining activities.
- C. Mining operations must show that they can compensate for any negative impact (e.g., noise, odors, impacts on groundwater and local roads) on the neighboring properties or other portions of the town and surrounding areas prior to approval by Town or Village Board.
- D. New and expanding mining operations must show cooperation and bonded funds throughout the reclamation process to ensure that the area is restored to the original state or is consistent with the vision of the town.

**Program:**

- Any reclaimed mining site must meet state and town approval
- E. Discourage nonmetallic mining in environmentally sensitive areas.

**Agricultural Resources**

**GOAL:** Preserve the agricultural resources of the town.

**Objective 1:** Maintain existing agricultural lands to preserve the town’s rural atmosphere.

***Policies:***

- A. Establish guidelines to protect existing agricultural operations and rural character.
- B. Encourage the preservation of pasture lands.
- C. Advocate for the use of sound agricultural and soil conservation methods to minimize surface and groundwater contamination and soil erosion.

**Program:**

- Encourage Nutrient Management Planning, Land Buffer Programs, etc.
- D. Encourage the preservation of prime agricultural lands to allow for present and future generations the opportunity to farm.

**Program:**

- Determine if land is prime agricultural land when rezoning.

- E. Minimize impact of future development by encouraging conservation-based land use practices.
- F. Support studies that evaluate the impacts of agricultural operations on the environment.

**Objective 2:** Minimize the potential for conflicts between rural landowners.

***Policies:***

- A. Offer methods to create a safe environment for travel between agricultural fields and farming operations.
- B. Provide information to homebuyers of what to expect when moving into an agricultural community (e.g., odors, hours of operation, slow moving vehicles, etc.).

**Programs:**

- Develop brochure to be provided to all residents that details farming methods and operations.
- C. Inventory agricultural infrastructure to identify areas best suited for agriculture-only land use districts.
- D. Recommend that large-scale farming facilities be preferred on the west side of Interstate Highway 43 in the town.

**Objective 3:** Recognize the economic importance of agriculture in the community.

***Policies:***

- A. Consider supporting a “Cost to Benefit” analysis on the conversion of prime agricultural land to other uses.
- B. Direct development to smaller, less productive farmlands before developing areas that are larger and more productive on a case-by-case basis.

**Cultural Resources**

**GOAL: To preserve and enhance the town’s cultural resources.**

**Objective 1:** Encourage the preservation of the town’s historic and archeological locations.

***Policies:***

- A. Identify historically significant structures, sites and objects.
- B. Consider combining historic and archeological assets with recreational activities.

**Objective 2:** Support the enhancement of cultural resources and facilities.

***Policies:***

- A. Promote the Lutze Barn as part of an educational/visitor center for the area.
- B. Encourage a variety of cultural events that support the area’s heritage.

## Housing

**GOAL:** The Town of Centerville will provide housing opportunities for the town's current and future populations using existing zoning laws.

**Objective 1:** Use and support existing policies and programs that help citizens obtain housing.

***Policies:***

- A. Identify housing developments for all persons including low and moderate income, elderly and residents with special needs.
- B. Advocate that the town's zoning ordinance allows for and/or encourages a range in densities and lot sizes.
- C. Work with Manitowoc County to apply for grants and become involved in programs to address the town's housing needs.
- D. Make residents aware of available housing assistance programs.
- E. Encourage the maintenance, preservation and rehabilitation of the existing housing stock within the town when appropriate.

**Programs:**

- The town may direct residents to Manitowoc County to obtain educational materials and information on financial programs and on home repairs.
- The Town Board may work with the state, county and Bay-Lake RPC to monitor the town's population characteristics to stay informed of changing demographics/characteristics within the town.

**Objective 2:** Promote housing development that is environmentally conscious and cost effective.

***Policies:***

- A. Encourage new housing in areas in which community facilities and infrastructure already exist.
- B. Support development with higher densities adjacent to the Village of Cleveland.
- C. Encourage the infilling of existing vacant residential property where appropriate.
- D. Situate higher density residential development in areas that minimize impacts upon low density residential development in the town.
- E. Direct new development to appropriate locations to minimize the visual impact on the environment from public right-of-ways.
- F. Identify areas in which new development should be restricted, or maintained as open space, parks, etc.
- G. Maintain a common green space/open space area during housing development design for subdivisions.
- H. Explore development ideas that encourage responsible use of land and minimize potential negative impacts on natural or unique areas.

- I. Work with Manitowoc County, Village of Cleveland and other neighboring communities to establish innovative development guidelines for future consideration within the town.

**Programs:**

- Utilize the town’s zoning ordinance, when necessary, to lessen incompatibilities between residential uses and non-residential uses.
- Investigate the different types of residential uses to establish a set of standards/criteria in order to best develop regulations (e.g., building codes, ordinances, etc.).
- Consider additional development regulations on lands adjacent to Lake Michigan and other water features in the town in an effort to protect/improve these valuable resources.
- Consider conservation by design developments as well as cluster-type developments as an alternative to conventional zoning methods to provide for open space/agriculture preservation and a variety in housing choices.

**Economic Development**

**GOAL: Provide opportunities for small scale economic development while protecting and enhancing the town’s agricultural and environmental assets.**

***Objective 1:*** Future businesses should be directed to areas which will enhance and promote the rural atmosphere of the Town of Centerville.

***Policies:***

- A. Direct large commercial and industrial development to the Village of Cleveland or nearby communities better served by existing infrastructure.
- B. Consolidate commercial and industrial growth in areas suited best for their operation and where needed services exist or can be readily extended.
- C. Suggest more highway dependent businesses locate near the I-43 interchange in order to provide commercial service to local and through traffic.
- D. Continue to control the amount of signage, lighting, landscaping, buffering, and access of business sites throughout the town, especially along major corridors and areas of scenic importance.
- E. Allow home-based businesses to locate within the town until such a time as a zoning change is needed.

***Objective 2:*** Preserve and enhance the town’s agricultural, environmental and recreational assets.

***Policies:***

- A. Consider the value of prime agricultural lands and the rural and scenic nature of the town before changing to non-agricultural or non-conservation zoning.



- B. Encourage conservation practices that minimize non-point source pollution of the town's surface water and contamination of groundwater.

**Program:**

- Best management practices, performance standards, regulations, permit issuance, etc. should be followed by farms, construction sites, etc. to reduce polluted runoff per the WDNR and the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) Run-off Management Administrative Rules.
- C. Consider development techniques (e.g., Conservation Subdivisions, Clustering) that preserve the agricultural lands, woodlands and open spaces in the town.
- D. Promote the town's many natural resources as recreational opportunities (e.g., Fischer Creek Conservation Area, Point Creek Conservation Area, Lutze Conservation Area, Lake Michigan, etc.).

**Transportation**

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

***Objective 1:*** Promote an efficient road system that ensures the highest degree of mobility and accessibility while protecting the safety of its users and is able to adapt to changes in transportation demand and technology.

***Policies:***

- A. Maintain the functional integrity of existing and future roadways through appropriate land use controls and design standards.
- B. Promote access management as a means of protecting the capacity and safety of the existing road network.
- C. Convenient and efficient vehicular movement near all commercial, industrial, and public facility locations is encouraged.
- D. The transportation system should provide access and service with choices of modes throughout the town in a way designed to reduce overall average travel times to destinations within the town and county.
- E. Support safe and convenient pedestrian traffic movement for people of all ages and physical abilities.
- F. Encourage a transportation system that identifies and preserves multi-use utility and transportation corridors.

**Program:**

- Recommend abandoned railway corridors be turned into bicycle/walking trails.
- G. Protect existing investments in the road network with proper maintenance.
- H. Consider transportation needs of the elderly and special needs populations.

**Objective 2:** Promote alternative means of travel to reduce automotive dependency.

**Policies:**

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

**Program:**

- Advocate for a park-and-ride on the I-43 / CTH XX interchange.
- B. Recommend reducing the automobile impact on the area by advocating opportunities for transit use by commuters and students to the area.
  - C. Protect existing corridors and create new corridors to provide opportunities for non-motorized travel with links to other means of travel.
  - D. Assist in the update and implementation of local bicycle plans.

**Objective 3:** Encourage a transportation system that complements and enhances the rural character and natural environment of the town.

**Policies:**

- A. Advocate for transportation projects that contribute to improved air quality and reduced energy consumption.
- B. Advocate for transportation projects that contribute to the protection of the town's natural resources, scenic views, open space and agricultural land.
- 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.
- E. Support transportation investments that encourage sustainable land use practices.

**Objective 4:** Provide a safe system of bicycle routes throughout the town.

**Policies:**

- A. Promote the location of bikeways as bicycle lanes on roads unless a more direct bicycle path can be provided.
- B. Bicyclists and pedestrians should be accorded a comfortable margin of safety on all roads and highways by ensuring compliance with American Association of State Highway and Transportation Officials (AASHTO) and Manual of Uniform Traffic Control Devices (MUTCD) guidelines and standards.
- C. Bicycle lanes or wide curb lanes should be constructed on arterial highways and major collectors.
- D. Bicycle paths, not served by roads and highways, should be constructed to serve corridors. The most common uses are along rivers, lakeshores and utility right-of-ways.

**Program:**

- Encourage Manitowoc County to develop a bike/walk path from Fischer Creek Conservation Area to Point Creek Conservation Area.
- E. Bicycle routing should direct bicyclists to suitable highways and roads without significantly compromising directness. Established bicycle suitability models should be used.

**Utilities/Community Facilities**

**GOAL:** To balance the town’s growth with the cost of providing public services and facilities.

***Objective 1:*** Advocate quality community facilities and public services that are well maintained, efficient and cost effective for residents.

***Policies:***

- A. Encourage concentrated development in areas where appropriate utilities, community facilities and public services are readily available.
- B. Maintain community identity by advocating protection and preservation of the town’s historic sites, cemeteries and other public town facilities.
- C. Continue to coordinate, consolidate and share governmental facilities and services where possible.

**Programs:**

- Continue the concept of “mutual aid agreements” for public services.
- Advocate that the community is served by adequate road maintenance, solid waste/recycling practices and facilities, protective services, etc.
- D. Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings.
- E. Promote energy conservation measures.

**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.
- F. Consider alternative structures for telecommunication towers, or joint use of new and existing towers to minimize conflict with community character.

**Program:**

- Consider developing/revising controls for telecommunication and electrical services (e.g., telecommunication towers and wind farms) to limit negative impacts.

- G. Promote cooperation and communication with the Manitowoc Public, Kiel Area and Sheboygan Area School Districts, along with the Lakeshore Technical College, to collectively support quality educational opportunities.

**Program:**

- Work with adjacent communities, Manitowoc and Sheboygan Counties, school districts 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.

**Objective 2:** Consider environmental and resource sustainability opportunities when making land use decisions.

***Policies:***

- A. Consider the possible impacts to the groundwater sources when evaluating future developments.
- B. Promote the use of shared on-site wastewater treatment systems where appropriate.
- C. Utilize the town's environmental corridors (i.e., wetland areas, floodplains, steep slope, areas of poor soils for development, etc.), as areas the town may want to prohibit all sewage system uses to protect groundwater quality.
- D. Explore renewable energy options where feasible.

**Parks and Recreation**

**GOAL:** Continue to promote the variety of park and recreational activities within the town.

**Objective:** Advocate safe parks and recreational sites that provide a variety of activities for all town residents.

***Policies:***

- A. Cooperate with Manitowoc County on the maintenance and enhancements to the various county park facilities located within the town.

**Program:**

- Explore available resources and contact appropriate agencies (e.g. WDNR, BLRPC, etc) to further enhance the quality of the town's recreational systems.
- B. Work with Manitowoc County, Sheboygan County, Village of Cleveland and other adjacent communities in planning for the development of additional recreational parks and trails within and surrounding the town, to include public access to Lake Michigan.
  - C. Discuss any future trailway development with residents as well as affected property owners.
  - D. Promote the various conservation areas found within the town as recreational opportunities.

- E. Recommend abandoned railway corridors be turned into bicycle/walking trails.
- F. Consider access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.

### **Intergovernmental Cooperation**

**GOAL:** To coordinate with adjacent communities, Manitowoc County and other interested groups/agencies on planning projects.

***Objective:*** Promote cooperation between the Town of Centerville and any other municipality or government entity that makes decisions impacting the town and surrounding area.

***Policies:***

- A. Work cooperatively with surrounding municipalities to address possible boundary issues to minimize conflicts.

**Programs:**

- Encourage improved participation with neighboring communities regarding meetings, workshops, mutual planning activities, etc.
  - The Town Board or its representative (as the responsible party) is encouraged to meet annually and work with Manitowoc County, the Bay-Lake Regional Planning Commission or other planning agencies on town planning activities, and county and/or regional planning activities.
  - Work with neighboring communities and agencies regarding any water issues and other land uses which lie across town lines such as: Lake Michigan, Centerville Creek, Point Creek, etc.
- B. Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.

**Program:**

- Continue the concept of “mutual aid agreements” for public services.
- C. Promote cooperation and communication with the Manitowoc Public, Kiel Area and Sheboygan Area School Districts to collectively support quality educational opportunities.
  - D. Utilize the Wisconsin Towns Association (WTA) for publications and participation in cooperative training programs to assist the town and its officials.

### **Land Use**

**GOAL:** To ensure the town’s land use is developed/preserved according to the strategies described in the Future Land Use Plan (Chapter 2 of this document).

## **DEMOGRAPHIC TRENDS AND FORECASTS**

The following summary includes information collected from the U.S. Census regarding the town's demographic trends, age distribution, education levels, income levels and employment characteristics, as well as population, housing and employment forecasts.

### **Existing Conditions**

#### **Demographic Trends**

- From 1900 to 1950 the Town of Centerville experienced slight fluctuations in population, experiencing its highest population of 1,473 in 1950. This was prior to the incorporation of the Village of Cleveland in 1958. Cleveland becoming a village dropped the town's population by 656 people according to the 1960 Census number of 817. By 1990 the town's population was at a low of 685 people.
- The town's median age increased from 25 years old in 1970 to 38 in 2000.
- The town experienced a 24 percent increase in housing units from 1970 to 2000 (212 units to 262 units).
- Eighty-two (82) percent of the housing in the town is owner occupied, nine percent are rental units and the remaining nine percent is vacant housing.
- Seven percent of the housing in the town was used for seasonal purposes in 2000.
- Fifty-one (51) percent of the housing units in the town were built prior to 1940.

#### **Age Distribution**

- In both 1980 and 1990 the greatest percentage of the town's population was in the 25-34 age group (15 percent). However, by 2000 the same age group dropped to nine percent, whereas the 45 and 54 age group constituted the greatest percentage of the town's population at sixteen percent.
- The working age group (16+) accounted for 75 percent of the town's total population, while the school age group (5-17) accounted for nearly 24 percent of the population. The retirement age group (65+) accounted for 12 percent of the town's total population.

#### **Education Levels**

- According to the 2000 Census, 83 percent of town residents age 25 and over are high school graduates or are graduates of higher degrees.
- Ten percent of the town residents have a bachelor's degree or higher.

#### **Income Levels**

- In 1989, the median household income for the town was \$30,625. By 1999 (reported in 2000 Census), the median household income for the town increased by \$28,125 up to \$58,750.

#### **Employment Characteristics**

- In 2000, nearly 63 percent of employed residents of the Town of Centerville worked in manufacturing (31 percent) and service (31 percent) industries, while 18 percent of town residents were employed in the agriculture, forestry, fishing and hunting and mining industry.

- Seventy-six (76) percent of town residents commuted to other municipalities for work in 2000. The majority of these individuals were employed in the cities of Manitowoc or Sheboygan.
- For the period 1990 to 2004, the civilian labor force in Manitowoc County increased by 11 percent; the number of unemployed increased by 39 percent; and the number of employed increased by nine percent. The unemployment rate experienced a high of 6.9 percent in 2003 and a low of 3.2 percent in 2000.

### **Forecasts**

Tables, figures and additional text are provided in later chapters to aid in the explanation of the forecasting methods.

### **Population**

- In 2003, the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared population projections to the year 2025. The WDOA indicated that the Town of Centerville is projected to have a population of 768 persons by 2025. This results in an increase of 55 people from the 2000 Census population of 713.

For a detailed discussion of the town's population projections, see Volume II, Chapter 6 (Population and Housing).

### **Housing**

Using the 2003 Department of Administration (WDOA) population projections along with the town's projected persons per household, a projection of occupied housing units was created for the Town of Centerville.

- The housing unit projection indicated 276 total occupied units by 2025, or an increase of 37 occupied housing units from the 2000 Census.

For a detailed discussion of the town's housing projections, see Volume II, Chapter 6: Population and Housing.

### **Employment**

According to the Wisconsin Department of Workforce Development:

- Manufacturing 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.
- The education and health services sector is projected to show the largest numeric employment growth by 2012.
- Goods producing industry sectors including construction, mining, natural resources, and manufacturing will decline slightly by 2012.

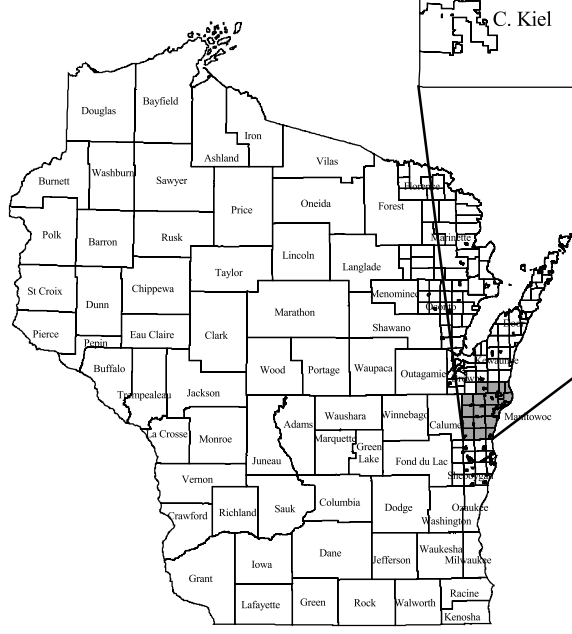
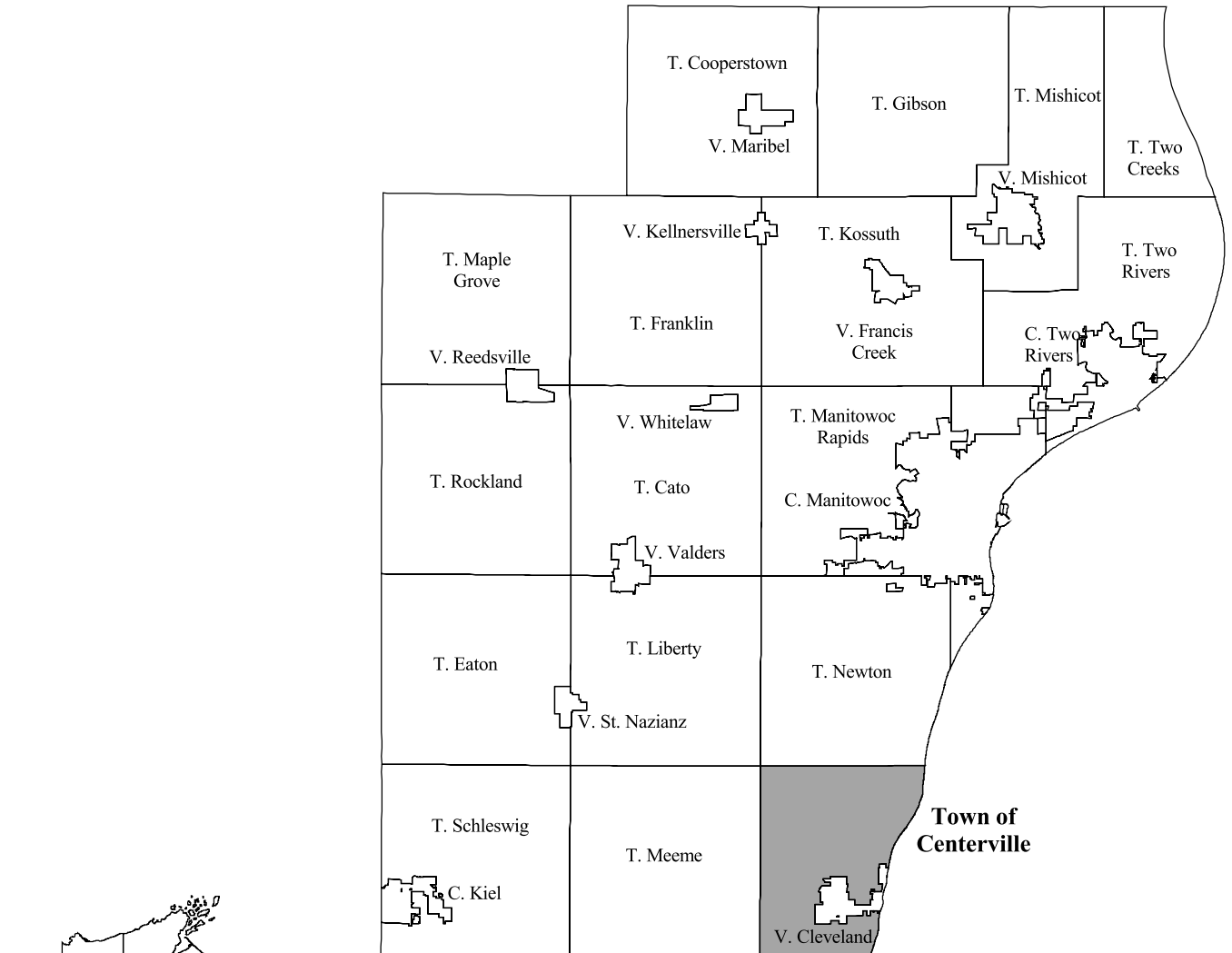
For a detailed discussion of the town's economic forecasts, see Volume II, Chapter 7: Economic Development.

# Location Map

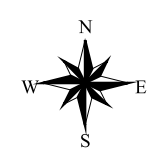
## Town of Centerville

### Manitowoc County, Wisconsin

Map 1.1



**WISCONSIN**



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; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

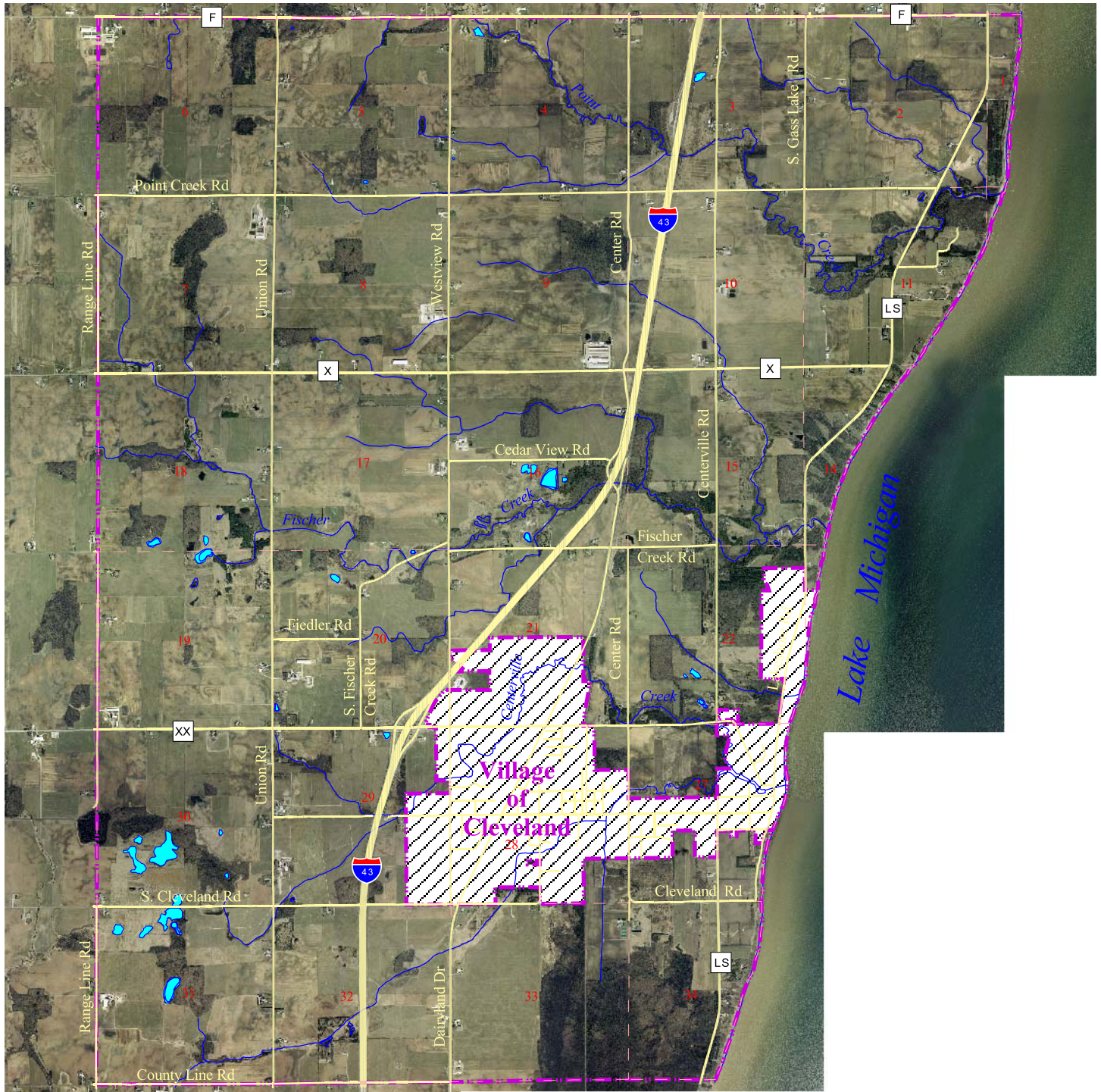


# Community Planning Area

## Town of Centerville








### Manitowoc County, Wisconsin

Map 1.2



2000 0 2000 Feet

#### Base Map Features

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

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

## CHAPTER 2 FUTURE LAND USE PLAN

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## **Chapter 2 - FUTURE LAND USE PLAN**

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### **INTRODUCTION**

This element provides the future land use plan for the Town of Centerville, Manitowoc County. The data from Volume II (Community Resources) of this document were major components in the development of the town's future plan. Present and future land use needs, along with a basic strategy and physical plan to guide the location, density and intensity of land development is contained within this chapter.

Over an 18-month period, the Town Smart Growth Commission held public meetings to review data and growth options for the community. From these meetings and presentations to the public, a 20-Year General Plan Design was developed and approved for the Town of Centerville.

### **PLANNING CRITERIA**

Planning criteria are developed in order to give the community a sense in which to base their land use recommendations. The criteria used by the town when developing the general plan design were based upon values identified by the State, in addition to citizen responses of various surveys and workshops that were conducted in the town.

#### **State Planning Criteria**

The following State criteria are based upon Smart Growth criteria encouraged within community plans:

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- Encouragement of neighborhood designs that support a range of transportation choices.
- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
- Protection of economically productive areas, including farmland and forests.
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
- Preservation of cultural, historic and archaeological sites.
- Encouragement of coordination and cooperation among nearby units of government.
- Building of community identity by revitalizing main streets and enforcing design standards.
- Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
- 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.
- 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.

- Balancing individual property rights with community interests and goals.
- Planning and development of land uses that create or preserve varied and unique urban and rural communities.
- 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**

- Review the town zoning map to reflect current land uses within the Town of Centerville.
- Further fragmentation of agricultural lands affecting the rural landscape, potentially increasing stormwater runoff and disturbing wildlife habitat.
- Development of the Lake Michigan shoreline, if permitted, should not impact the environment or scenic views.
- Potential incompatibilities with farm and non-farm uses as development pressures increase.
- Work cooperatively with the Village of Cleveland and surrounding towns regarding development patterns near municipal boundaries.

### **ANTICIPATED LAND USE TRENDS**

The following land use trends were developed for the 20 year planning period and provided direction in the development of the town's Recommended Development Strategy. Some of these trends may be similar to those of surrounding communities within Manitowoc County.

- The demand for larger lot sizes will likely increase while the ratio of persons per household will decrease resulting in greater acreage needs to accommodate future residential growth.
- Agricultural lands in the town will continue to be preserved to the greatest extent possible.
- The rural character of the town will continue to be maintained through the preservation of natural features, open spaces and the Lake Michigan shoreline.
- Future development will be conscious of the environmental impacts.
- Alternative design techniques will be explored (e.g., conservation subdivisions and clustering) to preserve the rural make-up of the town while allowing limited development to take place.
- The use of on-site wastewater septic systems and individual groundwater wells will continue within the town with the recommendation of using shared on-site systems for future development.
- If commercial uses begin to increase, small businesses will primarily locate at the I-43 / CTH XX interchange.
- The town will work with the Village of Cleveland and surrounding towns to conduct cooperative planning efforts to ensure efficient and cost-effective development patterns and to lessen potential conflict.

## **DEVELOPMENT CONSIDERATIONS**

### **Environmental and Public Utility Considerations**

- The abundance of agricultural lands and open space features add significantly to the aesthetic appeal of the town while providing important ecological and environmental functions such as stormwater retention and flood control.
- Increasing development may be costly due to the wide array of supporting services needed to accompany it. The town should closely monitor all public service costs associated with future development in order to best control future property taxes.

### **Redevelopment Opportunities**

Redevelopment possibilities within the Town of Centerville:

- Areas within the town that are beyond repair should be redeveloped in a way that maintains/improves the overall rural character, including scale.
- Utilize natural areas in the town for potential recreational uses and uses that are more productive from an economic standpoint, while maintaining the natural beauty and function.

### **Land Supply and Value**

#### **Amount and Demand**

Being a rural community, there is a significant amount of land available for future development within the Town of Centerville. The rural nature of the town offers itself to development as the demand for larger lot sizes and open space properties increases.

Given the town's intent to preserve farmlands and being located on the Lake Michigan shoreline, the Town of Centerville should monitor the building permits for new home construction annually to analyze the trends occurring in the town.

To combat scattered development, the town should consider innovative development patterns that are orderly and efficient (e.g. conservation design, clustering, etc.), while ensuring preservation of the rural atmosphere and adequate provision of services.

Refer to the General Plan Design portion of this chapter, in addition to the General Plan Design Map (Map 2.1) to identify which areas of the town are considered for future development/preservation.

#### **Price**

The price of developable lands may vary depending on the surrounding land uses, location, access, services, along with other subjective factors. Land prices in the town will continue to fluctuate as the market continues to change. Contact any local realtor to obtain more information on residential, commercial, industrial and other land prices within the town.

## **DESIGN YEAR LAND USE PROJECTIONS**

### **Five Year Incremental Land Use Projections**

Wisconsin statutes require Comprehensive Plans to include projections, in five-year increments, for future residential, commercial, industrial and agricultural land uses in the community over the 20 year planning period. The Town of Centerville future land use projections can be viewed in Table 2.1.

## Residential Projections

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

- the projected housing needs,
- an average dwelling unit per 3 acre ratio for housing development,
- multiplication factor ranging from 1.25 to 2.5 to allow for market flexibility.

## Commercial Projections

To calculate commercial land use projections, the Commission compared the current ratio of residential acreage to commercial land use acreage by parcel in the town based on the 2005 land use inventory.

## Industrial Projections

Industrial lands are projected in the same manner as the commercial lands; however, the Town of Centerville does not currently contain any industrial uses and envisions very little industrial growth for the next 20 years. As a result, no industrial projections were developed.

Table 2.1 illustrates the potential amount of acreage needed for future development within the Town of Centerville through 2025 based on the WDOA population projections. These projections allow the town to achieve its vision of preserving its rural make-up of agricultural lands and open spaces.

Table 2.1: Five-Year Incremental Land Use Projections, 2005-2025, Town of Centerville

Year	Residential*		Commercial	
	Acres	Total	Acres	Total
2005	27.7		4.0	
2010	40.1	67.9	5.7	9.7
2015	44.9	112.8	6.4	16.1
2020	46.5	159.3	6.6	22.8
2025	29.1	188.4	4.2	26.9

Source: Bay-Lake Regional Planning Commission, 2006.

\* This is a net total for residential development. There are several other factors that must be taken into consideration including,

- it is **not** the intent of the plan to see an entire area within a classification to develop, rather the specified uses shall be allowed if consistent with the type, location, and density of the development;
- some of the lands would hinder development based on the environmental makeup of the area;
- within residential growth areas, lands may need to be allocated for future roads, parks, and recreation areas.

In most standard residential development, these additional factors generally account for approximately 25 percent of the gross land area. Therefore, the gross total for future residential land needed is approximately 250 acres.

### **Agricultural Projections**

It is the town's intention to preserve most of the remaining farmlands over the next 20 years. However, with spacious living being the trend, the reality is farmlands in the town will experience increasing development pressure. The town's vision is to direct growth to areas where services are more readily available in an effort to protect its farming heritage. The projected loss of the town's agricultural lands will be dependant on the rate and location of growth in the town.

### **GENERAL PLAN DESIGN**

The General Plan Design was developed based on the information contained in:

1. Volume II (Community Resources) of this document;
2. the goals, objectives, policies and programs found in Chapter 1 (Issues and Opportunities); and
3. the various survey results and other public input listed in the Appendices.

The data and input in these sections of the plan were major components in both the development of the General Plan Design Map (Map 2.1) and the following Recommended Development Strategy for the town's 20-year planning period.

### **RECOMMENDED DEVELOPMENT STRATEGY**

The following land use classifications associated with the Town of Centerville Future Land Use Plan best represent the community's character and are in the best interest of the town's future growth.

*Note:* All categories are not represented on General Plan Design Map (Map 2.1), however future development strategies for each are discussed in this chapter. The town's future land use classifications include:

- Residential
- Commercial/Light Industrial
- Governmental/Institutional/Utilities
- Recreation/Conservation Areas
- Agricultural
- Woodlands
- Transportation
- Environmental Corridors/Natural Areas

Utilizing the land use classifications, this section details the suggested type, location and density of development for the Town of Centerville's 20-year planning period.

### **Residential**

This classification identifies areas of more compact development with the intent to steer future residential growth adjacent to existing residential lands. Directing development to more concentrated growth areas of the town should help to keep the fragmentation of agricultural and open space lands to a minimum.

