

COMPREHENSIVE PLAN

Adopted December 14, 2009

Updated Plan adopted 08/19/2019

TOWN OF CLEVELAND

Chippewa County

State of Wisconsin

Town of Cleveland

Contributors to the Plan:

Town Board:

2009

Charles Carrell, Chairman

James Nohr, Supervisor I

Everett Larson, Jr., Supervisor II

Joyce Raatz, Treasurere

Linda Laird, Clerk

2019

Mike Beighley, Chairman

Pete Hetke, Supervisor I

Ann Hansen, Supervisor II

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Linda Laird, Clerk

Plan Commission:

2009

Everett Larson, Jr., Chairman

Ann Hansen

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2019

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2009

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2019

Daniel Veroff, UW-Extension

Joseph Deng Malual, UW-Extension

ORDINANCE # - 2009-01
AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN
OF THE TOWN OF CLEVELAND, WISCONSIN

The Town Board of the Town of Cleveland, Wisconsin, do ordain as follows:

SECTION 1. Pursuant to sections 62.23(2) and (3) for towns exercising village powers under 60.22(3) of the Wisconsin Statutes, the Town of Cleveland is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

SECTION 2. The Town Board of the Town of Cleveland, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

SECTION 3. The Plan Commission of the Town of Cleveland, Wisconsin, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the document entitled "Town of Cleveland, Comprehensive Plan," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

SECTION 4. The Town has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

SECTION 5. The Town Board of the Town of Cleveland, Wisconsin, does, by the enactment of this ordinance, formally adopt the document entitled, "Town of Cleveland, Comprehensive Plan," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

SECTION 6. This ordinance shall take effect upon the passage by a majority vote of the members-elect of the Town Board and publication/posting as required by law.

ADOPTED this 14th day of Dec, 2009

Charles J. Carrell
 Charles Carrell, Town Board Chair

Published:

Posted: 12/15/09

Attest:

Linda Laird
 Linda Laird, Town Clerk

AN ORDINANCE TO ADOPT THE AMENDED COMPREHENSIVE PLAN OF THE TOWN OF CLEVELAND, CHIPPEWA COUNTY, WISCONSIN

Title 7, Chapter 6

The Town Board of the Town of Cleveland, Wisconsin, do ordain as follows.

7-6-1 Pursuant to sections 62.23(2) and (3) for towns exercising village powers under 60.22(3), of the Wisconsin Statutes, the Town of Cleveland is authorized to prepare, adopt, and amend a comprehensive plan as defined in Sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes

7-6-2 The Town Board of the Town of Cleveland, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the amending of the Town's Comprehensive Plan as required by section 66.1001(4) of the Wisconsin Statutes.

7-6-3 The Plan Commission of the Town of Cleveland, Wisconsin, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution approving the amended Plan and recommending adoption of the Amended Comprehensive Plan of The Town of Cleveland by the Town Board as the 10-year update to the Town's Comprehensive Plan as required by section 66.1001(2)(i) of the Wisconsin Statutes.

7-6-4 The Town has held at least one public hearing on the amended Plan, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes

7-6-5 The Town Board of the Town of Cleveland, Wisconsin, does, by the enactment of this ordinance, formally adopt the Amended Town of Cleveland Comprehensive Plan pursuant to section 66.100(4)(c) of the Wisconsin Statutes.

7-6-6 This ordinance shall take effect upon passage by a majority vote of the members of the elected Town Board and publication/posting as required by law.

ADOPTED this 19th day of August, 2019

Mike Beighley

Mike Beighley, Town Board Chair

Date Published/Posted: August 20, 2019

Attest *Linda Laird*

Linda Laird, Town Clerk

AMENDED COMPPREHENSIVE PLAN FOR CLEVELAND TOWNSHIP

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I. INTRODUCTION

a. Legislative Requirements

“Wisconsin’s Comprehensive Planning Law (s. 66.1001, Wis. Stats.) was signed into law on October 27, 1999. This legislation defines a Comprehensive Plan, details land use regulations that must be consistent with a Comprehensive Plan in 2010, and lists mandatory procedures for adopting a Comprehensive Plan.”

- from “Wisconsin’s Comprehensive Planning Legislation: Legislative Guide Document Revised April 2008 by the Division of Intergovernmental Relations, Department of Administration”

The full text of the Comprehensive Planning Law, including amendments as of February, 2019, is attached in Appendix A.

As of January 1, 2010, if a local governmental unit engages in any of the following actions*, the government unit must have adopted a Comprehensive Plan and those actions shall be consistent with that local governmental unit’s Comprehensive Plan:

- Official mapping
- Local subdivision regulation
- Town zoning ordinances

*this list is not complete, as other actions are not currently relevant to this township. For a full list, see Appendix A: Wisconsin’s Comprehensive Planning Legislation.

2. To comply with the Comprehensive Planning Law, a Comprehensive Plan must contain nine elements. The governmental unit (the Town Board) must also adopt written procedures to foster public participation in the development of the Plan.

b. How this Plan is organized

The first part of this plan, General Information, describes the Town government, and the Town residents' goals for the Town's future. Also included are the Town's purpose and methods for developing this Comprehensive Plan, (including the procedures for fostering public participation,) and a history of the Plan's development and adoption in 2009, and amendment in 2019.

The second part of this Plan, Description of the Town, lists general facts and data about the Town of Cleveland, followed by data specific to each Plan Element, in the order in which the Elements are listed in the third part of this Plan.

The third part of this Plan, Plan Elements, consists of the nine required elements. Each element begins with the legislative requirements for that element, followed by a discussion of what the data and resident survey results indicate in terms of trends, issues, and opportunities relevant to this Element. Each Element concludes with a list of Goals, Objectives, Policies, and Programs specific to that element, which will be used to guide Town planning and actions. The Final Element, Implementation, also includes a list of the actions to be taken by the Town to implement this Plan.

The fourth part of this Plan, Appendices, contains a full copy of the Comprehensive Planning Law as of 2018; the questions asked and results garnered from the 2008 resident survey; the full text of the Town of Cleveland Public Participation Plans for both 2009 and 2019, and a summary of the 2007 COCS study (Cost to Provide Community Services) done in Cleveland Township.

II. GENERAL INFORMATION

a. Town Board and Plan Commission members

Town of Cleveland Town Board: Mike Beighley, Town Chairman,
Pete Hetke and Ann Hansen., Supervisors

Plan Commission Members: Suzanne Laird, Chair; Pete Hetke,,
Pat Popple, Mike Mulhern, Mark Robarge

b. The Town's goals

1. To preserve the Town's rural nature and working lands, including the beauty of the landscape, the quiet and lack of lights at night, and the high quality of the Town's air, water, and land.
2. To preserve the right of residents to use their land as they see fit, so long as such use does not interfere with their neighbors' peace and quiet, harm the environment, unduly burden the Town government with expense and administrative problems, or be contrary to federal, state, county, or Town regulations.
3. To establish and maintain local control over how the Town's land and resources are used now and in the future, in order to preserve the community's values and the rights of the residents.

c. The Town's purposes in adopting and updating a Comprehensive Plan

1. To ensure that the goals and wishes of the Town's residents are written out in detail in order to guide the Town government in its

decision making. This Plan is the result of resident surveys and other resident input, the compilation of demographic and physical information, and the Plan Commission's lengthy discussions of resident wishes and the issues facing the Town.

2. To fulfill state legislative requirements so that the Town has the authority to manage development.
3. To provide a template for the Town to use in future planning and management of Town affairs. To accomplish this, the Plan will be reviewed and revised as necessary, at no more than ten year intervals, by Town residents and the Town Board.

d. Method Used to Develop the Comprehensive Plan

Wisconsin's Comprehensive Planning Law (statute Chapter 66.1001(4)(a)) requires that a local government write and follow procedures "designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the comprehensive plan. The written procedures shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments."

In conformance with this requirement, a written plan and timetable for public participation in Plan development was approved by the Town Board on December 6, 2007. A written plan for public participation in Plan amendment was approved by the Town Board on April 8th, 2019.

The Public Participation Plan to Support the Town of Cleveland Comprehensive Planning Process in 2009 was designed to fulfill the State's requirements, and had four phases. (The complete text of the 2009 Public Participation Plan is attached in Appendix C):

1. **Planning Orientation and Issues Identification:** The Town informed property owners of its intent to plan, and encouraged citizen participation through a Fact Sheet distributed in December, 2006, with the 2007 property tax billing statements. The Fact Sheet invited residents to contact Town officials with their opinions and concerns.
2. **Plan Development:** One year later, in December, 2007, a survey was distributed to residents with the 2008 property tax billing statements. The purpose of the survey was to discover residents' opinions, in order to assist the Town in identifying issues and opportunities. The survey's questions addressed the issues pertinent to each of the Plan's elements for this Township. Survey results have been integrated into development of the Plan. (Survey questions and results are detailed in full in Appendix C.)

The Plan Commission has met monthly since 2003. All meetings were open to the public, and notification of meeting times and agendas was published and publicly posted in compliance with the Wisconsin Open Meeting Law.

3. **Plan Review, Adoption, and Implementation:** Public notification was used to inform Town residents about the proposed Comprehensive Plan prior to a Public Hearing. Copies of the proposed Plan were available for review in the local public libraries and from the Town officers. Information will be provided describing how to request additional information or how to make comments.

Wisconsin statute requires that a public hearing be held before the Town Board may vote on adoption of the proposed Plan. A notice of the hearing will be posted, and published in area newspapers, at least 30 days before the date of the hearing.

The Public Participation Plan to support the Town of Cleveland Comprehensive Plan update in 2019 is designed to fulfill the State's requirements and has six phases.

1. The Town's Plan Commission included as a posted agenda item the review and amending as indicated of the 2009 Comprehensive Plan at its posted and open to the public meetings beginning in April, 2019. Upon completion of the review and amendment of the Plan in June, 2019, the Plan Commission recommended to the Town Board that the amended Plan be adopted by the Town.
2. The Board will post a copy of the draft amended Plan on the Town web site and the County web site, and provide hard copies of the amended Plan to the Cornell and Bloomer libraries.
3. The Town will schedule a Public Hearing to discuss the amendments and receive public comments on the amended Comprehensive Plan, announcing the hearing no less than 30 days in advance by publication of a Class I notice that states the time, date, and place of the hearing. The notice will also include an address and email for those wishing to submit written comments.
4. The Town will conduct a Public Hearing to present the amended Plan and to collect property owner's comments on the draft amended Plan.

5. After reviewing all public input, the Town Board will decide if the comments submitted warrant further amendments. If so, those will be made, and a second public hearing held.
6. The Town Board will then adopt an ordinance to adopt the Amended Comprehensive Plan.

The Town may amend the planning process and schedule of activities at its discretion.

e. Timeline of Planning Process and Plan Development

- 1999: The Cleveland Town Board initiated a planning process to study the development issues facing the Town and to identify new strategies to achieve the goals of the community.
- 2000 - 2002: An in-depth survey of Town residents was followed by the establishment of a Planning Committee. Community involvement was continued through a workshop (May 30, 2000) and open houses (June 1, 2001, and April 3, 2002), that served to guide development of a Land Use Plan and keep the community informed.
- 2002: On October 22, the completed draft of the Town of Cleveland Land Use Plan was presented to the Town Board for review, completing the work of the Planning Committee. The Committee was dissolved.
- 2003: The Town adopted Village Powers, and appointed a Plan Commission to assist in the development of land use ordinances.

- 2006: The Town adopted a Land Division ordinance in June.
- 2007: The Town decided to develop a Comprehensive Plan in conformance with the State's Comprehensive Planning Legislation.
- 2007: The Town sent a survey to residents in December with the property tax bills, initiating public participation in the development of the Town's new Comprehensive Plan.
- 2008 – 2009: The Town's Plan Commission met publicly throughout 2008 and 2009 to discuss and develop the elements of this new Comprehensive Plan.
- In December 2009, after a Public Hearing had been held, the Town Board formally adopted the Comprehensive Plan.
- From April through June of 2019 the Town Plan Commission met publicly to review and amend, where indicated, the 2009 Comprehensive Plan. A Public Hearing was held August 19th, 2019, and the Plan was adopted by ordinance on the same day.
- This Comprehensive Plan is founded on the sterling work of the Town's original Plan Commission and the public input that resulted in the 2002 Town of Cleveland Land Use Plan. The Town's 2009 Comprehensive Plan incorporated much information from the 2002 Plan, as well as additional input from Town residents, updated demographic data, results from a second resident survey, the Cost of Community Services study, and the results of the 2009 Plan Commission's discussions and research. The 2019 Plan Commission, after a detailed review of the 2009 Plan, found that the Town's goals had not altered and made only such changes as were needed to update data and statements in the original Plan.

f. **Definition of terms used in this Plan**

Comprehensive Plan: A master plan that is adopted or amended under Wisconsin State Statute 62.23 (2) or (3).

Goals: Broad and general expressions of a community's aspirations, towards which planned effort is directed. Goals tend to be ends rather than means.

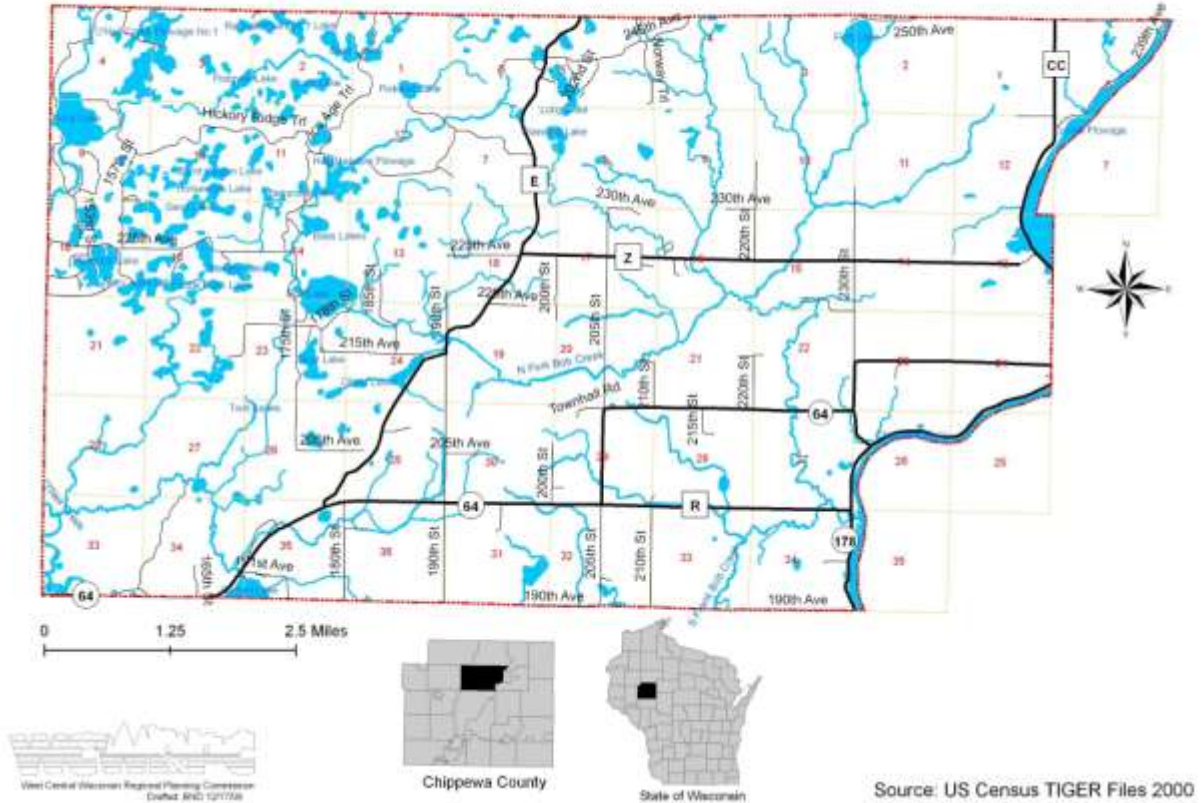
Objectives: More specific targets, derived from goals and necessary to achieve those goals. While still general in nature, objectives are more precise, concrete, and measurable than goals.