\*\* Areas of the town have been designated for Low Density Residential (i.e. larger lot sizes with spacious living environment) and High Density Residential (i.e. small lot sizes with orderly, more compact development patterns) development based on proximity to existing development and landscape.

*Recommendations:*

1. **Existing residential areas are proposed to remain intact.** Residential development will continue throughout the 20 year planning period with the possibility of infill development and rehabilitation, or redevelopment of existing structures.
2. **Single family residences will be the primary development.**
3. **Lands adjacent to Lake Michigan (northeastern portion of town along CTH LS):** These areas are meant to develop as *Low Density* residential growth. Infill adjacent to the Lake should be considered along with second tier development only where feasible. The practice of infilling assists in creating orderly and efficient development patterns. In addition, new infill and second tier development should co-exist well with existing structures in terms of scale and design.
4. **Residential developments along the Lake Michigan shoreline should maintain the visual and environmental integrity of the area.** Recommend that landowners consider conservation easements to protect portions of this Lakeshore area.
5. **Designated residential areas adjacent to the Village of Cleveland** are considered areas of transition; they are currently rural in nature and could accommodate development as the village experiences growth. These areas are classified on the General Plan Design Map as *High Density* residential developments with orderly growth patterns.
6. **Cooperative planning activities with the village** is encouraged for these residential areas in an effort to achieve consistency and limit conflicts. A cooperative boundary agreement is encouraged in order to ensure each community's cooperation regarding future development and the provision of services. The town should work with the village to determine a density that fits the character and future development patterns of the communities.
7. **Future residential development shall be sensitive to natural features.** New residential development should be designed in a way that helps preserve environmentally sensitive areas (e.g., woodlands, wetlands, floodplains, steep slopes, etc.). This will help to maintain the town's rural atmosphere, the water resources and preserve the wildlife habitat.
8. **Preserve as much of the rural landscape and existing viewsheds as possible.** Encourage design techniques such as conservation/cluster subdivisions that strike a creative balance between open space and development.
9. **New residential development types should conform with surrounding uses.** New development that is out of context due to size or use may detract from existing properties.



Overall, the town's residential classifications encourage orderly development patterns and discourage further fragmentation of the rural areas. The town's vision is to protect productive farmland and existing natural areas (vegetated areas and/or open space views) from being developed by steering more compact development to the Village of Cleveland and areas designated as High Density/Low Density Residential on the General Plan Design Map (Map 2.1).

### **Commercial/Light Industrial**

The town has designated a commercial/light industrial area on the eastern side of the I-43 / CTH XX interchange to take advantage of the excellent exposure and highway access. However, larger businesses are expected to locate within the Village of Cleveland or nearby communities that have adequate infrastructure.

#### *Recommendations:*

1. **Concentrate areas of business development.** If any new commercial/light industrial uses are to be developed within the Town of Centerville, they are recommended to be concentrated on the eastern edge of the I-43 / CTH XX interchange, and not dispersed throughout the town. Any other areas proposed within the town for business development should be reviewed to limit incompatibilities (e.g., noise, lighting, etc.).
2. **If businesses plan to locate within the Town of Centerville, they shall be compatible with the character of the town.** Any new commercial or industrial company must be consistent with the scale of the town and be environmentally friendly.
3. **Appearance of commercial and light industrial structures.** It is important for the town to control the design of business uses. Areas filled with blaring lights, competing signage, and vast areas of asphalt and concrete distract drivers and can detract from the town's rural character. The town should review the designs and landscaping of future commercial establishments through building scale and appearance.
4. **Commercial/light industrial signage should be controlled.** In order to control signs' appearances, rather than allowing signs' to control the town's appearance, the town may need to address signage regulations.
5. **Home-based businesses are envisioned to remain.** With greater access to the Internet and better telecommunication systems, working from the home is a viable alternative to traditional employment practices. The town will need to ensure that the home occupational businesses do not outgrow their current location or become nuisances to adjoining property owners.
6. **Ensure any past, present and future mining operations are properly closed and that negative impacts do not affect neighboring properties.** The town should work with Manitowoc County to monitor quarries for negative effects and work with surrounding towns, Manitowoc County and state agencies to ensure they are reclaimed to a natural setting.

Overall, as with any kind of development, when commercial/light industrial development is proposed within the town, the Town Planning & Zoning Commission and Town Board must closely monitor the capacities of the infrastructure and community services that accommodate this new development and weigh the future costs to benefits. The town should **not** encourage the

development of commercial/industrial businesses that are not consistent with the scale of the town. More intensive commercial and industrial businesses should be directed to nearby communities that currently have adequate infrastructure and public services.

### **Governmental/Institutional/Utilities**

Recognizes existing, or planned governmental/institutional facilities and utilities within and adjacent to the town.

Due to the town's rural nature, many of the governmental/institutional facilities and utilities are provided by, and located in other communities, thus are not mapped. Cemeteries located in the town are under this classification, but are not identified on the General Plan Design map.

#### *Recommendations:*

1. **The Town Board will continue to monitor services provided to the town residents** although many of these services are being provided by other municipalities and private contractors. The Town Board should work with adjoining communities and Manitowoc County to help provide future services as effectively and efficiently as reasonably possible.

This includes fire, police and emergency services, road maintenance, recycling services, disposal of solid waste, etc.

2. **The town is encouraged to become actively involved with the Manitowoc Public, Kiel Area and Sheboygan Area School Districts, in addition to the Lakeshore Technical College.** Become involved with the long-range plans of the districts to be informed on future projects such as new facilities, improvements to existing structures, curriculum changes, etc.
3. **Promote the use of shared on-site wastewater treatment systems where appropriate.** With development in the rural portions of the town recommended for cluster-type development, discuss shared on-site systems as an option with developers.
4. **Be aware of the changing issues on telecommunication towers and antennas.** Work with adjacent communities to discuss issues such as alternate structures, joint use of new and existing towers, and visual and other potential adverse impacts of telecommunication towers. Remain informed as to when and where possible telecommunication towers may be constructed in the area.
5. **Homeowners should explore renewable energy options where feasible.** More homeowners are utilizing individual renewable energy systems for their power. Discuss any possible impacts to the town's landscape prior to allowing individual systems.

### **Recreation/Conservation Areas**

Recognizes the importance of the recreational opportunities in the town and nearby recreational facilities in the Village of Cleveland.

#### *Recommendations:*

1. **Be involved in updates to the Manitowoc County Comprehensive Outdoor Recreation Plan.** This includes any recommendation to the recreation facilities at any of the county facilities located in the town.

2. **Cooperation in planning park and recreational facilities.** If future recreational development were to occur in or around the town, it is recommended that the town cooperate with the Village of Cleveland, surrounding towns, Manitowoc County, etc., to promote connectivity of recreational uses such as trails.
3. **Recognize the county and state conservation areas in the town,** while preserving other natural features and open space areas of the town in an effort to enhance the recreational opportunities found in the community.
4. **Work with Manitowoc County to develop a bike/walk path** from Fischer Creek Conservation Area to Point Creek Conservation Area.
5. **Recommend abandoned railway corridors be turned into recreational trails.**

### **Agricultural**

The purpose of this classification is to preserve existing lands devoted to the growing of crops and the raising of livestock.

#### *Recommendations:*

1. **The town encourages the preservation of agricultural lands** and the farmer's right to farm in order to better serve the residents of the town. It is also intended to protect the agricultural atmosphere and rural character valued by the residents of the Town of Centerville.
2. **Future residential development is encouraged to be directed toward areas in the *High and Low Residential* classifications** on the town's General Plan Design Map (Map 2.1). These areas allow for orderly and efficient development patterns, and efficient distribution of services.
3. **Residential development may be considered at low densities** as long as steps are taken to preserve natural areas, viewsheds, open spaces, and areas deemed important for the town to keep preserved.
4. **Any non-agricultural residence proposed for areas in the Agricultural designation on the General Plan Design shall demonstrate detailed site plans.** The proposal shall be evaluated on a list of criteria set by the town. Approval or denial will be based on the criteria. The following are examples of general criteria that should be analyzed by the Town Planning & Zoning Commission and Town Board prior to making a decision.
  - physical measurements and topography,
  - geology, hydrology and vegetation,
  - structure, utility and roadway locations and dimensions,
  - effects on neighboring properties,
  - economic impacts,
  - natural resource impacts,
  - necessary permits from other agencies, etc.

Various criteria found in this comprehensive plan and the town's zoning ordinance assist with much of the decision-making process.

5. **Where appropriate, encourage new development techniques and programs which will preserve as much farmland as possible.** Utilize various development techniques

such as conservation/cluster subdivisions to help protect the surrounding productive farmlands within the town.

6. **If development pressure increases, the town should weigh the cost of converting farmland into other uses.**
7. **Encourage natural buffers for development.** Adequate buffers are encouraged between farming and future non-farming operations in these areas in order to lessen conflict between land uses.
8. **Advocate that agricultural lands are under adequate farming practices.** It is important for these lands to continue to be under the best management practices for agricultural activities. Inappropriate agricultural practices can have a significant adverse impact on the quality of surface water and groundwater unless properly managed.
9. **Address the issue of large-scale farming operations.** It is recommended the town, along with UW-Extension, Manitowoc County, and other professional agencies develop a program to discuss large-scale farming issues including the economic, environmental and community character impacts these farms may have on an area.
10. **Agricultural Transition Area overlay** illustrated on Map 2.1 is intended to steer proposed large-scale farming operations away from these identified lands. These areas are considered environmentally sensitive and represent community character. Environmental corridors and waterfront areas are also not recommended for development. Any agricultural uses presently in this overlay zone are allowed to continue.

### **Woodlands**

The Woodlands classification is intended to achieve the goal of encouraging the preservation of woodlands within the Town of Centerville.

#### *Recommendations:*

1. **Maintain the town's wooded areas and promote efforts to prevent fragmentation.** Rarely should woodlands be developed with great densities. Lands adjacent to woodlands may be developed by utilizing unique development options such as conservation subdivision designs or clustering. Efforts to prevent fragmentation will allow the town to enjoy contiguous woodlands and maintain wildlife habitat and migration patterns.
2. **Encourage the replacement of woodlands (reforestation).** Efforts to replenish woodlands would be beneficial to the natural makeup of the area. Several benefits include maintaining/improving wildlife habitat and recreation opportunities, restoration of clean water resources, erosion prevention, etc.

### **Transportation**

Identifies the existing road network in addition to recommendations for safety and improved traffic movement in the town.

#### *Recommendations:*

1. **Require Area Development Plans.** If any new subdivisions are proposed within the town, the Centerville Planning & Zoning Commission and Town Board should require Area Development Plans. This will allow the town to review and ensure that future roads

are well designed to promote efficient traffic flow and to avoid unnecessary cul-de-sacs and loops that can increase the town's future maintenance costs or be disruptive for fire, police or rescue services.

2. **Consider adopting an Official Map** to delineate future road extensions. An Official Map allows the Town Board to review development requests to ensure that all new developments and roads conform to the town's Official Map.

The town is encouraged to work with the Village of Cleveland and surrounding communities to advocate consistency between the various Official Maps.

3. **Future development should maintain the town's rural character along major corridors.** Development along the major highway corridors (e.g. Interstate Highway 43) should apply landscaping/buffers that would help to preserve the town's rural views.
4. **Ensure a cost effective road system management plan.** Continue to utilize the PASER (Pavement Surface Evaluation and Rating) program to assist in maintaining the roads in the future.
5. **Advocate for a park-and-ride on the I-43 / CTH XX interchange.**

#### **Environmental Corridors/Natural Areas**

The preservation and protection of natural areas within the Town of Centerville will become increasingly important as population and development pressures increase. Many natural features enhance the appearance of the town; are unsuitable for development; and have characteristics critical to the environmental enhancement, ecological stability and water quality of the area.

#### *Recommendations:*

1. **Environmental corridors within the town should remain in their natural state** or be minimally modified for possible recreational uses. The environmental corridors are represented by four elements including; (1) 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA), (2) WDNR wetlands with a 50-foot buffer, (3) steep slopes of 12 percent or greater, (4) and a water setback for buildings from all navigable waterways. These elements provide limitations to development and are generally regulated by federal, state, or county government. Together, these elements represent the portions of the town that are most sensitive to development. The corridors are an overlay to the recommended plan (Map 2.1) and should be utilized as a reference.
2. **Using the environmental corridors as a guide** when reviewing proposed development will give the town background information to determine what areas are important to maintaining the rural character and quality of the town's natural resource base.
3. **Direct development away from environmental corridors as much as possible** - or have them sensitively designed within development which will help minimize the negative effects on water resources, wildlife habitats and the overall rural nature of the town.
4. **Maintain wildlife corridors.** Development near the various environmental features in the town should be carefully reviewed in order to maintain ample wildlife corridors.
5. **Assist in efforts to improve the quality of beaches.** Cooperate with government agencies, surrounding communities, etc., to promote efforts to remedy beach closings.

## **IDENTIFIED “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.”

During the planning process the Town of Centerville identified lands located adjacent to the Village of Cleveland as “smart growth areas”.

- Locating areas of new development adjacent to lands of existing development allows for more orderly and efficient development patterns.
- Assists the Town of Centerville in maintaining its rural character by preserving the many valuable agricultural lands, natural areas and open space that make up much of the town’s landscape.

## **GENERAL PLAN DESIGN MAP**

Table 2.2 contains a summary of the year 2025 land uses, along with their approximate acreage totals, which have been designated on the Town of Centerville General Plan Design Map (Map 2.1). It is important to note that the 2025 acres are by general location and not by individual land uses, resulting in larger acreage calculations than those acreage totals found in the 2005 land use inventory.

Table 2.2: 20-Year General Plan Design Acreage, Town of Centerville

<b>General Plan Design Category</b>	<b>Year 2025 Acres</b>
Low Density Residential	1,250
High Density Residential	580
Commercial	54
Woodlands/Other Natural Areas	1,770
Agricultural	10,578
Parks and Recreation	353
Transportation*	641
Water Features	51
<b>Total</b>	<b>15,277</b>

Source: Bay-Lake Regional Planning Commission, 2006.

\* Consists of the town’s existing road network acreage from the 2005 land use inventory (see Appendix J), not a projected year 2025 acreage. Areas recommended for future developments will include a percentage of the land needed for potential transportation purposes (see the *Design Year Land Use Projections* portion of this chapter for more information).

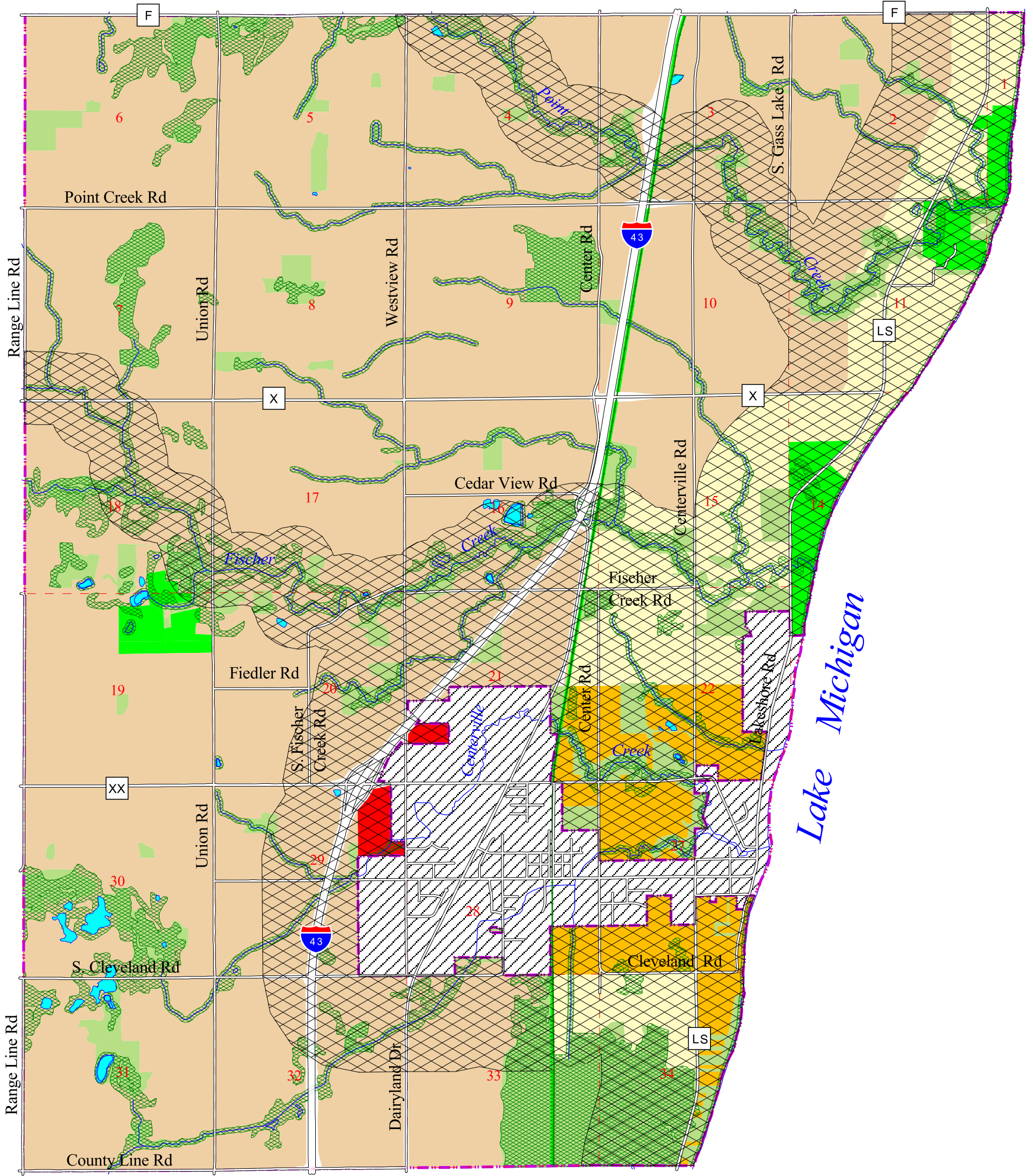
# 20-Year General Plan Design

## Town of Centerville

### Manitowoc County, Wisconsin

Town of Centerville

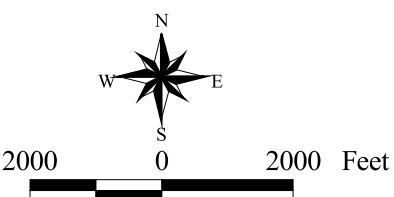
2-13



- Agricultural
- Commercial/Light Industrial
- High Density Residential
- Low Density Residential
- Recreation/Conservation Areas
- Woodlands
- Environmental Corridors/Natural Areas
- Agricultural Transition Area

**Base Map Features**

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

20-Year Comprehensive Plan

**CHAPTER 3  
IMPLEMENTATION**

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## Chapter 3 - IMPLEMENTATION

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### **INTRODUCTION**

This chapter outlines a variety of actions and activities necessary to implement the intent and vision of this comprehensive plan. A process for amending/updating the comprehensive plan, in addition to a mechanism used to measure the progress toward achieving the plan, is also included.

### **RESPONSIBILITIES OF LOCAL OFFICIALS**

The Town Planning & Zoning Commission 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 town, the comprehensive plan shall be reviewed, and a recommendation will be derived from its identified strategies, goals, objectives, vision statement and General Plan Design. If a decision needs to be made that is inconsistent with the comprehensive plan, then before the decision can take effect, the comprehensive plan must be amended to reflect this change in policy.

The Planning & Zoning Commission needs to ensure that the town's comprehensive plan is updated at least once every 10 years per s 66.1001 (2) (i). Elected officials and members of the Planning & Zoning 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 the town can utilize to implement this comprehensive plan. They include general Zoning, Official Mapping, Shoreland Zoning and Land Division Ordinance.

#### **Zoning**

The town currently maintains the *Town of Centerville Zoning and Land Use Ordinance* contained in Chapter 9 of the town's General Code of Ordinances. Several of the future land use recommendations may need re-zoning in order to take place. Instances of current use and planned use may conflict, yet it would not be appropriate to immediately make a current use non-conforming to 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 Town Planning & Zoning Commission and Town Board will need to judge when re-zoning will occur, for it is not the intent that the zoning map become a direct reflection of the plan. The comprehensive plan looks out to the future while zoning deals with present day.
- The Town Planning & Zoning Commission should consider adopting/updating specific lighting, signage, and landscaping design standards in order to protect the character of the town.

- Consider adopting regulations in an effort to protect the natural features and aesthetic views of the town’s lakefront areas.
- Additional ordinances may be developed by the town in order to meet the “vision statement” listed in Chapter 1 of this plan.

### **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 assure that when the city/village/town acquires lands for streets, etc., it will be at a lower vacant land price;
  2. It establishes future streets that subdividers must adhere to unless the map is amended; and
  3. It makes potential buyers of land aware that land has been designated for public use.
- The town 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 town should work cooperatively with the Village of Cleveland, when appropriate, on the approval of the plans. The Area Development Plans could be incorporated as part of the town and village official maps for the specified area. Thus, developers would be required to prove to the town that their proposals will result in planned, orderly growth and development.

### **Shoreland Ordinance**

The Manitowoc County Shoreland Ordinance regulates all lands within unincorporated areas of the county that are:

1. within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages.
  2. within 300 feet of the ordinary high water mark of navigable rivers or streams, or to the landward side of a floodplain of the navigable reaches of rivers or streams, whichever distance is greater.
- The town may wish to adopt a more restrictive shoreland ordinance. If the town ordinance is more restrictive than the county ordinance, the town ordinance continues to the extent of the greater restriction.
  - Work with the county to update the county’s Floodplain Ordinance. In some instances, the town should consider working with Manitowoc County, WDNR, FEMA and other appropriate agencies to re-adjust the floodplain boundaries in specific areas or within the entire town.

### **Subdivision Ordinance**

Manitowoc County, under Wisconsin Statutes 236, establishes the procedure for the division and subdivision of lands in unincorporated areas of the county.

- It is recommended that the Town of Centerville explore developing and adopting a subdivision ordinance to utilize the ordinance to regulate how lots are developed and arranged within specific areas. It is recommended that any ordinance be developed by working jointly with the Village of Cleveland, and Manitowoc County.
- The town can petition Manitowoc County to amend the County Subdivision Ordinance to include specific town wishes/standards.

### **Other Ordinances/Regulations**

Other tools to implement the comprehensive plan may include the development/support of additional town controls or Manitowoc County regulations such as:

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

### **COMPREHENSIVE PLAN INTERNAL CONSISTENCY**

The comprehensive plan was created in a manner that promotes consistency between all of the elements and their respective development strategies. By utilizing the nominal group session as a base, key issues were identified for each of the elements of the plan. Using these issues along with data from a Community Image Survey and information regarding natural features, population and housing, infrastructure, etc., a set of goals, objectives, policies and programs were developed in order to determine a desired vision for the town. The identified vision and development strategies within this plan were utilized to create the General Plan Design as well as the specified implementation actions. Ultimately, this planning process establishes a uniform comprehensive plan document for the Town of Centerville.

As plan amendments occur, it is important that town's elected officials and Planning & Zoning Commission conduct consistency reviews of the plan elements and development strategies. These reviews will ensure that the plan contains the most current information available.

### **PROCESS FOR UPDATING PLAN**

This plan shall be amended/updated following §66.1001 (4)(b) and the town's adopted written procedures for fostering public participation.

- This comprehensive plan should be amended with the recommendations of the Town of Centerville Planning & Zoning Commission and follow the amendment process as outlined under §66.1001 (4)(b).

**Plan Review Timeline**

The town’s comprehensive plan should be updated at least once every 10 years. As a result, it is recommended the Town of Centerville follow the Plan Review Timeline 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
Economics					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 WORK PLAN**

The overall intent of the implementation work plan is to provide a mechanism 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 Centerville Town Board and/or Planning & Zoning Commission to implement the plan recommendations; and
- a timeline for implementation.

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

Table 3.1: Town of Centerville Implementation Schedule

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
<p><b><u>Goal: Community Planning</u></b>  <i>For the Town of Centerville 20-Year Comprehensive Plan to provide guidance to local officials when making land use decisions that reflect the town's vision.</i></p>			
<p><b><u>Objective 1:</u></b> Utilize this 20-year comprehensive plan to best reflect the interests of all the town's residents, follow an orderly and cost efficient method when developing and preserve significant features of the community.</p>			
<p><b><u>Policies:</u></b></p>			
<p>This 20-year comprehensive plan will be consulted by the Town Planning &amp; Zoning Commission, Town Board and other units of government before making any decision regarding land use and land use policies.</p>	<p>Town Board &amp; Planning &amp; Zoning Commission</p>	<p>VCLEV, MANCO, BLRPC &amp; other surrounding jurisdictions</p>	<p>Immediate</p>
<p>Ensure that all growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with the rural character of the town.</p>	<p>Town Board &amp; Planning &amp; Zoning Commission</p>	<p>BLRPC, MANCO, VCLEV &amp; other surrounding jurisdictions</p>	<p>Continuous</p>
<p>Encourage cooperation and communication between the town, neighboring municipalities and county government in implementing this 20-year plan.</p>	<p>Town Board &amp; Planning &amp; Zoning Commission</p>	<p>VCLEV, MANCO, BLRPC &amp; other surrounding jurisdictions</p>	<p>Continuous</p>
<p><b><u>Objective 2:</u></b> The Town Board and Town Planning &amp; Zoning Commission have the responsibility to review and update the town's comprehensive plan as needed.</p>			
<p><b><u>Policies:</u></b></p>			
<p>Periodically review and update, when necessary, the adopted 20-year comprehensive plan in order to provide for the greatest possible benefits regarding future development and preservation of significant features such as agricultural, natural and cultural resources.</p>	<p>Town Board &amp; Planning &amp; Zoning Commission</p>	<p>VCLEV, MANCO, BLRPC</p>	<p>Continuous</p>

Table 3.1: Town of Centerville Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
Review existing town and Manitowoc County ordinances as they relate to the implementation of this plan.	Planning & Zoning Commission	MANCO, MCPL, BLRPC	Immediate
Hold Town Planning & Zoning Commission meetings/working sessions to review the adopted 20-year comprehensive plan and make amendments to accommodate changing conditions.	Planning & Zoning Commission & Town Board	VCLEV & other surrounding jurisdictions, BLRPC	Continuous
Ensure the public is informed and involved to the greatest extent possible when considering updates and revisions to the town’s comprehensive plan.	Town Board & Planning & Zoning Commission	VCLEV, MANCO & other surrounding jurisdictions	Continuous
<p><b><u>Goal: Natural Resources</u></b>  <i>Manage a clean and orderly natural environment for the residents and visitors of the Town of Centerville by preserving and protecting key natural resources.</i></p>			
<p><b><u>Objective 1:</u></b> Maintain a visually appealing and sustainable natural environment.</p>			
<p><b><u>Policies:</u></b></p>			
Consider Cost of Community Services studies to enable local officials to better understand the costs associated with local planning decisions.	Planning & Zoning Commission & Town Board	BLRPC, MCPL, MCHWY, UWEX	0-10 years
Encourage the preservation of natural scenic vistas.	Planning & Zoning Commission	WDNR, MCPL,	Continuous
Promote similar residential and agricultural areas to create symmetry in the community.	Planning & Zoning Commission & Town Board	BLRPC, UWEX	Continuous
Developments adjacent to steep slopes, rivers, streams and wetlands should be planned in a manner that protects the integrity of these areas.	Planning & Zoning Commission	WDNR, NRCS, MCPL, MCSW	Continuous
Encourage sound management practices of the town’s woodlands and wetlands.	Planning & Zoning Commission	WDNR, NRCS, MCPL, MCSW	Continuous

Table 3.1: Town of Centerville Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
Encourage the inclusion of environmental corridors, buffer zones, grasslands and other natural areas in new and existing developments.	Planning & Zoning Commission	WDNR, MCPL, MCSW	Continuous
Promote the Fischer Creek, Point Creek and Lutze conservation areas along with other relevant natural areas in the town as quality recreational opportunities.	Planning & Zoning Commission	MCPL, WDNR	Continuous
<b><u>Objective 2:</u></b> Preserve biodiversity within wildlife habitats and communities.			
<b><u>Policies:</u></b>			
Improve the health of native flora and fauna by identifying and protecting critical ecosystems from development.	Planning & Zoning Commission	WDNR, MCPL	Continuous
Encourage the preservation of natural corridors for species movement between significant natural areas.	Planning & Zoning Commission	WDNR, MCPL	Continuous
<b><u>Objective 3:</u></b> Preserve and restore surface water quality (inland and coastal wetlands, lakes, rivers, and streams).			
<b><u>Policies:</u></b>			
Support efforts related to surface water quality issues through the use of protection, restoration and improvement tools.	Planning & Zoning Commission	EPA, WDNR, MCPL, MCSW	Continuous
Investigate and consider tools for erosion control (e.g., buffer strips, easements, land use controls, flood controls, etc.).	Planning & Zoning Commission	WDNR, MCPL, NRCS, BLRPC	Continuous
Encourage the incorporation of environmental corridors when considering new developments.	Planning & Zoning Commission	BLRPC, MCPL, WDNR	Continuous
Participate in efforts to maintain the natural beauty and integrity of the Lake Michigan shoreline, while providing for public use and access.	Planning & Zoning Commission	MCPL, MCSW, WDNR, EPA	Continuous

Table 3.1: Town of Centerville Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
Support the use of indigenous flora and sound conservation methods to protect bluffs from erosion.	Planning & Zoning Commission	MCPL, MCSW, WDNR, EPA	Continuous
Support studies and activities to determine the causes of beach closings.	Planning & Zoning Commission & Town Board	MCPL, MCSW, WDNR, EPA	Continuous
Promote efforts to improve the quality of beaches in the area.	Planning & Zoning Commission & Town Board	MCPL, MCSW, WDNR, EPA	Continuous
<b><u>Objective 4:</u></b> Encourage protection of groundwater resources (quality and quantity).			
<b><u>Policies:</u></b>			
Identify and preserve groundwater recharge sites (wetlands, lakes and ponds) and areas of shallow soils.	Planning & Zoning Commission	MCSW, WDNR	Continuous
Avoid human-influenced actions, increased domestic livestock, agriculture and residential development that deplete the area's lakes, streams, wetlands and groundwater reserves.	Planning & Zoning Commission	MCPL, MCSW, WDNR, EPA, UWEX	Continuous
Work cooperatively with surrounding jurisdictions and the county to protect groundwater resources.	Planning & Zoning Commission & Town Board	MANCO, MCPL, MCSW, WDNR, VCLEV, EPA, UWEX	Continuous
Support initiatives designed to educate citizens on groundwater quality and quantity issues and available protection techniques.	Planning & Zoning Commission & Town Board	MCPL, MCSW, WDNR, UWEX	Continuous
Discourage development within the identified environmental corridors.	Planning & Zoning Commission	WDNR, MCPL, MCSW	Continuous
Promote the use of sound agricultural and soil conservation methods that minimize groundwater contamination.	Planning & Zoning Commission	MCPL, MCSW, WDNR, UWEX	Continuous



Table 3.1: Town of Centerville Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
Consider penalties for those that neglect the use of sound agricultural and soil conservation methods and contribute to groundwater contamination.	Planning & Zoning Commission & Town Board	MCPL, MCSW, WDNR	0-5 years
<b><i>Objective 5:</i></b> Ensure that present and future mining sites will not adversely affect surrounding land uses.			
<b><u>Policies:</u></b>			
Encourage the location of mining operations where scenic views and the health of the natural environment will not be compromised.	Planning & Zoning Commission	MCPL, MCSW, WDNR, NRCS	Continuous
Consider inventorying mineral resources for potential future mining activities.	Planning & Zoning Commission	MCPL, MCSW, NRCS	0-10 years
Mining operations must show that they can compensate for any negative impact (e.g., noise, odors, impacts on groundwater and local roads) on the neighboring properties or other portions of the town and surrounding areas prior to approval by Town or Village Board.	Planning & Zoning Commission	MCPL, MCHWY, MCSW	Continuous
New and expanding mining operations must show cooperation and bonded funds throughout the reclamation process to ensure that the area is restored to the original state or is consistent with the vision of the town.	Planning & Zoning Commission & Town Board	MCPL	Continuous
Discourage nonmetallic mining in environmentally sensitive areas.	Planning & Zoning Commission	MCPL, MCSW, WDNR, NRCS	Continuous
<b><i>Goal: Agriculture</i></b> <b><i>Preserve the agricultural resources of the town.</i></b>			
<b><i>Objective 1:</i></b> Maintain existing agricultural lands to preserve the town’s rural atmosphere.			