Policies: Rules or courses of action necessary to achieve the goals and objectives they are derived from. They are precise and measurable.

Programs: A system of projects or services necessary to achieve plan goals, objectives, and policies.

III. DESCRIPTION OF TOWN

Town of Cleveland



a. Town location and characteristics

- The Town of Cleveland is located in the north central portion of Chippewa County, Wisconsin. The City of Cornell is adjacent to the east. The larger communities of Chippewa Falls, Eau Claire, and Rice Lake are approximately 15, 30, and 30 miles away, respectively.
- The Town has easy road access to employment centers in Chippewa Falls, Eau Claire, Rice Lake, and Menomonie.

- The Township is rural, with no incorporated towns or villages within its boundaries. With the exceptions of Cornell in the town of Estella, and Lake Holcombe in the town of Lake Holcombe, all adjacent townships are also entirely rural. Eagle Point, to the southwest, is experiencing significant development due to its location adjacent to Chippewa Falls.
- The Town is remarkably scenic, with gently rolling farmland in the southern part transitioning to hilly, forested glacial moraine in the north. The Chippewa River forms the Town's eastern boundary.
- The Township is approximately 60 percent forested, 20 percent agricultural, and 20 percent wetlands.
- 7,000 acres, or 28%, of the land within the Town's boundaries is County Forest, undeveloped and open to the public. The state Ice Age Trail also runs through the Town. The Town receives some funds from the County in lieu of property taxes.
- In 2018 there were just 8 working dairy farms remaining in the Town, and jobs in farming and forestry in the Town had gone from 58 in 2010 to 23 in 2017, a drop of 35 percent. This continues a longstanding trend, since, according to census data, the Town lost more than half of its working dairy farms between 1990 and 2010. Countywide, the number of working dairy farms has decreased from 12,467 in 2010 to 7,983 in March of 2019.
- Non-farm residential development in the Town has been gradual but significant in the past 30 years. Between 1985 and 2008, a period of 23 years, the Town had an increase of 63 percent in residential parcels, and a 79 percent increase in assessed residential acreage. In 2010 there were 318 occupied housing units in the Town; as of 2018 there were 344, an increase of 8.2 percent in 8 years.

- Census statistics show that the Town's population was 758 in 1990, 900 in 2000, 1,008 in 2007, 864 in 2010, and (estimated) 874 in 2018. Census projections indicate that the population will stabilize between 870 and 890 through 2040, but this is counter-indicated by the increase in residential building in the Town.

- Development in the Town is limited in many areas by steep slopes and wetlands. Virtually the entire Town has soil conditions unsuited for conventional septic system development, which affects the cost and feasibility of building residences, businesses, and large-scale intensive livestock operations. .

- Groundwater susceptibility to contamination, due to shallow depths to groundwater and permeable soils, is very high throughout the town, according to mapping done by the West Central Wisconsin Regional Planning Commission using data from the Wisconsin Department of Natural Resources. The town is also saturated with wetlands. Both these conditions make the town highly unsuitable for land uses that may have negative impacts on surface and ground water.

- The Town has minor, spotty deposits of sand and gravel. Some of these deposits are currently being utilized by local businesses.

- The Town is not under Chippewa County Comprehensive Zoning Regulations, nor does it currently have its own zoning ordinance. The Town currently regulates development through ordinances governing land division, access, private roads, and adult-oriented establishments.

- A free well-water testing program offered in November, 2018 by the Town with the assistance of the County resulted in 93 of the Town's 210 wells being tested for nitrates (43%). Four wells (4.3%) had unsafe levels of nitrates (greater than 10 mg/l)

and 19 (20%) had levels indicating some impact from human activities (greater than 2 mg/l).

- A surface water monitoring program was undertaken by the Town at six sites in the Bob Creek watershed beginning in 2019. Preliminary results indicate very little phosphorus contamination.

b. General Data

Population

Town of Cleveland population 1960 - 2018

Year	1960	1970	1980	1990	2000	2010	2018(est.)
Population	645	607	732	757	800	864	874
Percent change		-5.9	+20.6	+3.6	+18.7	+8%	+5.7%

Projected population for Town of Cleveland, adjacent townships, and Chippewa County

	Cleveland	Chippewa County	Bloomer	Birch Creek	Estella	Eagle Point	Sampson	City of Cornell
2020	880	66,155	1120	535	425	3380	950	1485
2025	890	67,975	1155	540	415	3555	975	1485
2030	890	69,400	1185	545	410	3700	1000	1480
2040	870	70,600	1215	535	385	3915	1015	1430

Though the population of Cleveland and adjacent towns of Birch Creek to the north and Estella to the east, and the City of Cornell to the east, are projected to be stable or decline slightly over the next two decades, towns to the south and east are projected to increase significantly in population. Overall Chippewa County, after showing a population increase of 2 percent between

2010 and 2018, is expected to increase by 9 percent between 2018 and 2030, but the increase is projected to be largely in and adjacent to the town of Chippewa Falls and along the Highway 53 corridor.

Note: These population projections for the Town of Cleveland are not congruent with the number of new residences being built. Possibly many of these are second or vacation homes, or the projections may be based on different methodology.

- Of the 874 residents of Cleveland Township in 2018, approximately 50 were living on dairy farms.
- Overall, the Town's population is projected to remain about the same between 2018 and 2030.

Composition of population by age and gender

	<u>Median Age</u>	<u>Male</u>	<u>Female</u>	<u>0-17 yrs</u>	<u>18-25</u>	<u>25-45</u>	<u>45-65</u>	<u>65+</u>
2000	35	486	414	275	54	276	217	78
% change from 1990				+15.5%	-31.5%	+24%	+39%	+56%
	<i>(changes in categories)</i>			<u>0-19 yrs</u>	<u>20-25 yrs</u>			
2010	44.4	462	402	210	48	181	329	96
% change from 2000				n/a	n/a	-34.5%	+51.6%	+23%
2017 (estimated)	45.1	488	425	202	68	184	329	130
% change from 2010				-3.8%	+41.7%	+1.7%	0%	+35.4%

Age distribution in the population

	<u>Under 20 yrs</u>	<u>20-24</u>	<u>25-44</u>	<u>45-64</u>	<u>65+</u>
2010	24.3%	5.6%	20.9%	38.2%	11.1%
2017 (est.)	22.1%	7.4%	20.1%	36.1%	14.3%

- Though the median age of Town residents is increasing, as of 2017 nearly 64% of residents are working age adults, and 22.1% are children under 20 years old.

Racial Composition of the Population

-

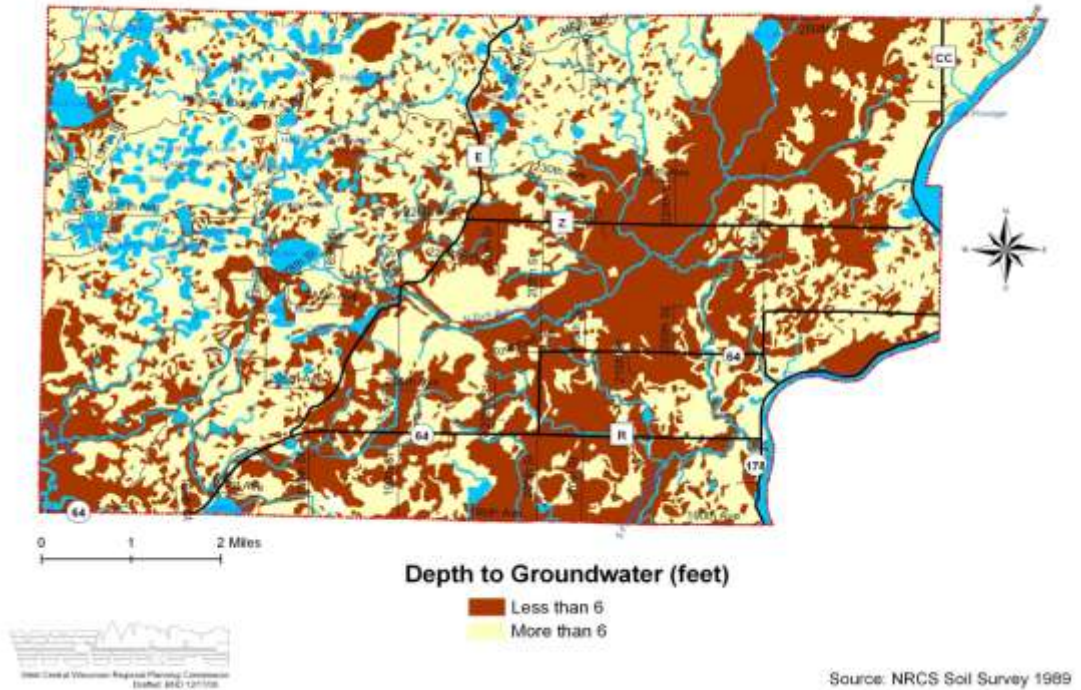
	White	Afro-American	Native American	Asian	Hispanic	Other
2010	98%	0.9%	0.2%	0.1%	1%	0.1
2017 (est)	98.4%	1%	n/a	n/a	n/a	n/a

Physical limitations to Development

Additional maps created by the WCWRPC in 2019 can be found in Appendix F. These include maps of depth to groundwater, disposal of wastewater by irrigation, groundwater contamination susceptibility, farmland classification, septic tank absorption fields, and surface waters and wetlands.