Table 3.1: Town of Centerville Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
<b><u>Policies:</u></b>			
Establish guidelines to protect existing agricultural operations and rural character.	Planning & Zoning Commission	MCPL, UWEX, BLRPC	0-5 years
Encourage the preservation of pasture lands.	Planning & Zoning Commission	MCPL	Continuous
Advocate for the use of sound agricultural and soil conservation methods to minimize surface and groundwater contamination and soil erosion.	Planning & Zoning Commission	MCPL, MCSW, WDNR, NRCS	Continuous
Encourage the preservation of prime agricultural lands to allow for present and future generations the opportunity to farm.	Planning & Zoning Commission	MCPL, BLRPC, UWEX	Continuous
Minimize impact of future development by encouraging conservation-based land use practices.	Planning & Zoning Commission	MCPL, UWEX, BLRPC	Continuous
Support studies that evaluate the impacts of agricultural operations on the environment.	Planning & Zoning Commission	MCPL, UWEX, MCSW, BLRPC, WDNR	Continuous
<b><u>Objective 2:</u></b> Minimize the potential for conflicts between rural landowners.			
<b><u>Policies:</u></b>			
Offer methods to create a safe environment for travel between agricultural fields and farming operations.	Planning & Zoning Commission	MCPL, MCHWY	Continuous
Provide information to homebuyers of what to expect when moving into an agricultural community (e.g., odors, hours of operation, slow moving vehicles, etc.).	Planning & Zoning Commission	Town Board, UWEX	Continuous
Inventory agricultural infrastructure to identify areas best suited for agriculture-only land use districts.	Planning & Zoning Commission & Town Board	MCPL, MCSW, NRCS, BLRPC, WDNR	Continuous

Table 3.1: Town of Centerville Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
Recommend that large-scale farming facilities be preferred on the west side of Interstate Highway 43 in the town.	Planning & Zoning Commission	Town Board, MCPL	Continuous
<b><i>Objective 3:</i></b> Recognize the economic importance of agriculture in the community.			
<b><u>Policies:</u></b>			
Consider supporting a “Cost to Benefit” analysis on the conversion of prime agricultural land to other uses.	Planning & Zoning Commission & Town Board	MCPL, UWEX, BLRPC	0-5 years
Direct development to smaller, less productive farmlands before developing areas that are larger and more productive on a case-by-case basis.	Planning & Zoning Commission & Town Board	MCPL, BLRPC	Continuous
<b><i>Goal: Cultural Resources</i></b>			
<b><i>To preserve and enhance the town’s cultural resources.</i></b>			
<b><i>Objective 1:</i></b> Encourage the preservation of the town’s historic and archeological locations.			
<b><u>Policies:</u></b>			
Identify historically significant structures, sites and objects.	Planning & Zoning Commission	MCPL, BLRPC	Continuous
Consider combining historic and archeological assets with recreational activities.	Planning & Zoning Commission	MCPL, BLRPC, EDCMC	Continuous
<b><i>Objective 2:</i></b> Support the enhancement of cultural resources and facilities.			
<b><u>Policies:</u></b>			
Promote the Lutze Barn as part of an educational/visitor center for the area.	Planning & Zoning Commission	MCPL, EDCMC	Continuous
Encourage a variety of cultural events that support the area’s agricultural heritage.	Planning & Zoning Commission	Town Board, EDCMC	Continuous

Table 3.1: Town of Centerville Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
<p><b><u>Goal: Housing</u></b>  <i>The Town of Centerville will provide housing opportunities for the town’s current and future populations using existing zoning laws.</i></p>			
<p><b><u>Objective 1:</u></b> Use and support existing policies and programs that help citizens obtain housing.</p>			
<p><b><u>Policies:</u></b></p>			
Identify housing developments for all persons including low and moderate income, elderly and residents with special needs.	Planning & Zoning Commission & Town Board	LCAP, WHEDA, MANCO, UWEX	Continuous
Advocate that the town’s zoning ordinance allows for and/or encourages a range in densities and lot sizes.	Town Board & Planning & Zoning Commission	BLRPC	Continuous
Work with Manitowoc County to apply for grants and become involved in programs to address the town’s housing needs.	Planning & Zoning Commission	MANCO, MCPL, BLRPC	Continuous
Make residents aware of available housing assistance programs.	Planning & Zoning Commission	MANCO, LCAP, WHEDA	Continuous
Encourage the maintenance, preservation and rehabilitation of the existing housing stock within the town when appropriate.	Planning & Zoning Commission	Town Board	Continuous
<p><b><u>Objective 2:</u></b> Promote housing development that is environmentally conscious and cost effective.</p>			
<p><b><u>Policies:</u></b></p>			
Encourage new housing in areas in which community facilities and infrastructure already exist.	Planning & Zoning Commission & Town Board	VCLEV, MCPL, BLRPC	Continuous
Support development with higher densities adjacent to the Village of Cleveland.	Planning & Zoning Commission	VCLEV	Continuous

Table 3.1: Town of Centerville Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
Encourage the infilling of existing vacant residential property where appropriate.	Planning & Zoning Commission	Town Board	Continuous
Situating higher density residential development in areas that minimize impacts upon low density residential development in the town.	Planning & Zoning Commission	VCLEV, MCPL, BLRPC	Continuous
Direct new development to appropriate locations to minimize the visual impact on the environment from public right-of-ways.	Planning & Zoning Commission	VCLEV	Continuous
Identify areas in which new development should be restricted, or maintained as open space, parks, etc.	Planning & Zoning Commission	Town Board, MCPL, VCLEV, WDNR	Continuous
Maintain a common green space/open space area during housing development design for subdivisions.	Planning & Zoning Commission	Town Board, MCPL, BLRPC	Continuous
Explore development ideas that encourage responsible use of land and minimize potential negative impacts on natural or unique areas.	Planning & Zoning Commission	MCPL, MCSW, BLRPC, WDNR	Continuous
Work with Manitowoc County, Village of Cleveland and other neighboring communities to establish innovative development guidelines for future consideration within the town.	Planning & Zoning Commission & Town Board	MANCO, VCLEV & other surrounding jurisdictions	Continuous
<p><b><i>Goal: Economic Development</i></b>  <i>Provide opportunities for small scale economic development while protecting and enhancing the town's agricultural and environmental assets.</i></p>			
<p><b><i>Objective 1:</i></b> Future businesses should be directed to areas which will enhance and promote the rural atmosphere of the Town of Centerville.</p>			

Table 3.1: Town of Centerville Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
<b><u>Policies:</u></b>			
Direct large commercial and industrial development to the Village of Cleveland or nearby communities better served by existing infrastructure.	Planning & Zoning Commission & Town Board	VCLEV, EDCMC, MCPL	Continuous
Consolidate commercial and industrial growth in areas suited best for their operation and where needed services exist or can be readily extended.	Planning & Zoning Commission & Town Board	VCLEV, EDCMC, MCPL	Continuous
Suggest more highway dependent businesses locate near the I-43 interchange in order to provide commercial service to local and through traffic.	Planning & Zoning Commission & Town Board	VCLEV, EDCMC, MCPL WDOT,	Continuous
Continue to control the amount of signage, lighting, landscaping, buffering, and access of business sites throughout the town, especially along major corridors and areas of scenic importance.	Planning & Zoning Commission	Town Board	Continuous
Allow home-based businesses to locate within the town until such a time as a zoning change is needed.	Planning & Zoning Commission	Town Board	Continuous
<b><u>Objective 2:</u></b> Preserve and enhance the town’s agricultural, environmental and recreational assets.			
<b><u>Policies:</u></b>			
Consider the value of prime agricultural lands and the rural and scenic nature of the town before changing to non-agricultural or non-conservation zoning.	Planning & Zoning Commission	Town Board	Continuous
Encourage conservation practices that minimize non-point source pollution of the town’s surface water and contamination of groundwater.	Planning & Zoning Commission	WDNR, MCPL, MCSW	Continuous

Table 3.1: Town of Centerville Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
Consider development techniques (e.g. Conservation Subdivisions, Clustering) that preserve the agricultural lands, woodlands and open spaces in the town.	Planning & Zoning Commission & Town Board	WDNR, BLRPC, MCPL	Continuous
Promote the town’s many natural resources as recreational opportunities (e.g. Fischer Creek Conservation Area, Point Creek Conservation Area, Lutze Conservation Area, Lake Michigan, etc.).	Planning & Zoning Commission & Town Board	MCPL, WDNR	Continuous
<p><b><i>Goal: Transportation</i></b>  <i>To advocate safe and efficient transportation systems for all modes of transportation in the town.</i></p>			
<p><b><i>Objective 1:</i></b> Promote an efficient road system that ensures the highest degree of mobility and accessibility while protecting the safety of its users and is able to adapt to changes in transportation demand and technology.</p>			
<p><b><u>Policies:</u></b></p>			
Maintain the functional integrity of existing and future roadways through appropriate land use controls and design standards.	Planning & Zoning Commission & Town Board	WDOT, MCHWY, BLRPC	Annually
Promote access management as a means of protecting the capacity and safety of the existing road network.	Planning & Zoning Commission	WDOT, MCHWY	Continuous
Convenient and efficient vehicular movement near all commercial, industrial, and public facility locations is encouraged.	Planning & Zoning Commission	WDOT, MCHWY	Continuous
The transportation system should provide access and service with choices of modes throughout the town in a way designed to reduce overall average travel times to destinations within the town and county.	Planning & Zoning Commission	BLRPC, WDOT	Continuous
Support safe and convenient pedestrian traffic movement for people of all ages and physical abilities.	Planning & Zoning Commission	Town Board	Continuous

Table 3.1: Town of Centerville Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
Encourage a transportation system that identifies and preserves multi-use utility and transportation corridors.	Planning & Zoning Commission	Town Board, BLRPC, WDOT	Continuous
Protect existing investments in the road network with proper maintenance.	Planning & Zoning Commission & Town Board	WDOT, MCHWY, BLRPC	Continuous
Consider transportation needs of the elderly and special needs populations.	Town Board & Planning & Zoning Commission	MANCO	Continuous
<b><u>Objective 2:</u></b> Promote alternative means of travel to reduce automotive dependency.			
<b><u>Policies:</u></b>			
Encourage transportation demand management strategies that reduce the number of single occupant vehicles, such as park-and-ride lots and carpooling.	Planning & Zoning Commission	WDOT, MCHWY, BLRPC	Continuous
Recommend reducing the automobile impact on the area by advocating opportunities for transit use by commuters and students to the area.	Planning & Zoning Commission	Town Board, BLRPC, MCHWY	Continuous
Protect existing corridors and create new corridors to provide opportunities for non-motorized travel with links to other means of travel.	Planning & Zoning Commission	Town Board, WDOT, WDNR, MCHWY, BLRPC	Continuous
Assist in the update and implementation of local bicycle plans.	Planning & Zoning Commission & Town Board	BLRPC, WDOT, MCHWY	Continuous
<b><u>Objective 3:</u></b> Encourage a transportation system that complements and enhances the rural character and natural environment of the town.			
<b><u>Policies:</u></b>			
Advocate for transportation projects that contribute to improved air quality and reduced energy consumption.	Planning & Zoning Commission	WDOT , BLRPC	Continuous



Table 3.1: Town of Centerville Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
Advocate for transportation projects that contribute to the protection of the town’s natural resources, scenic views, open space and agricultural land.	Planning & Zoning Commission	Town Board, BLRPC, MCHWY, WDOT, WDNR	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.	Planning & Zoning Commission	Town Board, WDOT, MCHWY, BLRPC	Continuous
Avoid, minimize or mitigate the impact of transportation improvements on parks, recreation areas, historic sites, and cultural resources.	Planning & Zoning Commission	Town Board, BLRPC, MCPL	Continuous
Support transportation investments that encourage sustainable land use practices.	Planning & Zoning Commission	Town Board, BLRPC, WDOT, MCHWY	Continuous
<b><i>Objective 4:</i></b> Provide a safe system of bicycle routes throughout the town.			
<b><u>Policies:</u></b>			
Promote the location of bikeways as bicycle lanes on roads unless a more direct bicycle path can be provided.	Planning & Zoning Commission	WDOT, MCHWY, BLRPC	Continuous
Bicyclists and pedestrians should be accorded a comfortable margin of safety on all roads and highways by ensuring compliance with American Association of State Highway and Transportation Officials (AASHTO) and Manual of Uniform Traffic Control Devices (MUTCD) guidelines and standards.	Planning & Zoning Commission	Town Board, BLRPC, MCHWY	Continuous
Bicycle lanes or wide curb lanes should be constructed on arterial highways and major collectors.	Planning & Zoning Commission	Town Board, WDOT, MCHWY, BLRPC	Continuous

Table 3.1: Town of Centerville Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
Bicycle paths, not served by roads and highways, should be constructed to serve corridors. The most common uses are along rivers, lakeshores and utility right-of-ways.	Planning & Zoning Commission	Town Board, BLRPC, MCPL, WDNR	Continuous
Bicycle routing should direct bicyclists to suitable highways and roads without significantly compromising directness. Established bicycle suitability models should be used.	Planning & Zoning Commission	Town Board, BLRPC, WDOT, MCHWY	Continuous
<p><b><i>Goal: Utilities/Community Facilities</i></b>  <i>To balance the town's growth with the cost of providing public services and facilities.</i></p>			
<p><b><i>Objective I:</i></b> Advocate quality community facilities and public services that are well maintained, efficient and cost effective for residents.</p>			
<p><b><u>Policies:</u></b></p>			
Encourage concentrated development in areas where appropriate utilities, community facilities and public services are readily available.	Town Board	VCLEV, MCPL & other surrounding jurisdictions	Continuous
Maintain community identity by advocating protection and preservation of the town's historic sites, cemeteries and other public town facilities.	Town Board	Planning & Zoning Commission	Continuous
Continue to coordinate, consolidate and share governmental facilities and services where possible.	Town Board	Planning & Zoning Commission, VCLEV & other surrounding jurisdictions	Continuous
Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings.	Town Board	Planning & Zoning Commission	Continuous
Promote energy conservation measures.	Town Board	Planning & Zoning Commission	Continuous

Table 3.1: Town of Centerville Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
Consider alternative structures for telecommunication towers or joint use of new and existing towers to minimize conflict with community character.	Town Board & Planning & Zoning Commission	MCPL, BLRPC	Continuous
Promote cooperation and communication with the Manitowoc Public, Kiel Area and Sheboygan Area School Districts, along with the Lakeshore Technical College, to collectively support quality educational opportunities.	Town Board & Planning & Zoning Commission	SCHD, LSTECH	Continuous
<b><i>Objective 2:</i></b> Consider environmental and resource sustainability opportunities when making land use decisions.			
<b><u>Policies:</u></b>			
Consider the possible impacts to the groundwater sources when evaluating future developments.	Planning & Zoning Commission	WDNR, MCSW, MCPL, VCLEV	Continuous
Promote the use of shared on-site wastewater treatment systems where appropriate.	Planning & Zoning Commission & Town Board	MCPL, MCSW, WDNR	Continuous
Utilize the town’s environmental corridors (i.e., wetland areas, floodplains, steep slope, areas of poor soils for development, etc.), as areas the town may want to prohibit all sewage system uses to protect groundwater quality.	Planning & Zoning Commission	MCPL, MCSW, WDNR, BLRPC	Continuous
Explore renewable energy options where feasible.	Planning & Zoning Commission	Town Board	Continuous
<b><i>Goal: Parks and Recreation</i></b> <i>Continue to promote the variety of park and recreational activities within the town.</i>			
<b><u>Objective:</u></b> Advocate safe parks and recreational sites that provide a variety of activities for all town residents.			

Table 3.1: Town of Centerville Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Pg. 3-21 for Abbreviations)	Time Period
<b><u>Policies:</u></b>			
Cooperate with Manitowoc County on the maintenance and enhancements to the various county park facilities located within the town.	Planning & Zoning Commission	MCPL	Continuous
Work with Manitowoc County, Sheboygan County, Village of Cleveland and other adjacent communities in planning for the development of additional recreational parks and trails within and surrounding the town, to include public access to Lake Michigan.	Planning & Zoning Commission	MCPL, VCLEV, SHEBCO & other surrounding jurisdictions, EDCMC	0-10 years
Discuss any future trailway development with residents as well as affected property owners.	Planning & Zoning Commission	Town Board	As needed
Promote the various conservation areas found within the town as recreational opportunities.	Planning & Zoning Commission & Town Board	WDNR, MCPL	Continuous
Recommend abandoned railway corridors be turned into bicycle/walking trails.	Planning & Zoning Commission & Town Board	MCPL, VCLEV	Continuous
Consider access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.	Planning & Zoning Commission & Town Board	MCPL, VCLEV & other surrounding jurisdictions	Continuous
<b><u>Goal: Intergovernmental Cooperation</u></b>			
<b><i>To coordinate with adjacent communities, Manitowoc County and other interested groups/agencies on planning projects.</i></b>			
<b><u>Objective:</u></b> Promote cooperation between the Town of Centerville and any other municipality or government entity that makes decisions impacting the town and surrounding area.			

Table 3.1: Town of Centerville Implementation Schedule (Continued)

Activity	Lead Entity	Cooperators (See Bottom of Page for Abbreviations)	Time Period
<b><u>Policies:</u></b>			
Work cooperatively with surrounding municipalities to address possible boundary issues to minimize conflicts.	Town Board & Planning & Zoning Commission	VCLEV, MANCO & other surrounding jurisdictions, BLRPC	Immediate
Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.	Town Board	VCLEV, MANCO & other surrounding jurisdictions	Continuous
Promote cooperation and communication with the Manitowoc Public, Kiel Area and Sheboygan Area School Districts to collectively support quality educational opportunities.	Town Board & Planning & Zoning Commission	SCHD, LSTECH	Continuous
Utilize the Wisconsin Towns Association (WTA) for publications and participation in cooperative training programs to assist the town and its officials.	Planning & Zoning Commission	Town Board	Continuous
<b><u>Goal: Land Use</u></b> <i>To ensure the town's land use is developed/preserved according to the strategies described in the Future Land Use Plan (Chapter 2 of this document).</i>			

**Table 3.1: Town of Centerville Implementation Schedule List of Abbreviations**

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|---|--|
| BLRPC – Bay-Lake Regional Planning Commission<br>EDCMC - Economic Development Corporation of Manitowoc County<br>EPA - Environmental Protection Agency<br>LCAP – Lakeshore Community Action Program<br>LSTECH – Lakeshore Technical College<br>MANCO – Manitowoc County<br>MCHWY - Manitowoc County Highway Commission<br>MCPL – Manitowoc County Planning and Park Commission<br>MCSW - Manitowoc County Soil and Water Conservation | NRCS - US Department of Agriculture, Natural Resources Conservation Service<br>SCHD – Manitowoc Public, Kiel Area and Sheboygan Area School Districts<br>SHEBCO – Sheboygan County<br>UWEX – UW Extension<br>VCLEV – Village of Cleveland<br>WDNR - Wisconsin Department of Natural Resources<br>WDOT - Wisconsin Department of Transportation<br>WHEDA – Wisconsin Housing and Economic Development Authority |
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# Volume II

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## *Community Resources*

Chapter 4 - Inventory and Trends

Chapter 5 - Natural, Agricultural and Cultural Resources

Chapter 6 - Population and Housing

Chapter 7 - Economic Development

Chapter 8 - Transportation

Chapter 9 - Utilities and Community Facilities

Chapter 10 - Intergovernmental Cooperation

Chapter 11 - Land Use Controls and Inventory

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# CHAPTER 4 INVENTORY AND TRENDS

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## **Chapter 4 - INVENTORY AND TRENDS**

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### **INTRODUCTION**

This chapter of the comprehensive plan provides a summary of the following resource elements that comprise Volume II (Community Resources) of the Town of Centerville Comprehensive Plan.

- (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

Each of these resource chapters discusses the importance of evaluating various aspects of the community and how those components can impact planning for the community's future growth and preservation. Ultimately, information provided in these elements form the basis for the development of the Future Land Use Plan found in Chapter 2 of this document.

### **RESOURCE SUMMARIES**

#### **Natural, Agricultural & Cultural Resources – Chapter 5**

##### **Natural Resources Summary**

Natural resources inventory geology, soils, water resources, woodlands, etc., found within the Town of Centerville and surrounding area.

- The geology of the town consists of Niagara Dolomite bedrock which is covered with glacial drift consisting 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 is relatively flat to gently rolling with several areas of steep slope found near Lake Michigan and adjacent to the creeks in town.
- The *Soil Survey of Calumet and Manitowoc Counties, Wisconsin* is utilized to provide details of all soils in the county, specifying 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.
- Centerville Creek, Fischer Creek and Point Creek, along with the area's floodplains, shorelands and 974 acres of wetlands, provide important environmental functions (e.g. storm water retention and groundwater recharge), quality wildlife habitat and recreational opportunities.
- The 1,988 acres of woodlands within the town 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.



### **Agricultural Resources Summary**

- The three classes of prime agricultural soils (i.e. prime agricultural land, farmland of statewide importance and prime agricultural land only where drained) cover 92 percent of the town.
- In 2002, Manitowoc County had 380 dairy farms. The Town of Centerville accounted for 21 of these dairy farms.
- Manitowoc County is home to more dairy cattle (approximately 90,000) than people (approximately 84,000).
- In the Town of Centerville, 11 percent of the town's population lives on a farm. In addition, 18 percent of the town's population is employed on farms.
- From 1997 to 2002, the county experienced a decline of 18 farms. Harvested cropland in Manitowoc County dropped 8,456 acres from 1997 to 2002.
- The production, sales, and processing of Manitowoc County's farm products generate employment, economic activity, income and tax revenue. In 2002, agriculture in Manitowoc County accounted for over \$863 million, or 13 percent of the county's total economic activity.

### **Cultural Resources Summary**

- Town of Centerville contains 16 sites considered to be of historic significance. Several of these features, which are primarily houses and barns, date back to the mid-to-late 1800's.

### **Demographics – Chapter 6**

The Population and Housing chapter of this plan inventories the demographics of the town, detailing population and housing trends and projections.

### **Population Summary**

- Prior to the incorporation of the Village of Cleveland in 1958, the Town of Centerville experienced its highest population level of 1,473 in 1950. The village dropped the town's population by 656 people according to the 1960 Census. Since 1960, the town's population has declined to the 2000 Census count of 713 people. The town experienced a population low of 685 in 1990.
- In 2000, the working age group (16+) accounted for 75 percent of the total population, while the school age group (5-17) accounted for nearly 24 percent of the population. The retirement age group (65+) accounted for 12 percent of the total population.
- According to Wisconsin Department of Administration (WDOA), the town's population is projected to increase to 768 persons by 2025.

### **Housing Summary**

- The town has experienced a 24 percent increase in housing units since 1970 (212 units to 262 units).
- The town had 239 occupied housing units in 2000, which accounted for 91 percent of the total housing in the town. The other nine percent of housing in the town is vacant.

- The town contains 18 housing units that are used for seasonal, recreational, or occasional purposes. These units make up seven percent of the town’s total housing.
- Over 51 percent of the existing housing units in the Town of Centerville were built before 1940, while nearly 16 percent of the existing housing units in the town were constructed between 1970 and 1979.
- In 2000, the majority of housing units in the Town of Centerville were valued between \$50,000 and \$99,999.
- An occupied housing unit projection indicates an increase of 37 new housing units in the town by 2025.

### **Economic Development – Chapter 7**

The chapter details the Town of Centerville and Manitowoc County’s general economic characteristics including labor force and economic base.

#### **Labor Force Summary**

- According to the 2000 Census, 83 percent of town residents age 25 and over are high school graduates or are graduates of higher degrees. Ten percent of the town residents have a bachelor’s degree or higher.
- The median household income for the town increased from \$30,625 in 1989 to \$58,750 in 1999.
- Most of the people in the workforce in the town were employed by the manufacturing industry and services industry.
- Of the 395 working residents in the town, 96 people (24 percent) lived and worked in the Town of Centerville. Nearly 76 percent of town residents were commuting to other communities for work. Most residents travel to the City of Manitowoc or City of Sheboygan for work.
- Manitowoc County’s unemployment rate (3.2 percent) and the number of unemployed in 2000 was the lowest for the period 1990 to 2004, whereas the unemployment rate in 2003 was the highest during the same time period at 6.9 percent.
- 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 primary industry 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.
- 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.
- 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.
- 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.

### **Transportation- Chapter 8**

The chapter includes descriptions of the town’s transportation system including a detailed explanation of the town’s 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.

- There are more than 38 miles of local roads under the jurisdiction of the town, comprising approximately 65 percent of the total road mileage within the town. County Roads cover nearly 14 miles in the town.
- Interstate 43 is the only arterial highway located within the Town of Centerville, meaning it moves traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely and efficiently.
- The nearest “park and ride” lot to the town 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 and ending 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.

### **Utilities & Community Facilities – Chapter 9**

The chapter inventories of the location, use and capacity of the existing utilities and community facilities that serve the Town of Centerville.

- Being a rural community, the residents of the town maintain individual wells and on-site wastewater treatment systems.
- Many of the town’s services are provided by private contractors (road maintenance); or shared with surrounding communities (solid waste/recycling, fire, ambulance, etc.) or Manitowoc County (some road maintenance, police protection).
- Manitowoc Public, Kiel Area and Sheboygan Area School Districts provide public education to the town’s children. A variety of private schools are also available.

- The Town of Centerville is part of the Lakeshore Technical College (LTC) District of The Wisconsin Technical College System.
- The Town of Centerville does not maintain any public park facilities. However, several park/recreation lands in the town owned by the state and University of Wisconsin may be utilized for a variety of activities. There are three public parks and recreational facilities in the Village of Cleveland that are also available to town residents.

### **Intergovernmental Cooperation – Chapter 10**

The town's relationship and cooperative efforts with its neighbors and other government entities is detailed in this chapter of the document.

- The town works with the Village of Cleveland, Manitowoc County and neighboring communities through shared use of various services and facilities such as fire, police, ambulance, road maintenance, solid waste/recycling, etc.
- Boundary issues/annexations, shared voting stations, and good mutual aid agreements were identified as some of the existing or potential issues identified during an intergovernmental workshop with surrounding communities in September 2006. 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.

### **Land Use –Chapter 11**

This portion of the plan inventories the town's current land uses along with existing land controls that may affect or restrict the use of land for specific purposes.

- Approximately 90 percent of the town's land is undeveloped. The vast majority of the undeveloped acreage consists of croplands/pastures.
- Of the town's developed land, nearly 50 percent of the town is transportation related. Residential development and agricultural structures account for an additional 38 percent of developed town land.
- The Town of Centerville Zoning and Land Use Ordinance is contained in Chapter 9 of the town's General Code of Ordinances.
- Manitowoc County has jurisdiction within the town through the county's Subdivision Zoning, Floodplain Zoning and Shoreland Zoning ordinances.

The current pattern of land use serves as the framework for creating the town's future land use plan found in Chapter 2 of this document.

**CHAPTER 5**  
**NATURAL, AGRICULTURAL AND CULTURAL RESOURCES**

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## **Chapter 5 - NATURAL, AGRICULTURAL AND CULTURAL RESOURCES**

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### **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 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 soils 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 consisting of clays 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 Creeks 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).

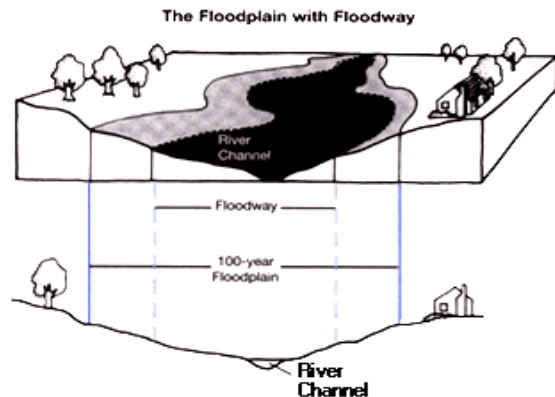
### Floodplains

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 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.

Figure 5.1: Floodplain Diagram



Source: [www.friendsoftheriver.org](http://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 K 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 of 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, supported by poultry facilities. 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 9,268 acres of agricultural land was sold between 2001 and 2004 in Manitowoc County.

- 1,603 acres, or 17 percent, of these 9,268 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 \$7,373, which is a 300 percent increase from 2001 to 2004.

Table 5.1: Manitowoc County Agricultural Land Sales

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
Total	7,665	\$2,312	1,603	\$4,130	9,268

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 make up 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 consists of the Saxon Homestead Farm. This dairy owns and farms land that is located in the Town of Centerville. The farm was 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 the farm through 2009 to find the most economical and effective ways of complying with environmental regulations while continuing its 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 L 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.

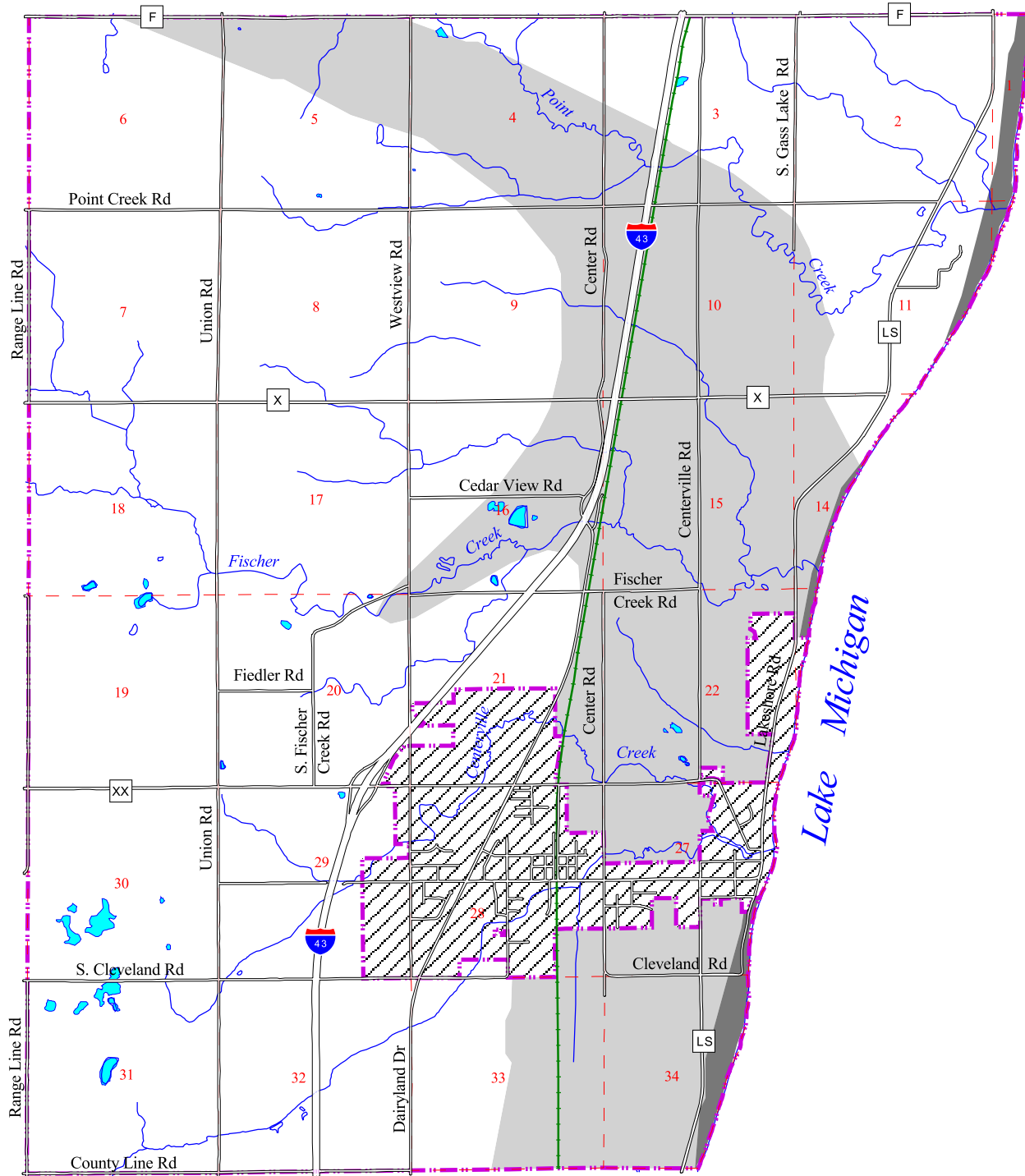
Special consideration to enhancing existing nodes includes, providing additional signage or lighting, providing benches or other streetscape ornaments or informational features (kiosk or historical information plaque).