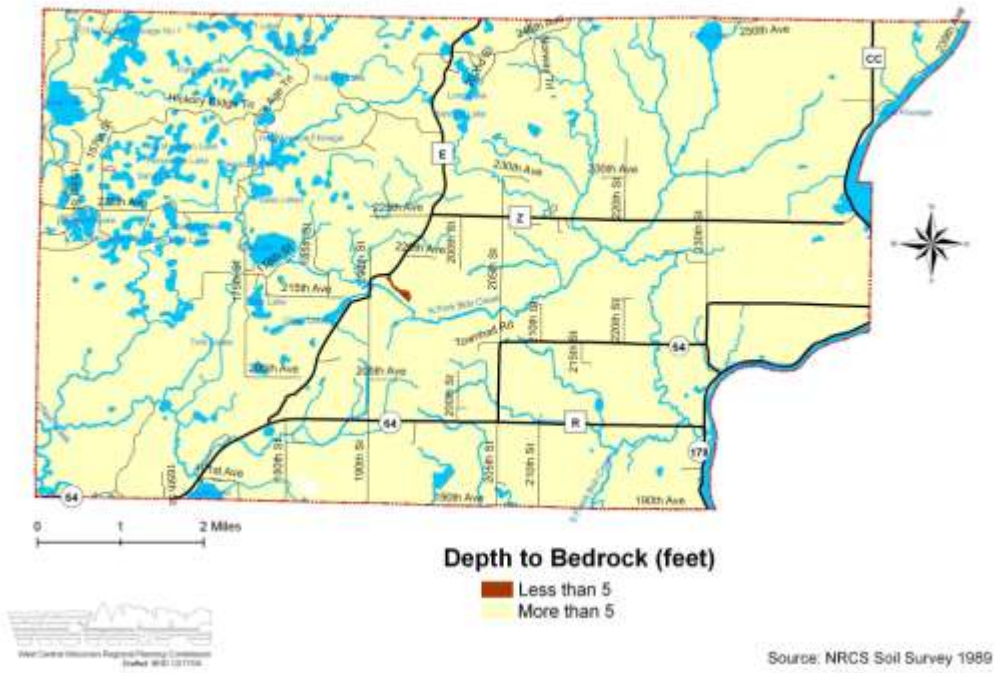
Depth to Groundwater

Town of Cleveland



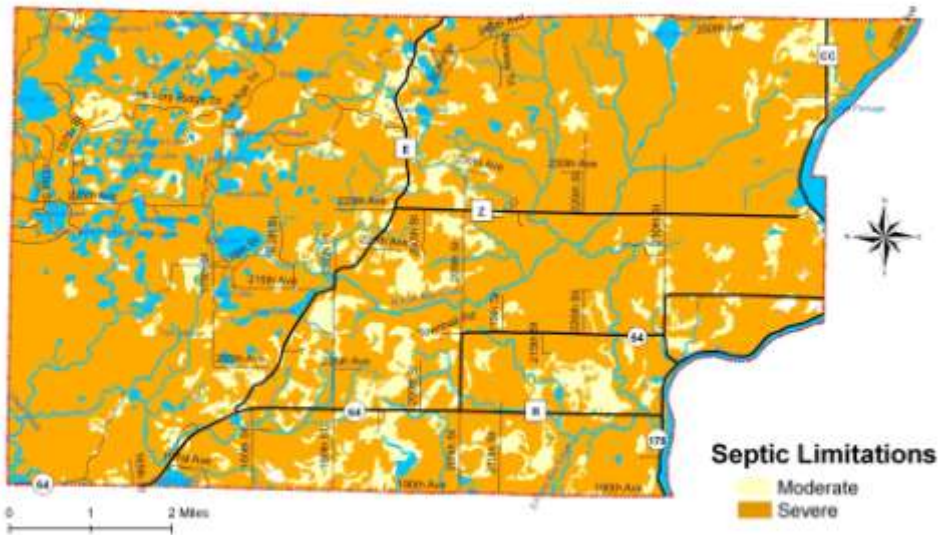
Depth to Bedrock

Town of Cleveland



Septic Limitations

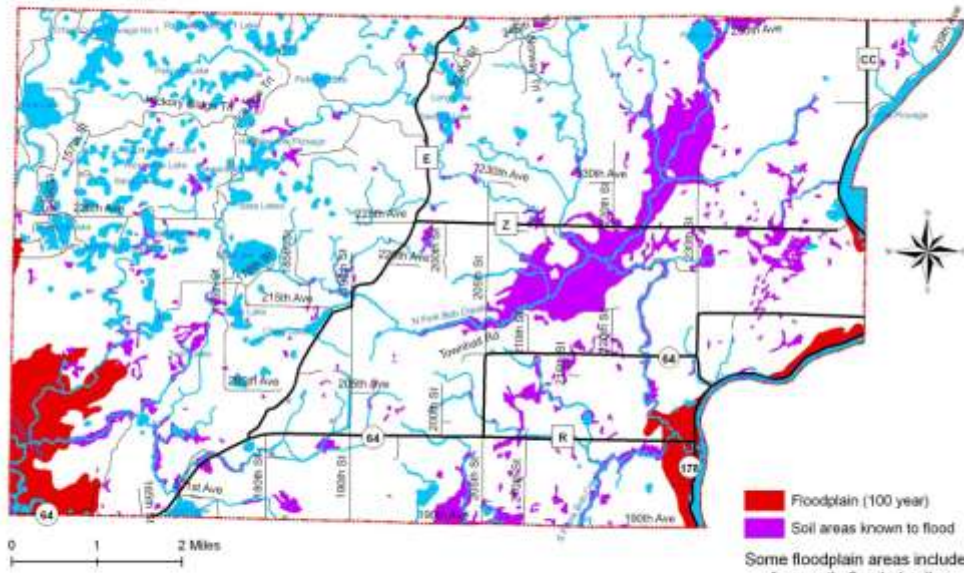
Town of Cleveland



Source: NRCS Soil Survey 1989

Floodplains

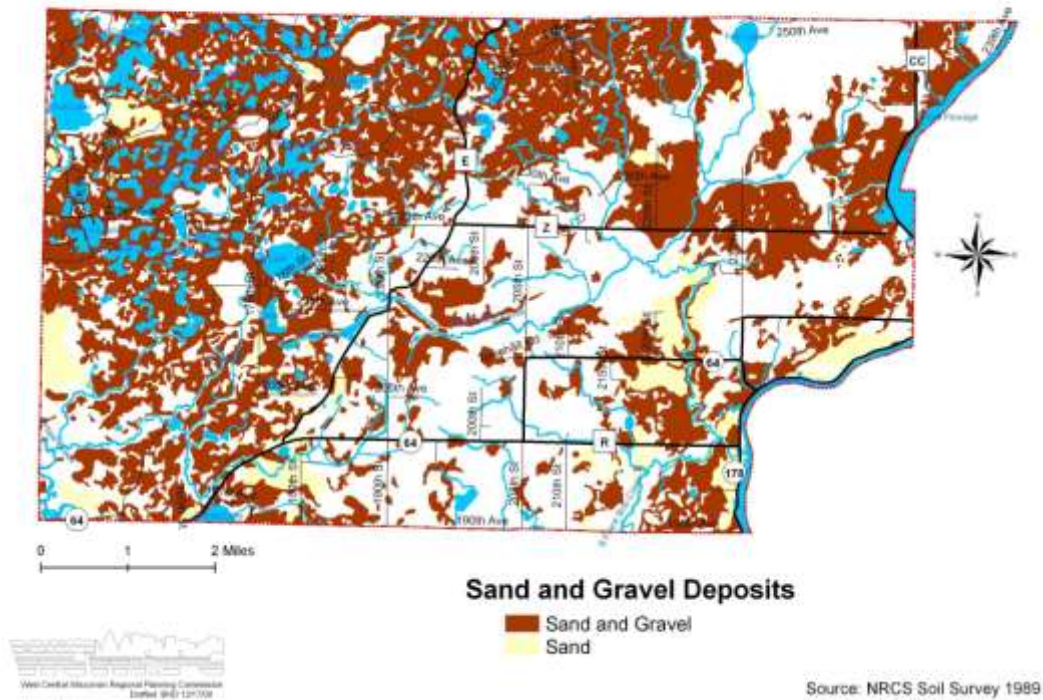
Town of Cleveland



Source: NRCS Soil Survey 1978 and FIRM/FEMA

Sand and Gravel Deposits

Town of Cleveland

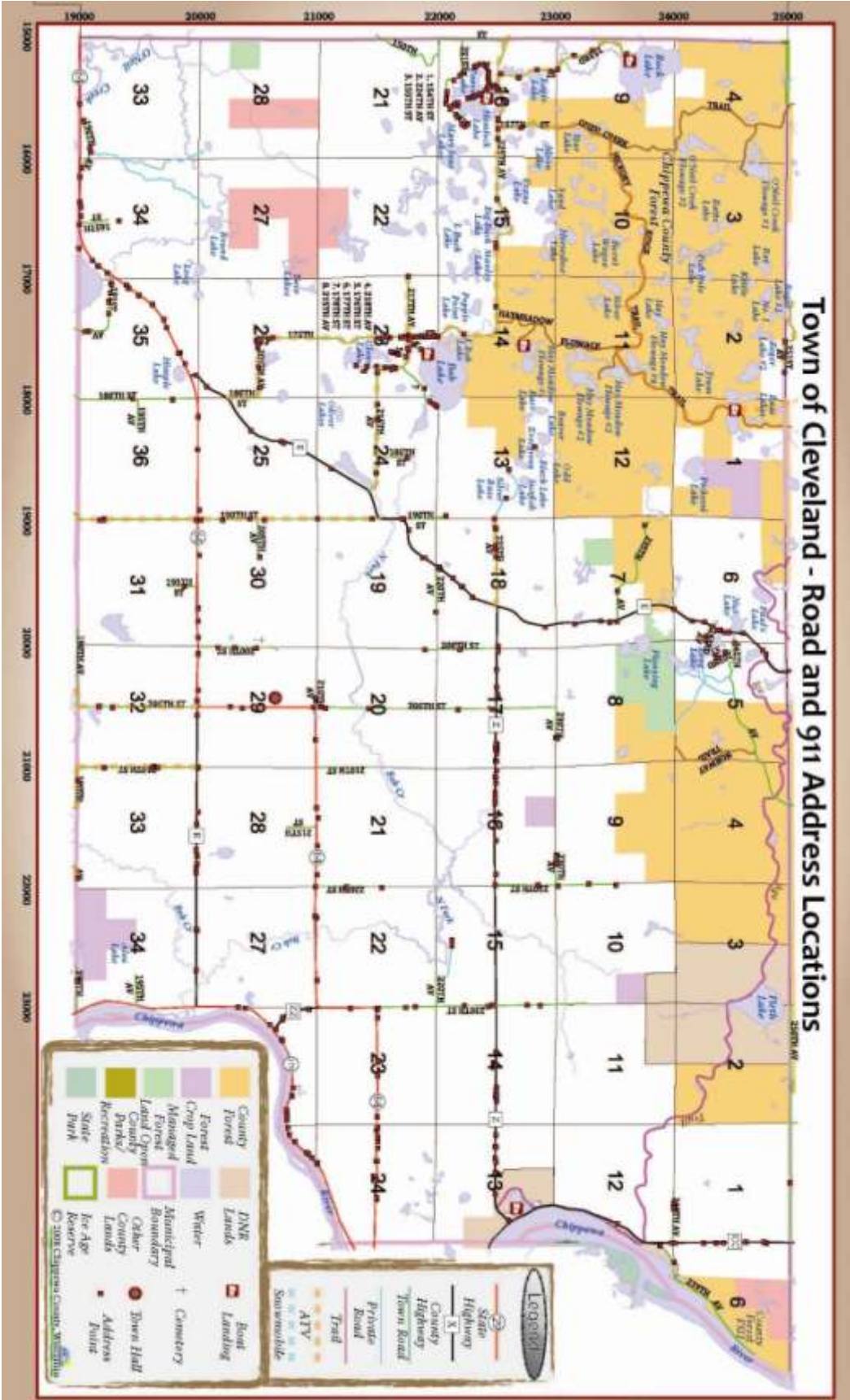


c.Data for Plan Elements

1.Housing trends and characteristics

- Housing Unit Change, selected municipalities – 2010 – 2018

	2010	2018 (est.)	percent change
Town of Cleveland	412	425	3.2%
Chippewa County	27,185	28,877	6.2%
Birch Creek Town	429	452	5.4%
Bloomer Town	456	488	7 %
City of Cornell	670	680	1.5%
Eagle Point Town	1345	1443	7.3%
Estella Town	209	214	2.4%
Sampson Town	724	788	8.8%



- **Household Composition:** As of the Census of 2010*, there were 864 people, 318 households, and 240 families residing in the town. The average household size was 2.67 persons and the average family size was 2.99 persons. The composition of the 318 households was as follows:

- 26.1% had children under the age of 18 living with them, down from 42.8% in 2000
- 61.9% were married couples living together, down from 69% in 2000
- 8.2 percent had a female householder with no husband present, up from 7.3% in 2000
- 5.3 percent had a male householder with no wife present (data not available for 2000)
- 24.5 percent were non-families, up from 19.8% in 2000
- 15.7 percent were made up of individuals, down from 17.3% in 2000
- 6 percent had a single person living alone who was 65 years of age or older, about the same as the 2.1% in 2000

**Estimated data for 2018 for household composition was not found*

- **Housing development since 1996**

Year	Homes	Mobile Homes	Multi unit	Modular homes	Cabins
1996	3	1		2	
1997	8			2	3
1998	11	2		1	
1999	7	3			
2000	8	1	1	2	
2001	6	1			

2002	3	7		2
2003	7	1	3	
2004	4		2	
2005	4		1	
2006	4		1	
2007	4	1	2	
2008				
2009				
2010	2			
2011	3			
2012	2			1
2013	3	1		
2014	2	3		
2015	1	+1, -1		1
2016	3			
2017	1			
2018	1	1		3
2019	3			
Total	90	22	1	16

The rate of housing development in these years declined from a yearly average of 11.3 units between 1997 and 2003, to an average of 5.5 units during the 2005-2009, reflecting the downturn in the housing construction industry nationwide, the collapse of the real estate market, and the 2006-2009 mortgage crisis. Since 2012 building has resumed in the town, but at a slower rate than before the 2008 crash.

- The population density in the Town is 16.8 persons per square mile, not significantly changed from 16.6 in 2009, but the average density of housing units is now 8.35 units per square mile, up 33 percent from 6.3 per square mile in 2009.

- To this point, subdivisions in the Town have occurred only along its five major water bodies:
 - Beaver and Hemlock Lakes
 - the Chippewa River
 - Bob and Clear Lakes,
 - Rock Lake
 - Long Lake.

- The Halwas subdivision and the Schroeder subdivision on Rock Lake were platted in the 1980s, while the remaining subdivisions were created since 1990 by successive certified survey maps.

- **Number of Occupied Housing Units 1980 – 2017**

	<u>1980</u>	<u>1990</u>	<u>2000</u>	<u>2010</u>	<u>2017 (est.)</u>
Number	283	325	339	318	344
% change		14.8%	4.3%	-6.2%	8.2%

Housing Characteristics – 1980 – 2018

	<u>1980</u>	<u>1990</u>	<u>2000</u>	<u>2010</u>	<u>2018 (est.)</u>
Total Units	284	325	330	412	451
Total Seasonal	45	44	12	76	88
Total Vacant	63	69	24	94	107
Total Occupied	221	256	306	318	344
Owner Occupied	188	222	273	287	299
Renter Occupied	33	34	33	31	45
Single Family Units	193	239	268	n/a	n/a
Multi-family units	24	0	9	n/a	n/a
Mobile Homes	22	64	53	n/a	63

- **Year structure built**

<u>1939 or earlier</u>	<u>'40-'59</u>	<u>'60-'69</u>	<u>'70-'79</u>	<u>'80-'89</u>	<u>'90-'99</u>	<u>'00-'09</u>	<u>'10-2018(est) # units</u>
75	58	12	63	41	81	53	20

- **Housing Value of Specified Owner-Occupied Units 2017 (est.)**

Less than \$50,000	36	\$200,000 - \$299,999	72
\$50,000 - \$99,999	37	\$300,000 - \$499,999	26
\$100,000 - \$149,999	83	\$500,000 - \$999,999	8
\$150,000 - \$199,999	37	\$1,000,000 or more	0

Median value Town of Cleveland \$145,700

Median value Chippewa County \$154,900

- In 2017, Cleveland Township had a total of 451 housing units, 344 of which were occupied, 88 of which are seasonal, recreational, or occasional use, and the remaining 19 vacant. Seasonal housing accounts for 19.5 percent of the total. This is up significantly from the 3.8 percent of seasonal units in 2000. By 2020, the Town is projected to have a total of 419 housing units, or 80 more than it had in 2000.

2. Transportation

- **Roads and functional classification**
 - o Overall, the Town has 53.17 miles of Township and County roads (not state highways), with 17.09 miles belonging to the county, and 36.08 miles belonging to the Town.
 - o The county roads are E, R, CC, Z, and ZZ.
 - o Two state highways run through the Town: Hwy. 64 along the south side of the Town from east to west, and Hwy 178 along the east side of the Town from north to south. Neither is designated as an arterial route, but Hwy 64 is designated by the State as a long-distance truck route.

- **Air, rail, bus, taxi, trucking, and water transport**
 - o There are no airports or active railway lines within the Township.

- o The nearest public airport is Chippewa Valley Regional Airport in Eau Claire, approximately 40 minutes south. This airport is used mostly for regional flights, though it is designed to accommodate virtually all aircraft up to and including wide body jets and large military transports.
 - o The nearest railroad line runs closest at Bloomer, about 8 miles from the west side of Cleveland Township.
 - o The nearest passenger rail service, Amtrak, is at Tomah, about two hours southeast.
 - o There are no bus lines operating in the Town aside from public school buses, and no taxi service. Bus lines running a route between the Twin Cities and Madison, and the Twin Cities and Wausau, have stops in Eau Claire.
 - o There are no commercial trucking operations with facilities in the Town.
 - o There is no significant passenger or freight water transportation in Chippewa County, or nearer than Lake Superior two and a half hours north, or the Mississippi River, two hours to the west where it runs through Minneapolis and St. Paul.
- **Public Transit, including systems for persons with disabilities**
- o There is no public transit available in the Town of Cleveland.
 - o The County's Department of Aging and Aging and Disability Resource Center contracts with the Center for Independent Living to provide transportation for the elderly and disabled throughout the County. The County will also reimburse Meals on Wheels drivers for their mileage.

- **Recreational: biking, hiking, horseback riding, ATV, snowmobile, boating, hunting, and fishing.**
 - o The large area of county forest in the northern portion of the Town has an extensive trail system used by ATV and UTV riders, bikers, horseback riders, snowmobiles, hikers and skiers, and the segment of the State's Ice Age Trail that runs through the Town attracts numerous hikers as well. Several trails in the County Forest are designated for horseback riders, including the 8.75 mile Hay Meadow Flowage Trail, and there are two horse camping areas available..
 - o Snowmobiles, UTVs and ATVs are allowed on designated trails in the County Forest. Though these trails lie mostly in the Townships of Bloomer and Birch Creek, there is access through Cleveland Township.
 - o A town ordinance allows snowmobile, UTV and ATV use of designated Town roads.
 - o Bicyclists use Town roads and County Forest roads and trails, often coming from Brunet Island State Park in Cornell, or the Old Abe Trail where it runs through Cornell.
- - o The Chippewa River, which runs along the Town's east side, and the Town's numerous lakes, are used for recreational boating, including fishing, canoeing, and water-skiing.
 - o The county's only designated Rustic Road, County E, runs through the Township. The 13.3 miles designated are part of the historic Flambeau Trail. County Road CC and Hwy. 178 are also especially scenic.