# Pleistocene Geology

## Town of Centerville

### Manitowoc County, Wisconsin

Map 5.1



2000 0 2000 Feet



- Clayey Till
- Lake Silt and Clay
- Clayey Till \*

\*(Manitowoc Till Member of Wedron Formation under Lake Michigan)

#### Base Map Features

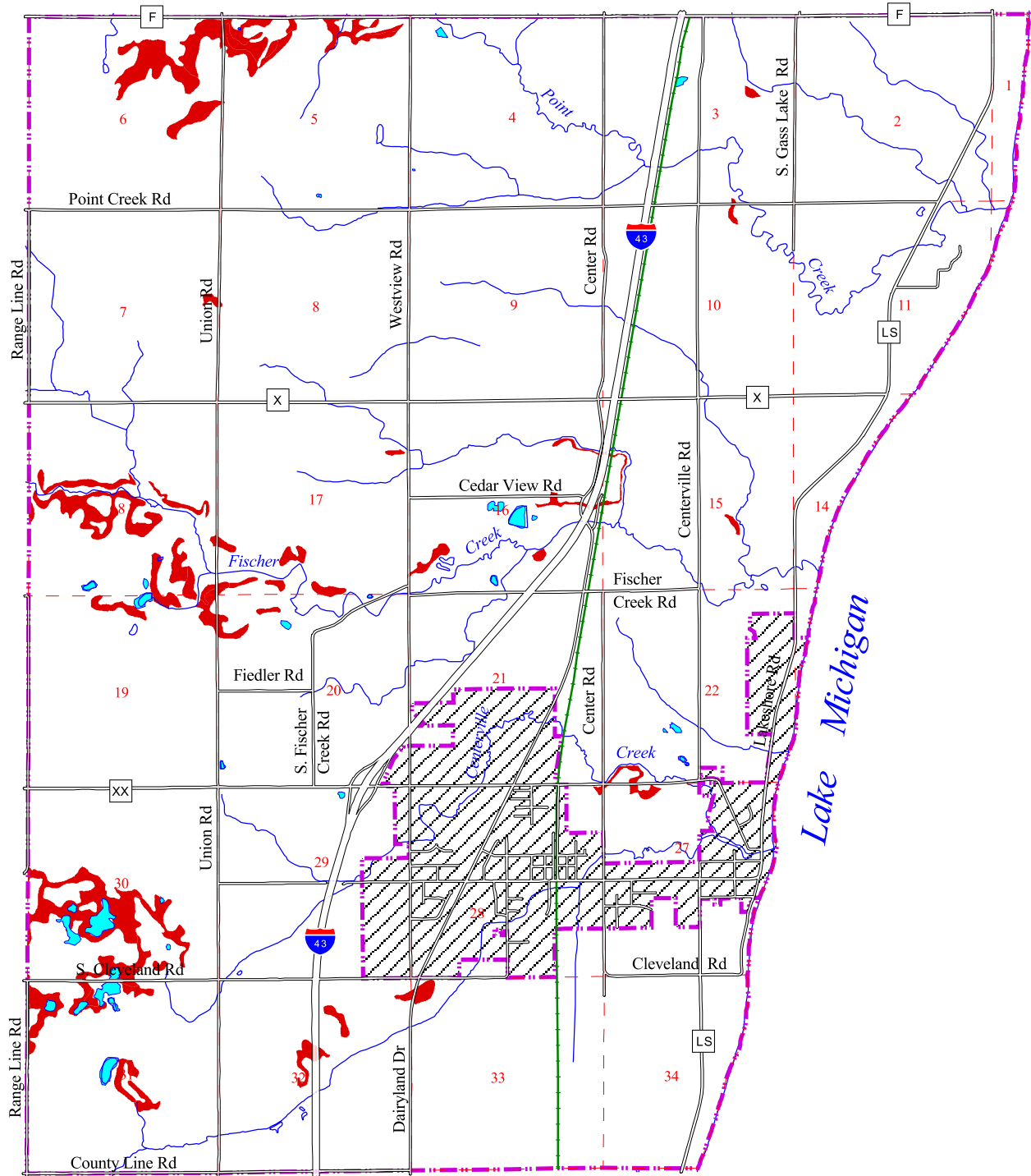
- Village of Cleveland
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

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# Steep Slope

## Town of Centerville

### 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
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

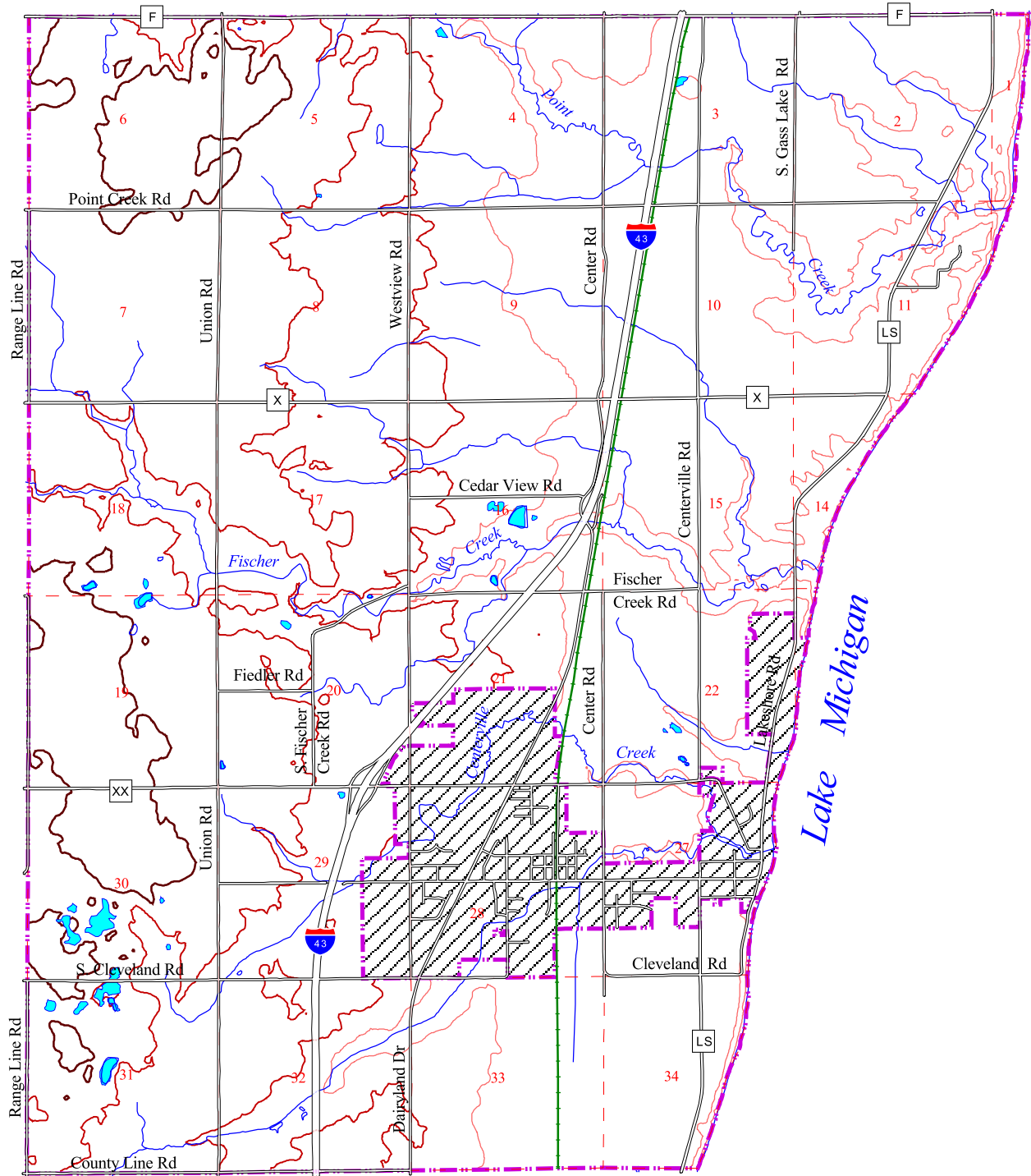
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Source: NRCS; Town of Centerville; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

# Elevation Contours




## Town of Centerville

### Manitowoc County, Wisconsin










2000 0 2000 Feet

### 10 Foot Contour Lines

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

Note: Contour Lines are General for Planning Applications

### Base Map Features

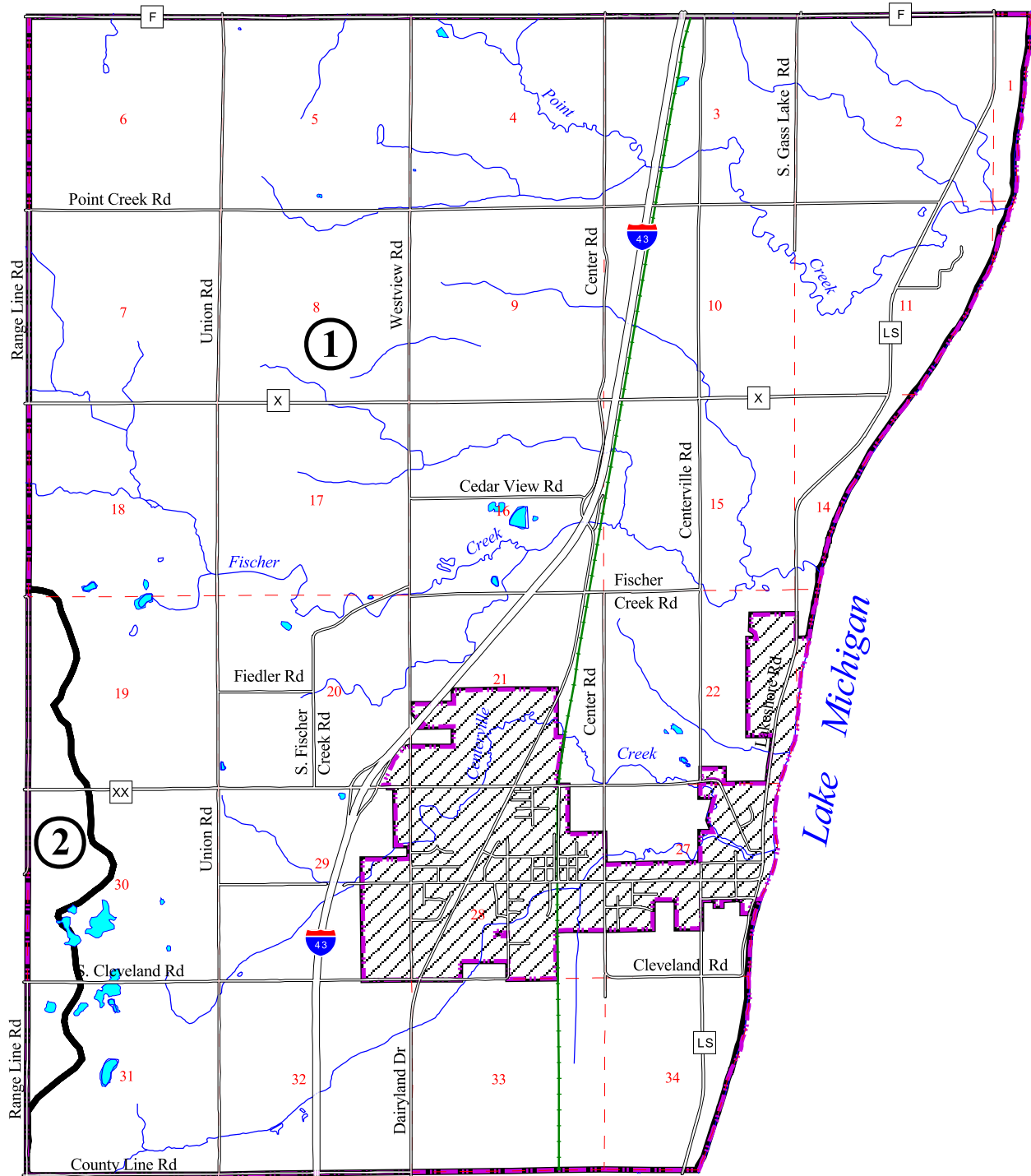
-  Village of Cleveland
-  Federal Highway
-  County Highway
-  Local Road
-  Railroad Corridor
-  Surface Water
-  Section Line

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# Watersheds

## Town of Centerville Manitowoc County, Wisconsin



2000 0 2000 Feet

- 1** Sevenmile and Silver Creeks
- 2** Pigeon River

### Base Map Features

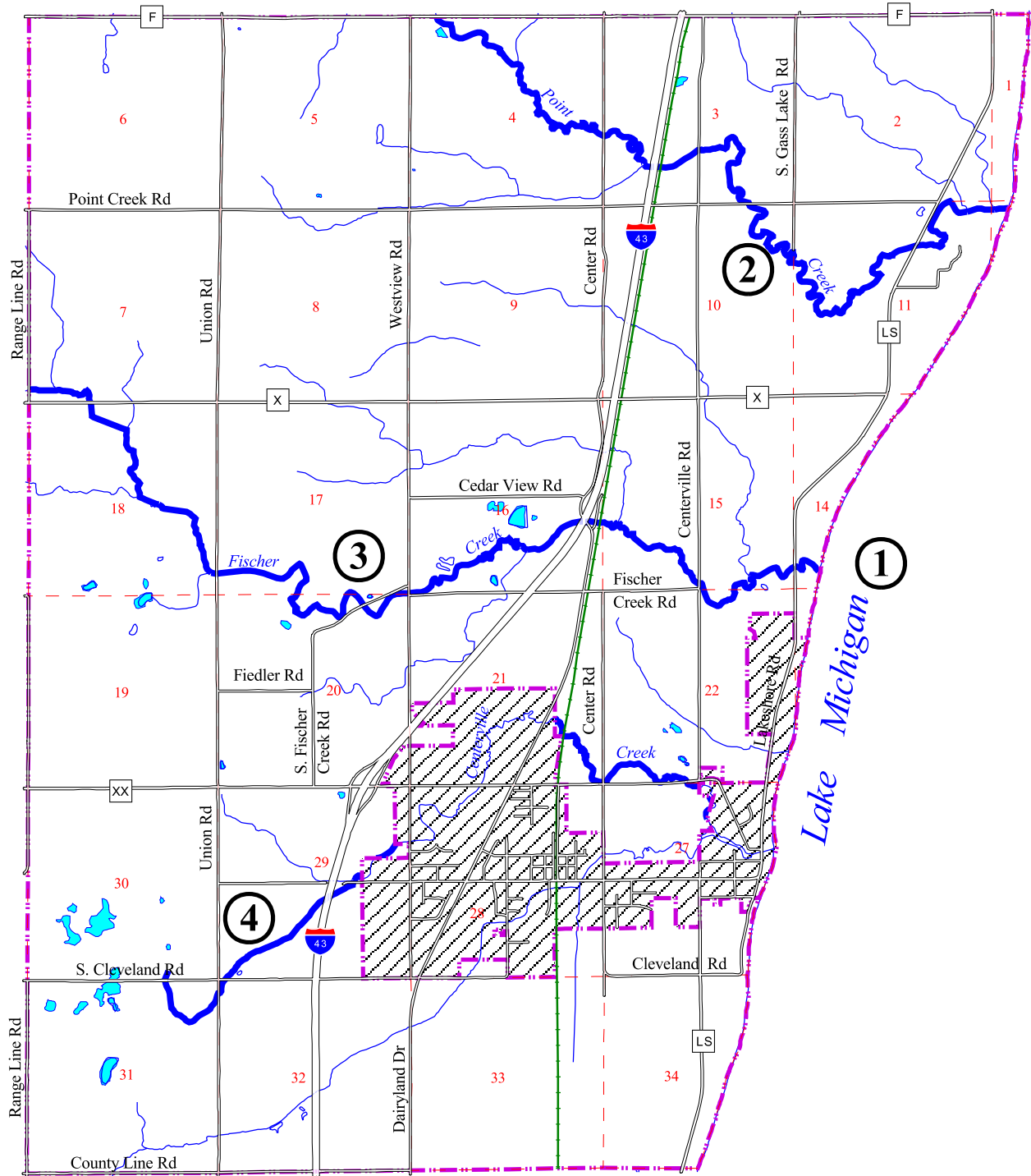
- Village of Cleveland
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

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# Surface Water Features

## Town of Centerville

### Manitowoc County, Wisconsin



2000 0 2000 Feet

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

#### Base Map Features

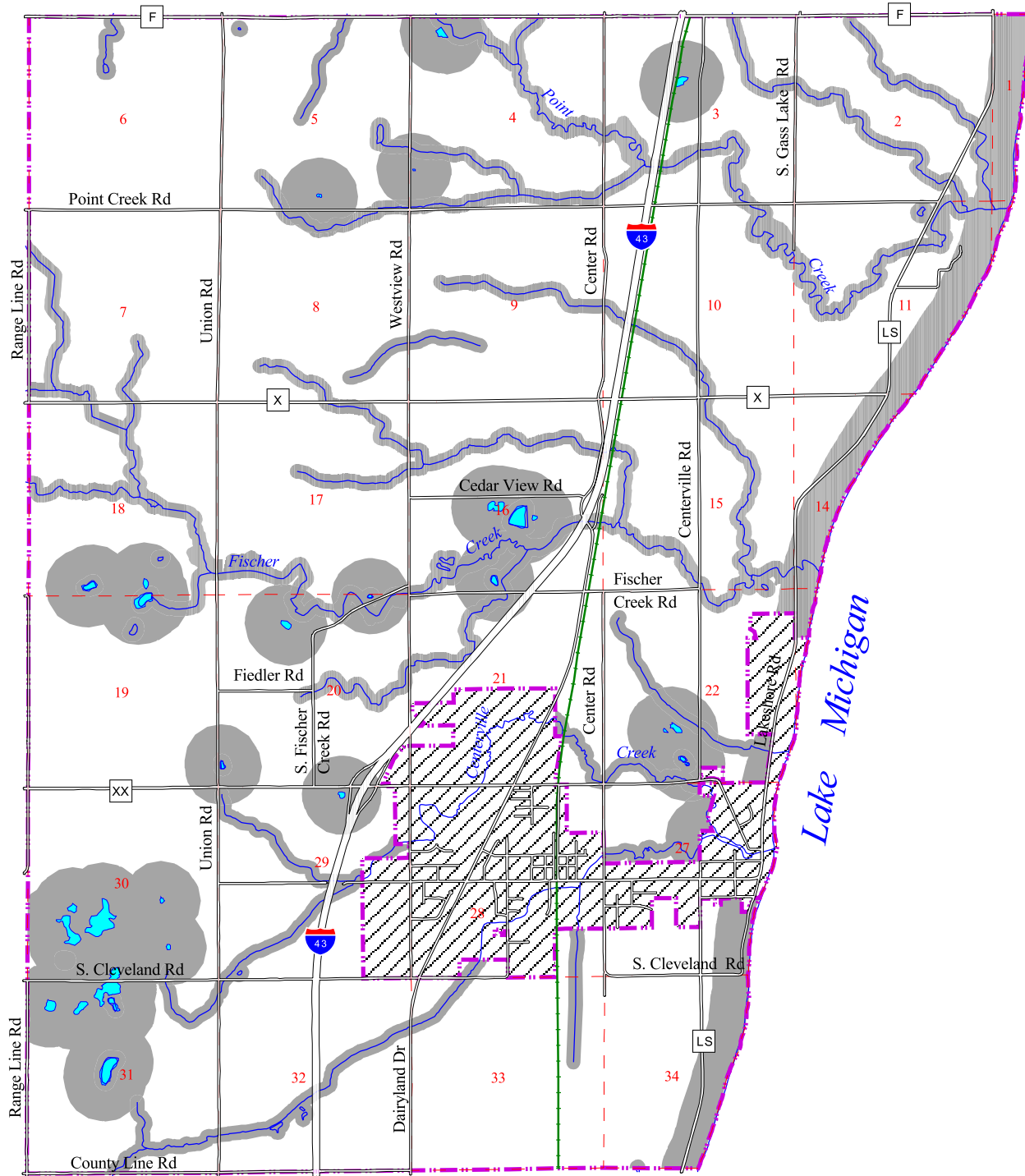
- Village of Cleveland
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

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

# Shorelands

## Town of Centerville

### Manitowoc County, Wisconsin



#### Base Map Features

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

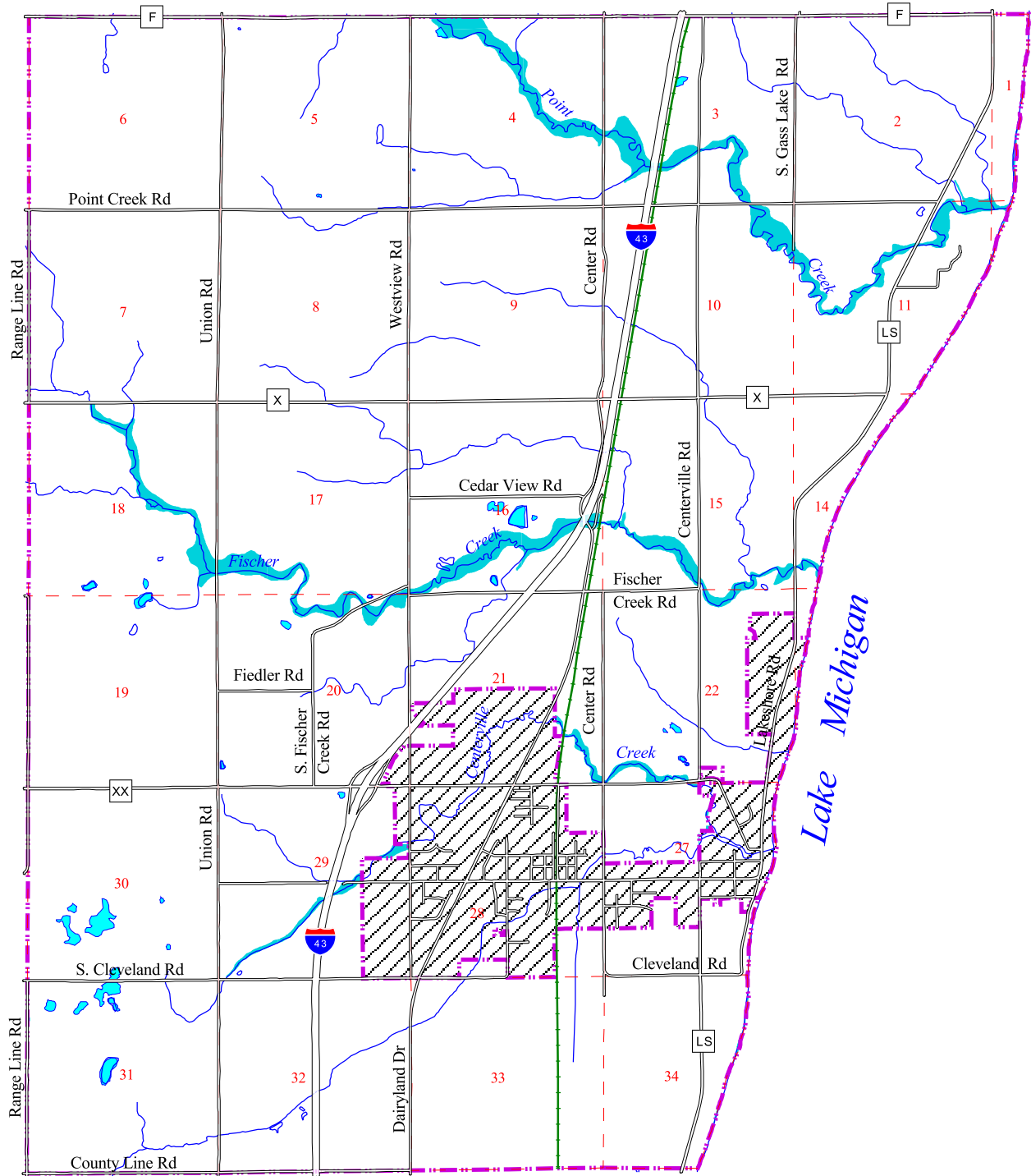
 Shorelands

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; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

# Floodplains

## Town of Centerville

### Manitowoc County, Wisconsin



2000 0 2000 Feet



100 - Year Floodplain

#### Base Map Features

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

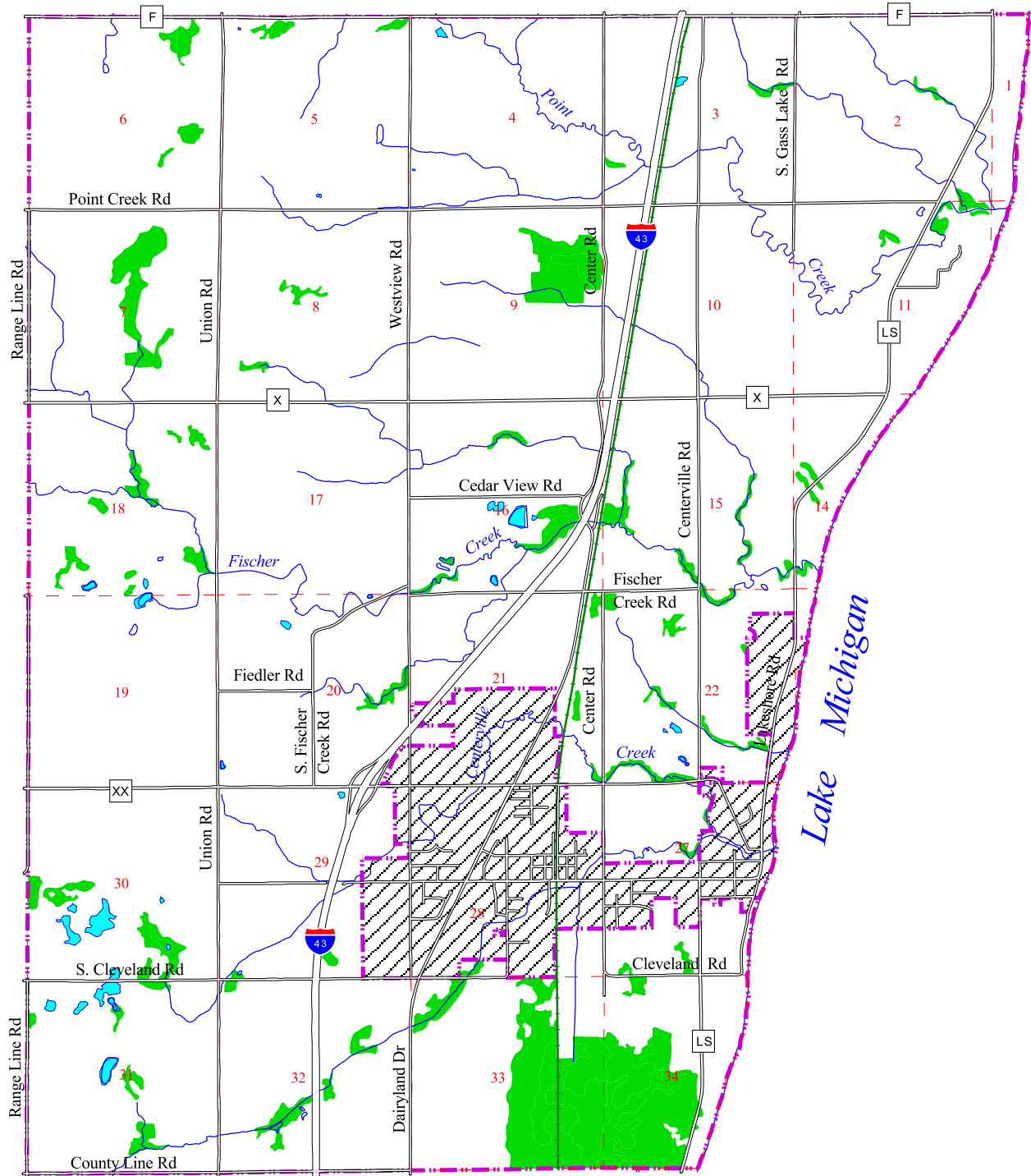
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Source: FEMA, FIRM; Town of Centerville; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

# Wetlands

## Town of Centerville

### Manitowoc County, Wisconsin



2000 0 2000 Feet



**WDNR Wetlands**  
(2 Acres or Greater)

#### Base Map Features

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

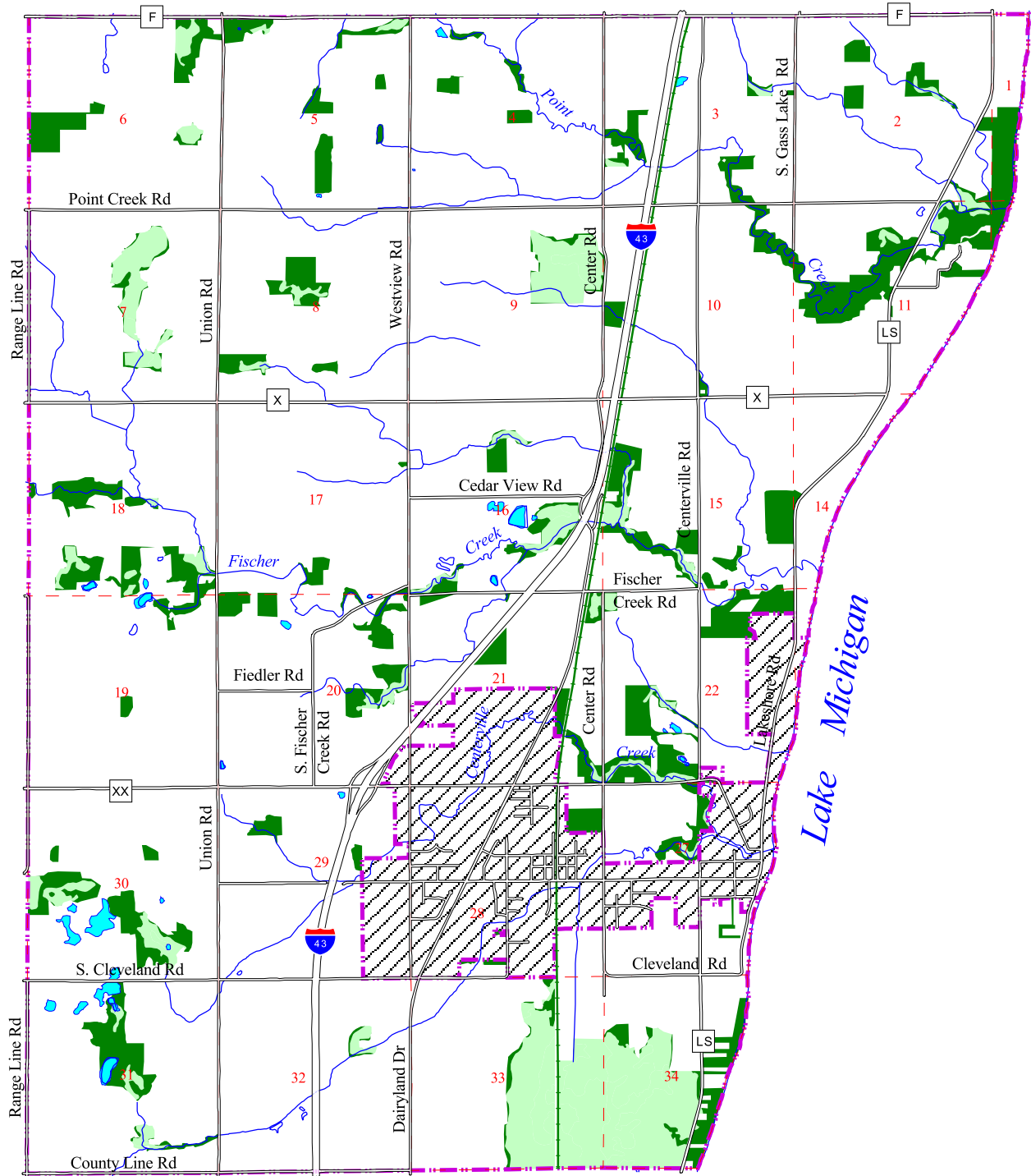
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Source: WDNR; Town of Centerville; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

# Woodlands

## Town of Centerville

### Manitowoc County, Wisconsin



2000 0 2000 Feet

Lowland Woodlands  
 Upland Woodlands

#### Base Map Features

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

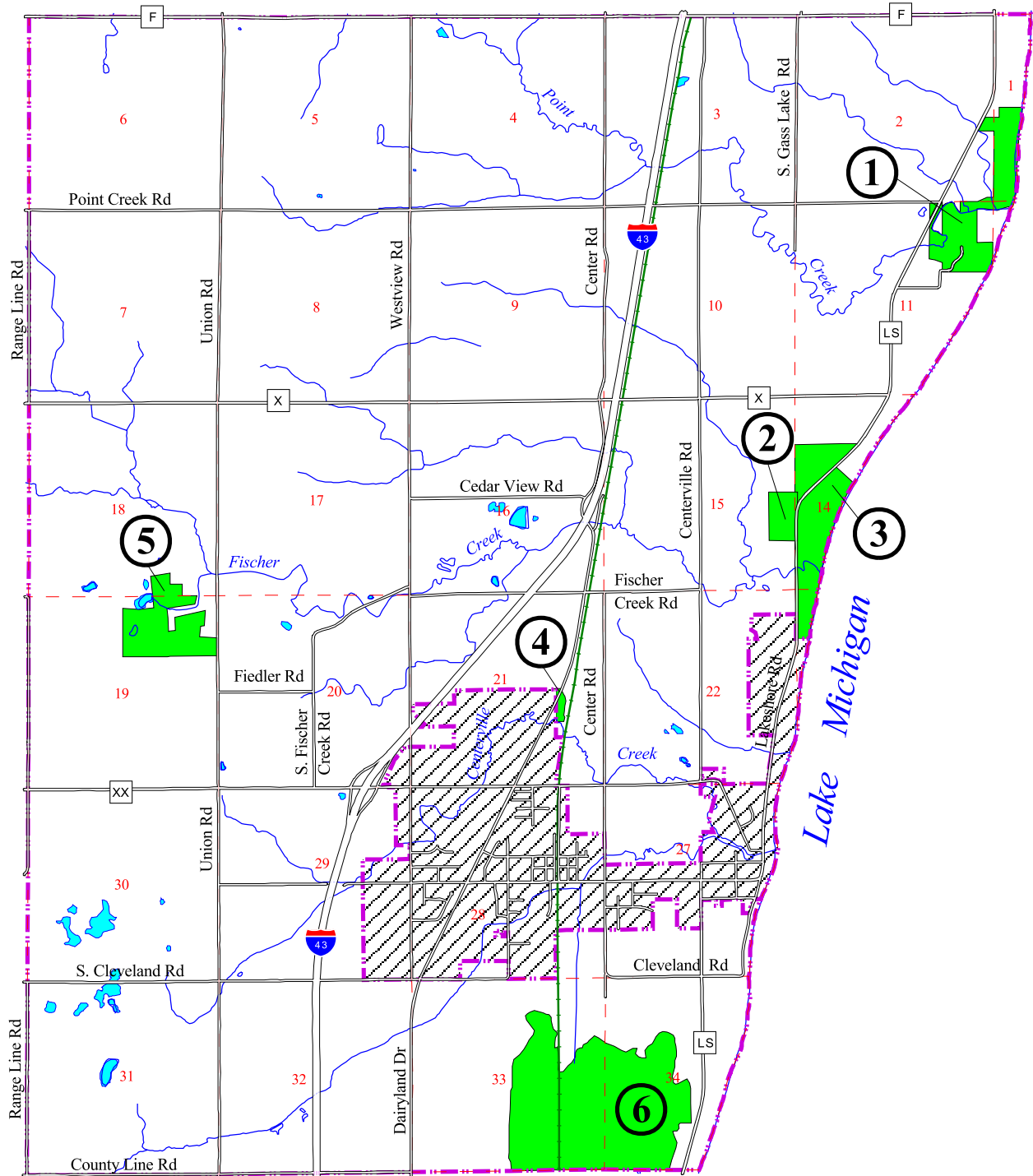
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Source: Town of Centerville; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

# Significant Natural Features

Map 5.10

## Town of Centerville Manitowoc County, Wisconsin



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
- Federal Highway
- 43
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