- **State, regional, and other transportation plans including corridor plans, county highway functional and jurisdictional studies, and rural area transportation plans that encompass the Town:**

- Statewide and County transportation plans that may affect Cleveland Township are as follows:

- **Connections 2030: Wisconsin’s Long-Range Transportation Plan.** This is a policy document and does not list specific projects; but contains background data on population and transport trends. The Town of Cleveland has no “designated state-wide system-level priority corridors” and is not expected to be greatly impacted by population growth and transportation trends. The Plan notes that “Strained transportation funding resources at all levels will continue to be a challenge. Limited availability of funding sources and revenue caps will continue to challenge local government’s ability to generate additional revenues, and their ability to fund the community share of transportation needs
- **Wisconsin Bicycle Transportation Plan 2020**, for increasing levels of bicycling throughout Wisconsin. No update was available at the time of writing this Plan.
- **Chippewa County’s draft Bicycle and Pedestrian Plan (2018)** has no bicycle routes mapped in the township for either county, state, or regional bike trail networks.
- **WisDOT’s 5-year Plan (2018 – 23)** for Chippewa County includes one project that will affect Cleveland Township:

- Hwy 64 between Bloomer and Cornell: surface mill and repave existing roadway for 3.08 miles where it crosses the junction with Hwy 124. This is at the far western edge of Cleveland Township, and though it may not extend into the township it will affect commuting patterns of residents during the construction period.
- **Chippewa County's current Capital Improvements Plan** calls for pulverizing and re-paving 2.5 miles of County R in 2024.

3. Utilities and Community Facilities Data

- The Town does not provide any utilities. There is no sanitary sewer service, no municipal storm water management and no municipal water service. There are no plans to provide any such services in the future.
- All Town residents obtain their water from private wells, and utilize private, on-site waste treatment systems.
- There is no natural gas service or pipeline in Cleveland Township.
- The Town provides solid waste disposal and recycling services for residents. Solid waste and recyclables can be dropped off at the facility behind the Town Hall during posted hours. An attendant is present to supervise the facility.
- The Town owns snowplows, a front-end loader, a tractor with mower, and a road grader for plowing and maintaining Town roads.
- Electric service in the Town comes from Chippewa Valley Electric Cooperative.

- Chippewa Valley Electric Cooperative has told the Town it has no plans to develop renewable energy sources in the Town. In cooperation with Citizens Connected and Dairyland Power (an entity owned by 27 electrical cooperatives including CVEC), it has recently built a large solar installation east of New Auburn. Dairyland Power also continues to develop wind power in southwestern Wisconsin.

- There are no power plants, high-power transmission lines, or substations in Cleveland Township.

- Telecommunications services in the Town are provided by Bloomer Telephone Company, CenturyLink, and Ntera, a joint venture between Chippewa Valley Electric Cooperative in Cornell and Citizens Connected in New Auburn. CVEC CEO Dean Ortmann noted that property values are higher if there is access to fiber optic.

- DSL service is available in some parts of the Town, and satellite internet is available throughout the Town. Both Bloomer Telephone and Ntera are building fiber optic cable networks, though these may not reach everyone due to prohibitive costs to reach remoter residences.

- The Town cooperates with Bloomer and Cornell to provide fire and ambulance service to residents. The cost in 2009 was about \$15,000 per year to Cornell, and about \$6000 per year to Bloomer (which serves the twelve westernmost sections of the Town). A Cleveland Town Board member is a member of and attends meetings for the fire and rescue squad boards in both towns. 2018 cost was about \$19,950 for Cornell and \$5,950 for Bloomer.

- The Town has law enforcement through the Chippewa County Sheriff's Department. However, the Town elects and pays its own constable for animal control.

- The Town owns and maintains a Town Hall, Town Cemetery and 3-acre Town Park, as well as an equipment shed and a waste collection shed. There are also two public boat landings in the Town, at Bob Lake and Hemlock Lake, which are maintained by the Town.
 - o The Town Park does not currently have any improvements, due to past problems with vandalism.
 - o Cemetery lots are available for purchase.
 - o The Town Hall serves as the polling place for the Town, is used for Town meetings, and can be rented by residents for private events.
- The Town is divided between three school districts, Bloomer, Cornell, and New Auburn.
- The Town does not provide or license child care or adult care services or facilities. There are a number of private, home-based adult care facilities in the Town, which are licensed by the state and provide jobs for Town residents.
- There are no medical facilities or nursing homes in the Town. There are medical clinics in Bloomer, Cornell, and Chippewa Falls, and hospitals in Bloomer, Chippewa Falls, and Eau Claire. There are also nursing homes in Cornell, Bloomer, and Chippewa Falls.
- There are no libraries in the Town, but Town residents may use the Bloomer, Cornell, and Chippewa Falls libraries free of charge.
- There is one church in the Town, the Keystone New Life Alliance on Cty. Z.

- The Town has a section of the state's Ice Age Trail and 7,000 acres of county forest within its boundaries, both of which are recreational assets to the community and attract people from outside the Town.
- The County Forest has trails for snowmobile, UTV, ATV, horseback riding, hiking, Off-road biking, snowshoeing, and cross country skiing, with adjacent parking lots. There are two horse campgrounds in the forest.
- Town businesses may realize economic benefits from these attractions, though there is also increased road traffic and garbage.
- The former Town Dump was properly closed. There are no other public or commercial dumps or landfills in the Town.

4. **Agricultural, Cultural, and Natural Resources Data**

- **The farms in the Town** are family farms and small-scale by today's standards. Most are hobby or subsistence type operations that are augmented by outside income. Resident survey results show a strong preference for small family farms in the Town.
- The number of dairy farms in the Town has dropped from 49 in 1989 to 23 in 2002, and further since then. Between 1985 and 2008, the number of parcels assessed as agricultural and agricultural forest increased from 403 to 613, and the total acreage has remained virtually the same, dropping by only two percent. The increase in the number of parcels is probably due to both a change in assessment categories and new land divisions.

- In 2010, 7,851 acres, or 31 percent, of the Town's assessed land was assessed as forest. This was a drop of 47 percent from the 14,698 acres assessed as forest in 1985. The number of the Town's assessed forest parcels decreased by 29% between 1985 and 2008, and the average assessed forest parcel decreased in size from 28 acres in 1987 to 19 acres in 2007. In 2018, the acres assessed as forest or forest lands was on the increase, to a total of 9604 acres, or 38 percent of the Town's total acres. The average parcel size has decreased to 12.6 acres for forest, and risen slightly to 20 acres for forest lands.

- **Water Resources:** The Town has an abundance of surface waters, wetlands, and groundwater.
 - o The major surface water drainages for the Town are the North Fork of Bob Creek, which runs from Bob Lake east through the Town to the Chippewa River; O'Neill Creek, which runs through the southwest corner of the Town; and the Chippewa River along the eastern edge of the Town. Although the County and DNR have collected water quality data for the Chippewa River, there is none available for either Bob Creek or O'Neill Creek.

 - o The Town's numerous small creeks and low-lying areas form an extensive network of wetlands covering about 22% of the Town, including both forested and non-forested wetlands. All wetlands within the Town are protected from development under regulations of the Department of Natural Resources and the U.S. Army Corps of Engineers.

 - Plentiful surface waters, particularly the Chippewa River and the many small kettle lakes in the northwest part of the Town, provide ample opportunities for fishing and no-wake boating. Much of the shore along the Town's lakes and rivers has been developed. All shoreland development is subject to state and county regulations.

 - o Groundwater is the source of drinking water for all Town residents, and high groundwater tables in much of the Town make this resource especially

vulnerable to pollution. This shallow depth to groundwater in much of the Town also limits suitability for dwellings with basements and for conventional septic systems and other types of development.

- There are currently no high-capacity wells operating in the Town; there are concerns about their potential impact on groundwater.
- **Forested and agricultural land:** Though the Town contains excellent agricultural land fragmented by wetlands in the south central portion, and much forested area in the rest of the Town, the trend over the past 25 years has been towards more residences in these areas, which fragments the working land and permanently removes it from agricultural use.
- **Other natural resources:** The Town has sensitive high-quality waters, good timber production, and large areas of good wildlife habitat. Though there are no known deposits of metals, there are minor sand and gravel resources.

There are a number of high-quality, environmentally-sensitive areas in the County Forest, in the Town's extensive wetlands, and on privately-owned lands.

- A number of rare and/or threatened species have been observed in the Town, and it is likely that more are present. These include the bobolink, common loon, northern flying squirrel, osprey, American bullfrog, North American racer snake, and the northern yellow lady's-slipper.
- The Town is not aware of any environmentally contaminated sites in the Town.

- **Recreational resources:** The Town’s waterways, trails, and roads provide excellent opportunities for all types of outdoor recreation, including hunting, fishing, hiking, snowmobiling, horseback riding, and wildlife photography.

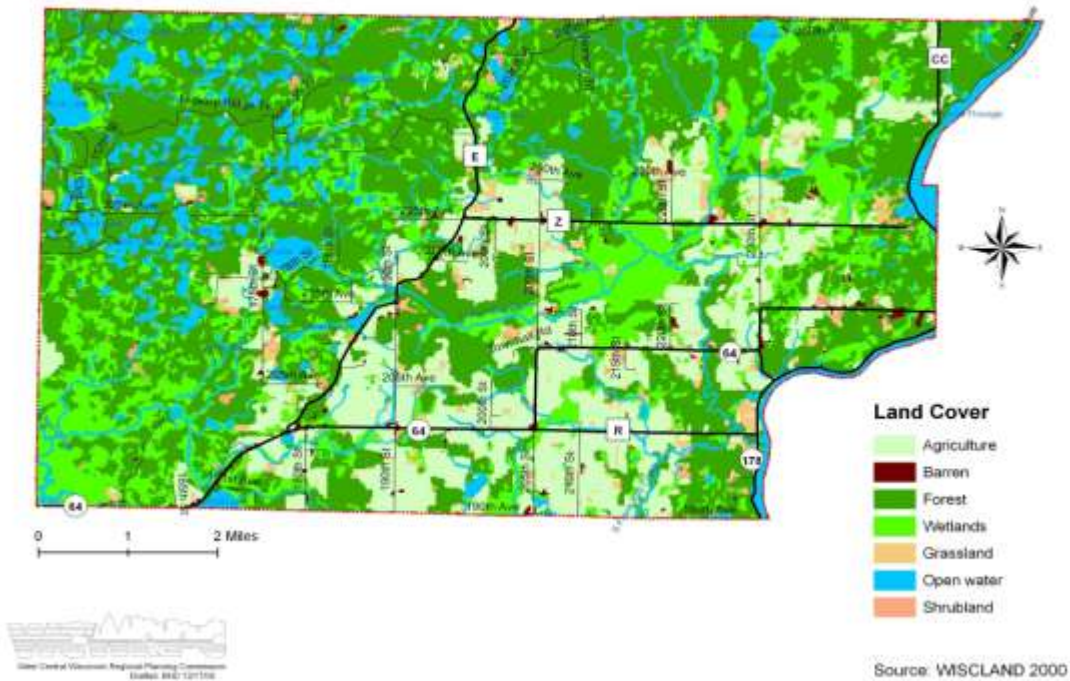
The Town’s 7,000 acres of County Forest are a valuable resource for most forms of outdoor recreation, utilized both by Town residents and by many visitors.

The Town owns and maintains a three-acre park with no improvements. The park is often used as a rest area by bicyclists passing through the Town.

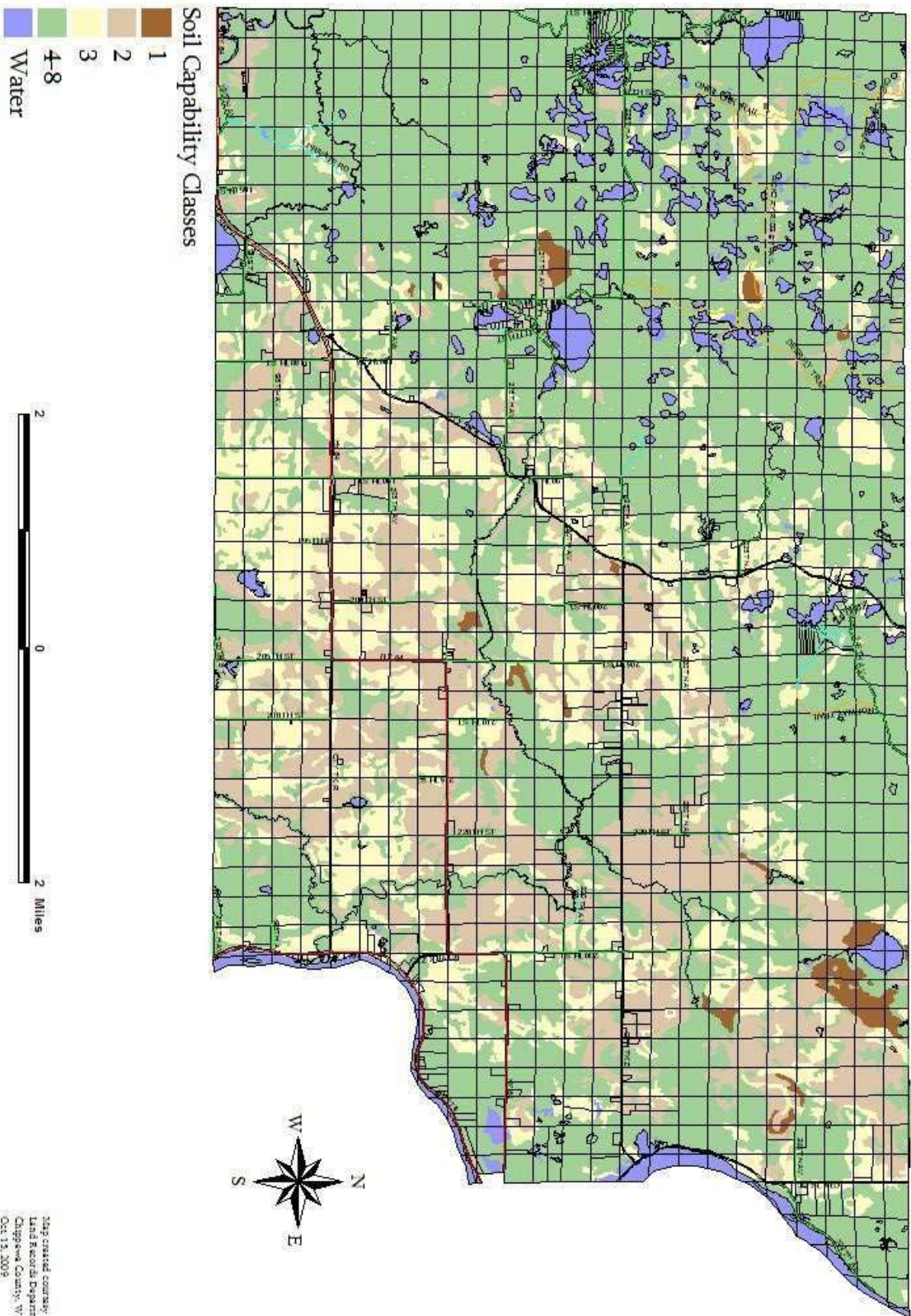
- **Historical and cultural resources:** Except for the Town Cemetery, there are no significant historical or cultural sites in the Town.