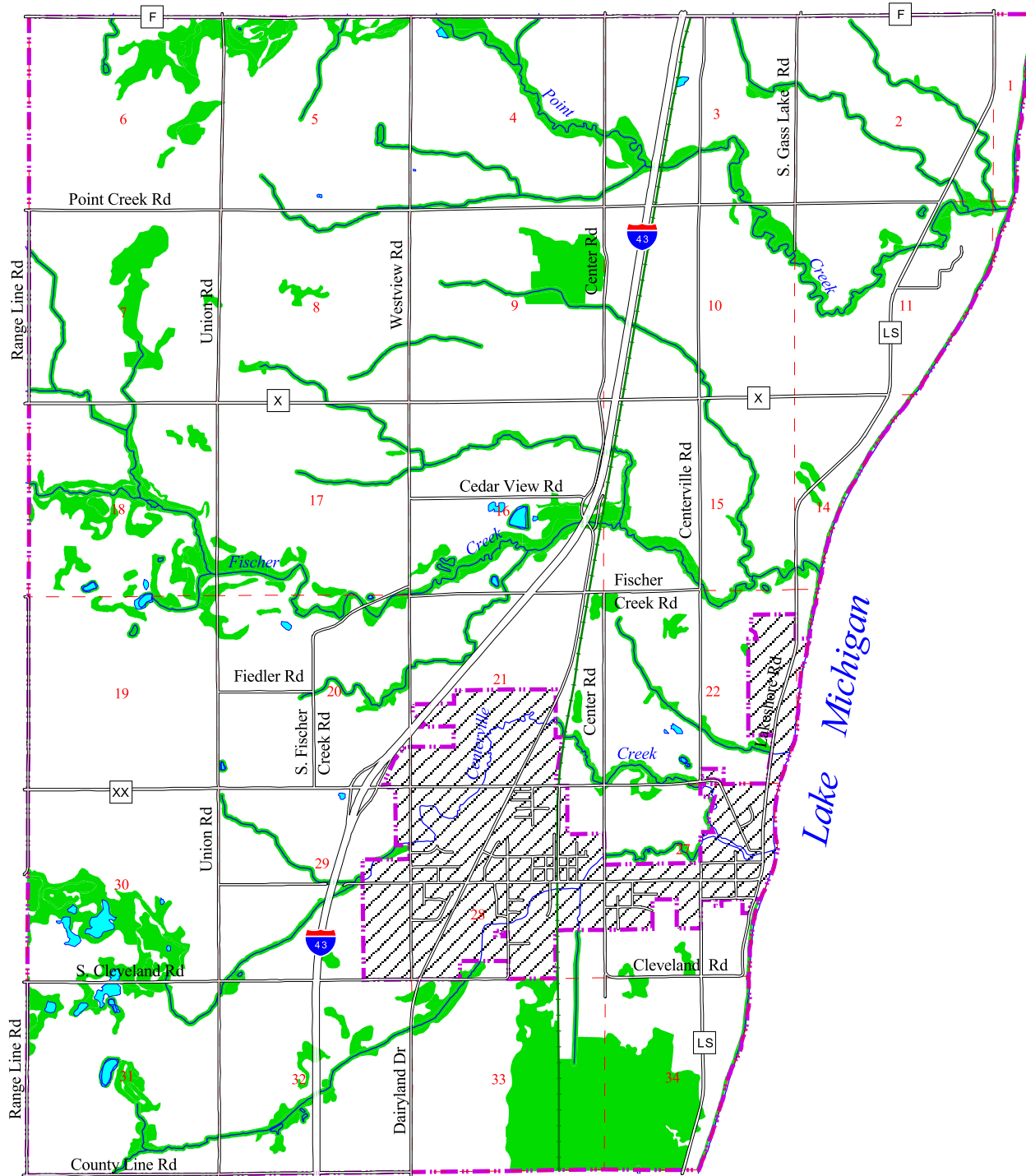
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# Environmental Corridors

## Town of Centerville

### Manitowoc County, Wisconsin

Map 5.11



2000 0 2000 Feet



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

**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
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

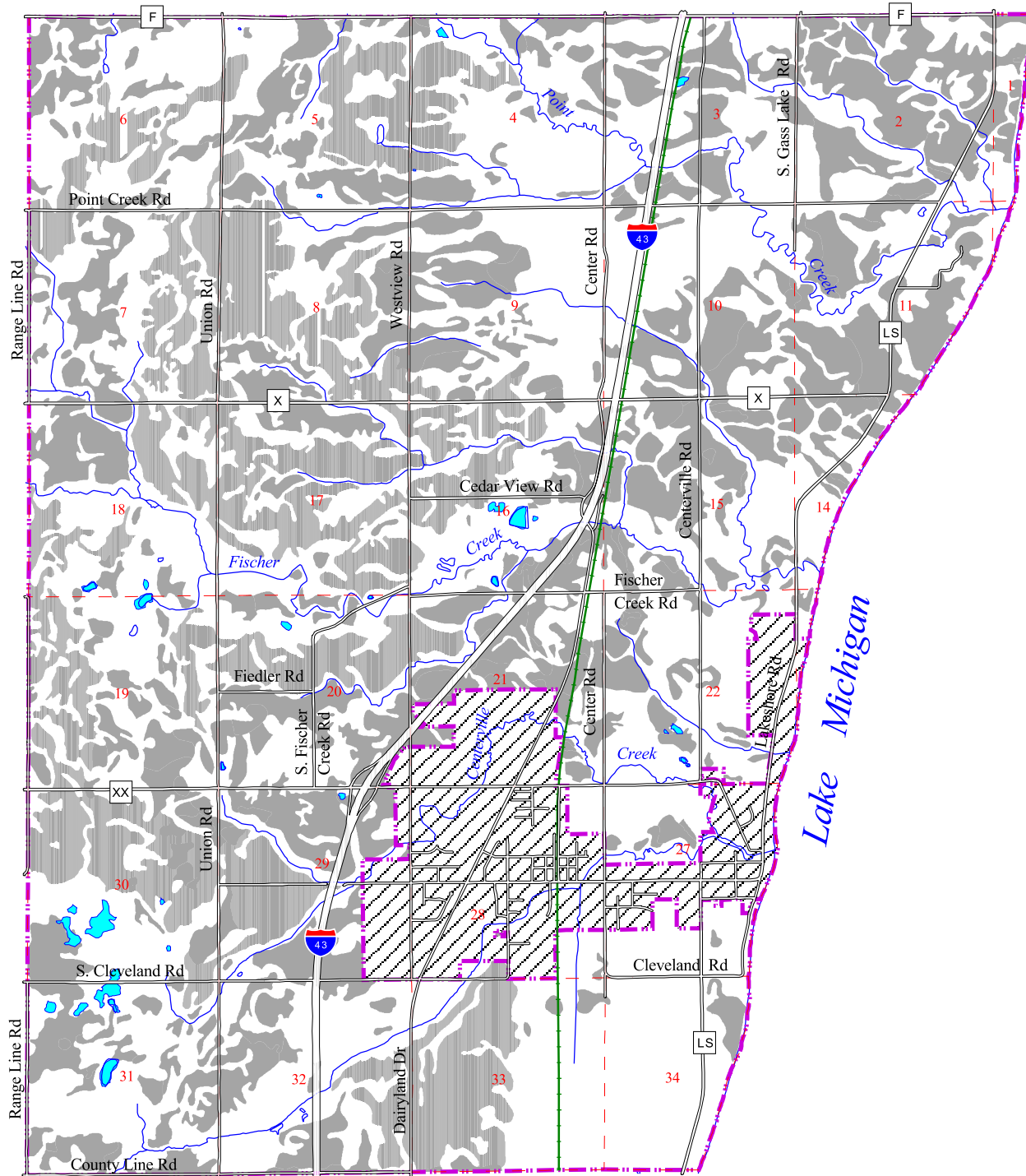


# Prime Agricultural Soils

## Town of Centerville

### Manitowoc County, Wisconsin

Map 5.12











2000 0 2000 Feet



 Prime Agricultural Soils

#### Base Map Features

-  Village of Cleveland
-  Federal Highway
-  43
-  County Highway
-  Local Road
-  Railroad Corridor
-  Surface Water
-  Section Line

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

**CHAPTER 6  
POPULATION AND HOUSING**

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## Chapter 6 - POPULATION AND HOUSING

### INTRODUCTION

This section of the comprehensive plan identifies existing demographic and housing trends for the Town of Centerville. The majority of this chapter is based upon the 2000 Census information along with data provided by the Wisconsin Department of Administration (WDOA) on population estimates and projections.

The demographic information of this chapter analyzes the characteristics of its existing and projected population; including age, household size, location, etc. The housing data identifies the characteristics of the existing and expected housing supply, including location, size, cost, and condition.

The inventory of the town's demographics and housing may help determine the demand for housing the future population and also the influences on the town's educational, recreational and community facility capacities over the 20-year planning period.

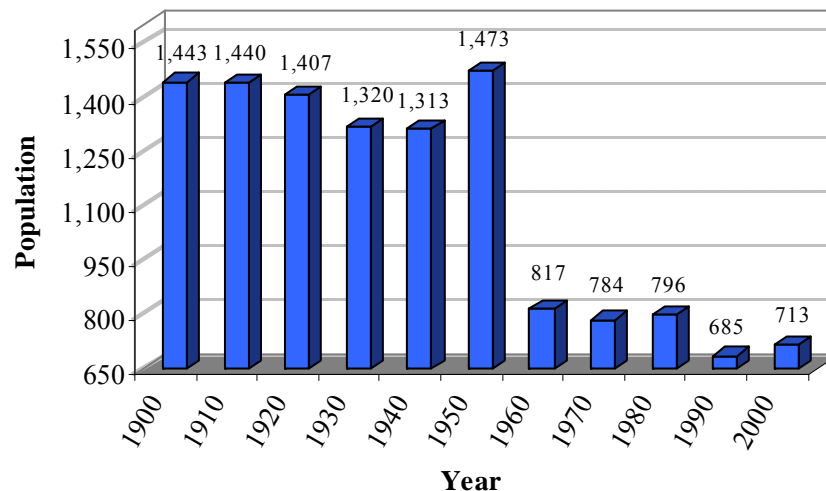
### POPULATION CHARACTERISTICS

#### Historical Population Trends

The Town of Centerville experienced its highest population level of 1,473 in 1950, which was prior to the incorporation of the Village of Cleveland in 1958. Cleveland becoming a village dropped the town's population by 656 people according to the 1960 Census.

Figure 6.1 illustrates the population change that the Town of Centerville has experienced during the past century.

Figure 6.1: Historical Population Levels, Town of Centerville, 1900-2000



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, 2005.

Table 6.1 displays the change in the town's population levels while making comparisons with the Village of Cleveland and Manitowoc County. The village steadily increased from 1970 to 1990

with a substantial increase of 500 people occurring between 1970 and 1980. The addition of Interstate 43 may have also been a contributor to the dramatic growth of the village’s population.

Since the 1960 Census, the town has fluctuated with a large decline occurring between 1980 and 1990. This drop of 111 people may be due to annexations by the village, since it experienced a sizable increase in population of 128 people. Manitowoc County also experienced a considerable decline between 1980 and 1990.

The 2000 Census indicates the population of the town has increased to 713 people. According to the Wisconsin Department of Administration, the Town of Centerville had an estimated 2005 population of 726.

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, 2005.

### **Age and Sex Distribution**

From 1980 to 2000, the town’s population has experienced several shifts in its age distribution (Figure 6.2) indicating a continued trend towards older age groups.

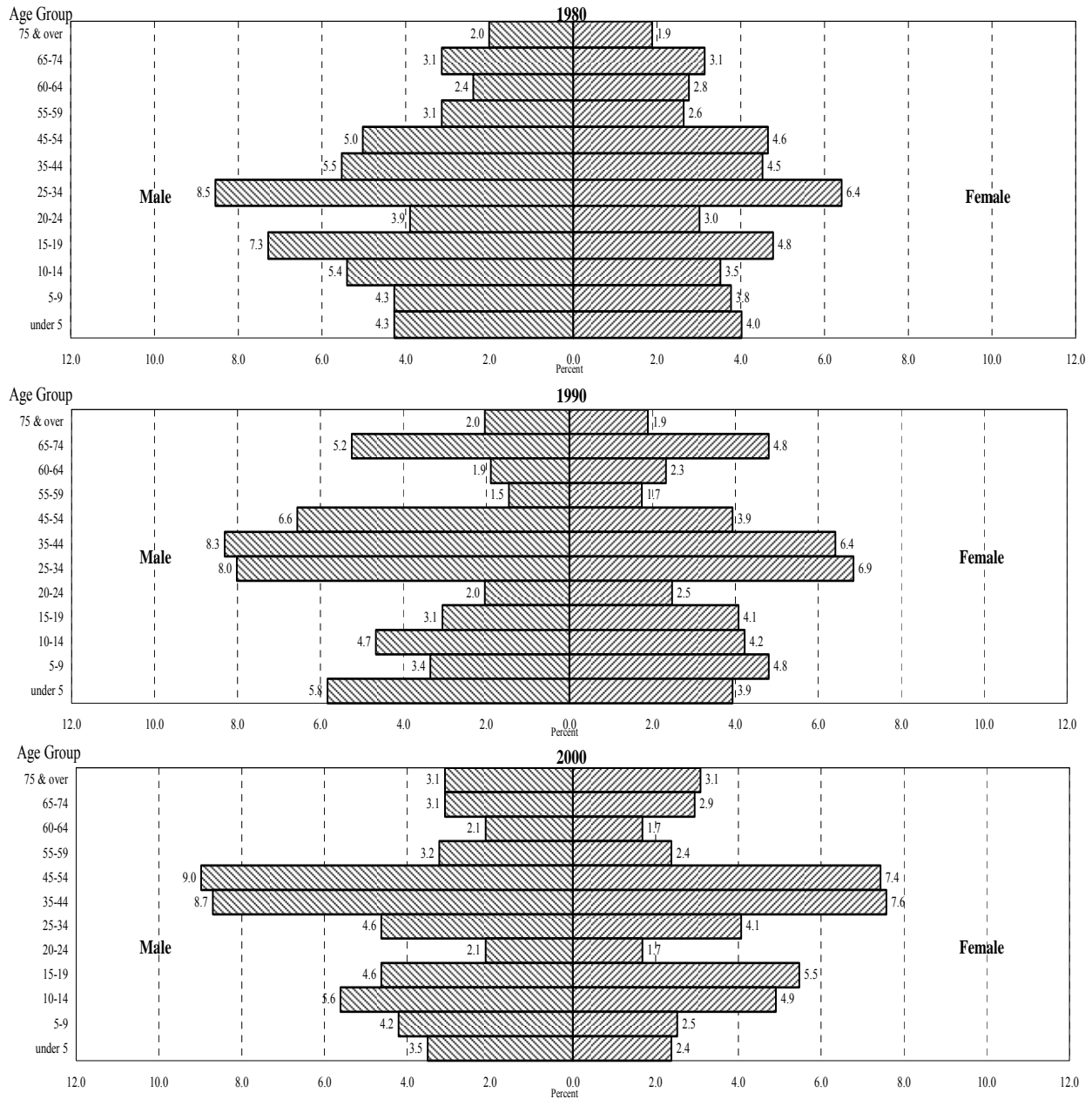
- In 1980, 44 percent of the town’s population was under the age of 25. By 2000, this age group decreased to 33 percent of the total population.
- In both 1980 and 1990 the greatest percentage of the town’s population was in the 25-34 age group (15 percent). However, by 2000 the same age group dropped to nine percent, whereas the 45 and 54 age group constituted the greatest percentage of the town’s population of sixteen percent.
- The shifting toward an aging town population is also signified by the percentage of individuals between the ages of 35 and 54. This age group consisted of 20 percent of the population in 1980, and has increased to 33 percent in 2000.
- The percentage of those ages 20-24 has historically been low and has also declined over the last two decades, suggesting that individuals in the age group are leaving the town to further their education or find work elsewhere.
- Since 1980, Centerville’s population has comprised of more males than females. Between 1980 and 2000, nearly every age group had a greater, or equal to, percentage of males to

females (Figure 6.2). The exception occurred in 1990 when the town’s male population was five percent larger than the female portion. In 1980, the male population was 10 percent greater and in 2000 it was eight percent larger.

### Decade Population Pyramids

Figure 6.2 illustrates the Town of Centerville population through population pyramids that compare age groups between males and females. The pyramids show how the town’s population has slowly aged over the last 20 years.

Figure 6.2: Town of Centerville 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, 2005.

### School Age, Working Age, and Retirement Age

Table 6.2 divides the population of the Town of Centerville into four age groups including: school age group (5-17), working age group (16+), voting age group (18+) and those of retirement age (65+).

- The working age group accounts for 75 percent of the total population. When considering an average retirement age of 65 years and subtracting that group from the working age group, the figure drops to 63 percent.
- In 2000, nearly one-fourth (24 percent) of the town's total population was school age, while the retirement age group consisted of 12 percent of the town's population.

The population is expected to shift towards older age groups through the town's 20 year planning period and beyond. This may result in a greater demand for elderly housing, care facilities and other services for the elderly including transportation and facilities to accommodate retirees.

Table 6.2: Population by Age Groups and Sex, 2000

Age Groups	Total	Town of Centerville			Manitowoc County	Wisconsin
		Male	Female	Percent	Percent	Percent
<b>School Age</b>						
5-11	74	42	32	10.4	10.0	10.1
12-14	49	28	21	6.9	4.8	4.5
15-17	45	20	25	6.3	4.9	4.5
<b>Working and Voting Age</b>						
16+	534	283	251	74.9	77.8	77.5
16-64	447	239	208	62.7	62.1	64.4
18+	503	269	234	70.5	74.5	73.7
18-64	416	225	191	58.3	58.9	61.4
<b>Retirement Age</b>						
65+	87	44	43	12.2	15.7	13.1
<b>Total Population</b>	<b>713</b>	<b>384</b>	<b>329</b>		<b>82,887</b>	<b>5,363,675</b>

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, 2005.

### Median Age

Table 6.3 displays the gradual increase of median age for the Town of Centerville, Village of Cleveland, Manitowoc County and State of Wisconsin from 1970 to 2000.

- The town's median age has risen from 25.6 years in 1970 to 38.4 years in 2000. The result is an increase of 12.8 years in the town, which is the largest increase of those areas compared. This trend of an increasing median age should be considered when planning for the future needs of the town, as an aging population generally demands additional community services.

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, 2005.

**Seasonal Population**

The estimated seasonal population for the town is found by multiplying the number of seasonal housing units by the average number of persons per household (Table 6.4).

- In 2000, the town had 18 seasonal housing units, along with an average number of persons per household of 2.98. The result is an estimated additional 54 people in the town 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, 2005.

**Population Projections**

Population projections are an important factor necessary to assess the area’s future need for housing, community facilities, transportation, and other population-related facilities. They can also be used to forecast the area’s future expenditures, revenues, and tax receipts.

In 2003, the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared population projections to the year 2025 for the communities and counties of the state utilizing a projection formula that calculates the annual population change over three varying time spans.

- According to the WDOA formula, the Town of Centerville is projected to have a population of 768 by 2025. This represents an increase of 55 persons, or eight percent from the 2000 Census count of 713.

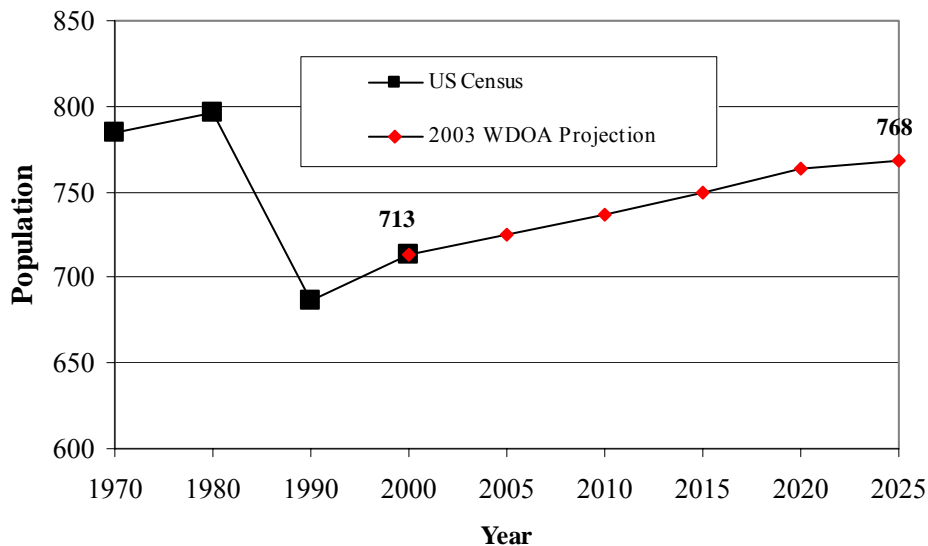
Table 6.5 identifies the past population trends and WDOA projections for the Town of Centerville, Village of Cleveland, Manitowoc County and Wisconsin. Figure 6.3 displays the town’s U.S. Census counts and 2003 WDOA projection.

Table 6.5: Population Trends, 1980-2025, Town of Centerville & Selected Areas

Year	Geographic Location			
	Town of Centerville	Village of Cleveland	Manitowoc County	State of Wisconsin
<b>Actual Population</b>				
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
<b>WDOA Population Projections</b>				
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
<b>Number Change</b>				
1980-1990	-111	128	-2,497	186,002
1990-2000	28	-37	2,466	471,906
2000-2025	55	106	7,934	911,192
<b>Percent Change</b>				
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, 2005.

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, 2005.



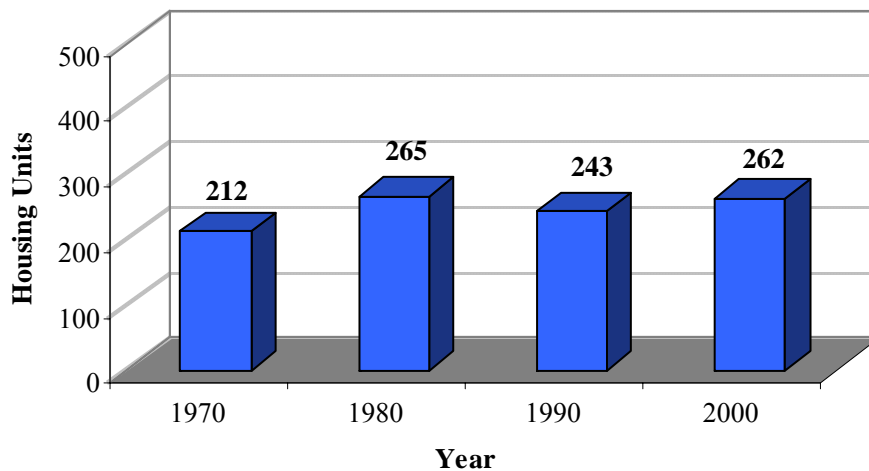
## **HOUSING CHARACTERISTICS**

### **Total Housing Unit Levels by Decade**

The total number of housing units within the Town of Centerville has increased by 24 percent from 1970 to 2000 (Figure 6.4 and Table 6.6). However, during this time period the town has experienced some fluctuation, with a decline in housing between 1980 and 1990. This may be the result of annexations by the Village of Cleveland.

The nearby Village of Cleveland has experienced substantial growth in housing units with a 138 percent increase from 1970 to 2000. The village's major growth occurred from 1970 to 1980 with an increase of 201 units, or 83 percent.

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, 2005.

Table 6.6: 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, 2005.

### **Housing Types - Units in Structure**

According to the 2000 Census, one unit detached structures made up nearly 91 percent of the housing types in the Town of Centerville (Table 6.7). The second largest housing type found in the town was mobile homes, which made up eight percent.

When compared with the Village of Cleveland, the higher density nature of the village identifies more intense housing developments (e.g., duplexes, apartments, etc.)

Table 6.7: 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
<b>Total</b>	<b>263</b>	<b>100.0</b>	<b>570</b>	<b>100.0</b>	<b>34,651</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF- 1; and Bay-Lake Regional Planning Commission, 2005.

### **Housing Occupancy and Tenure**

According to the 2000 Census, the Town of Centerville had 239 occupied housing units, which accounts for 91 percent of the housing in the town. The other nine percent of housing in the town is vacant (23 units) (Table 6.8). Of the 239 occupied units, 214 were owner-occupied while 25 units were renter-occupied.

### **Seasonal Housing**

Of the 23 vacant units in the town, 18 units, or seven percent of the total housing in the town, are for seasonal, recreational, or occasional use (Table 6.8). Neither the town, Village of Cleveland or Manitowoc County contain significant amounts of seasonal housing.

Table 6.8: 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
<b>Total Units</b>	<b>262</b>	<b>100.0</b>	<b>578</b>	<b>100.0</b>	<b>34,651</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, and Bay-Lake Regional Planning Commission, 2005.

### **Age of Housing**

Over 51 percent of the existing housing units in the Town of Centerville were built before 1940, while nearly 16 percent of the existing housing units in the town were constructed between 1970 and 1979 (Table 6.9).

Table 6.9: 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
<b>Total</b>	<b>263</b>	<b>100.0</b>	<b>570</b>	<b>100.0</b>	<b>34,651</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF- 3; and Bay-Lake Regional Planning Commission, 2005.

### Condition of Housing Stock

Determining the number of substandard housing units in the Town of Centerville will be an indication of the condition of the overall housing stock.

*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.*

- With 135 units in the town being built prior to 1940 (Table 6.9), the possibility exists that several units may be substandard based on conditions mentioned in the Department of Commerce definition.

### Housing Values

In 2000, the majority of housing units in the Town of Centerville were valued between \$50,000 and \$99,999 (Table 6.10). The median value of specified owner-occupied housing units in the town was \$97,400. When comparing the town’s housing values with the Village of Cleveland, Manitowoc County and Wisconsin, the majority of housing units for all entities fall in the same owner specified value range of 50,000 to 149,999.

Table 6.10: 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
<b>Total Units</b>	<b>120</b>	<b>100.0</b>	<b>369</b>	<b>100.0</b>	<b>19,753</b>	<b>100.0</b>	<b>1,122,467</b>	<b>100.0</b>
<b>Median Value</b>	<b>\$97,400</b>		<b>\$105,300</b>		<b>\$92,500</b>		<b>\$112,200</b>	

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF-3; and Bay-Lake Regional Planning Commission, 2005.

\*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 Town of Centerville 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.*

### **Rent and Income Comparison**

According to the 2000 Census, the median gross rent for renter-occupied housing units in the Town of Centerville was \$480.

Two renters out of 16 specified renter-occupied housing units paid more than 30 percent of their income in rent. These occupants are considered as living in non-affordable housing.

### **Owner Costs and Income Comparison**

For owner-occupied housing units with a mortgage in 2000, the median monthly owner cost in the town was \$881. For owner-occupied units without a mortgage, the median monthly cost was \$283.

The 2000 census indicates that 22 owners out of 120 (18 percent) specified owner-occupied housing units paid more than 30 percent of their income for monthly owner costs. This 18 percent is considered as living in non-affordable housing.

### **Projected Occupied Housing Units**

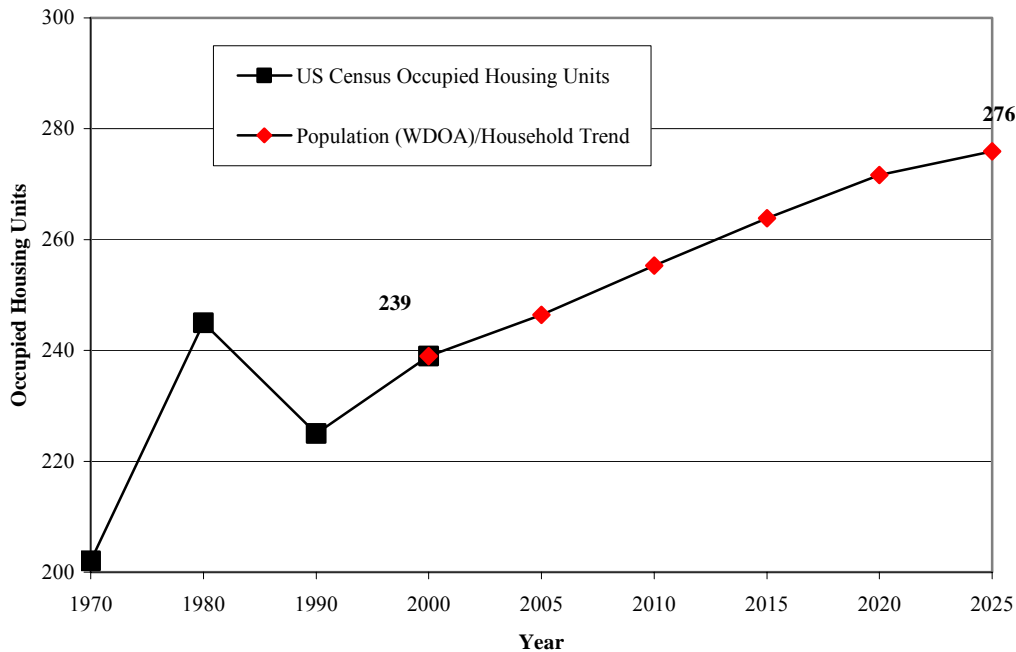
To determine the most likely housing projection to the year 2025 for the Town of Centerville, the town utilized the 2003 Department of Administration (WDOA) population projections along with the town's projected persons per household.

### **Household Size**

According to the Wisconsin Department of Administration, the household size within Centerville is projected to decrease throughout the planning period from 2.98 in 2000 to 2.79 in 2025.

- ***WDOA Population Projections/Persons per Household*** - By using the town's WDOA population projections and persons per household projection to the year 2025, the town is able to determine the possible number of occupied housing units by 2025. The WDOA population projection shows an increase of 55 persons and a decline in persons per household of 2.98 to 2.78 from 2000 to 2025. The result equals 276 occupied housing units, or an increase of 37 housing units for the Town of Centerville by 2025.

Figure 6.5: Occupied Housing Unit Trends & Projections, Town of Centerville, 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, 2005.

### **Subsidized and Special Needs Housing**

Within Manitowoc County, there exists a variety of agencies that 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 WHEDA, Lakeshore CAP, and the Veteran's Administration. Appendix C provides more information on available housing programs and organizations.

### **Housing Development Environment**

Due to the rural atmosphere of the town, Centerville has a limited number of public utilities and services. However, the town offers a scenic landscape, is located on the shores of Lake Michigan, has access to a major highway- Interstate 43, and is situated between two larger urban areas-the Cities of Manitowoc and Sheboygan. These features along with the desire for more spacious property make the town an attractive place for some people to live.

Given the town's location and services with the Village of Cleveland, both communities should continue to communicate and work together to take positive advantage of the internal and external resources each has available. This will allow them to develop their communities without detracting from the other, or the area's atmosphere.

# **CHAPTER 7 ECONOMIC DEVELOPMENT**

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## Chapter 7 - ECONOMIC DEVELOPMENT

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### **INTRODUCTION**

The economic development element details the planning area'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 County 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 planning area'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 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 characteristics 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 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, technology, etc.

- *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 and creates new jobs, and also provides stability to the economic base. Building an effective support system for promising businesses is an important responsibility of the economic developer. This means such things as land with available public infrastructure (e.g., streets and utilities), existing transportation options in place, availability of the internet with high speed access, permits for home-based business, etc.

### **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 skilled labor supply, educational institutions, workforce training programs, etc.

### **Community Cash Flow Development**

Communities looking to bring new dollars into a community to ensure a balance of 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, government contracts or grants, etc.

### **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 aforementioned economic components. This analysis of the area's economic strengths, weaknesses, opportunities, and threats provides a broad overview of where the town and village are currently and what the economic composition of the area may be in the future. If the area is to develop and maintain a vibrant and diversified economic foundation, the village and town need to maximize their strengths, offset their weaknesses, take advantage of their opportunities, and minimize their threats.

- In February 2006, members of the Cleveland and Centerville Smart Growth Commission participated in an economic (S.W.O.T.) workshop process in order to produce a list of strengths and weaknesses as well as opportunities and threats regarding economic development in the planning area. The results of the S.W.O.T. workshop are found in Appendix D of this document. The following are highlights from the workshop:

**Strengths:** Strengths are existing resources and capabilities that can be used as a basis for developing a successful growth plan. The top strengths as voted on by the group include:

1. Lakeshore Technical College
2. Lakeshore



### 3. Natural Resources

**Weaknesses:** A weakness is a limitation or the absence of certain strengths that keep the village/town from achieving its objectives. The top weaknesses as voted on by the village and town include:

1. No major employers
2. Lack of commercial development
3. Outside perceptions

**Opportunities:** An opportunity is any favorable situation or resource that could enhance economic development. The following are the top opportunities as voted on by the group:

1. Interstate 43 corridor
2. Lake Michigan
3. Lakeshore Technical College

**Threats:** Threats are potential obstacles the village/town face concerning economic development. The top threats as voted on by the group include:

1. Water quality – Lake Michigan
2. Poorly planned development
3. Loss of Manitowoc and Sheboygan manufacturing jobs

The results of the economic S.W.O.T. workshop were instrumental in drafting the economic development strategies and identify implementation strategies for the implementation element (Chapter 3) of this 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 characteristics of the local and county labor force. 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 characteristic 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 older have completed.

- The percentage of high school graduates or higher in the town is 83 percent, which is slightly lower than the county and state averages.

Table 7.1: Educational Attainment (Age 25 & Over), 2000, Town of Centerville

Education Level	Town of Centerville		Manitowoc Co.	Wisconsin
	Number	Percent	Percent	Percent
Less than 9th grade	38	8.3	6.7	5.4
9th to 12th grade, no diploma	32	7.0	8.8	9.6
High school graduate (includes equivalency)	212	46.1	43.0	34.6
Some college, no degree	83	18.0	18.7	20.6
Associate degree	38	8.3	7.4	7.5
Bachelor's degree	37	8.0	11.3	15.3
Graduate or professional degree	20	4.3	4.2	7.2
Percent high school graduate or higher		82.9	84.6	85.1
Percent bachelor's degree or higher		10.1	15.5	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.

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

- The 1999 median household income for the Town of Centerville was \$58,750 compared to \$30,625 in 1989. This represents a 92 percent increase for the town during the 10 year time span. Both figures are significantly greater than Manitowoc County and the state for the same time periods.

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
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, and Manitowoc County in 2000. The employment figures for residents of the village, town and the county is likely due to the various employment opportunities located in the nearby cities of Manitowoc and Sheboygan.

- In 2000, the majority of Town of Centerville residents were employed in production, transportation and material moving occupations (28 percent) or management, professional and related service fields (26 percent). The large manufacturing plants and trucking firms in the City of Manitowoc and Sheboygan Metropolitan Area 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 major reasons why 26 percent of the town'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	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Management, professional and related Service	204	26.1	102	25.6	10,448	24.3
Sales and office	77	9.8	52	13.1	5,793	13.5
Farming, fishing and forestry	165	21.1	57	14.3	8,880	20.7
Construction, extraction and maintenance	19	2.4	34	8.5	820	1.9
Production, transportation and material moving	74	9.5	41	10.3	4,264	9.9
<b>Total</b>	<b>782</b>	<b>100.0</b>	<b>398</b>	<b>100.0</b>	<b>42,953</b>	<b>100.0</b>

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, and Manitowoc County.