Current land Cover

Town of Cleveland



Prime Agricultural Lands Town of Cleveland, WI



Map created courtesy of
Land Records Department
Chippewa County, WI
Oct 13, 2009

5.Economic Development Data

Median Household Income

Year	Dollars	% change
1989:	\$21,750	
1999:	\$33,929	56%
2009:	\$44,101	30%
2019 (est):	\$53,250	21%

- In 2017, the per capita income for Cleveland Township was \$\$24,591
- 141 residents were living below the official poverty line, or 16 percent of the total number of residents, down from 204 in 2010.
- 38 households were living below the official poverty line, or 10 percent of the households in the Township, down from 81 in 2010.

Educational Attainment Levels

	1990	2000	2010	2019 (est.)
Total Population 25 and older	445	557	676	643
Less than high school diploma	125	110	90	86
High school diploma	219	257	373	297
Some college/Associates degree	51	93	136	195
Bachelor's degree or higher	33	53	77	65

- Educational levels have improved and poverty levels decreased significantly over the past decade.

Labor Force

	Persons 16 and over	# in labor force	% in labor force	employed	unemployed	% unemployed
1990	486	352	72.4	315	37	10.5
2000	659	471	71.5	442	29	6.2
2017	766	498	65	484	14	2.8

Employment by Occupation

	2010	2017	% change
Total age 16 and over	426	484	13.6
Management, business, science, and arts:	117	132	12.8
Management, business, and financial	49	82	67.3
Management	40	79	97.5
Business and financial operations	9	3	-66.7
Computer, engineering, and science	3	11	266.7
Computer and mathematical	3	5	66.7
Architecture and engineering	0	3	
Life, physical, and social sciences	0	3	
Education, legal, community service, Arts, and media	53	25	-52.8
Community and social services	6	9	50
Legal	15	7	-53.3
Education, training, library	27	9	-66.7
Arts, design, entertainment, media	5	0	-100
Healthcare practitioners and technicians	12	14	16.7
Diagnosis and treatment practitioners	6	7	16.7
Health technicians	6	7	16.7
Service occupations	62	52	-16.1
Healthcare support	9	13	44.4
Protective service	3	0	-100
Fire fighting and prevention	3	0	-100
Law enforcement	0	0	
Food preparation and serving	18	22	22.2
Building and grounds cleaning/maintenance	20	6	-70
Personal care and service	12	11	-8.3
Sales and office occupations	68	65	-4.4
Sales and related	19	24	26.3
Office and administrative support	49	41	-16.3
Natural resources, construction, and maintenance	116	76	-34.5
Farming, fishing, forestry	58	23	-60.3
Construction and extraction	31	30	-3.2
Installation, maintenance, repair	27	23	-14.8
Production, transportation, material moving	63	159	152.4
Production	38	114	200
Transportation	19	14	-26.3
Material moving	6	31	416.7

- The number of dairy farms in Cleveland Township has declined from 49 in 1989 to 26 in 1997, 23 in 2002, and 8 in 2019. Many of these farms have been converted to part-time or hobby-type operations.

Employment by Industry

	2010	2017
Total Age 16 and over	426	484
Agriculture, forestry, fishing, hunting, mining	89	78
Construction	32	31
Manufacturing	56	118
Wholesale trade	8	2
Retail trade	49	38
Transportation, warehousing, utilities	19	26
Information	0	2
Finance, insurance, real estate, rental and leasing	6	14
Professional, scientific, management, administrative And waste management	25	19
Educational services, health care, social assistance	60	79
Arts, entertainment, recreation, hospitality	39	43
Other services, except public administration	36	24

Commuting patterns of Town residents - 2015

Location of Employment	Number of workers
Chippewa Falls, city	62
Eau Claire, city	54
Bloomer, city	27
Cornell, city	18
Eagle Point, town	17
Lake Hallie	11
Menomonie, city	10

Anson, town	9
Cadott, village	6
Lafayette, town	6
Elsewhere (including Cleveland)	264

Numbers and types of businesses in Town:

Dairy farms:

Year	1989	1997	2002	2019
# of farms	49	26	23	8

Other businesses in town:

- Two to three dozen small businesses operate in the Town, engaged in a wide diversity of operations including:

- Timber harvesting

- Excavation
- Building contractors (including masonry, electrical, and wood)
- Cabinet-making
- Repair shops (including machine, auto, small engine, and computer)
- Campgrounds
- Restaurants
- Motel
- Adult Group Home
- Veterinary Clinic (part time)

6. Intergovernmental Cooperation Data

- **The primary intergovernmental activities involving the Town of Cleveland and adjacent or nearby towns are:**

The Town cooperates with Bloomer and Cornell to provide fire and ambulance service to residents. The cost in 2019 is \$19,950 per year to Cornell, and about \$4879 per year to Bloomer (which serves the twelve westernmost sections of the Town). A Cleveland Town Board member is a member of and attends meetings for the fire and rescue squad boards for both Bloomer and Cornell.

The Town shares maintenance work, snowplowing, and expenses on all Town Line roads with adjacent townships.

Town residents may use the libraries in Cornell, Bloomer, and Chippewa Falls free of charge.

The Town Clerk belongs to the association of town clerks for Chippewa County.

- **The primary intergovernmental activities involving the Town of Cleveland and Chippewa County are:**

The Town arranges for law enforcement from Chippewa County. However, the Town elects and pays its own constable for animal control.

The Town utilizes the Bridge Petition Program, which offers financial assistance for the repair or replacement of bridges, and of culverts over 36 inches in diameter. (The Town does not own any bridges.)

The Town is able to buy sand, salt, and road patch through the county.

The Town cooperates with the County Solid Waste Office and participates in county clean sweep and recycling programs, as well as the annual road ditch clean-up program.

The Town participates in Emergency Services and Disaster Planning coordinated by the County.

The Town relies on the County to perform required building inspections under the Uniform Dwelling Code.

The County Clerk's office coordinates elections throughout the County, maintains voting machinery, and prints ballots, ensuring that there is uniformity of equipment, supplies, and procedures. This provides significant savings to the Town.

The Town utilizes the County's Judicial Services, so that any citations written by the Town are adjudicated by the County.

The Town currently has no zoning. The County currently administers county ordinances regulating building permits, private wells, on-site sanitary systems, and shoreland-wetland-floodplain zoning.

The County administers its land division ordinance concurrently with the Town's land division ordinance.

The Town has a section of the state's Ice Age Trail and 7,000 acres of county forest within its boundaries, which are administered, respectively, by the state and county.

- **The primary intergovernmental activities involving the Town of Cleveland and the State of Wisconsin are:**

The Town participates in PASER (Pavement Surface Evaluation and Rating), the LRIP (Local Road Improvement Program), and WISLR (Wisconsin Information System for Local Roads) programs which establish road condition rating guidelines. The Town receives quarterly payments from State Highway Aid which augment Town funds for road work.

The State, through the Department of Natural Resources and the Department of Transportation, impacts resource conservation and use and state highway maintenance and planning in the Town.

- There are no schools within the Town, and the Town is divided among three school districts: Cornell, Bloomer, and New Auburn. The Town government does not

directly participate in school district planning and decision making; residents vote on school district officers and referendums in the district where they reside.

- The only currently perceived potential for conflict with other government bodies is if Cornell should wish to expand and annex Township land.
- The Town has no public facilities that are shared with other government bodies, and no plans for any.
- Aside from fire and rescue services, and the maintenance of shared roads, the Town has no formal relations with adjacent Towns or the County for the purpose of planning for and cooperating on development issues and provision of public services.
- Currently the Town has no formal methods, other than the Wisconsin Statutes, for resolving boundary or other disputes with adjacent towns.
- **Chippewa County's Comprehensive Plan** affects Cleveland Township. The original Plan was adopted in 2010 and has not yet been updated. The updated plan will be reviewed by the Town when it becomes available to ascertain its impact on the Town.
- **The West Central Regional Planning Commission** is charged with developing a Comprehensive Plan for nine counties in Western Wisconsin, including Chippewa County. The most recent WCWRPC plan is from 2009, and data from that plan was incorporated into the Town's original plan.
- Cleveland Township is part of the Chippewa County Unit of the Wisconsin Towns Association, a non-governmental body which meets quarterly and provides current information on proposed and upcoming legislation, as well as other relevant issues.

The organization also provides an excellent venue for interacting with other Towns in the area.

7.Land Use Data

- Land Use Acreage

	1995	2005	2018 *
Residential	766	837	877
Commercial	23	43	43
Manufacturing	5	5	5
Agricultural	10,191	6,994	7,103
Swamp and waste	1.592	n/a	n/a
Ag forest	n/a	3,349	(Included in forest)
Forest	13,448	8,125	9604
Other and undeveloped	n/a	6,241	6064
Total	26,025	25,594	23,762.3

* Source: GIS Coordinator Dennis Falkenberg

- Land Average Assessed Value per Acre (dollars)

	2005	2018*
Residential	11,080	11,585
Commercial	10,334	13,392
Manufacturing	4,000	6,867
Agricultural	190	162
Ag Forest	708	n/a
Forest	1,296	909 Forest; 6494 Forest Lands
Undeveloped	344	474

IV. PLAN ELEMENTS

a. **ISSUES AND OPPORTUNITIES ELEMENT**

1. **Legislative requirements**

“(a) Issues and opportunities element. Background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20–year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the local governmental unit.”

2. **Resident Input**

Town residents were surveyed in 2000 and 2008; many also participated in a workshop in 2000, and in open houses in 2001 and 2002. The concerns and opinions gathered in these exercises guided the writing of the original 2009 Plan.

- The majority of the 2008 survey respondents replied it was moderately or very important to regulate the location of large livestock facilities (82%), businesses (63%), subdivisions (79%), mobile home parks (82%), resorts and campgrounds (72%), gravel pits (69%), and cell phone and radio towers (64%). *Note: In spring 2018, an 8,000-sow farrowing operation applied to the County for a permit to build a facility in the Town, just north of the Town cemetery and west of the Town Hall. Residents opposed this very strongly, and the applications was withdrawn. As a result, the Town Board requested the Plan Commission and an ad hoc committee to research potential methods for discouraging this type of development, including police powers ordinances, and a zoning ordinance.*

- 83% of 2008 survey respondents said the Town should explore zoning as an option for guiding new commercial and industrial development to pre-defined locations.
- 78% of 2008 respondents said the Town should explore minimum lot size as a way of limiting the development of high-density residential subdivisions in agricultural and forested areas.
- 78% said the Town should explore establishing zones as primarily agricultural or residential in order to prevent nuisance lawsuits against farmers and new development that would threaten residents' enjoyment and use of their property.
- 97% of respondents said they wanted the Town to have traditional farms and homes in the future, and 67% wanted to have small businesses.
- Minorities of 27% were in favor of light industry in the town, 26% in favor of entertainment facilities such as racetracks, 14% in favor of subdivisions, 8% in favor of large livestock facilities, and 6% in favor of multi-unit housing.

3. Discussion

- The census data show that the Town's population is increasing, and residents are also increasing in average age. This trend indicates that the area is not particularly attractive to young, single adults.
- A second trend is the changing employment, education, and recreation patterns of Town residents. As dairy farming has declined and roads have improved, more Town residents are obtaining more schooling and/or commuting to jobs in Chippewa Falls, Eau Claire, Rice Lake, and other locales. Residents also travel more and further

for recreation, such as movies, shopping, and restaurants, than they did a generation ago.

- Because the Town is a desirable place to live and land is affordable, there is ongoing demand for new residential construction in the Town.
- The 2008 survey results, strong opposition to the proposed pig farm in 2018, and the resulting reports by the ad hoc committee and Plan Commission, made clear that a strong majority of respondents favor some form of zoning as the preferred method for managing development in the Town.
- Overall, the survey results present a clear mandate to the Town Board for managed growth, and for restricting large impact uses including large-scale livestock facilities, subdivisions, multi-unit housing, and entertainment facilities.

4. Issues

Though the Town, like all municipalities, faces numerous issues, resident survey results indicate that the **issues of most concern to Town residents center on large impact land uses and uncontrolled development.**

- **Uncontrolled development:**

The Town of Cleveland has been growing at a moderate rate for the past several decades, and this trend is projected to continue. A number of new residences are built in the Town each year, and this is impacting the Town in the following ways:

The cost of providing services to residences is higher than the property taxes received from the residences. The Town provides for

fire and ambulance coverage for residents; police coverage is provided by the County. The Town provides solid waste disposal and recycling services, and maintenance and repair of Town roads. A 2007 study of the Town of Cleveland by UW-Extension showed that it cost the Town \$1.25 to provide these services for every \$1 realized in property tax revenue from residences. (The results of the study are attached in Appendix B.) More residences may result in a need for more tax revenues.

New land divisions are fragmenting forested areas and are beginning to fragment agricultural land. When situated on agricultural land, or on sand and gravel deposits, new residences permanently remove that land from production. When new land divisions occur in forested areas, wildlife and public recreation may be impacted, and working forest land may be removed from production.

A majority of survey respondents were in favor of Town regulation of the location and density of new single-family homes, and a majority also opposed concentrating development in rural subdivisions

- **The potential for large-impact land uses to occur in the Township:**

The Town's soils and topography are unsuited to many large-impact land uses, but this does not guarantee immunity from all such uses.

The Town's residents are opposed to large impact land uses, including landfills, heavy industry, polluting industries, large entertainment facilities, large livestock facilities, and multi-unit housing, since such uses impair the quality of the landscape, create unwanted noise and light, and in many cases degrade the quality of water, air, and land.

Though no large impact uses are occurring or planned in the Township, should such a use be proposed, the Town at this time has limited means to regulate such uses as long as they meet all county, state, and federal regulations.

- **Other development issues of concern to Town Residents are:**

Protecting lakes, streams, wetlands, and groundwater from pollution caused by development (79% in the 2000 survey; no data from 2008 survey).

Though state and federal regulations protect water quality, the Town's Land Division Ordinance additionally regulates minimum lot sizes and water frontage for shoreland areas.

Managing/regulating both metallic and non-metallic mining (62% in the 2000 survey; no identical data from 2008 survey). Mining activity is regulated to some degree by state and federal regulations, but the Town has the option of regulating noise, light, hours of operation, and other items by ordinance, and/or location of mining operations through zoning.

Controlling the accumulation of junk (83% in the 2000 survey; 86% in the 2008 survey). The Town has the option of requiring residents to clean up recyclables, and to build a fence around salvage or scrap inventory. The Town may also regulate the development of additional salvage and scrap yards in the future.

Managing the development of campgrounds (72% in the 2008 survey).

There is increasing interest in campground development in the Town, which can result in excessive noise, light, and traffic for nearby neighbors.

5. Opportunities

- Town residents favor controlled development:

A majority of 2008 survey respondents favored regulation of residential, commercial, and industrial uses, and 83 percent of those responding to the survey in 2008 were in favor of exploring zoning as an option for guiding development.

Controlling development at the local level is key to achieving the Town's goals of maintaining its rural character and preserving working lands, protecting the property rights of its residents, and maintaining local control.

Town residents favor small-scale economic development. Though town residents are generally opposed to large-scale industrial and commercial development, and to large-impact land uses, they favor small-scale economic development. This would include home-based businesses and small-scale, light industrial and commercial enterprises.