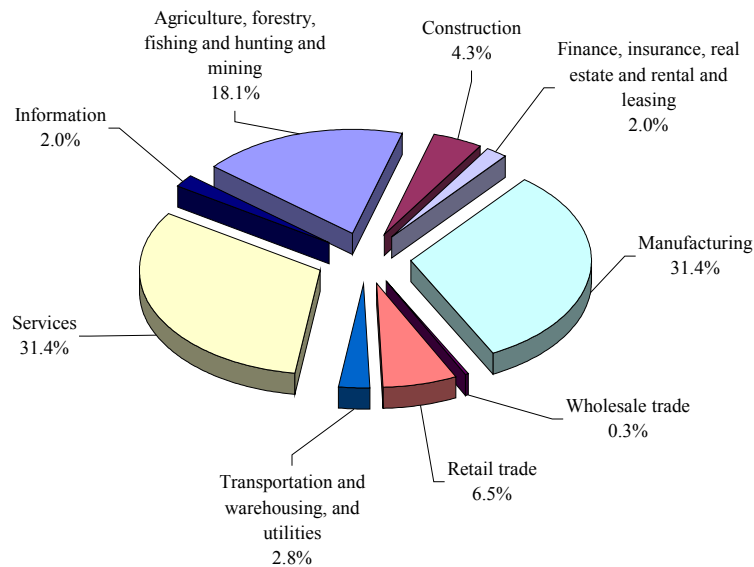
- In 2000, nearly 63 percent of employed residents of the Town of Centerville worked in manufacturing (31 percent) and service (31 percent) industries. Given the town’s rural nature, the agriculture, forestry, fishing and hunting and mining industry also employs a fair number of town residents (18 percent).

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	
	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%
Construction	46	5.9%	17	4.3%	2,566	6.0%
Manufacturing	307	39.3%	125	31.4%	15,123	35.2%
Wholesale trade	29	3.7%	1	0.3%	1,052	2.4%
Retail trade	59	7.5%	26	6.5%	4,287	10.0%
Transportation and warehousing, and utilities	18	2.3%	11	2.8%	1,910	4.4%
Information	9	1.2%	8	2.0%	618	1.4%
Finance, insurance, real estate and rental and leasing	45	5.8%	8	2.0%	1,392	3.2%
Professional, scientific, mgt., admin and waste mgt. service	23	2.9%	13	3.3%	1,642	3.8%
Educational, health and social services	117	15.0%	72	18.1%	7,209	16.8%
Arts, entertainment, recreation, accommodation & food services	60	7.7%	19	4.8%	2,714	6.3%
Other services (except public administration)	31	4.0%	21	5.3%	1,594	3.7%
Public administration	8	1.0%	5	1.3%	1,032	2.4%
<b>Total</b>	<b>782</b>	<b>100.0%</b>	<b>398</b>	<b>100.0%</b>	<b>42,953</b>	<b>100.0%</b>

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, Town of Centerville



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 and 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 Town of Centerville are traveling to for work and which communities’ employers of the town are attracting workers from.

- Of the 395 working residents in the town, 96 people (24 percent) lived and worked in Centerville.
- Nearly 76 percent of town residents were commuting to other communities for work. Approximately 34 percent traveled to either the City of Manitowoc or City of Sheboygan for work.
- Of the 162 people who work in Centerville, 59 percent are town residents while 41 percent of the workers travel from other communities.

Table 7.5: Place of Work, 2000, Town of Centerville

Location	Number*	Percent
Work in Town of Centerville	162	100.0%
Live In Town of Centerville	96	59.3%
Live Outside Town of Centerville	66	40.7%
Where Employees of Town of Centerville Businesses Commute From		
Town of Manitowoc Rapids	13	8.0%
Town of Meeme	10	6.2%
Town of Liberty	6	3.7%
City of Manitowoc	6	3.7%
Town of Rock Creek (Dunn Co., WI)	5	3.1%
Village of Cleveland	4	2.5%
Other (11 Communities)	22	13.6%
Live in Town of Centerville	395	100.0%
Work In Town of Centerville	96	24.3%
Work Outside Town of Centerville	299	75.7%
Where Town of Centerville Residents Commute to Work		
City of Manitowoc	73	18.5%
City of Sheboygan	60	15.2%
Village of Cleveland	36	9.1%
Village of Kohler	32	8.1%
Town of Newton	18	4.6%
Other (22 Communities)	80	20.3%

\* 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 4,686 more people leaving Manitowoc County to work in other counties than are commuting into the county for their job.
- Manitowoc County residents primarily traveled to the neighboring counties of Sheboygan, Calumet, and Brown for work.

The commuting patterns are a good indication that the state's well maintained highway and road system make traveling long distances safer and more efficient.

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

### **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 7.7 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 under educated workforce or an area that lacks sufficient infrastructure or capital investment to support economic expansion.

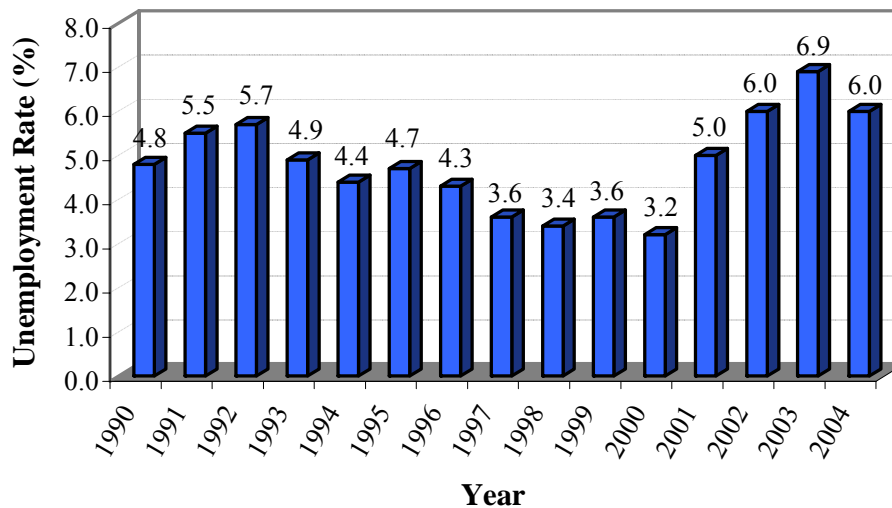
- The civilian labor force comprised 52 percent of Manitowoc County's population in 1990 and 57 percent in 2000.
- The county's labor force number increased 4,503 workers, or 11 percent from 1990 to 2004.
- For the period 1990 to 2004, the county's unemployment rate and the number of unemployed was the lowest in 2000 (3.2 percent), whereas the unemployment rate was the highest at 6.9 percent in 2003. (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 7.7: 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, 16 years of age 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.

As outlined in the Population and Housing element (Chapter 6) 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 Area 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.
- 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 services industries continued to have the largest share of employment for residents of the Town of Centerville and Manitowoc County (Table 7.4). This trend follows the regional trend and is expected to continue for the town 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 including:
  1. Teachers
  2. Waiters and Waitresses
  3. Machinists
  4. Welders, Cutters, Solderers, and Brazers
  5. Registered Nurses
  6. Nursing Aids, Orderlies, and Attendants



- Lakeshore Technical 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**

**Revenue by Industry**

Table 7.8 and Figure 7.3 provide an overview of how much each industry contributes to the overall Manitowoc Economy. *Note: agriculture is discussed later in this section.*

Manufacturing has, and continues to be the cornerstone for the county’s economy by contributing over \$520 million, or nearly 40 percent of the total income provided by all seven industries. The transportation and utilities industry grew over 400 percent in the last 20 years. Overall, income from all industries rose 166 percent, which indicates the local economy is strong and growing.

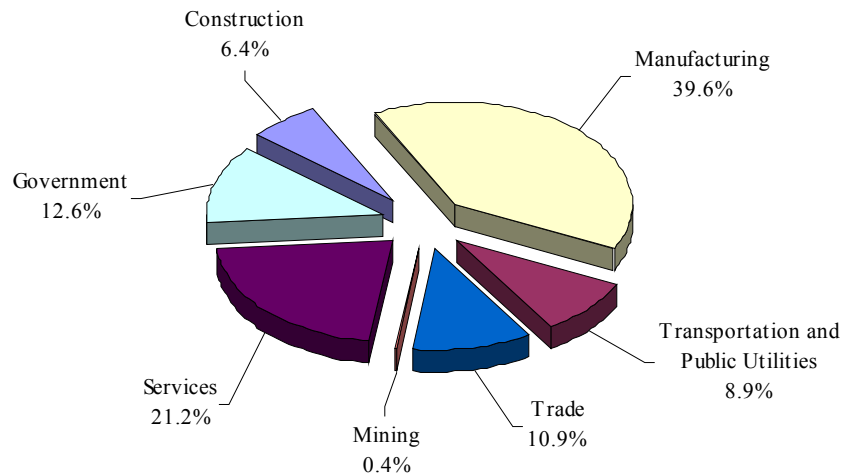
Table 7.8: Income by Industry Type\*, 1980-2000, Manitowoc County

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
<b>Total</b>	<b>\$493,417</b>	<b>\$792,757</b>	<b>\$1,313,337</b>	<b>166.2</b>

\*Figures 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.

The *agricultural industry* in Manitowoc also continues to be a major contributor to the county's economy. According to UW-Extension, 2002, agriculture in Manitowoc County...

- Provides 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.
- Contributes \$214 million, or 10 percent of the county's total income.
- Accounts 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.
- Pays 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 contribute over \$443 million to the county's economy. The on-farm production and sale of milk accounts 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.

Being situated on shores of Lake Michigan, the *tourism industry* also plays a vital role in Manitowoc County and businesses that cater to tourism. Resorts, motels, campgrounds, bed and breakfasts and retail stores complement the hundred miles of snowmobiling and biking trails as well as the many parks, golf courses, historic sites, and other area attractions. According to the Wisconsin Department of Tourism's 2004 Tourism Economic Impact Study:

- Manitowoc County ranks 20<sup>th</sup> 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**

Manitowoc County boasts a variety of large employers from both the public and private sectors (Table 7.9). 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. Residents of the Town of Centerville have a number of employment opportunities within the county and the adjacent Sheboygan Metropolitan Area.

Table 7.9: 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.

### **Employment by Economic Division**

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

**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.

**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.

**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 local economy (Table 7.10).

- 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 7.10: 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 1969-2000; and Bay-Lake Regional Planning Commission, 2006.

## Threshold Analysis

### Export Base (“Basic Employment”)

In 2000, two areas within the Manitowoc County economy 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 County: 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.

Overall, Manitowoc County’s economic condition is quite diversified 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.

### **COMMUNITY FINANCES**

Tables 7.11 and 7.12 provide a history of the taxes levied and collected in the Town of Centerville.

- The town’s full value increased by over 19 percent or \$8.3 million for the period 2000 to 2004. The total property tax also increased 17 percent for the same period. These numbers are a good indication that Centerville is growing at a healthy and steady rate.

**Table 7.11: Comparative Tax Appropriations, 2000-2004, Town of Centerville**

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	42,548,200	95.21	915,656	76,723	0.02152	0.01971	425,085	71,225	267,062	143,774	8,510
2001	47,464,300	91.94	1,011,245	74,440	0.02130	0.01973	471,323	79,472	293,910	157,047	9,493
2002	46,069,400	92.74	977,176	72,544	0.02121	0.01963	442,043	76,277	292,725	156,917	9,214
2003	48,172,300	88.70	1,008,200	68,097	0.02092	0.01951	459,962	79,282	301,525	157,797	9,634
2004	50,828,900	85.72	1,068,053	66,674	0.02101	0.01970	498,172	81,943	316,926	160,846	10,166

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.

- As of December 31, 2004, Centerville did not have an existing debt, leaving a debt margin of \$2,541,445. This means the town has money to access for future projects to include emergency infrastructure or facilities improvements, if necessary.

**Table 7.12: Public Indebtedness, 2000-2004, Town of Centerville**

Year	Full Value	Debt Limit*	Existing Debt	Debt Margin
2000	42,548,200	2,127,410	0	2,127,410
2001	47,464,300	2,373,215	0	2,373,215
2002	46,069,400	2,303,470	0	2,303,470
2003	48,172,300	2,408,615	0	2,408,615
2004	50,828,900	2,541,445	0	2,541,445

\*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 map (Map 11.2), the town's established commercial lands account for 28 acres, comprised mainly service operations.

The majority of the town's commercial businesses are located adjacent to the Village of Cleveland and I-43.

### **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, three environmental incidences have occurred in the Town of Centerville. Most of these reports were spills that have since been rectified and no further action taken.

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

### **Designation of Business and Industrial Development**

Future businesses sites are anticipated to locate in planned areas of the town or in the nearby Village of Cleveland, primarily along Interstate Highway 43. This location offers good visibility and access plus availability of municipal services. If industrial uses are considered in the town, detailed plans for landscape, signage, street access, and lighting are recommended in an effort to not detract or negatively impact adjacent properties or the town's rural appearance. Home-based business will continue to be allowed in the town, if compatible with neighboring uses.

The Town of Centerville places importance on the amount of farmland (covering approximately 70 percent of town) and natural features that dominate the town's landscape. The agricultural industry and natural resources play an important role in the economic, cultural and social structure of the town, Village of Cleveland, 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 PROGRAMS**

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

# CHAPTER 8 TRANSPORTATION

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## **Chapter 8 - TRANSPORTATION**

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### **INTRODUCTION**

This chapter provides an inventory of the existing transportation facilities that serve the Town of Centerville 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 town's transportation system. Those elements are: the town's road and highway system, public transit systems, elderly and disabled transportation services, intercity bus, bicycle transportation, waterborne, rail, air service, etc.

The detailed description of the highway and road system includes the functional classification of roads within the town, traffic counts, traffic flow capacity, vehicle crashes, access controls, and an evaluation of the current internal traffic circulation system. This chapter also includes an inventory and analysis of applicable transportation plans, including county functional and jurisdictional studies, transportation corridor plans, rural transportation plans, state and local airport plans, state railroad plans, state, regional and local bicycle plans, state and local pedestrian plans, state and local transit plans, as well as any other special transportation plans that are applicable to the town.

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**

The transportation facility inventory conducted for the Town of Centerville has established that the town currently has jurisdiction over and responsibility for approximately 38 miles of local roads. The town's jurisdictional responsibility relative to its local roads includes maintenance, repair and reconstruction of the roads as needed. The primary funding source for maintaining, rehabilitating and reconstructing the local road system in the Town of Centerville is local property taxes. The state's disbursement of general transportation aids also provides the town with partial funding for roads. The state provides a payment to the town for costs associated with such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, and marking pavement.

The Town'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 town does not have any specific facilities (bicycle paths, paved shoulders, and/or sidewalks) to serve bicyclist and pedestrians. However, provided that traffic levels remain moderate to low, the town's existing local road system can and does safely and efficiently serve the needs of bicyclist and pedestrians.

The transportation facility inventory conducted for this plan also determined that the town 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; rail service from the



Village of Cleveland; corporate air service from the City of Manitowoc and passenger-air service from the City of Milwaukee and City of Green Bay.

### **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 Town of Centerville shown in Map 8.1 has been functionally classified in Table 8.2 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 an arterial highway.

Table 8.1: Functional Classification Criteria for Rural Roads and Highways.

<b>RURAL PRINCIPAL ARTERIALS (RPA)</b>						
County Population Density (Rural)	Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
	Must meet any two of the criteria below					
	Population Service*	Land Use Service	Spacing	Current ADT		
≥ 43	Connect places ≥50,000 with other places ≥50,000	Provide access to major recreation areas of the state.	Maximum: 30 miles between Principal Arterials	≥6,000	None	2.0% to 4.0% statewide
	Connect places 5,000 - 49,999 with places ≥50,000			≥2,000		
< 43	*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.					

<b>RURAL MINOR ARTERIALS (RMA)</b>						
County Population Density (Rural)	Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
	Must meet any two of the criteria below					
	Population Service*	Land Use Service	Spacing	Current ADT		
≥ 43	Connect places 1,000 - 4,999 to places ≥50,000  Connect places 5,000 - 49,999 to other places 5,000 - 49,999	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  2. Major river crossing/ restrictive topography	4.0% to 8.0% statewide
< 43	Connect places 1,000 - 4,999 to places 5,000 - 49,999, or with principal arterials			≥ 1,000		
*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.						

Table 8.1: Functional Classification Criteria for Rural Roads and Highways (Continued).

RURAL MAJOR COLLECTORS*					
Basic Criteria				Supplemental Criteria	
Must meet any two of the criteria below or the Parenthetical Current ADT Alone				Must meet two of the criteria below plus 90% of Current ADT	Mileage Percent of System Range
Population Service**	Land Use Service	Spacing	Current ADT***		
Connect places 1,000 - 4,999 to other places 1,000 - 4,999	Land Use Service Index $\geq 16$ .	Maximum: 10 Miles between Major Collectors or Higher Function Routes	$\geq 1,000$ ( $\geq 4,000$ )	<ol style="list-style-type: none"> <li>1. Alternate population connection</li> <li>2. Major river crossing</li> <li>3. Restrictive topography</li> <li>4. Interchange with a freeway</li> <li>5. Parallel to a principal arterial</li> </ol>	5.0% to 18.0% countywide
Connect places 500 - 999 to places $\geq 50,000$					
Connect places 500 - 999 to places 5,000 - 49,999					
Connect places 500 - 999 to places 1,000 - 4,999					
Connect places 500 - 999 to other places 500 - 999			$\geq 400$ ( $\geq 1,600$ )		
Connect places 100 - 499 to places $\geq 50,000$					
Connect places 100 - 499 to places 5,000 - 49,999					
Connect places 100 - 499 to places 1,000 - 4,999					
Connect places 100 - 499 to places 500 - 999, or with higher function routes					

\*Loop routes and stub ended routes less than five 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 half mile of the center of the place.  
 \*\*\*The roadway or highway segment must be a minimum of a half mile long.

Table 8.1: Functional Classification Criteria for Rural Roads and Highways (Continued).

<b>RURAL MINOR COLLECTORS</b>					
<b>Basic Criteria</b>				<b>Supplemental Criteria</b>	
<b>Must meet any two of the criteria below or the Parenthetical Current ADT Alone</b>				<b>Must meet two of the criteria below plus 90% of Current ADT</b>	<b>Mileage Percent of System Range</b>
<b>Population Service*</b>	<b>Land Use Service (served if within one half mile of place)</b>	<b>Spacing</b>	<b>Current ADT**</b>		
Connect places 100 - 999 to other places 100 - 999  Connect places 50 - 99 to places $\geq 50,000$  Connect places 50 - 99 to places 5,000 - 49,999  Connect places 50 - 99 to places 1,000 - 4,999  Connect places 50 - 99 to places 500 - 999  Connect places 50 - 99 to places 100 - 499, or with higher function routes	Land Use Service Index $\geq 8$	Maximum: 10 Miles between Minor Collectors or Higher Function Routes	$\geq 400$ ( $\geq 1,600$ )	1. Alternate population connection 2. Major river crossing 3. Restrictive topography 4. Interchange with a freeway 5. Parallel to a principal arterial	5.0% to 10.0% countywide
*A place is considered served by a minor collector if the minor collector comes within a half mile of the center of the place. **The roadway or highway segment must be a minimum of a half mile long.					
<b>RURAL LOCAL ROADS</b>					
All public roads not classified as arterials or collectors.				65.0% to 75.0% countywide	
Most counties should be at 68.0% to 72.0%					
Source: Wisconsin Department of Transportation, <i>Functional Classification Criteria</i> , 2003; and Bay-Lake Regional Planning Commission, 2006.					

### **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.

Table 8.2: Road Function, Total Mileage and Percent of Total Road Mileage, Town of Centerville, 2003

Highway	Function	Miles	Percent of Total Miles
Interstate Highway 43	Arterial	6.40	10.99
County Highway F	Collector	2.50	4.29
County Highway LS	Collector	4.79	8.22
County Highway X	Collector	4.45	7.64
County Highway XX	Collector	2.00	3.43
Town Roads*	Local	38.12	65.43
<b>Total</b>		<b>58.26</b>	<b>100.00</b>

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

\*See Appendix G for functional classification of Town of Centerville roads.

### **Local Roads**

The primary and most important function of local roads is to provide direct access to land adjacent to the road. Local roads are constructed to serve individual parcels of land and properties. They also tend to serve the ends of most trips within the rural area. All roads that are not classified as arterial or collector facilities within the town are classified as local roads.

Ideally, local roads should be designed to move traffic from an individual lot (more often than not, a person's home, cottage or farm) to collector roads that, in turn, serve areas of business, commerce and employment. Local roads 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 38-miles of local roads under the jurisdiction of the town, comprising more than 65 percent of the total road mileage located within the town.

### **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 Town of Centerville, traffic volumes were last counted in 2002. Counts were also taken in 1999 and 1996. The average daily traffic volumes on principal and minor arterial roadways within the town 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/Town of Centerville, 1996, 1999 and 2002

Map 8.2 Reference Number	Street or Road Name	Count Location	1996	1999	2002	Number Change 1999 - 2002	Percent Change 1999 - 2002
1	North Avenue	east of Westview Street	4,900	4,600	4,400	(200)	(4.35)
2	Dairyland Drive	north of Washington Avenue	1,400	1,300	1,400	100	7.69
3	Dairyland Drive	south of Washington Avenue	1,400	1,500	1,500	-	-
4	Washington Avenue (CTH XX)	west of Center Road	1,100	1,200	1,100	(100)	(8.33)
5	Washington Avenue (CTH XX)	west of Beech Street	690	960	770	(190)	(19.79)
6	Birch Street	south of Washington Avenue	730	860	780	(80)	(9.30)
7	Lakeshore Drive	north of Lincoln Avenue	630	860	740	(120)	(13.95)
8	I-43 and CTH XX Interchange	Northbound - off ramp	560	1,500	1,600	100	6.67
9		Northbound - on ramp	240	1,400	1,300	(100)	(7.14)
10		Southbound - off ramp	230	1,200	1,100	(100)	(8.33)
11		Southbound - on ramp	530	1,500	1,600	100	6.67
12	I- 43 Between CTH XX and CTH C	Northbound lanes	11,000	16,000	10,600	(5,400)	(33.75)
13		Southbound lanes	11,300	17,000	11,300	(5,700)	(33.53)
14	CTH LS	north of County Line	790	1,000	900	(100)	(10.00)
15		south of CTH X	660	910	790	(120)	(13.19)
16		north of CTH F	890	950	1,100	150	15.79
17	CTH XX	east of STH 42	1,200	990	1,200	210	21.21
18	CTH X	west of I-43	350	410	370	(40)	(9.76)
19		east of I-43	210	290	190	(100)	(34.48)

Source: Wisconsin Department of Transportation, *Wisconsin Highway Traffic Volume Data*, 1996, 1999, 2002; and, Bay-Lake Regional Planning Commission, 2006.

### 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 (I-43) or a two-lane, two-way highway (such as CTH X or CTH XX) under ideal conditions is 2,000 vehicles per hour in each traffic lane, 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 town that has 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. The *Access Control Ordinance* is administered by the County Highway and County Planning and Park Departments.

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 (i.e., Maritime Metro Transit System) and the City of Sheboygan (i.e., Sheboygan Transit System) urban areas.

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 Town of Centerville are provided through programs coordinated and administered by the Manitowoc County Aging Resource



Center who contracts with the City of Manitowoc to provide transportation service. The City of Manitowoc provides rides for the elderly and disabled to nutrition sites, on a door-to-door basis, with 24-hour advance reservation required, two days a week for \$3.00 per ride.

### **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 City of Manitowoc as well as the City of Sheboygan.

### **Bicycle Transportation System**

There are no bicycle paths or marked bicycle routes located within the Town of Centerville. The state bicycle plan did however; assess conditions for bicycling in Manitowoc County and has developed county-level maps that identify “bicycling conditions” on all county highways and other state and interstate highways.

These county maps come from the Wisconsin State Bike Map. 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 Town of Centerville bicycling is prohibited on Interstate 43 and discouraged on STH 42. 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 percent of the lines within Wisconsin. The Canadian National owns nearly 1,800 miles of track in the state, nearly half the total mileage.

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 Town of Centerville is provided by General Mitchell International Airport located in Milwaukee and Austin Straubel International Airport, located near the City of Green Bay.



Mitchell International Airport is able to provide a wide range of continental and international destinations.

Austin Straubel International Airport is a full service regional connector providing direct service flights to four major cities, including Milwaukee, Chicago, Detroit, and Minneapolis.



## **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 Airport**

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 Western Shores Aviation (FBO) and can be accessed by CTH O, from STH 42. 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 that 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 Cleveland/Centerville 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.

## **INVENTORY AND ANALYSIS 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, analyzes 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.

The Town of Centerville uses the PASER (Pavement Surface Evaluation and Rating) road condition rating system to assess the physical condition of its local roads. The PASER software can help prioritize road maintenance, calculate project costs, evaluate consequences of alternative budgets and project selection strategies.

### **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 Town of Centerville. 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, Kewaunee, Calumet and Sheboygan counties.

## **TRANSPORTATION FUNDING AND TECHNICAL SUPPORT PROGRAMS**

Appendix F provides a detailed list and 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.

The cost of constructing, maintaining and operating roads under local jurisdiction (town roads) 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 towns 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 town or on a per-mile basis, whichever is higher.

Eligible expenditures generally include all road 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 town. The 2005 funding level has resulted in a share of cost percentage of 20.8 percent for towns. Each town's share of costs is determined by multiplying the six-year average costs by the percentage rate.

The 2005 flat rate has been set at \$1,825 per mile. Transportation Aids for towns, as well as all other local units of government and counties, are derived primarily from motor fuel taxes and vehicle registration fees

## **TRANSPORTATION RECOMMENDATIONS**

### **Evaluation of Current Internal Traffic Circulation System**

The town's internal traffic circulation system consists of a typical north/south and east/west grid road pattern serving agricultural, recreational and scattered rural-residential properties. The traffic circulation system is significantly influenced by natural features, most notably, Lake Michigan and the Manitowoc River.

### **Road Improvements**

In order to improve traffic safety and to maintain the efficiency of major and minor collectors such as CTH LS, CTH X, and CTH XX the town should continue to direct and promote development that minimizes, as much as is possible, direct access to the county highway system. 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.

### **Continue Pavement Management Program**

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

It is recommended that the Town of Centerville continue to utilize the PASER (Pavement Surface Evaluation and Rating) system to assess the physical condition of its local roads and prioritize road maintenance.

### **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 roads 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 town roads, the “road-scape” of these facilities also should be considered as well. The “road-scape” includes the area adjacent to the road and within the established right-of-way or the ditch that serves as a vegetative buffer between the road and the adjacent lots, a location for traffic signs and for utility lines.

### **Apply Traffic Considerations**

Traffic considerations which the town 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 road systems should be designed to minimize through traffic movement.
3. The road pattern should minimize excessive travel.
4. A simple and comprehensible system of road 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 roads should clearly indicate their function.
7. The local roads should be designed for a relatively uniform and low volume of traffic.
8. Local roads should be designed to discourage excessive speeds.
9. Minimize intersections.
10. Devote a minimal, but adequate amount of space to road uses.
11. Roads 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 town should play as active a role as possible in the support, development and maintenance of special transportation services for the elderly and disabled population of the town.

### **Transportation Programs**

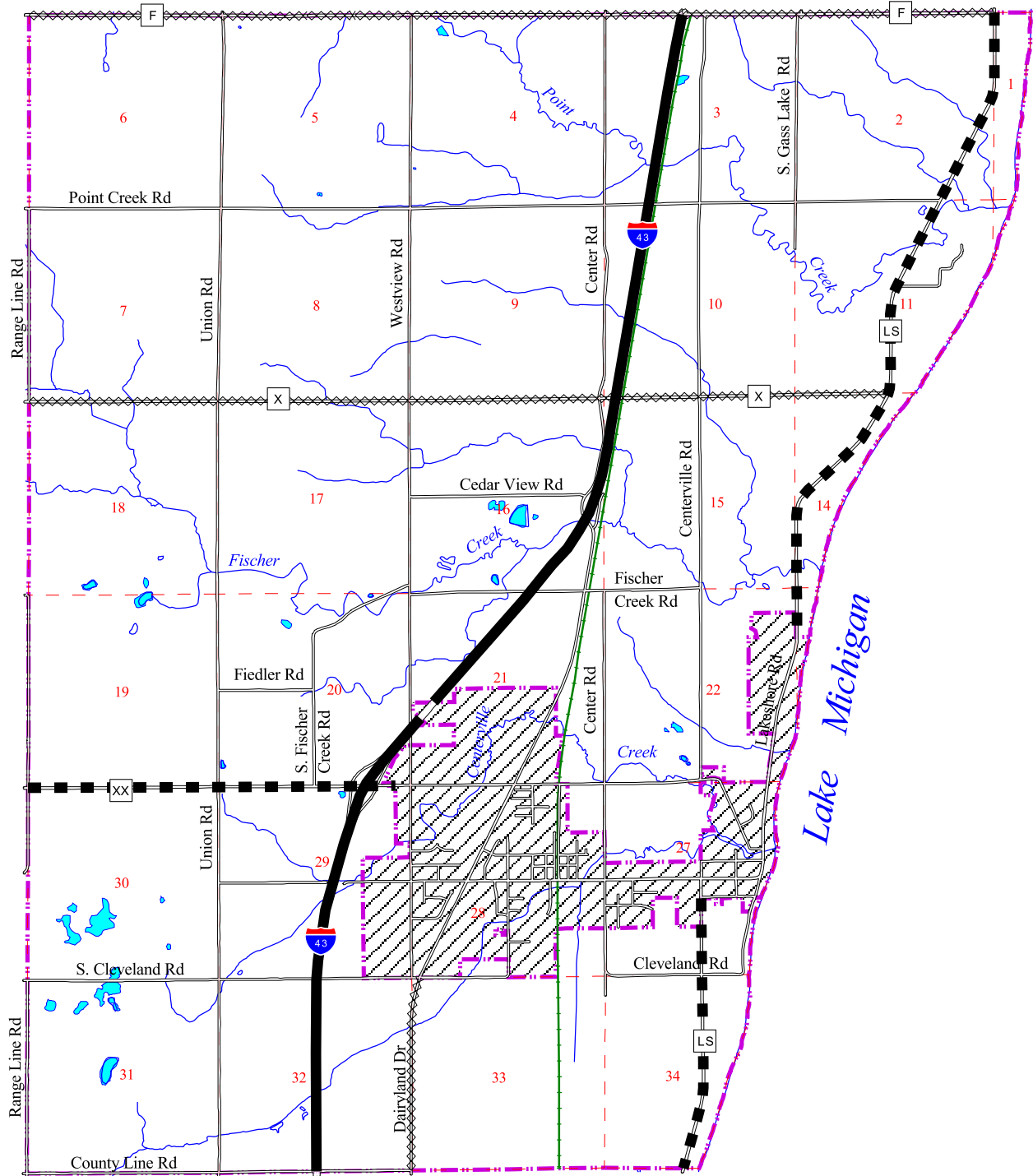
- Work with the Manitowoc County Highway Commission, the Wisconsin Department of Transportation, and the Bay-Lake Regional Planning Commission to develop a long-range maintenance and improvement program for town roads.
- Work with the Manitowoc County Highway Safety Commission to provide an ongoing assessment of county and town road safety and efficiency.
- Work with the Manitowoc County Highway Commission and the Wisconsin Department of Transportation to ensure safe and efficient access to I-43 and major collector roads.

- The Town Board or a designated committee should conduct an annual assessment of town road pavement conditions, road drainage and ditch maintenance needs, adequacy of existing driveways and culverts relative to safe access and to and from adjoining parcels of land, and to determine the adequacy of sight triangles at all road intersections.
- Check transportation signage for adequate brilliance and proper installation which the town currently performs.

# Functional Classification

## Town of Centerville

### Manitowoc County, Wisconsin



2000 0 2000 Feet



### Road Categories



Principal Arterial









Major Collector



Minor Collector

### Base Map Features

-  Village of Cleveland
-  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.

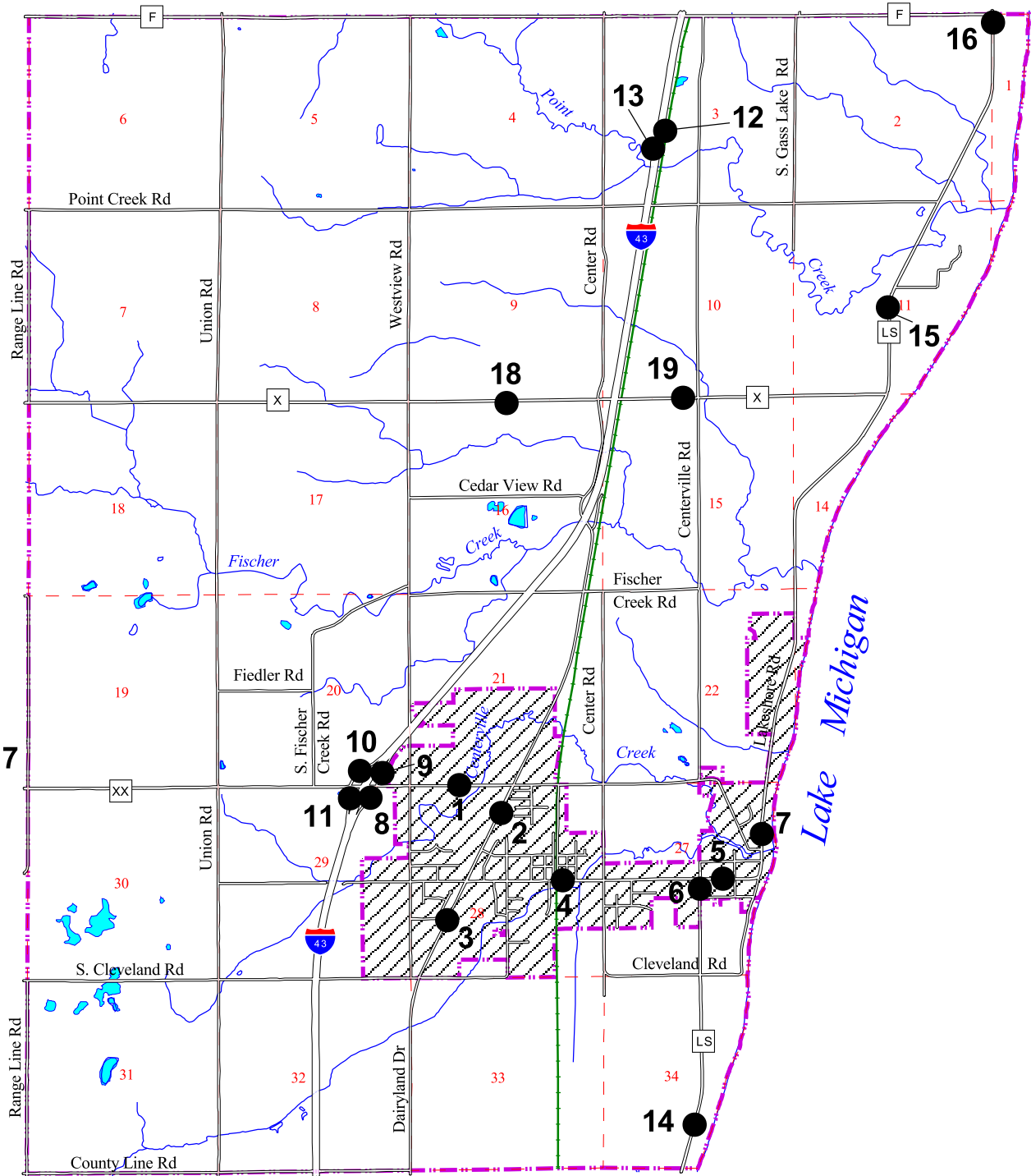
Source: WDOT; Town of Centerville; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.