6. Objectives

- To achieve the goals of Town residents, and to deal proactively with the issues and opportunities that have resulted from continuing development in the Township, the Town of Cleveland will manage land use and development so that it is orderly, well-planned, and consistent with community goals and values.

7. Policies

- The Town Board will use its authority to manage residential, commercial, and industrial development by zoning ordinance, or by nuisance and police power ordinances, so that it occurs in a planned and orderly manner, is consistent with community goals and values, and does not degrade the Town's rural character and natural environment.
- The Town will use this Comprehensive Plan as its guide in making decisions related to land development.
- The Town will continue to actively engage its residents in the planning process, be transparent in its dealings, and keep residents well-informed of Town activities.

b. HOUSING ELEMENT

1. Legislative requirements

“(b) Housing element. A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.”

2. Data

- Data on the age, structural, value, and occupancy characteristics of the Town's housing stock, as well as on the current price of land, are found beginning in Section III(b), General Data. It is important to note that while the law requests data on government-owned housing, the Town does not own any such housing. The data provided concern the privately owned residences in Cleveland Township.

3. Discussion

- Population growth in the Town of Cleveland has created a steady demand for housing, which is being satisfied by the market. Most current housing in the Town is of low or moderate value, and virtually all is single-unit housing, with just a few duplexes.
- Available records do not give a clear indication of the structural age of housing in the Town prior to 1996. However, a number of facts taken together can be used as an indicator. Census figures for the years between 1950 and 1970 show that the Town lost slightly more than 11 percent of its population, in large part due to the lack of jobs in the Town as the baby boom generation became old enough to need jobs. Few homes were built in the Town during these decades, so that older houses in the Town are likely to have been built before 1950, while the large number of newer homes were built between 1970 and 2000, when the population of the Town increased by 40 percent. Population increase has slowed since then, but a steady trickle of new residences continue to be built.
- Since the Town's median per capita and per household income are below those of both the county and state, there is clearly a demand for lower-cost housing. This demand appears to be adequately supplied by the market.

The Town currently owns no housing stock and has no involvement in providing low-cost housing or special needs housing for residents. The Town has no resources for public housing development, and has no intention of becoming involved in supplying housing in the future.

4. Goals

- The Town will encourage development of single-family residences over development of multi-unit housing, in accordance with community wishes.

- The Town will not institute regulations that make it unreasonably expensive to live here.

- The Town will not provide or subsidize housing.

5. Objectives

- The Town will not regulate in such a way that eliminates affordable housing opportunities.

- The Town will discourage the use of freestanding RV's and campers as long-term residences.

6. Policies

- Any cost to the Town for issuing building permits for new housing will be fully borne by the builder/developer/owner.

- The Town requires driveway access permits and may require building permits in the future.

- The Town will require that RVs and campers used as long-term residences be connected to a well and septic system.
- Town residents will be able to obtain information on Town policies, regulations, and services on the Town web site.

7. Programs

- The Town has a driveway access ordinance, which requires an application and permit for any driveway or other access on a Town road.
- The Town will develop regulations requiring that builders provide a copy of their County Building Permit and County Driveway Access Permit (where applicable) to the Town.
- The State requires that all residences, including mobile homes, be built in conformance with the Uniform Dwelling Code. The Town has not adopted a UDC ordinance and therefore enforcement and administration defaults back to Chippewa County.
- Private on-site wastewater treatment systems (POWTS) and private wells are enforced and administered through Chippewa County.
- The County requires that mobile homes be on a gravel pad with underground anchor points, and connected to a state-approved water and sewer (septic) system.

c. **TRANSPORTATION ELEMENT**

1. **Legislative requirements**

“(c) Transportation element. A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit’s objectives, policies, goals and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.”

2. **Discussion**

- Transportation issues in the Town of Cleveland are restricted to Town roads. The Town does not own, maintain, regulate, or administer any other types of transport systems. County, regional, and state transportation plans are unlikely to have any significant impact in the Town in the foreseeable future.
- The Town of Cleveland has consistently budgeted for and implemented both short and long-term plans for the maintenance, repair, and upgrading of township roads. As a result, Town roads are well-maintained even though the longstanding levy freeze has forced the Town to restrict road improvements to a minimum.
- The primary transportation issues now faced by the Town are abuse of Town roads by ATV and UTV riders, damage to Town roads from excessive loads, and the limiting of necessary road maintenance and improvements by a limited budget. The

reconstruction of old corduroy roads and roads crossing peat boils are a particular maintenance concern in the Town.

3. Goals

- The Town will continue to stay informed regarding county, state, and regional road planning and to assess the potential impact from these plans on roads within the Town.
- The Town will continue to ensure that Town roads are well-maintained and safe.
- The Town will support safe and appropriate recreational use of trails and town roads.

4. Objectives

- The Town will work within budgetary constraints to maintain, repair, and upgrade Town roads.
- The Town will ensure that new roads are built to standards adequate for their intended use.
- The Town will ensure that it is not burdened with the ownership of substandard roads or additional roads that are too expensive for the Town to maintain.
- The Town will monitor industrial and other high-weight use of roads, and act to ensure that damage from these uses is either prevented, or remedied and paid for by those who caused it.

5. Policies

- The Town will maintain and repair roads before upgrading roads.
- The Town will continue to regularly set aside money for road maintenance and repairs in its annual budget.
- Should the state decide to abandon the section of Hwy. 64 between Cty. R. and Hwy. 178, and turn Cty. R between Hwy. 64 and Hwy. 178 into Hwy 64, the Town at this time does not plan to take over the abandoned section of highway as a Town road, though it will consider a proposal when made.
- The Town will use its annual road inspection as the basis for updating its Town Road Plan, which specifies road improvements and maintenance.
- The Town does not intend to provide or contribute money towards transportation for the disabled.

6. Programs

- The Town has adopted a Private Road Ordinance.
- The Town will research means to protect Town roads from damage due to chronic use by heavy vehicles, without hindering use by necessary services such as milk trucks, logging trucks, septic trucks, and earth-moving machinery.
- The Town allows snowmobile, ATV, and UTV traffic on designated, posted Town roads, as specified in the Town code of ordinances. These roads will be adequately marked so drivers know which they are allowed to use, and also be informed that they must stay on the pavement and observe speed limits.

- The Town will continue to comply with and report to the state’s PASER (Pavement Surface Evaluation and Rating) and WISLR (Wisconsin Information System for Local Roads) programs, and maintain its own short and long term plans for Town roads.

- The Town has an driveway access ordinance to ensure safe ingress and egress, proper drainage, and maintenance of the public right-of-way. The access ordinance does not regulate driveway construction with regard to safe passage for service and emergency vehicles, since this is the responsibility of the resident, not the Town.

- As road signs are replaced on Town roads, the Town may put historic road names under the numbered road names on the signs.

d. UTILITIES AND COMMUNITY FACILITIES ELEMENT

1. Legislative requirements

“(d) Utilities and community facilities element. A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.”

2. Discussion

- Since the Town is entirely rural and likely to remain that way for the foreseeable future, it is not feasible and there are no plans to provide any municipal utilities, including sewer service, water, storm water management, or telecommunication facilities.

For this reason, residential lots need to be large enough to support a private sanitary well, a septic system, and room for a replacement septic system that will meet all setback requirements.

In addition, developers of subdivisions will need to provide storm water management for the subdivision and arrange for maintenance of the system.

The Town will probably lose some land from its tax rolls in future years, since the County has mapped a “blocking boundary” around the county forests with the goal of straightening out jagged property lines by acquiring private lands within the boundary. Land acquired by the County would be removed from the Town’s tax rolls.

3. Goals

- The Town will maintain its current level of services to Town residents.
- The Town will encourage utilities to follow existing corridors, bury lines, and consider aesthetics when upgrading or adding capacity.
- The Town will communicate regularly with its residents to keep them informed of Town activities and to obtain input from residents regarding Town activities and policies.

4. Objectives

- The Town will continue to provide the type and level of services it provides at present, and to rely on cooperation with neighboring municipalities for those services it does not provide.
- The Town will not own, build, maintain, repair, or ensure access to any sewage systems or storm water management systems, but will require subdivision developers to do so in order to protect the Town's water quality and prevent erosion.
- The Town will not be responsible for ensuring service vehicle access to private residences since the Town does not regulate driveway construction.
- The Town will evaluate and expand services as deemed necessary.

5. Policies

- Because the Town is well-served by law enforcement, fire, and rescue services from Bloomer, Cornell, and Chippewa County, and does not have the budget or the need to alter the current arrangements for coverage, the Town will continue the present arrangements for those services.
- Because Town residents have good access to medical facilities, the Town will take no action to provide such facilities in the Town.
- The Town has no plans to provide child care or elder care services.
- The Town intends to continue owning and maintaining its own equipment, and to continue snowplowing and maintenance of Town roads, since this is more efficient, less expensive, and more responsive to residents, especially in emergency situations.

- The Town will continue to offer solid waste disposal and recycling services, expanding capacity as necessary to accommodate a growing population.
- The Town will continue to set money aside for machinery maintenance and upgrades, and for major road improvements. .
- The Town is opposed to the establishment of any new power line corridors within its boundaries. The Town will promote the use of existing lines for upgrades, and encourage underground lines wherever possible.

6. Programs

- The Town has developed a land division ordinance which regulates new land divisions.
- The Town has established regulations to ensure that residents of new subdivisions have adequate storm water management constructed by the developer, and that the system is maintained by the landowners through time.
- The Town will encourage the co-location of cell phone and telecommunication towers with other structures in order to minimize lights and visual obstruction.
- The Town will discourage all types of landfills in the Town. When necessary, the Town will regulate demolition landfill placement, acceptable materials, hours of operation, and use of roads by trucks moving waste to landfills, in order to protect the Town's roads, rural atmosphere, water quality, and natural resources. Where legally possible, the Town will also regulate other types of landfills.

- The Town has established a web site and has commenced to publish an annual print newsletter to keep residents informed and solicit their input in Town affairs.

e. **AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES**
ELEMENT

1. **Legislative Requirements**

“(e) Agricultural, natural and cultural resources element. A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under s. 295.20 (2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.”

2. **Discussion**

- The Town’s primary natural resources that are important for its economy are forests, agricultural land, and sand and gravel deposits. Residential development removes land permanently from any of these uses.
- The Town’s primary natural resources which are important for aesthetics, recreation, and environmental quality are its glacially-formed landscape, extensive areas of public land available for outdoor recreation, large areas of high-quality wildlife habitat, the Chippewa River and many pristine small lakes and streams.
- In May of 2019 Chippewa County adopted a County Land and Water Resource Management Plan that provides data on the county’s natural and agricultural resources, and outlines goals, objectives, policies, and programs to preserve and

enhance these resources. The Town endorses this plan and will use it to guide development of its own goals, objectives, policies, and programs for this element.

- The County's 2006 – 2020 Forest Comprehensive Land Use Plan commits to sustainable timber management, multiple uses, and the protection of special sites, water quality, aesthetics, and plant and animal communities within the forest. The Town endorses this plan.

3. Goals

- The Town will conserve its working lands, clean air and water, and peace and quiet, in order to safeguard the Town's economic resources, recreational resources, water quality, and environmental quality.
- The Town will cooperate with County goals for preservation of clean water, wetlands, working lands, undeveloped lands, and unique or endangered/threatened habitats and species, as outlined in the Chippewa County Land and Water Resource Management Plan of 2019.

4. Objectives

- The Town will work to minimize the impact of new development on its residents' use and enjoyment of the Town's natural resources.
- The Town will work to minimize the fragmentation and development of working lands, in order to conserve the economic viability of those lands.

5. Policies

- The Town will encourage new development to take place where it will not break up areas of prime agricultural land or large areas of forest.
- The Town will work with the County to ensure that laws and regulations protecting surface and ground waters, wildlife, and other natural resources are enforced.

6. Programs

- The Town has a Land Division Ordinance and may implement a building permit process. This provides a means of working with developers to minimize the impact of new construction on natural resources.
- The Town will explore zoning as a means of promoting development that is congruent with preservation of the Town's working lands and natural resources. In conjunction with its consideration of zoning, the Town will consider appropriate minimum lot sizes for different zones, and ways to encourage cluster development in appropriate areas.

f. ECONOMIC DEVELOPMENT ELEMENT

1. Legislative Requirements

“(f) Economic development element. A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall

designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit.”

2. Discussion

- Though there are some farms and home-based businesses in the Town, the Town’s labor force primarily works outside the Town. This pattern is expected to continue for the foreseeable future
- The tourism industry supports three campgrounds in the Town, including one with a restaurant.
- The Town has liquor licenses available for issue.
- Survey results show that Town residents do not desire any large-scale economic development in the Town. Traditional, family-owned farms and small home-based businesses are desirable, while large-impact uses are not desirable.
- At this time the Town does not intend to pursue any plans for further economic development, and the development programs available through county, regional, and state government agencies are not being utilized.

3. Goals

- The Town will not encourage large-scale economic development, since it is inconsistent with the residents’ goals and values.
- The Town will manage any economic development that does occur so that it is, as far as possible, congruent with community goals and values.

4. Objectives

- The Town will manage economic development by zoning or other regulatory means to ensure that community goals and values are not compromised, and that such development is directed to occur along state and county highways.

5. Policies

- The Town will explore zoning and other regulatory means as a way to direct commercial and industrial development to appropriate locations, and to limit their negative impact on residents' quality of life.

g. INTERGOVERNMENTAL COOPERATION ELEMENT

1. Legislative Requirements

“(g) Intergovernmental cooperation element. A compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts, drainage districts, and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts, drainage districts, and adjacent local governmental units, and to the region, the state and other governmental units. The element shall consider, to the greatest extent possible, the maps and plans of any military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, with which the local governmental unit shares common territory. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.”

2. Discussion

- Though the Town has no formalized procedures for communication and discussion with adjacent towns, relations with them have always been cordial and cooperative, though infrequent. The Town's relations with the County government have been likewise cordial and informal, and the Town has utilized several County programs to save residents' tax dollars while maintaining services and infrastructure.
- As development pressure continues in the region, the Town will benefit by staying in contact with adjacent Town boards and the County. This will ensure that Town officials stay fully informed of trends and the actions of other local governments. This will help the Town to discover and access resources and make informed decisions about development here.

3. Goals

- The Town will maintain open and cordial relations with adjacent towns, the County, and the State in order to ensure coordination of planning, and the early identification and addressing of potential concerns and conflicts.
- In its dealings with other governmental units, the Town will use this Comprehensive Plan as a guide in defining its opportunities and goals.

4. Objectives

- The Town will continue to explore opportunities for intergovernmental cooperation with neighboring townships.
- The Town will work to control the cost of services through intergovernmental cooperation.

5. Policies

- If the State decides to convert County R between Hwy 64 and Hwy 178 into Hwy 64 and abandon the current Hwy 64 between the west end of County R and Hwy 178, the Town's policy will be to consider the County's proposal, and to decline taking over the abandoned portion of Hwy 64 as a Town Road unless the proposal is unequivocally beneficial to the Town.
- The Town will maintain the equipment and staff to do its own snow removal and road maintenance rather than contract with the county, other towns, or private services. However, where possible, the Town will coordinate snowplowing and maintenance with neighboring governmental units to reduce double traveling over roads.
- The Town will actively work with the Towns of Birch Creek, Lake Holcombe, Estella, Eagle Point, Bloomer, and Sampson, and with Chippewa County in the interest of encouraging cooperative efforts toward land use planning, land use and related ordinance administration, and the provision of public facilities and services.
- The Town of Cleveland will provide formal notice to the City of Cornell of all development proposals and pending land use decisions within the 1 ½ mile extraterritorial planning area of this municipality.
- When the County and regional Comprehensive Plans become available, the Town will obtain copies in order to assess the potential impact of those Plans on the Town.