# Annual Average Daily Traffic

## Town of Centerville

### Manitowoc County, Wisconsin



2000 0 2000 Feet

● Traffic Collection Site  
 Note: Numbers Refer to Table 8.3 in Text

**Base Map Features**

- Village of Cleveland
- 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, 1996, 1999, 2002; Town of Centerville; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

# CHAPTER 9 UTILITIES AND COMMUNITY FACILITIES

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## **Chapter 9 - UTILITIES AND COMMUNITY FACILITIES**

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### **INTRODUCTION**

Utilities and community facilities are important components to promoting a healthy, safe environment for individuals to live, work and recreate. The level of services ranging from emergency services, to healthcare, to educational opportunities are all contributing factors to the attractiveness of a community and surrounding area.

This element of the Comprehensive Plan inventories the location, use and capacity of the existing utilities and community facilities that serve the Town of Centerville. The existing conditions of these facilities are evaluated to determine deficiencies and ensure their adequacy to meet the town's present and future development needs.

### **TOWN OFFICIALS AND COMMITTEES**

#### **Centerville Town Board**

The Centerville Town Board members include the Town Chairperson and two Supervisors.

#### **Town Staff**

The town has an elected Clerk and Treasurer. In addition, appointed officials of the town include the Zoning Administrator, Law Enforcement Officer and Assessor.

#### **Smart Growth Commission**

The Smart Growth Commission is a group consisting of members from both the Town of Centerville and Village of Cleveland formed to work jointly on comprehensive planning issues. This Commission is responsible for:

- Development of Comprehensive Plans, with each community having a personalized plan.
- Discussing border issues along with potential conflict resolution options.
- Exploring plan implementation methods that continue to promote town/village cooperative planning along with input from other neighboring jurisdictions.
- Recommending adoption of the plans to the Town of Centerville Planning & Zoning Commission and Village of Cleveland Plan Commission.

#### **Town of Centerville Planning & Zoning Commission**

The Town of Centerville Planning & Zoning Commission is a seven member commission established to oversee any planning and zoning activities in the town. The Commission is responsible for:

- Recommending the town's comprehensive plan and its subsequent updates to the Centerville Town Board for adoption.
- Using discretion in determining whether proposed land use changes and zoning requests are consistent with the town's adopted comprehensive plan.
- Making recommendations to the Town Board regarding proposed land use decisions.
- Helping the Town Board utilize, review, amend and eventually update the comprehensive plan.

## **Town of Centerville Board of Appeals**

The Board of Appeals is a five member appointed committee established for the purpose of hearing appeals and applications, and granting variances and exceptions to the provisions of the town's Zoning Ordinance.

## **UTILITIES INVENTORY AND ANALYSIS - LOCATION, USE AND CAPACITY**

### **Electric Service**

Integrus Energy Group and WE Energies supply the Town of Centerville with electrical service. Integrus provides electric service to the area of the town between CTH X and CTH F, whereas WE Energies provides service to customers south of CTH X.

The electricity for the area is generated at several power supply facilities including the Manitowoc Power Plant and Point Beach Nuclear Power Plant. The electricity from these facilities is transmitted along high voltage electric transmission lines owned and operated by the American Transmission Company (ATC). The nearest high voltage lines are 138 kV and 345 kV lines traveling concurrently north/south through the Town of Meeme. The Town of Centerville is serviced by distribution lines owned by Integrus Energy Group or WE Energies.

The electric service is considered to be adequate for the town's current and future uses.

### **Natural Gas**

A natural gas pipeline owned by ANR Pipeline Company travels through the northwestern portion of the Town of Centerville. Although the pipeline is located in the town, natural gas services are not available to all town residents and businesses. Only a few areas of the town located immediately adjacent to the Village of Cleveland are serviced with natural gas. Those residents not receiving natural gas primarily use oil, propane, wood or electricity for heating.

There are no plans to supply the town with natural gas in the near future.

### **Telecommunication Facilities**

Telephone service is available to the town, with a variety of service providers also offering cellular and long distance telephone services to residents. A telecommunications tower is located in the south-central portion of the town.

Special lines for the internet are located in the Town of Centerville, but the capacity of these lines is limited in rural areas.

There is no cable television service provided in the town, however various satellite dish providers are available for enhanced television viewing. Satellite providers can also offer broad band solutions.

The telecommunication facilities and service are considered limited for the town.

### **Public Water System**

Town of Centerville residents and businesses own and maintain individual wells, relying on groundwater to meet their water supply needs.

Protecting the groundwater aquifer for future use is a concern of the town. Long-term drinking water supply and quality become more of an issue as aquifer levels lessen. Water quality should be protected through erosion controls and best management practices for farming.

### **Sanitary Sewer Service**

Property owners within the Town of Centerville are responsible for owning and maintaining individual private on-site wastewater treatment systems (POWTS). These on-site septic systems and holding tanks are treatment systems that discharge to groundwater through a subsurface infiltration system.

- **COMM 83** health and safety code sets parameters, options, prohibitions and limitations for the design of POWTS. The code gives property owners the opportunity and flexibility to meet environmental performance standards with new treatment technologies where conventional systems were not previously permitted. As a result, the town should promote improved land use controls, orderly development patterns, shared on-site systems, etc.

### **Storm Sewer System**

Stormwater in the town drains through a series of ditches and culverts along the town roads and other major highways. The town does not have any improvement plans for storm water drainage.

Polluted stormwater runoff should be controlled through best management practices, performance standards, regulations, permit issuance, etc. that farms and construction sites are required follow.

## **COMMUNITY FACILITIES INVENTORY AND ASSESSMENT - LOCATION, USE AND CAPACITY**

### **Administrative Facilities**

The Town of Centerville has an agreement with Lakeshore Technical College, located in the Village of Cleveland, to utilize the college's facilities for conducting town meetings and elections.

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



The Town of Centerville shares solid waste and recycling services with the Town of Newton. Residents of the Town of Centerville can bring their solid waste/recycling to the Newton Transfer Station, located at 6315 Center Road in the Town of Newton.

Private haulers collect the solid waste and recycling from the Transfer Station and bring the waste to the Ridgeview Recycling and Disposal Facility in the Village of Whitelaw, while the recycling is transported to Milwaukee.

The capacity of the drop-off site in Newton will be monitored as growth occurs in the area. The Town of Newton may need to expand the existing facility with no plans to build new.

In addition to the drop-off site located in Newton, Town of Centerville residents and businesses may also contract with private haulers to collect and dispose of their waste/recycling.

The existing services for the Town of Centerville are adequate and will continue to be monitored for satisfaction and cost effectiveness.

### **Road and Other Maintenance**

Maintenance for the town's road network, such as blacktopping, drainage work, etc., is primarily done by private contractors. The Manitowoc County Highway Department also provides some road maintenance for the town.

## **Postal Services**

The Town of Centerville postal services are provided by the U.S. Post Offices located in the Town of Newton, Village of Cleveland and City of Sheboygan.

- The Newton Post Office facility located at 5627 CTH U.
- The Cleveland Post Office is located at 1029 Hemlock Street.
- The Sheboygan Post Office is located at 522 N 9th Street.

The present facilities will remain at their current size, and will be able to fit the needs of the area into the future.

## **Protective and Emergency Services**

### **Law Enforcement and Protection**

Police protection for the Town of Centerville is provided by the Manitowoc County Sheriff's Department which is located at 1025 South 9th Street in the City of Manitowoc.

The Sheriff's department has over 50 sworn personnel and a fleet of both marked and unmarked patrol cars providing 24-hour primary emergency response service to county residents. Assistance is also provided to fire departments, rescue squads, and city and village police departments in the county.

In addition to basic protection services, the Manitowoc County Sheriff's Department also participates in community outreach and education programs (e.g., D.A.R.E.). Future needs of Sheriff's Department will depend on technology advances and growth of the County.

The Town of Centerville has its own Law Enforcement Officer to enforce town ordinances and maintain peace and order.

The town may also receive back-up assistance from the Village of Cleveland Police Department located at 1150 W. Washington Avenue in the village.

### ***Manitowoc County Jail***

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.

### **Fire Station/Protection**



Fire protection for the Town of Centerville is provided by the Cleveland Fire Department, located at 1274 W. Washington Avenue in the Village of Cleveland. The Cleveland Fire Department was established in 1890 and incorporated in the state of Wisconsin in 1900. There are over 50 on-call volunteer fire fighters, some of whom are also first responders.

Other areas served by the Cleveland Fire Department include the Village of Cleveland and portions of the Town of Meeme. The fire department also provides mutual aid to nearby communities on request.

Fire services are accessed using the county's enhanced 911 system, which in turn pages the "on call" volunteers. Beyond the general equipment used to fight fires, the department has a variety

of specialized equipment to meet both fire and first-responder service needs. Overall, the fire protection equipment and services are considered adequate at this time.

### ***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;
- 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 Town of Centerville is a 7. This rating is reflective of the volunteer status of the fire department, location of fire departments in relation to town, etc.

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**



Emergency medical services are provided by the Cleveland First Responders which is in conjunction with the Cleveland Fire Department (1274 W. Washington Avenue) in the Village of Cleveland. The area served is the same as the Cleveland Fire Department service area which includes the Town of Centerville, Village of Cleveland and portions of the Town of Meeme.

The First Responders are firefighters and other volunteers that are certified for patient care. Many of the First Responders in outlying areas are supplied with an emergency response kit to provide care prior to the rescue squad arriving. The volunteers, equipment and service are considered adequate by the Town of Centerville.

The Town of Centerville also has a contract with Manitowoc Fire Department to provide ambulance service.

- The Manitowoc Fire Department is based at 911 Franklin Street in the City of Manitowoc. The department provides Paramedic Ambulance Response and Emergency Medical First Response.



Overall the emergency services for the Town of Centerville are considered adequate.

### **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 Town of Centerville is located within the Manitowoc Public, Kiel Area and Sheboygan Area School Districts (Map 9.1).

**Manitowoc Public School District** Administrative Offices are located at 1010 Huron Street in the City of Manitowoc. Manitowoc Public District facilities include: seven elementary schools, two junior high schools and one high school.

Town of Centerville students attend the following facilities:

- Riverview Elementary (PK – K), 4400 Michigan Avenue in Manitowoc.
- Monroe Elementary (grade 1 – grade 6), 2502 South 14th Street in Manitowoc.
- Washington Junior High (grade 7 – grade 9), 2101 Division Street in Manitowoc.
- Lincoln High, (grade 10 – grade 12), 1433 South 8th Street in Manitowoc.



**Lincoln High School**

There are also numerous private education facilities found in the City of Manitowoc which may be utilized by town residents.

**Kiel Area School District** Administrative Offices are located at 416 Paine Street in the City of Kiel. District facilities include:

- Zielanis Elementary (PK – grade 4), 1010 Adams Street in the City of Kiel.
- Meeme LEADS Charter School (PK – grade 4), 12121 County Road XX in the Town of Newton.
- Kiel Middle School (grade 5 – grade 8), 502 Paine Street in Kiel
- Kiel High (grade 9 – grade 12), 210 Raider Heights in Kiel



**Kiel High School**

There are also two private education facilities found in the City of Kiel which may be utilized by town residents.

**Sheboygan Area School District** Administrative Offices are located at 830 Virginia Avenue in the City of Sheboygan. Sheboygan Area school facilities include: one early learning center, 13 elementary schools, three middle schools and two high schools.

Town of Centerville students attend the following facilities:

- Early Learning Center (PK), 1227 Wilson Avenue in the City of Sheboygan.
- Cleveland Elementary (PK – grade 5), 411 E Washington Ave in the Village of Cleveland.



**Cleveland Elementary School**



- Horace Mann Middle (grade 6 – grade 8), 2820 Union Avenue in Sheboygan.
- North High, (grade 9 – grade 12), 1042 School Ave in Sheboygan.

There are also numerous private education facilities found in the City of Sheboygan which may be utilized by town residents.

Several children in the town may also be home schooled, rather than enrolled in the previously mentioned educational facilities available.



The Town of Centerville and Manitowoc County are part of the Lakeshore Technical College (LTC) District of the Wisconsin Technical College System. The LTC campus is located in the Village of Cleveland at 1290 North Avenue. Centerville currently uses the LTC facilities to conduct town meetings and elections.

There are also several higher education institutions located near the town including Silver Lake College in Manitowoc, Lakeland College in Sheboygan and UW-Green Bay.

The school districts have no plans for constructing new facilities in the near future, however some school structures are undergoing renovations. Overall the facilities and services are adequate for future growth. The town needs to remain informed of plans and changes to public school district facilities and services, along with any future plans by LTC.

### **Library**



Residents of the town are able to utilize the nearby library services provided by the Kiel Public Library, Manitowoc Public Library and Mead Public Library.

The Kiel and Manitowoc libraries are part of the Manitowoc-Calumet Library System (MCLS), while the Mead library is a member of the Eastern Shores Library System (ESLS). These two library systems are part of the overall seventeen public library systems in Wisconsin. All MCLS and ESLS member libraries are also open to town residents.

Kiel Public Library is located at 511 Third Street in the City of Kiel.

Manitowoc Public Library is located in the City of Manitowoc at 707 Quay Street

Mead Public Library is located in the City of Sheboygan at 710 N. 8th Street

### **Health Care**

There are no existing medical care facilities within the Town of Centerville; however town residents have access to several medical services located within the nearby cities of Manitowoc and Sheboygan.

Nearby hospitals serving town 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.
- Sheboygan Memorial Medical Center, 2629 N. 7<sup>th</sup> Street in Sheboygan.

In addition to the hospital facilities mentioned above, town residents can access many specialty, family practice and emergency care clinics found in the nearby cities of Manitowoc, Sheboygan and Kiel.

The Veterans East Central Outpatient Clinic, located at 1205 North Avenue in the Village of Cleveland, also provides veterans with outpatient services.

The health care services available to town residents is considered adequate given the Town of Centerville's close proximity to the facilities located in Manitowoc and Sheboygan.

### **Child Care Facilities**

The Town of Centerville does not contain any licensed childcare facilities. As a result, residents utilize private childcare providers located in the town or surrounding communities; or licensed facilities located in the Village of Cleveland, cities of Manitowoc and Sheboygan or other surrounding communities.

### **Adult Care Facilities**

There are several long-term care and elder care facilities in the area including nursing homes, Adult Day Care (ADC), Adult Family Homes (AFH), Community Based Residential Facilities (CBRF), assisted rental housing, etc. These facilities are located in the nearby cities of Manitowoc, Sheboygan and Kiel, in addition to other nearby communities.

The town does not view itself as an area that could support adult care facilities, therefore it should monitor the needs of senior residents in the town and direct them to communities that have adequate public services and facilities.

### **Cemeteries**

The Town of Centerville contains four cemeteries:

- Centerville Private Cemetery Association, located on South Union Road, south of CTH XX.
- St. John's Reformed Cemetery Association, one located on the intersection of CTY F and Center Road and the second located on CTH F, just east of Center Road.
- St. John's Graveyard Association, located at Dairyland Drive, east of Interstate-43.

The local cemeteries have space to meet future needs for the next 20 years. Town residents may also utilize public and private cemeteries located in the Village of Cleveland and other surrounding communities.

### **Recreation**

The Town of Centerville does not maintain any public park facilities. However, given the rural make-up of the town along with Lake Michigan to the east, many of the lands may be utilized for a variety of outdoor recreation activities.

### **County/State Facilities within the Town of Centerville**

#### ***Fischer Creek Conservation Area***

Located in the east central portion of the town between CTH LS and Lake Michigan (Map 9.2), 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.



**Fischer Creek  
Conservation Area**

### ***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.

### ***Lutze Conservation Area***

Located in the west central portion of the town, this WDNR property covers approximately 83 acres.

### ***Kingfisher Farms***

Located south of the Point Creek Conservation Area in the northeast portion of the town, the land is owned by the University of Wisconsin and covers an area of approximately 60 acres.

### **Village of Cleveland Parks and Other Recreation Facilities**

Residents are also afforded the ability to utilize the many public parks consisting of playground equipment, athletic fields and school-related recreation sites within the Village of Cleveland and other surrounding communities. The following is a list of park facilities in Cleveland.

#### ***Hika Park***

Hika Park is located in the eastern portion of the village along Centerville Creek and adjacent to Lake Michigan. This 7.5 acre park contains a boat ramp, a covered picnic facility, restrooms, picnic tables, grills, etc.

#### ***Dairyland Park***

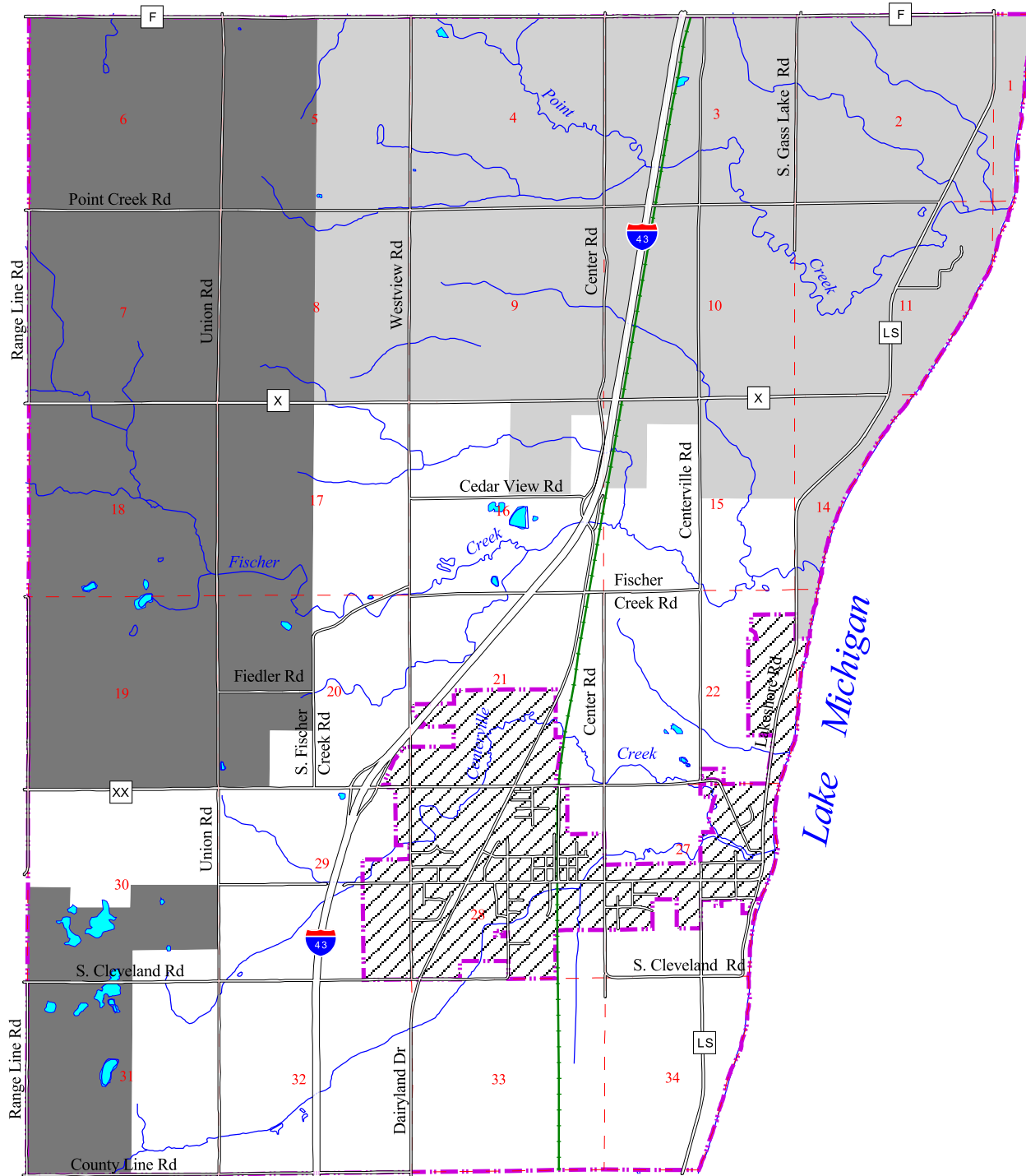
Dairyland Park is located just south of Northern Avenue at the intersection of Dairyland Drive (CTH XX). This 6.5 acre park is utilized during the summer for the village's annual "Dairyland Festival".

#### ***Veteran's Memorial Park***

This park is located just south of Washington Avenue near the intersection of Dairyland Drive and encompasses 80 total acres. Facilities within the park include ball diamonds, tennis courts, volleyball courts and walking trails.

# School District Boundaries

## Town of Centerville Manitowoc County, Wisconsin



2000 0 2000 Feet

- Kiel Area School District
- Manitowoc Public School District
- Sheboygan Area School District

### Base Map Features

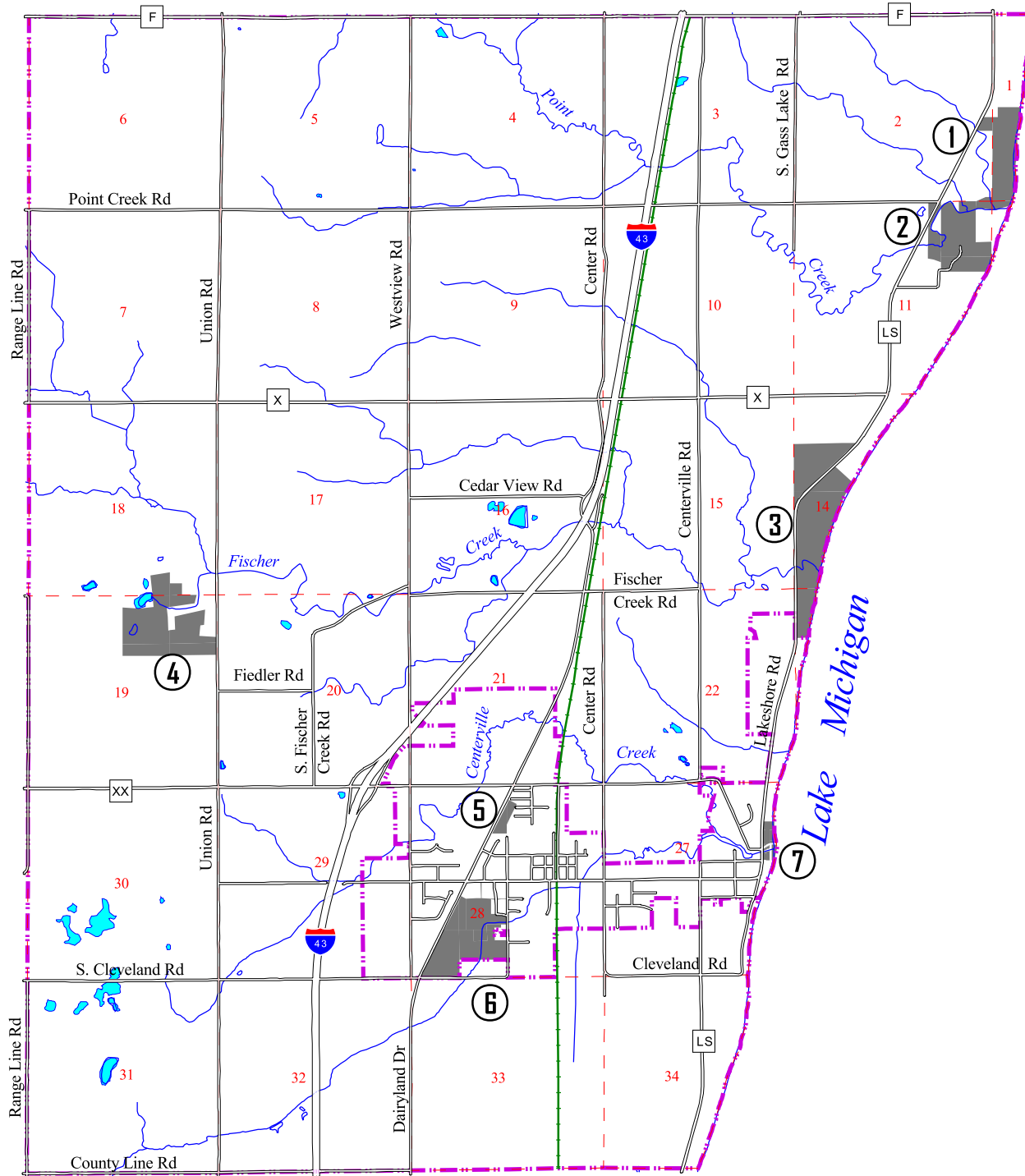
- Village of Cleveland
- 43 Federal Highway
- X County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

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, 1973; Town of Centerville; Manitowoc County; Bay-Lake Regional Planning Commission, 2007.

# Park and Recreation Facilities

Map 9.2

## Town of Centerville 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
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

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**CHAPTER 10**  
**INTERGOVERNMENTAL COOPERATION**

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## **Chapter 10 - INTERGOVERNMENTAL COOPERATION**

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### **INTRODUCTION**

This element of the comprehensive plan examines the working relationship the Town of Centerville maintains with the Village of Cleveland, surrounding towns, the school districts that serve the town, Manitowoc County, Regional Planning Commission, and state and federal government. An inventory of formal intergovernmental agreements, shared resources and consolidated services is also discussed.

This chapter also stresses the importance of the town working cooperatively with neighboring jurisdictions by identifying existing or potential conflicts, communicating visions and coordinating plans, policies and programs. These joint efforts assist the town in resolving issues of mutual interest and promoting consistency between plans.

### **EXISTING INTERGOVERNMENTAL ACTIVITIES**

#### **Adjacent Governmental Units**

The Town of Centerville is bordered by the towns of Newton, Liberty and Meeme in Manitowoc County; and the towns of Herman and Mosel in Sheboygan County. In addition, the Village of Cleveland is found within Centerville's boundaries in the southeastern portion of the town.

#### ***Relationship***

Overall, the town has a good working relationship with neighboring communities. Centerville, along with the surrounding towns, work to preserve farmland and the rural character of the area by monitoring future land uses near borders.

Since the Village of Cleveland is located within the town; the town may experience boundary changes from time-to-time due to annexations. As a result, boundary disputes are possible.

#### ***Siting Public Facilities***

Due to the rural nature of the Town of Centerville, public services originate from facilities located in neighboring communities. Centerville utilizes the facilities of Lakeshore Technical College in Cleveland to conduct community meetings and elections. EMS and fire facilities are located in the Village of Cleveland, ambulance facilities are in the City of Manitowoc, and postal facilities are found in the Village of Cleveland, City of Sheboygan and Town of Newton. Residents of the Town of Centerville can bring their solid waste/recycling to the Newton Transfer Station located in the Town of Newton. Nearby library facilities located in the cities of Kiel, Manitowoc and Sheboygan can also be utilized by town residents.

#### ***Sharing Public Services***

Town of Centerville has several agreements with the neighboring communities in regards to public services. Centerville has shared road maintenance/snow removal agreements with the towns of Meeme and Mosel and the Village of Cleveland. The town's fire protection is provided by Cleveland Fire Department, while EMS service is provided by Cleveland First Responders and ambulance service provided by Manitowoc Fire Department. The town also shares solid waste and recycling services with the Town of Newton.

## **School Districts**

The Town of Centerville is located within the Manitowoc Public, Kiel Area and Sheboygan Area School Districts. The town is also part of the Lakeshore Technical College (LTC) District of the Wisconsin Technical College System.

### ***Relationship***

The town's relationship with the school districts is considered limited. The town and its residents can provide input on school activities, future development projects, etc.

### ***Siting School Facilities***

The siting of new school facilities is mainly conducted by the School Districts with the town having input.

### ***Sharing School Facilities***

The town has an agreement with LTC for use of school's facilities to conduct community meetings and elections. Each of the schools also have recreational facilities that could be utilized by the public.

## **County**

The Town of Centerville and Manitowoc County continue to maintain a good relationship with each other fostering general agreements and mutual respect. The town is included within the county's Park and Recreation Plan as well as the county's Farmland Preservation Plan. Manitowoc County also has jurisdiction within the town through the county's Shoreland Zoning, Floodplain Zoning and Subdivision Zoning.

Law enforcement is also provided by the Manitowoc County Sheriff's Department, while the Manitowoc County Highway Department performs some street repairs and maintenance (e.g., blacktopping). Manitowoc County also maintains several of the conservation areas found in the town.

## **Region**

Manitowoc County, including the Town of Centerville, is a member of the Bay-Lake Regional Planning Commission (BLRPC) that covers the northeast region of the State of Wisconsin. The BLRPC's annual work program activities include economic development, natural resources, transportation and community planning. Through a positive working relationship, the BLRPC has conducted numerous work program activities and developed various local and regional plans, reports and studies that relate directly to planning within the Town of Centerville and surrounding area.

## **State**

The town's relationship with the State of Wisconsin is one which deals mainly with issues related to transportation (WisDOT) and natural resources with the WDNR owning several conservation areas within the town. Relationships with state agencies have been 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.

Currently, the Town of Centerville has not entered into a cooperative boundary plan with any municipality.

### **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.

### **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 the town. 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 in the Town of Centerville.

## **INVENTORY OF EXISTING OR POTENTIAL CONFLICTS AND POSITIVE RELATIONSHIPS**

The following is a listing of existing or potential conflicts facing the Town of Centerville and surrounding government jurisdictions. In addition, current positive working relationships between communities are also identified. The list was generated in September 2006 during an intergovernmental cooperation workshop with the town, surrounding communities, Village of Cleveland, Manitowoc County and other interested participants. Additional issues not mentioned during the intergovernmental workshop are listed in Appendix H.

- Roadway cooperation Centerville/Mosel
- Town and village able to work together along with county
- Conflicts with development trends (i.e. clustering)
- Potential recreation trail along old rail line
- Advantage of I-43 good transportation route
- Agricultural operations large and small
- Availability of land in Centerville – loss of land

- Bike path/lane along CTH LS
- Bordering issues due to loss of land
- Clinic to locate locally for residents to use especially older adults. To increase pharmacy. Problem with insurance plans and coverage.
- Construct village-wide trail system in the near future
- Designing thru streets and not dead ends
- Dividing farms into hobby farms and posting land adversely affecting hunting and increasing car crashes
- Environmental concerns along lakeshore
- Farming vs. non-farmers
- 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 res. lots along roads prohibit future subdivisions (Lakeshore Dr. (ex.))
- Plan for adequate elderly transportation
- Potential increase in traffic due to tourism such as Whistling Straits
- Preserve farmland-location is ideal
- Reduction or elimination of odors from industry and farming operations
- Road quality when trans. between village and town
- Services needed as village's expansion continues in the future. No 24 hour police coverage in village. But village police department and emergency services does support county operations.
- Town land annexed into village
- Village has too much land designated commercial that could be residential

### **POSSIBLE RESOLUTIONS OR CONTINUED COOPERATIVE EFFORTS**

The following is a list of possible solutions to address the existing or potential concerns and issues listed above. Ways to continue positive cooperative efforts between communities are also identified. This list was also developed during the September 2006 intergovernmental workshop. Additional resolutions and cooperative efforts not mentioned during the intergovernmental workshop are identified in Appendix H.

- Centerville/Mosel common border development
- Cooperative development plans (i.e. accesses, roads, etc.)
- Cooperative road planning
- 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
- Integration of new farming technology – takes time to reduce pollution
- Joint plan review meetings
- Keep communication and cooperation open between village and town
- Keep lines of communication open between governments

- Loss of town land due to annexation – town should be compensated for loss of tax base
- Maintain lines of communication – local, county, state
- Official mapping staying current
- Organized fire numbers/visible
- Plan for trail before development occurs
- Provide up-to-date road maps to town for future growth
- Regular meeting to discuss planning/development
- Review all regulations/ordinances to reflect “smart growth” plan
- Sharing between clerks
- Sharing of facilities
- Town/Village should stay involved with Sheboygan County’s trail earmark

**CHAPTER 11**  
**LAND USE CONTROLS AND INVENTORY**

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Land Use Types & Amount .....	11-4

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## **Chapter 11 - LAND USE CONTROLS AND INVENTORY**

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### **INTRODUCTION**

This element of the comprehensive plan provides an inventory of land use controls and existing (2005) land uses within the Town of Centerville. This data is used to analyze the current pattern of land use and serves as the framework for creating the town's future land use plan (Chapter 2 of this document).

### **EXISTING LAND USE CONTROLS**

This section inventories and discusses the land use controls (e.g., development plans, zoning ordinances, etc.) that may affect or restrict the use of land for specific purposes within the Town of Centerville. These controls should be reviewed periodically to make certain that they assist in implementing the future development plan of the town.

### **Planning Documents**

#### **Comprehensive Plans**

This 20-Year Comprehensive Plan for the Town of Centerville serves as an update to the Joint Land Use Plan completed in May 2001 for the Town of Centerville and Village of Cleveland.

This planning document for the town was also developed as a joint planning process with the Village of Cleveland. Developments in the village can have a direct impact on the town's recommended land use. For this reason, the village's comprehensive plan should be reviewed by the town and used to promote cooperative planning efforts.

In addition, the adopted comprehensive plans of adjoining towns (i.e., Mosel, Herman, Meeme, Liberty and Newton) provide reference on the future development/preservation intentions of these communities. Any land use changes occurring in these towns may have an impact on the Town of Centerville. As a result, it is important that the intergovernmental cooperation strategies of this comprehensive plan be implemented as an avenue for communication among these communities and to help limit conflicts.

#### ***Other Town of Centerville Plans***

Town of Centerville also developed a Utilities and Community Facilities Element Plan that was adopted in August 2001. The purpose of this plan was to provide guidance related to future utilities and community facility decisions, including decisions related to telecommunication facilities.

#### **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 11.1 illustrates the farmland preservation categories for the Town of Centerville. 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 town to have identified their planning initiatives within this park plan in order for park and recreation projects to be eligible for federal funding assistance.

### **Land Use Regulations**

#### **Town Zoning Ordinance**

The *Town of Centerville Zoning and Land Use Ordinance* is contained in Chapter 9 of the town's General Code of Ordinances. The purpose of the zoning ordinance is to promote the public health, safety and general welfare of the Town of Centerville of Manitowoc County.

For detailed information on the town's zoning districts, regulations, restrictions, permitted uses and the town's zoning map, please consult the Town of Centerville *General Code of Ordinances*.

The Wisconsin planning enabling 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 town zoning ordinance intent is "... to implement those comprehensive plans or components thereof adopted by the Town of Centerville." As a result, the town's zoning ordinance shall be reviewed and updated to be made consistent with this adopted comprehensive plan, and any subsequent updates to this plan.

#### **Manitowoc County Subdivision Ordinance**

Manitowoc County, under Wisconsin Statutes 236, establishes the procedure for the division and subdivision of lands in unincorporated areas of the county. The town has the authority, under statutes, to develop and implement its own subdivision controls, if it so chooses.

### **Manitowoc County Floodplain Ordinance**

The Manitowoc County Floodplain Zoning ordinance was adopted in April 1992, 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 divides the floodplain into three districts:

1. *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;
2. *Floodfringe District* - consisting of that portion of the floodplain between the regional flood limits and the floodway; and the
3. *General Floodplain District* - which consists of all areas which have or may be hereafter covered by the floodway and floodfringe district.

For more detailed information and regulations, refer to the county Floodplain Zoning Ordinance.

The boundary of the floodplain districts (Map 5.7), which includes the floodway, floodfringe and other floodplain districts, are those areas designated as floodplains on the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Map (FIRM), from 1980.

### **Manitowoc County Shoreland Ordinance**

The Manitowoc County Shoreland Ordinance was adopted March 1992. The ordinance was adopted pursuant to Wis. Stats. 59.57, 59.971, 87.30, and 144.26. The ordinance 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 and would impair the tax base. The ordinance states 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 ordinance regulates:

The Manitowoc County Shoreland Ordinance regulates all lands within unincorporated areas of the county that are:

- within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages.
- within 300 feet of the ordinary high water mark of navigable rivers or streams, or to the landward side of a floodplain of the navigable reaches of rivers or streams, whichever distance is greater.

See Map 5.6 for an illustration of the town's shoreland areas.

For more detailed information regarding regulations, setbacks, land divisions, etc. in shoreland areas, refer to the county's Shoreland Ordinance.

### **Manitowoc County Private Sewage System Ordinance**

Regulates the installation, maintenance and upgrading of on-site waste systems in unincorporated areas of the county, along with their responsibilities in the areas of solid waste management and recycling.

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.

### **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 Town of Centerville does not maintain an Official Map.

## **CURRENT LAND USE INVENTORY**

### **Planning Area**

Of the 15,276 acres that make-up the Town of Centerville, approximately 13,821 acres, or 90 percent of the town's land, are undeveloped. The vast majority of the undeveloped acreage consists of croplands or pastures.

### **Land Use Types & Amount**

A detailed field inventory of land uses in the Town of Centerville was completed by the Bay-Lake Regional Planning Commission in 2005 using detailed land use codes (Appendix I). Map 11.2 displays the land use within the town.

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 byproducts.

***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 sport 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 which is land 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 Town of Centerville land uses and acreages is shown on Table 11.1 (Appendix J contains the town's detailed land use calculations).

- Of the 90 percent of undeveloped land in the town, 69 percent is covered by croplands/pasture.
- Nearly 50 percent of the developed land in the town is transportation related. Residential development and agricultural structures account for an additional 38 percent of developed town land.

Table 11.1: 2005 Land Use, Town of Centerville

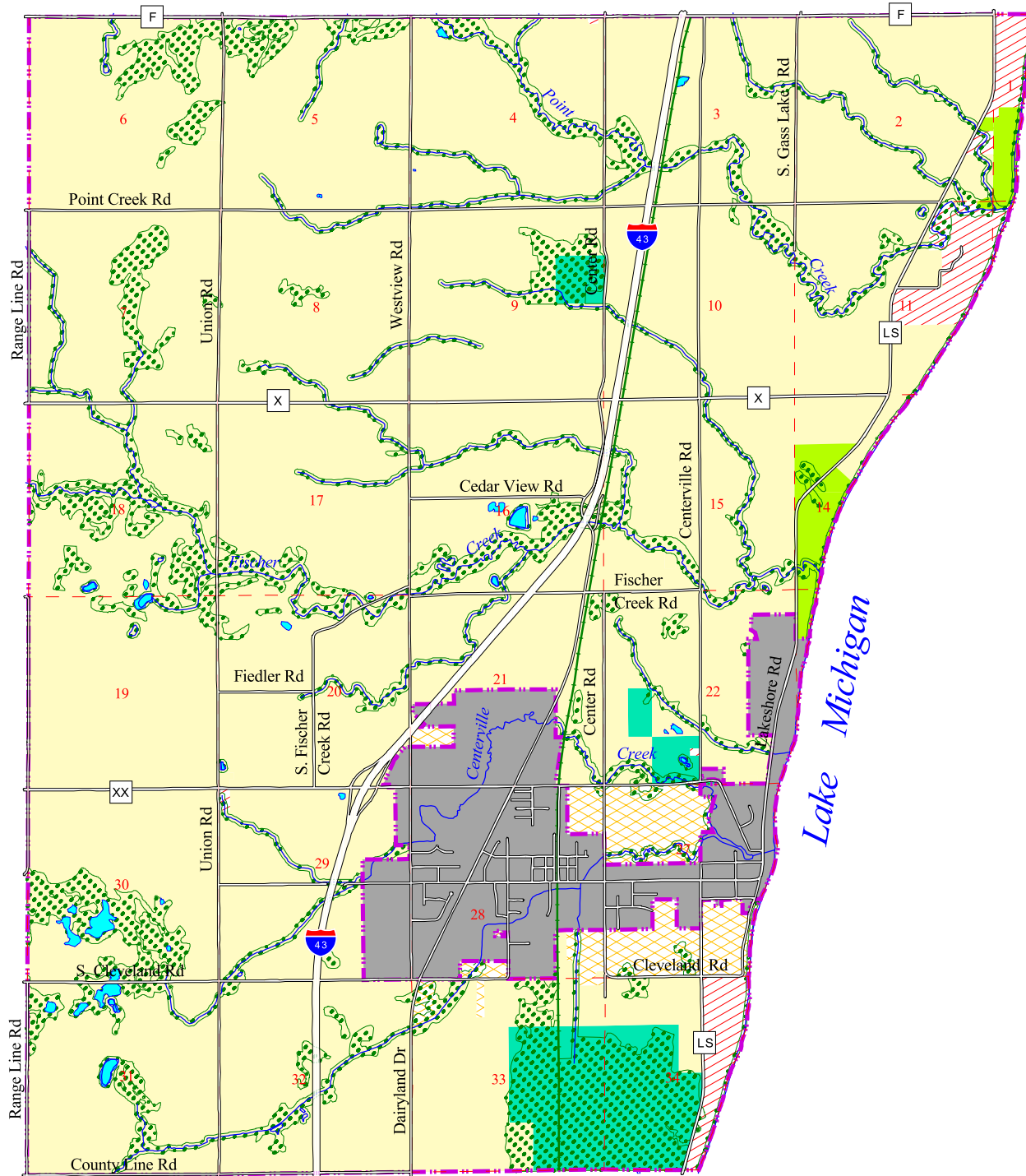
Land Use Type	Total (Acres)	Developed Land (Percent)	Total Land (Percent)
<b>DEVELOPED</b>			
Residential	200.4	13.77	1.31
Single Family	198.1	13.61	1.30
Vacant Residential	2.4	0.16	0.02
Commercial	27.6	1.90	0.18
Transportation	715.4	49.15	4.68
Communications/Utilities	0.5	0.03	0.00
Institutional/Governmental	5.7	0.39	0.04
Recreational	157.8	10.84	1.03
Agricultural Structures	348.0	23.91	2.28
<b>Total Developed Acres</b>	<b>1,455.4</b>	<b>100.00</b>	<b>9.53</b>
<b>UNDEVELOPED</b>			
	<b>Total</b>	<b>Undeveloped Land</b>	<b>Total Land</b>
	<b>(Acres)</b>	<b>(Percent)</b>	<b>(Percent)</b>
Croplands/Pasture	10,528.2	76.17	68.92
Woodlands	1,731.7	12.53	11.34
Other Natural Areas	1,510.3	10.93	9.89
Water Features	51.0	0.37	0.33
<b>Total Undeveloped Acres</b>	<b>13,821.1</b>	<b>100.00</b>	<b>90.47</b>
<b>Total Land Area</b>	<b>15,276.5</b>		<b>100.00</b>

Source: Bay-Lake Regional Planning Commission, 2005.

# Farmland Preservation Plan

Map 11.1

## 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
- Federal Highway
- County Highway
- Local Road
- Railroad Corridor
- Surface Water
- Section Line

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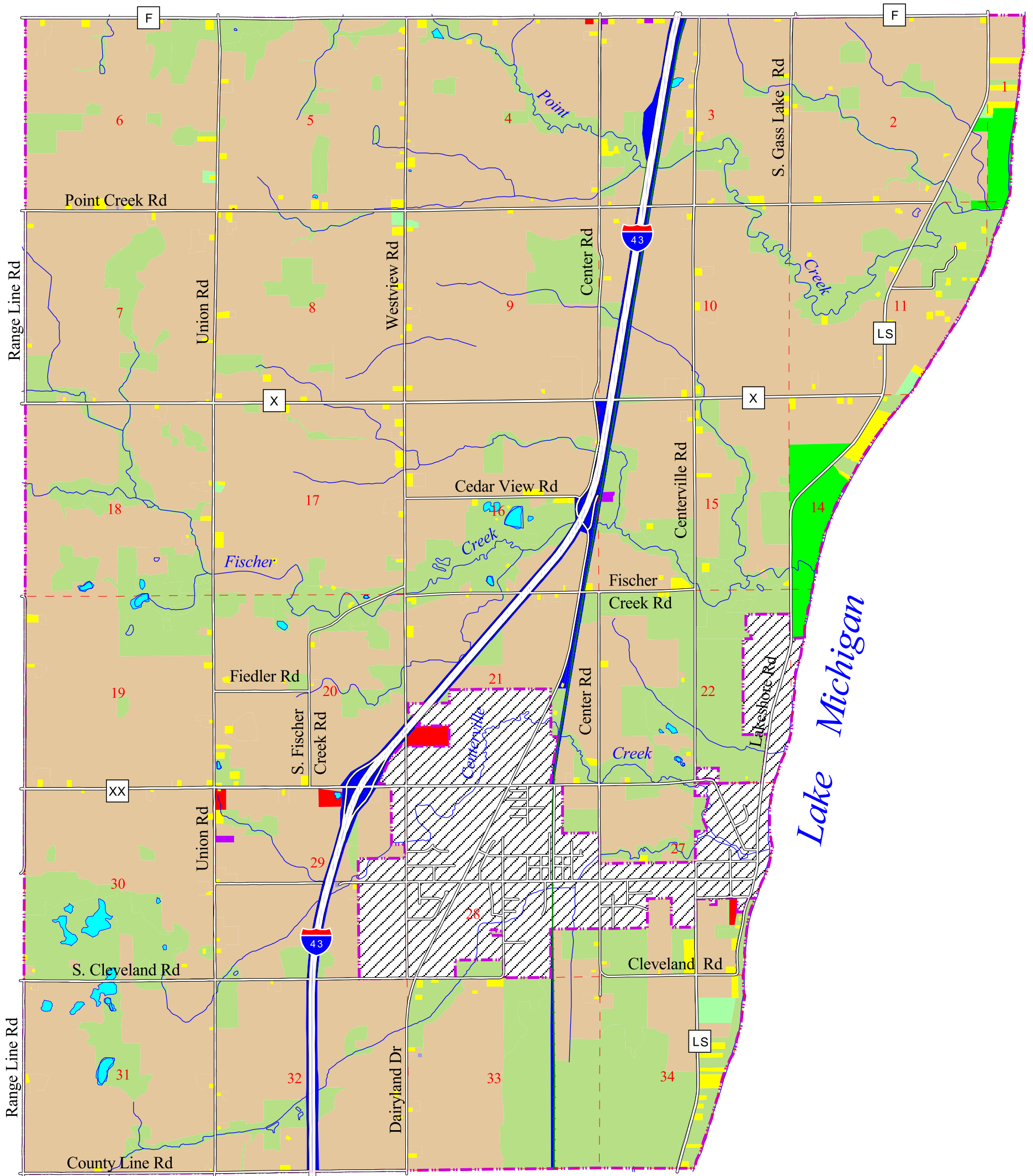
# 2005 Land Use

## Town of Centerville

### Manitowoc County, Wisconsin

Town of Centerville

11-8



20-Year Comprehensive Plan

	Residential	Governmental/Institutional
	Mobile Homes	Parks and Recreation
Commercial	Open Space/Fallow Fields	<b>Base Map Features</b> Village of Cleveland Federal Highway County Highway Local Road Railroad Corridor Surface Water Section Line
Industrial	Agricultural	
Roads	Water Features	
Transportation	Woodlands/Natural Areas	
Communications/Utilities		

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



# Appendices

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Appendix A - Procedures for Public Participation

Appendix B - 2005 Nominal Group Results

Appendix C - Housing Programs and Resources

Appendix D - Economic S.W.O.T. Workshop

Appendix E - Economic Development Programs  
and Resources

Appendix F - Transportation Funding Programs

Appendix G - Local Road Classification

Appendix H - Intergovernmental Cooperation  
Workshop

Appendix I - Land Use Inventory Codes

Appendix J - Detailed Land Use Tabulation

Appendix K - Rare Species & Natural  
Communities List

Appendix L - Historic Sites Inventory

Appendix M - Glossary of Terms

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**Appendix A**  
**PROCEDURES FOR PUBLIC PARTICIPATION**

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# **TOWN OF CENTERVILLE**

## **Manitowoc County**

### **COMPREHENSIVE PLAN**

#### **“WRITTEN PROCEDURES TO FOSTER PUBLIC PARTICIPATION”**

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#### **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, TOWN PLANNING & ZONING COMMISSION AND COMMITTEE MEETINGS**

The Centerville/Cleveland Smart Growth Commission and Town of Centerville Planning & Zoning Commission will develop and review the comprehensive plan. Town of Centerville Planning & Zoning Commission will adopt the plan by resolution and petition the Town Board to adopt the plan by ordinance.

All meetings of the Centerville/Cleveland Smart Growth Commission and Town of Centerville Planning & Zoning 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 Town will conduct a visioning exercise and be a participant in a nominal group exercise as part of the preparation of the Town of Centerville 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, Planning & Zoning Commission and Town Board 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 Town Clerk. 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, Town Planning & Zoning 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 Town 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 Town Clerk who will record the transmittal and forward copies of the comments to the Smart Growth Commission, Town Planning & Zoning Commission or Town Board for consideration.

The Town Board shall respond to written comments either individually or collectively by type of comments. Town Board responses may be in the form of written or oral communication, or by a written summary of the Town's disposition of the comments in the comprehensive plan.

### **PLANNING & ZONING COMMISSION ADOPTION OF PLAN BY RESOLUTION**

The Town of Centerville Planning & Zoning 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 Planning & Zoning Commission in accordance with s. 66.1001 (4) b. The vote shall be recorded in the official minutes of the Planning & Zoning 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 Town of Centerville.



## **ADOPTION OF COMPREHENSIVE PLAN BY TOWN BOARD**

After adoption of a resolution by the Town of Centerville Planning & Zoning Commission, the Town 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 Town of Centerville 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 Centerville Town Hall. Written comments on the plan from members of public will be accepted by the Town 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 website.

### **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 Town Board may amend these procedures from time to time.

**Appendix B**  
**2005 NOMINAL GROUP RESULTS**

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## Nominal Group Process

A nominal group session allows individuals from a community identify a list of issues and concerns regarding future development in their community. The list is important to the planning process as it will be used in formulating goals and objectives for the Comprehensive Plan. The issues identified will also be used as a checklist to ensure that they are addressed within the plan, and discussed by the Smart Growth Commission and Planning & Zoning Commission during the planning and research phase of the local planning process. The nominal group process includes the following steps:

1. Separate attendees into local community groups –Each community group is assigned to a separate table or seating area, away from the other communities. Those attending that are not residents of one of the local communities can choose a group of most interest to them. Each group has a group leader to facilitate the process.
2. The Silent Generation of Ideas in Writing - Each member of the group is asked to write down, in silence, as many ideas as possible in response to the basic question: “What characteristics of your community should be maintained, enhanced, added, or eliminated?”
3. Round Robin Recording of Ideas on a Flip Chart - The ideas of each member of the group are recorded separately on the flip chart for the entire group to see. This is done in a “round robin” fashion by having the group leader solicit one idea from each member at a time and recording these ideas on the flip chart. It is the responsibility of the group leader to ensure that in the process of posting ideas that neither debate nor ridicule ensues, and no member is allowed to dominate the dialogue. After all ideas are listed, it is the group leader’s job to eliminate duplicate ideas and combine similar ideas with the consent of the author(s).
4. Preliminary Vote on Items of Importance - On a sheet handed out by the group leader, each member of the group is asked to identify their top five choices from among the ideas that were generated in steps 2 and 3. No one in the group should feel obliged to vote for their own ideas.
5. Tally the Sheets to Determine the Top Five Choices of the Group - Each member of the group is then asked to identify their top five choices, with each choice receiving one point. These scores are placed next to each idea on the flip chart and tallied to identify the top five issues.
6. Review Top Five Choices for all Groups - The five top issues from each group are then rewritten on a flip chart for review by all participating groups. This will help determine if any major issues within the community are similar to the issues identified by other communities.

**Town of Centerville**  
**Nominal Group Results**  
 July 25, 2005

**TOP 5 ISSUES**

- Allow limit growth while maintaining rural atmosphere
- Good farming practices
- Tax relief by expanding residential zones
- Slow population growth-o.k.
- Bluff erosion on shoreline
- Keep strong support for agriculture

<b>Score</b>	<b>Issue</b>
22	Allow limit growth while maintaining rural atmosphere
14	Good farming practices
12	Tax relief by expanding residential zones
10	Slow population growth-o.k.
9	Bluff erosion on shoreline
9	Keep strong support for agriculture
8	Encourage small business to service tourists and local residents
7	Clean up lakes rivers and streams
7	Clean up, develop and beautify county/state parks
6	Promote walking/bike/snowmobiling, etc. from I-43 to lakeshore
5	Better control of odor from farms
5	Encourage tourism-promote parks/lakeshore
4	Algae control on shoreline
4	Develop nonproductive ag. lands/farmland preservation
4	Village should infill before expanding out
3	Maintain relationship with village on shared service sand possible agreements
3	Monitor waterways and watertables with published monthly reports
2	Preserve historical/cultural aspects of area
1	Good hunting and wildlife area – maintain
0	Commercial business at I-43 & CTH XX
0	Cooperate with school activities
0	Develop ATV trail between Cleveland and Manitowoc
0	Encourage natural gas pipeline
0	Larger businesses to industrial park
0	More compact development in village and areas adjacent
0	No more parks
0	Preserve vegetation along roadways
0	Preserve wetlands in present state
0	Town has adequate roads
0	Well trained first responders

**Appendix C**  
**HOUSING PROGRAMS AND RESOURCES**

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## **ANALYSIS AND DEVELOPMENT OF COMMUNITY POLICIES AND PROGRAMS**

The following list of programs and resources (as well as the housing strategy found in Chapter 1) is to assist the town 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 Centerville. Elected and appointed town 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 town.

Some implementation alternatives available to Centerville 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.

### **Housing Programs**

A number of local, state, and federal housing programs are available to help local communities promote the development of housing for individuals with lower incomes and certain special needs. If there is a gap in service, Centerville may want to explore developing their own program(s) to address those needs. Below are agencies with available programs that have been established to provide assistance on a wide range of housing issues.

### **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/](http://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](http://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](http://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](http://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](http://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](http://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](http://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](http://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](http://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](http://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](http://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](http://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](http://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 septic 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](http://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](http://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](http://www.catholiccharitiesinfo.org)

**NeighborWorks<sup>®</sup> 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](http://www.nw.org)

**Appendix D**  
**ECONOMIC S.W.O.T. WORKSHOP**

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## 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.

<b>TOP 3 WEAKNESSES</b>
No major employers
Lack of commercial development
Outside perceptions

<b>Score</b>	<b>Weaknesses</b>
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”

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## OPPORTUNITIES

An opportunity is any favorable situation or resource that could enhance economic development.

<b>TOP 3 OPPORTUNITIES</b>
I-43 corridor
Lake Michigan
L.T.C.

<b>Score</b>	<b>Opportunities</b>
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.

<b>TOP 3 THREATS</b>
Water quality – L. Michigan
Poorly planned development
Loss of Manitowoc and Sheboygan manufacturing jobs

<b>Score</b>	<b>Threats</b>
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 E**  
**ECONOMIC DEVELOPMENT PROGRAMS AND RESOURCES**

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## **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](http://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](http://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](http://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](http://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](http://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](http://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](http://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](http://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](http://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

The **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](http://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](http://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](http://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](http://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](http://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](http://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](http://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](http://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](http://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](http://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](http://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](http://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 F**  
**TRANSPORTATION FUNDING PROGRAMS**

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## **TRANSPORTATION FUNDING PROGRAMS**

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 G**  
**LOCAL ROAD CLASSIFICATION**

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## Town of Centerville Local Road Classification

Road Name	From	To	Miles
<b>Classification A (Major)</b>			
CENTER ROAD	CTH F	Point Creek Road	1.00
CENTER ROAD	Point Creek Road	.18 North of CTH X	0.82
CENTER ROAD	.18 North of X	CTH X	0.18
CENTER ROAD	CTH X	Dairyland Drive	0.73
CLEVELAND ROAD	Range Line Road	South Union Road	1.00
CLEVELAND ROAD	South Union Road	Dairyland Drive	0.92
DAIRYLAND DRIVE	Village	Cleveland Road	0.14
DAIRYLAND DRIVE	Center Road	Village	0.93
DAIRYLAND DRIVE	Cleveland Road	County Line Road	1.01
SOUTH UNION ROAD	CTH F	Point Creek Road	1.00
SOUTH UNION ROAD	Point Creek Road	CTH X	1.00
SOUTH UNION ROAD	CTH X	1.14 Miles South	1.14
SOUTH UNION ROAD	CTH XX (North)	.87 Miles North	0.87
WESTVIEW ROAD	CTH F	Point Creek Road	1.00
WESTVIEW ROAD	Point Creek Rd	CTH X	1.00
WESTVIEW ROAD	CTH X	Fischer Creek Road	1.00
WESTVIEW ROAD	Fischer Creek Road	Village	0.87
<b>Classification B (Minor)</b>			
CENTER ROAD	Village	Cleveland Road	0.37
CENTERVILLE ROAD	CTH F	Point Creek Road	1.00
CENTERVILLE ROAD	Point Creek Road	CTH X	1.00
COUNTY LINE ROAD	South Union Road	Dairyland Drive	1.00
POINT CREEK ROAD	Range Line Road	South Union Road	1.00
POINT CREEK ROAD	South Union Road	Westview Road	1.00
POINT CREEK ROAD	Westview Road	Center Road	1.08
POINT CREEK ROAD	Center Road	Centerville Road	0.43
POINT CREEK ROAD	Centerville Road	Gass Lake Road	0.50
POINT CREEK ROAD	Gass Lake Road	CTH LS	0.76
RANGE LINE ROAD	CTH XX (North)	Curve	1.01
RANGE LINE ROAD	Cleveland Road	.51 N County Line Road	
SOUTH UNION ROAD	CTH XX	Cleveland Road	1.02
SOUTH UNION ROAD	Cleveland Road	County Line Road	1.01
<b>Classification C (Local)</b>			
CEDAR VIEW ROAD	Westview Road	Center Road	0.93
CENTER ROAD	Fischer Creek Road	North Avenue	1.00
CENTER ROAD	North Avenue	Village	0.32
CENTERVILLE ROAD	CTH X	Fischer Creek Road	1.00
CENTERVILLE ROAD	Fischer Creek Road	North Avenue	1.00
CLEVELAND ROAD	Dairyland Drive	Linden Street	0.46
CLEVELAND ROAD	Center Road	CTH LS	0.50
CLEVELAND ROAD	CTH LS	Lakeshore Road	0.21
FIEDLER ROAD	Fischer Creek Road	South Union Road	0.51
S FISCHER CREEK ROAD	Curve	CTH XX	0.79
S FISCHER CREEK ROAD	Westview Road	Curve	0.61
FISCHER CREEK ROAD	Dairyland Drive	Centerville Road	0.61
FISCHER CREEK ROAD	Westview Road	Dairyland Drive	0.92
GASS LAKE ROAD	CTH F	Point Creek Road	0.98
LAKESHORE DRIVE	Cleveland Road	Village	0.41
LINDEN ROAD	Cleveland Road	Village	0.21
NORTH AVENUE	Village	Center Road	0.19
NORTH AVENUE	Center Road	Village	0.63
WASHINGTON ROAD	End	Village	0.12
<b>Classification D (Low Use)</b>			
DAIRYLAND DRIVE	Center Road	Cemetery	0.20
GASS LAKE ROAD	Point Creek Road	End	0.27

Source: Town of Centerville, 2006

**Appendix H**  
**INTERGOVERNMENTAL COOPERATION WORKSHOP**

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# 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 during the September 18, 2006 intergovernmental cooperation workshop held at Lakeshore Technical College between the Village of Cleveland, Town of Centerville and individuals representing the towns of Liberty, Mosel, Newton, Manitowoc County Sheriff's Dept., Cleveland Fire Dept. Wisc. Dept. of Transportation, etc.

\* Additional issues and proposed resolutions not mentioned during this intergovernmental workshop are listed on pages H-3 thru H-6.

## A. EXISTING AND/OR POTENTIAL COOPERATIVE ISSUES

Roadway cooperation Centerville/Mosel
Town and village able to work together along with county
Conflicts with development trends (i.e. clustering)
Potential recreation trail along old rail line
Advantage of I-43 good trans. route
Ag. operations large and small
Availability of land in Centerville – loss of land
Bike path/lane along CTH LS
Bordering issues due to loss of land
Clinic to locate locally for residents to use especially older adults. To increase pharmacy. Problem with insurance plans and coverage.
Construct village-wide trail system in the near future
Designing thru streets and not dead ends
Dividing farms into hobby farms and posting land adversely affecting hunting and increasing car crashes
Environmental concerns along lakeshore
Farming vs. non-farmers
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 res. lots along roads prohibit future subdivisions (Lakeshore Dr. (ex.))
Plan for adequate elderly transportation
Potential increase in traffic due to tourism such as Whistling Straits
Preserve farmland-location is ideal
Reduction or elimination of odors from industry and farming operations
Road quality when trans. 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.
Town land annexed into village
Village has too much land designated commercial that could be residential

## B. PROPOSED COOPERATIVE RESOLUTIONS

Centerville/Mosel common border development
Cooperative development plans (i.e. accesses, roads, etc.)
Cooperative road planning
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
Integration of new farming technology – takes time to reduce pollution
Joint plan review meetings
Keep communication and cooperation open between village and town
Keep lines of communication open between governments
Loss of town land due to annexation – town should be compensated for loss of tax base
Maintain lines of communication – local, county, state
Official mapping staying current
Organized fire numbers/visible
Plan for trail before development occurs
Provide up-to-date road maps to town for future growth
Regular meeting to discuss planning/development
Review all regulations/ordinances to reflect “smart growth” plan
Sharing between clerks
Sharing of facilities
Town/Village should stay involved with Sheboygan County’s trail earmark

# INTERGOVERNMENTAL ISSUE IDENTIFICATION & SOLUTION PROCESS

## Village of Cleveland / Town of Centerville & Surrounding Jurisdictions September 18, 2006

- 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
- Cooperative relationships
- Community ideas and values
- Development trends
- Availability of land
- Housing needs
- Utilities, public services and facilities (sharing/siting)
- Transportation
- Economic development
- Environmental
- Agriculture
- Parks and recreation
- Ordinances/other regulations

- 
- 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 1<sup>st</sup> 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 I**  
**LAND USE INVENTORY CODES**

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**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			
<b>CODE</b>	<b>LAND USE CLASSIFICATION</b>		<b>CODE</b>	<b>LAND USE CLASSIFICATION</b>
<b>100</b>	<b>RESIDENTIAL</b>		<b>500</b>	<b>COMMUNICATION/UTILITIES</b>
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
<b>200</b>	<b>COMMERCIAL</b>		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
<b>300</b>	<b>INDUSTRIAL</b>		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
<b>400</b>	<b>TRANSPORTATION</b>		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

**Appendix J**  
**DETAILED LAND USE TABULATION**

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## 2005 TOWN OF CENTERVILLE DETAILED LAND USE

CODE	LAND USE CLASSIFICATION	ACRES
<b>100</b>	<b>RESIDENTIAL</b>	<b>200.4</b>
110	Single Family Residential	198.1
199	Vacant Residence	2.4
<b>200</b>	<b>COMMERCIAL</b>	<b>27.6</b>
210	Retail Sales	27.6
<b>400</b>	<b>TRANSPORTATION</b>	<b>715.4</b>
411	Federal Highways	110.3
413	County Highways	109.8
414	Local Streets and Roads	284.4
420	Other Motor Vehicle Related	136.3
440	Rail Related	74.7
<b>500</b>	<b>COMMUNICATION/UTILITIES</b>	<b>0.5</b>
521	Natural Gas Terminals/Plants	0.3
546	Radio/Television Transmission Towers/Antennae	0.2
<b>600</b>	<b>INSTITUTIONAL/GOVERNMENTAL FACILITIES</b>	<b>5.7</b>
694	Cemeteries	5.6
699	Vacant Institutional/Governmental	0.0
<b>700</b>	<b>OUTDOOR RECREATION</b>	<b>157.8</b>
736	Parks/Parkways/Forest-Related Picnic Areas	157.8
<b>800</b>	<b>AGRICULTURE/SILVICULTURE</b>	<b>10,906.0</b>
805	Open Space	29.8
810	Croplands/Pastures	10,512.1
830	Long-Term Specialty Crops	16.0
870	Farm Buildings/Accessories	340.1
899	Vacant Agriculture/Silviculture	7.8
<b>900</b>	<b>NATURAL AREAS</b>	<b>3,263.1</b>
912	Reservoirs and Ponds	51.0
950	Other Natural Areas, including Wetlands	1,471.2
951	Woodlands	1,731.7
954	Beaches	9.2
<b>TOTAL</b>		<b>15,276.5</b>

Source: Bay-Lake Regional Planning Commission, 2006

**Appendix K**  
**RARE SPECIES & NATURAL COMMUNITIES LIST**

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# 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 L**  
**HISTORIC SITES INVENTORY**

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# Town of Centerville/Village of Cleveland Historic Sites

The Architecture and History Inventory (AHI) is a collection of information on historic buildings, structures, sites, objects, and historic districts throughout the Wisconsin. This Inventory is housed at the Wisconsin Historical Society in Madison and is maintained by the Society's Division of Historic Preservation.

## **Town of Centerville Historic Sites**

Type	Style or Form
Lutze Housebarn	Astylistic Utilitarian Building
Centric Barn	Astylistic Utilitarian Building
House	Greek Revival
House	Gabled Ell
House	Gabled Ell
Barn	Astylistic Utilitarian Building
Lutze House	Gabled Ell
House	Greek Revival
House	Italianate
Hillside Tavern; Knickelbein's	Commercial Vernacular
Cleveland Cooperative (Warehouse)	Front Gabled
House	Gabled Ell
St. Wendel Church	Gothic Revival
House	Bungalow
House	Gabled Ell
Bridge	Pony Truss Bridge

## **Village of Cleveland Historic Sites**

Type	Style or Form
House	Greek Revival
House	Second Empire
House	Greek Revival
House	Front Gabled

Source: Wisconsin Historical Society at [www.wisconsinhistory.org](http://www.wisconsinhistory.org)



**Appendix M**  
**GLOSSARY OF TERMS**

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## Planning and Zoning Definitions

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- 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.

# *Bay-Lake Regional Planning Commission*

## Commission Members

### ***Brown County***

Paul Jadin  
Chris Swan  
*Nomination Pending*

### ***Door County***

Jaime Forest

### ***Florence County***

Edwin Kelley  
Bruce Osterberg  
Yvonne Van Pembrook

### ***Kewaunee County***

Mary Hanrahan  
Brian Paplham  
Charles R. Wagner

### ***Manitowoc County***

Donald C. Markwardt  
Valerie Mellon  
NyiaLong Yang

### ***Marinette County***

Alice Baumgarten  
Cheryl R. Maxwell, Vice Chairperson  
Mary G. Meyer

### ***Oconto County***

Donald A. Glynn  
Thomas D. Kussow  
Lois L. Trever, Sect./Tres.

### ***Sheboygan County***

James E. Gilligan, Chairperson  
Flossie Meyer  
James R. Schramm

### ***Wisconsin Department of Commerce***

Sec., Mary Burke

## Staff

**Mark A. Walter**  
Executive Director

**Jeffrey C. Agee-Aguayo, AICP**  
Transportation Planner III

**Tony D. Bellovary**  
GIS Coordinator

**Richard L. Heath**  
Assistant Director/Principal Planner

**Richard J. Malone**  
Office Accounts Coordinator

**Angela M. Pierce**  
Natural Resources Planner II

**Brenda L. Rehberg**  
Administrative Assistant

**Brandon G. Robinson**  
Community Assistance Planner III

**Luann Rudolph**  
Community Planner

**Joshua W. Schedler**  
GIS Specialist

**James J. Van Laanen**  
Transportation Planner III

**Ker Vang**  
Community Planner