6. Programs

- The Town will continue to request that the County inform it of the location, frequency, and outcome of building code inspections in the Town.

- If sub-development in the City of Cornell begins to expand to the west side of the Chippewa River, then the Town of Cleveland will formally request that the City of Cornell negotiate an intergovernmental agreement to define a sequence of staged annexation in areas planned for development along the town municipal common boundary.

h. LAND USE ELEMENT

1. Legislative Requirements

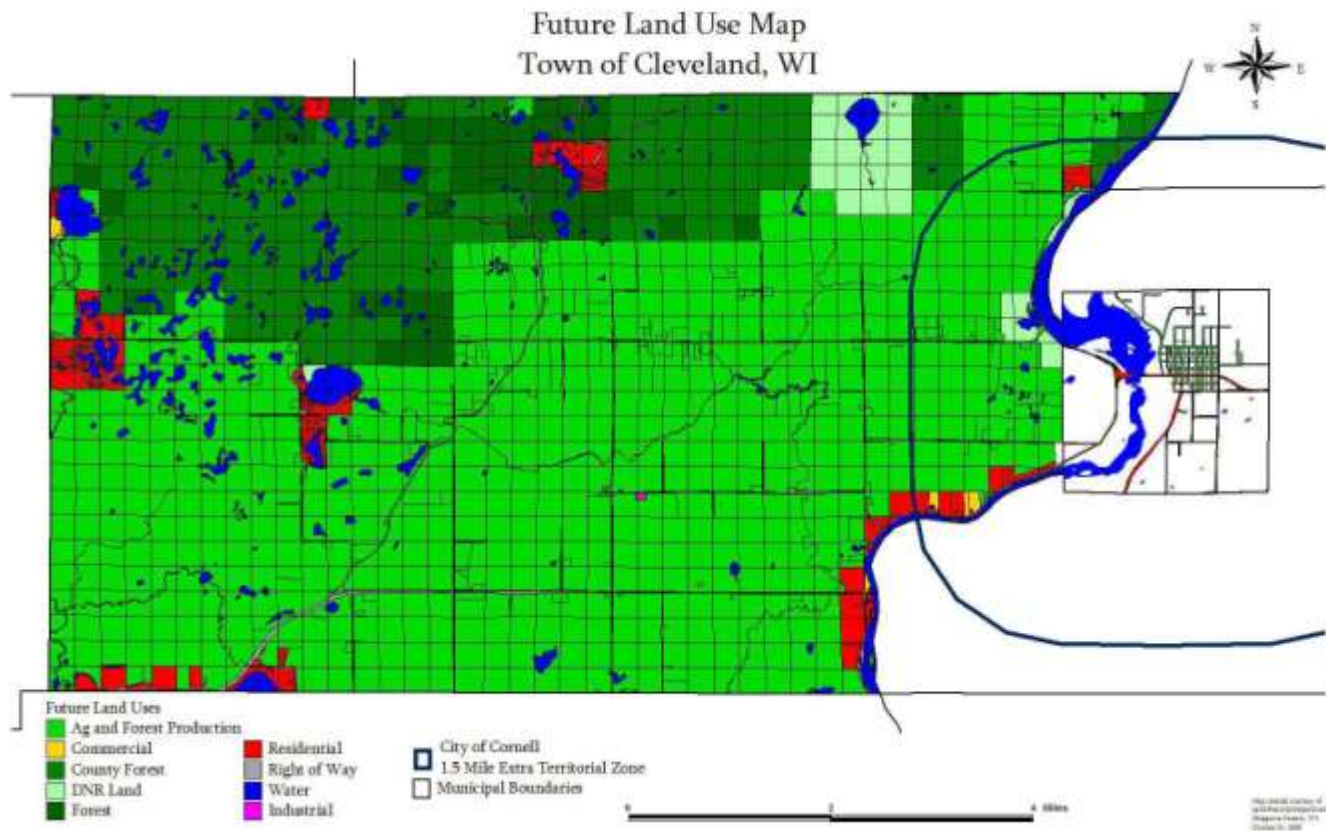
“(h) Land–use element. A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land–use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5–year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.”

2. Discussion

- The major land use issue facing the Town is residential development and the resulting fragmentation of working lands. Industrial and commercial development, at this time, are non-existent or insignificant and expected to remain so. Currently the Town’s only means of regulating development is through its Land Division Ordinance.

- Though the goal of the Town's residents is to preserve working lands and the rural nature of the Township, this is not what is actually happening. The slow but steady increase in residences is fragmenting private forest lands, and farming is declining. Since land in the Township is affordable and accessible, it is likely that these trends will continue as more people find it a desirable place to live and build new homes.

Projected Land Use



- Residential development has in the past been focused on lake frontage, but as second and third tier lake development fills up and lake access becomes more unavailable, development pressure has begun to shift to forested and agricultural areas. This may create conflicts between agricultural and residential land uses. Types of conflict could include:

Fencing issues where animal husbandry is involved

Nuisances that arise from manure spreading (odor, flies, gnats), and soil tilling (dust)

Surface and groundwater quality deterioration from manure run-off and pesticide and fertilizer use

Groundwater quantity issues if high-capacity wells are used for irrigation or other purposes

- An important negative effect of continued uncontrolled development is the permanent loss of working lands. Once converted to residential acreage, potential crop, livestock, and timber production is lost forever. Additionally, there is the potential for owners of new residences to object to the noises and smells of day-to-day farming, logging, and gravel mining operations.
- Another possible negative effect is the potential cost of providing public utilities and services to new residences that are widely dispersed. The COCS study done in 2007 (see appendix D) indicated that it then cost the Town \$1.25 in expenditure for every \$1 received in taxes from residential parcels.

3. Goals

- The Town will regulate land use and land divisions by zoning, and/or police power ordinances and/or nuisance ordinances. This will ensure that the goal of the Town's residents of retaining the Town's rural character is achieved, but there is still room for development. "Rural character" in this use may be defined as preserving productive farmlands and forested areas from non-agricultural related development.

4. Objectives

- The Town will develop regulatory mechanisms, such as basic zoning, to ensure that land use conforms with community values but does not unduly restrict the property rights of landowners.
- The Town will implement a zoning plan and/or ordinances to preserve and protect large tracts of productive farmlands and forested areas from non-agricultural development.
- The Town will protect its natural resources – air, land, and water – from being compromised by development.

5. Policies

- The Town will consider the development of a zoning ordinance that will define zoning districts. Should zoning be developed and adopted, it will identify permitted, prohibited, and conditional uses for each district. A conditional use would require a permit from the Town Board.
- The Town will require developers to pay any costs incurred by the Town that are associated with their development.

6. Programs

- The Town will track new construction in the Town by developing regulation that requires builders to provide the Town with a copy of their County building permit and (if applicable) County access permit.

i. IMPLEMENTATION ELEMENT

1. Legislative Requirements

“(i) Implementation element. A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit’s progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.”

2. Discussion

- Since all components of each element in this plan are directed towards the same Town goals, they on the whole present an integrated and consistent plan to achieve these goals.
- However, should actions proposed by the Town have conflicting purposes or results, the conflict will be resolved by:
 - 1) assessing which action, or components of an action, move the Town towards its goals, and which further away,
 - 2) then change the sequence of actions in accordance with their utility in achieving the Town’s goals,
 - 3) or amend the proposed actions so they in fact do further progress towards the Town’s goals.

3. Goals

- All actions taken to implement this Plan shall be first assessed for their potential to move the Town further towards the Town’s Goals (see page 4).

- Actions will be taken in order of their urgency and their utility in furthering the Town's goals.
- The Town will review this Plan periodically to assess progress towards the Town's goals, to modify the Plan to reflect changing conditions in the Town, and to determine what future steps should be made towards achieving the Town's goals.

4. Objectives

- Periodically the town will create and maintain a list of actions, in order of priority, to take to further the implementation of this Plan and the accomplishment of the Town's goals.

5. Policies

- In response to the expressed wishes of Town residents for the Town to manage development, and in response to increasing development pressure, the Town will institute land use regulation in the form of zoning and/or other regulatory ordinances as soon as possible. This action simultaneously addresses almost all of the goals, objectives, plans, and policies outlined in the previous eight elements of this plan.
- To improve communications with residents and to encourage resident input in Town affairs, the Town maintains a web site, and will print and deliver to residents an annual newsletter to keep residents informed of Town affairs. Town Board and Plan Commission members will also actively encourage other Town residents to participate in meetings.

- The Town will work to gather data from and maintain good communications with adjoining towns, the County, and the State so as to fully inform its decision making and to work cooperatively with other government bodies.

6. Programs

-Sequence of actions to implement Comprehensive Plan in 2009:

- By January, 2010: Adopt Comprehensive Plan, Private Road Ordinance, and Land Division Ordinance.

1. Using the future land use map developed as part of the Comprehensive Plan, resolve issue of whether to institute basic zoning or police power and nuisance ordinances to manage development.
2. Continue work on developing and instituting ordinances to regulate development.
3. Develop an ordinance requiring that anyone building or drilling a new well in the Town be required to furnish a copy of their County permit to the Town.
4. Develop an ordinance requiring developers of subdivisions to construct adequate stormwater management, and to ensure that the system is maintained by the residents of the subdivision through time. A service easement will be required, so the Town will have access for inspection and also for maintenance purposes should that become necessary.

5. Develop an ordinance to protect Town Roads from damage by heavy loads.
6. Develop additional signage and if possible other physical means of controlling ATV use of ditches along Town roads. Signage should inform riders that they are required to stay on the pavement and observe speed limits.
7. Develop an ordinance to regulate demolition landfills, particularly their placement, allowed materials, hours of operation, and load limits for trucks for demolition landfills. Other types of landfills that the Town may legally regulate will be included in this ordinance as well.
8. Contact neighboring municipalities to begin coordinating cooperative efforts toward land use planning, land use and related ordinance administration, and the provision of public facilities and services.
9. Contact the County and request that it inform the Town of the location, frequency, and outcome of building code inspections in the Town.
10. Create web site and annual newsletter, and an information packet on Town policies, regulations, and services to be delivered to new residents. Information on the web site and packet should include names and phone numbers of Town residents willing to transport the disabled, and information on government transport services.

11. Review the Comprehensive Plans of the County and neighboring municipalities when they become available to assess their impact on the Town, and opportunities for cooperation.
12. Formally request that the City of Cornell negotiate an intergovernmental agreement to define a sequence of staged annexations in areas planned for development along the Town and Cornell's common boundary.
13. Replace the current Town Hall.

– Sequence of actions to implement the updated Comprehensive Plan in 2019:

Note: *Since the 2009 Plan was adopted, numbers 5, 11, and 14 above have been accomplished. Number 10 has been abandoned due to a lack of response from the County, and numbers 2, 3, and 6 are being actively pursued.*

1. By December, 2019: Update 2009 Plan, hold a public hearing, amend the update as deemed necessary by the Town Board, and adopt the Plan.
2. Use the future land use map in the updated Plan as a basis for developing zoning and/or police power and nuisance ordinances to manage development.
3. Continue work on developing and instituting ordinances to regulate development.
4. Develop an ordinance requiring that anyone building or drilling a new well in the Town be required to furnish a copy of their County Permit to the Town. Discuss requiring building permits through the Town.

5. Continue work on developing an ordinance to protect damage to Town Roads from heavy loads.
6. Develop additional signage and if possible other physical means of controlling ATV and UTV use of ditches along Town roads. Signage should inform riders that they are required to stay on the pavement and observe speed limits.
7. If needed, develop an ordinance to regulate demolition landfills, particularly their placement, allowed materials, hours of operation, and load limits for trucks for demolition landfills. Other types of landfills that the Town may legally regulate will be included in this ordinance as well.
8. Maintain a Town web site and mail an annual newsletter.
9. Review the Comprehensive Plans of the County and neighboring municipalities when they become available to assess their impact on the Town, and identify opportunities for cooperation.
10. Formally request that the City of Cornell negotiate an intergovernmental agreement to define a sequence of staged annexations in areas planned for development along the Town and Cornell's common boundary, when such planning occurs.

Appendix A: Wisconsin's Comprehensive Planning Legislation as of February 9, 2019

SUBCHAPTER X PLANNING, HOUSING AND TRANSPORTATION

66.1001 Comprehensive planning.

(1) DEFINITIONS. In this section:

(a) "Comprehensive plan" means a guide to the physical, social, and economic development of a local governmental unit that is one of the following:

1. For a county, a development plan that is prepared or amended under s. 59.69 (2) or (3).
2. For a city, village, or town, a master plan that is adopted or amended under s. 62.23 (2) or (3).
3. For a regional planning commission, a master plan that is adopted or amended under s. 66.0309 (8), (9) or (10).

(am) "Consistent with" means furthers or does not contradict the objectives, goals, and policies contained in the comprehensive plan.

(b) "Local governmental unit" means a city, village, town, county or regional planning commission that may adopt, prepare or amend a comprehensive plan.

(c) "Political subdivision" means a city, village, town, or county that may adopt, prepare, or amend a comprehensive plan.

(2) CONTENTS OF A COMPREHENSIVE PLAN. A comprehensive plan shall contain all of the following elements:

(a) *Issues and opportunities element.* Background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the local governmental unit.

(b) *Housing element.* A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.

(c) *Transportation element.* A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit,

transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.

(d) *Utilities and community facilities element.* A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.

(e) *Agricultural, natural and cultural resources element.* A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under s. 295.20 (2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

(f) *Economic development element.* A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit.

(g) *Intergovernmental cooperation element.* A compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts, drainage districts, and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts, drainage districts, and adjacent local governmental units, and

to the region, the state and other governmental units. The element shall consider, to the greatest extent possible, the maps and plans of any military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, with which the local governmental unit shares common territory. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.

(h) Land-use element. A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.

(i) Implementation element. A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.

(2m) EFFECT OF ENACTMENT OF A COMPREHENSIVE PLAN, CONSISTENCY REQUIREMENTS.

(a) The enactment of a comprehensive plan by ordinance does not make the comprehensive plan by itself a regulation.

(b) A conditional use permit that may be issued by a political subdivision does not need to be consistent with the political subdivision's comprehensive plan.

(3) ORDINANCES THAT MUST BE CONSISTENT WITH COMPREHENSIVE PLANS. Except as provided in sub. (3m), beginning on January 1, 2010, if a local governmental unit enacts or amends any of the following ordinances, the ordinance shall be consistent with that local governmental unit's comprehensive plan:

(g) Official mapping ordinances enacted or amended under s. 62.23 (6).

(h) Local subdivision ordinances enacted or amended under s. 236.45 or 236.46.

- (j) County zoning ordinances enacted or amended under s. 59.69.
- (k) City or village zoning ordinances enacted or amended under s. 62.23 (7).
- (l) Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- (q) Shorelands or wetlands in shorelands zoning ordinances enacted or amended under s. 59.692, 61.351, 61.353, 62.231, or 62.233.

(3m) DELAY OF CONSISTENCY REQUIREMENT.

(a) If a local governmental unit has not adopted a comprehensive plan before January 1, 2010, the local governmental unit is exempt from the requirement under sub. (3) if any of the following applies:

1. The local governmental unit has applied for but has not received a comprehensive planning grant under s. 16.965 (2), and the local governmental unit adopts a resolution stating that the local governmental unit will adopt a comprehensive plan that will take effect no later than January 1, 2012.

2. The local governmental unit has received a comprehensive planning grant under s. 16.965 (2) and has been granted an extension of time under s. 16.965 (5) to complete comprehensive planning.

(b) The exemption under par. (a) shall continue until the following dates:

- 1. For a local governmental unit exempt under par. (a) 1., January 1, 2012.
- 2. For a local governmental unit exempt under par. (a) 2., the date on which the extension of time granted under s. 16.965 (5) expires.

(4) PROCEDURES FOR ADOPTING COMPREHENSIVE PLANS. A local governmental unit shall comply with all of the following before its comprehensive plan may take effect:

(a) The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative, or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments. The written procedures shall describe the methods the governing body of a local governmental unit will use to distribute proposed, alternative, or amended elements of a comprehensive plan to owners of property, or to persons who have a leasehold interest in property pursuant to which the persons may extract nonmetallic mineral resources in or on property, in which the allowable use or intensity of use of the property is changed by the comprehensive plan.

(b) The plan commission or other body of a local governmental unit that is authorized to prepare or amend a comprehensive plan may recommend the adoption or amendment of a comprehensive plan only by adopting a resolution by a majority vote of the entire commission. The vote shall be recorded in the official minutes of the plan commission or other body. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of a comprehensive plan. One copy of an adopted comprehensive plan, or of an amendment to such a plan, shall be sent to all of the following:

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 that is the subject of the plan that is adopted or amended as described in par. (b) (intro.).

4. After September 1, 2005, the department of administration.

5. The regional planning commission in which the local governmental unit is located.

6. The public library that serves the area in which the local governmental unit is located.

(c) No comprehensive plan that is recommended for adoption or amendment under par. (b) may take effect until the political subdivision enacts an ordinance or the regional planning commission adopts a resolution that adopts the plan or amendment. The political subdivision may not enact an ordinance or the regional planning commission may not adopt a resolution under this paragraph unless the comprehensive plan contains all of the elements specified in sub. (2). An ordinance may be enacted or a resolution may be adopted under this paragraph only by a majority vote of the members-elect, as defined in s. 59.001 (2m), of the governing body. One copy of a comprehensive plan enacted or adopted under this paragraph shall be sent to all of the entities specified under par. (b).

(d) No political subdivision may enact an ordinance or no regional planning commission may adopt a resolution under par. (c) unless the political subdivision or regional planning commission holds at least one public hearing at which the proposed ordinance or resolution is discussed. That hearing must be preceded by a class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The political subdivision or regional planning commission may also provide notice of the hearing by any other means it considers appropriate. 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 or amendment to such a plan.

3. The name of an individual employed by the local governmental unit who may provide additional information regarding the proposed ordinance.

4. Information relating to where and when the proposed comprehensive plan or amendment to such a plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained.

(e) At least 30 days before the hearing described in par. (d) is held, a local governmental unit shall provide written notice to all of the following:

1. An operator who has obtained, or made application for, a permit that is described under s. 295.12 (3) (d).

2. A person who has registered a marketable nonmetallic mineral deposit under s. 295.20.

3. Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the local governmental unit provide the property owner or leaseholder notice of the hearing described in par. (d).

(f) A political subdivision shall maintain a list of persons who submit a written or electronic request to receive notice of any proposed ordinance, described under par. (c), that affects the allowable use of the property owned by the person. Annually, the political subdivision shall inform residents of the political subdivision that they may add their names to the list. The political subdivision may satisfy this requirement to provide such information by any of the following means: publishing a 1st class notice under ch. 985; publishing on the political subdivision's Internet site; 1st class mail; or including the information in a mailing that is sent to all property owners. At least 30 days before the hearing described in par. (d) is held a political subdivision shall provide written notice, including a copy or summary of the proposed ordinance, to all such persons whose property, the allowable use of which, may be affected by the proposed ordinance. The notice shall be by mail or in any reasonable form that is agreed to by the person and the political subdivision, including electronic mail, voice mail, or text message. The political subdivision may charge each person on the list who receives a notice by 1st class mail a fee that does not exceed the approximate cost of providing the notice to the person.

(5) **APPLICABILITY OF A REGIONAL PLANNING COMMISSION'S PLAN.** A regional planning commission's comprehensive plan is only advisory in its applicability to a political subdivision and a political subdivision's comprehensive plan.

(6) **COMPREHENSIVE PLAN MAY TAKE EFFECT.** Notwithstanding sub. (4), a comprehensive plan, or an amendment of a comprehensive plan, may take effect even if a local governmental unit fails to provide the notice that is required under sub. (4) (e) or (f), unless the local governmental unit intentionally fails to provide the notice.

History: 1999 a. 9, 148; 1999 a. 150 s. 74; Stats. 1999 s. 66.1001; 1999 a. 185 s. 57; 1999 a. 186 s. 42; 2001 a. 30, 90; 2003 a. 33, 93, 233, 307, 327; 2005 a. 26, 208; 2007 a. 121; 2009 a. 372; 2011 a. 257; 2013 a. 80; 2015 a. 391.

A municipality has the authority under s. 236.45 (2) to impose a temporary town-wide prohibition on land division while developing a comprehensive plan under this section. *Wisconsin Realtors Association v. Town of West Point*, 2008 WI App 40, 309 Wis. 2d 199, 747 N.W.2d 681, 06-2761.

The use of the word "coordination" in various statutes dealing with municipal planning does not by itself authorize towns to invoke a power of "coordination" that would impose affirmative duties upon certain municipalities that are in addition to any other obligations that are imposed under those statutes. With respect to the development of and amendment of comprehensive plans, s. 66.1001 is to be followed by the local governmental units and political subdivisions identified in that section. [OAG 3-10](#).

Appendix B: Town of Cleveland Resident Survey 2008

Dear Residents and Landowners of the Town of Cleveland:

The state of Wisconsin requires us to have a Comprehensive Plan written by 2010, or we will lose the authority to regulate what development happens in the Town of Cleveland. If we want to keep local control over local affairs, we must write a Comprehensive Plan that follows the format laid out by state law.

We need your help. We need to know what you want for our town, so our Plan can be written to reflect your wishes and ideas for the future of our town. Please take a few minutes to answer the 12 questions below and return this form to the Town Clerk (Linda Laird) in the enclosed envelope. If more than one adult in your household wishes to complete the survey, please contact Linda Laird at 239-6194 for another copy.

All replies to this survey will be kept anonymous and confidential.

Please return this survey by July 10, 2008. The results will be shared with town residents as soon as compilation is complete.

Thank you!

Cleveland Town Board: Charles Carrell, chair; Everett Larson; Jim Nohr

Town Clerk: Linda Laird

Plan Commission: Everett Larson, chair; Rev. Elmer Prenzlow; Dan Masterpole; Harley Thompson; Ann Hansen

Comprehensive Plan Questionnaire – Town of Cleveland (507 mailed with tax bills; 142 returned) Section

One: Issues and Opportunities

The Town of Cleveland is changing:

- Since 1990 the population has increased by a third from 758 to about 1,000. - The number of homes has increased from 239 in 1980 to 339 in 2000 and more are being added annually.
- Dairy farming has decreased dramatically, from 49 farms in 1989 to 23 farms in 2002.

- Census projections show continuing rapid growth in our Township in the future

The resident survey conducted by this town in 1999 showed that residents wish to preserve the rural nature of our township. Many other towns in Chippewa County are struggling with whether they can keep their open spaces and farms while accommodating subdivisions, townhome developments, racetracks, music festivals, large livestock farms, commercial businesses, and mining operations. Cleveland Township is already facing some of these issues, and will at some time in the future have to deal with most of them.

1. Which do you think are the most important things to regulate in our Town? Least important

Most important

(all numbers are percentages)

a. Location of businesses	35%	33	30
b. Location of subdivisions	15	21	58
c. Location of mobile home parks	15	17	65
d. Location of resorts and campgrounds	24	32	40
e. Big livestock facilities	13	28	54
f. Gravel pits	26	24	45
g. Minimum lot sizes for residences	29	18	46
h. Junk	13	9	77
i. Location of cell phone and radio towers	28	33	31

2. What do you want the town to be like 20 years from now? Please check the items you would like to see in our town in the future.

a. Traditional farms and homes	97%
b. Small businesses	67
c. Subdivisions (close groups of 4 or more homes)	13
d. Multi-unit housing (apartments, condos)	6
e. Light industry	42
f. Large livestock facilities	9
g. Entertainment facilities (such as racetracks, etc.)	12

Section Two: Town Government, Community Utilities and Facilities, Transportation, and Public Housing

The Town of Cleveland has a three-person Town Board. This board is charged with drawing up the Town Budget, maintaining and plowing Town roads, maintaining and operating our Town Hall, and writing ordinances to regulate Town affairs. The Town also is responsible for the Town Cemetery and Town Park, and provides waste disposal and recycling services for Town residents. The Town does not provide sewer or water, or run any schools or nursing homes. The Town contracts with other municipalities for police, fire, and ambulance service. The Town’s budget is limited to its share of property taxes, which amounts to about 11 cents of each dollar paid by residents, so we must choose carefully where to spend available funds.

3. Please indicate your level of satisfaction with the services listed below:

	Not satisfied		Very satisfied
a. Mowing of ditches along town roads	11%	31	55
b. Getting roads plowed quickly	8	23	65
c. Grading of town’s gravel roads	8	32	53
d. Installing culverts and other road improvements	8	33	55
e. Widening road shoulders for ATVs, bikes, and snowmobiles	22	34	35
f. Dump and recycling hours and services	13	28	29
g. Offering “Clean Sweep” and large item disposal days	13	31	43
h. Maintenance of Town Park and Town Cemetery	3	28	62

4. Our current Town Hall does not meet federal codes for public buildings. At some time in the next decade we will have to renovate or rebuild the Town Hall. We can choose to do the absolute minimum required to meet the codes, or we could build a facility that could also be used as a gathering place for public community events and rented for private use by residents. A full kitchen could expand the utility of the Hall. Please rank the options listed below from 1 to 6, with 1 being your first choice.

	#1 choice	#2 choice
a. Renovate current Town Hall to meet codes	33%	1

b.	Build a new Town Hall, but only the minimum required	2	12
c.	Build a new Town Hall with mini-kitchen for brought-in food	11	7
d.	Build a new Town Hall with more than one meeting room	1	1
e.	Build a new Town Hall with mini-kitchen and meeting rooms	11	8
f.	Build a new Town Hall with a full kitchen and multiple rooms	11	3

5. How should the town communicate with residents about meetings, activities, and ordinances?

The Town will continue its present system of publishing meeting notices in the Cornell and Bloomer papers, and posting notices in the three town posting boxes. What else should the Town do to improve communications with residents? Please rank the options below from 1 to 4, with one being your first choice:

	#1	#2	#3
a. Make no changes	27%	6	15
b. Establish a town web site	15	19	7
c. Mail an annual newsletter to all town residents	30	13	10

6. In the past the State has considered re-routing Highway 64 along County R to Highway 178.

The portion of Hwy 64 between the west end of County R and Cornell would then be turned over to the county or the town. If the Town took over ownership of that section of road, it would receive a payment that is unlikely to cover the town's maintenance costs. If the state again approaches Cleveland Township about implementing this plan, would you prefer that the Town or the County take over maintenance of that section of Hwy. 64 (check one option)?

a. Town should take over the road	4%
b. County should take over the road	91%
c. Need more information	3%

Section Three: Agriculture, Natural Resources, Cultural Resources, Economic Development, and Land Use

The Town of Cleveland is 61 percent forested, and 22 percent of the land is classified as wetlands. Agriculture occupies 23 percent of the land base. Nearly the entire town is unsuitable for conventional septic systems due to soil limitations and/or steep slopes. Much of the town also has a very high water table, which limits basement and septic construction, and greatly increases the risk of groundwater contamination. Since Town residents draw their water from private wells, groundwater contamination is an immediate concern. The town's prime agricultural land is located largely in the central and south central portions of the town. Probable deposits of sand and gravel are located in wide areas throughout the Town.

Though our Town's land is unsuited for manufacturing and most types of large confinement livestock operations, the town is well suited for forestry, sand, and gravel operations, as well as agriculture and tourism. There is good potential for landfill operations. With the county forest occupying a significant part of the town, and many lakes and streams, there is also an important outdoor recreation resource in the town.

The combination of the Town's attractive natural resources, and of Highway 64 providing easy access to Cornell, Bloomer, Chippewa Falls and Eau Claire, make it likely that the Town will continue to attract more residents, putting development pressure on both agricultural and forest lands.

The Town of Cleveland is responsible for managing its growth and limiting conflicts between residents over land use. This is done by balancing the right of the individual landowner and the rights of all town residents.

There are three types of town ordinances that can be used to manage development and protect the interests of town residents: 1) licensing rules, 2) land division rules, and 3) zoning rules.

The following questions explain each option, and ask for your opinion on how the town should use these options in the future.

7. Licensing and Nuisance Ordinances manage activities that can cause harm or be offensive. These types of ordinances set rules that must be followed by anyone operating the regulated establishment. If they do follow the rules, the Town must grant them an operator's license. These types of ordinances can not regulate where the activity is located (such as a racetrack, campground, or bar), but can regulate such things as hours of operation, noise levels, or pollution levels.

Land division rules regulate how land can be divided in preparation for development. These types of rules can not restrict where development occurs, or what type of development can occur. These rules do make sure that a parcel is buildable and has road access to assure fire, police, and ambulance protection. These rules also make sure that the parcel has the solid waste, septic, and utility services required by law. Land division rules can also regulate minimum lot size,

construction standards for driveways and private roads, and storm water runoff and erosion control.

Zoning Rules regulate what type of development can occur, and where it can occur. This is done by using maps to lay out “zoning districts.” Each zone has a primary use, and allows compatible uses but prohibits incompatible uses in that zone. For example, in a zone designated as residential, a convenience store may be allowed but an industrial plant or big entertainment facility that would create a lot of noise and traffic would not. Zones also prevent nuisance lawsuits. For example, if a new resident builds a home next to a farm in an area that is zoned for agriculture, the new resident can’t sue the farmer for making too much noise running machinery late at night, or spreading manure in a field next to the new house.

The Town expects to deal with several types of development in the future. Please rank these activities according to how you think the town should regulate them.

	Regulate nuisance only (ordinances)	Regulate nuisance and access (land division)	Regulate nuisance access & location (zoning)
	1	2	3
a. Trailer Parks	6%	12	47
b. Large-scale livestock farms	13	12	51
c. Cell and radio towers	23	19	38
d. Demolition landfills	16	11	51
e. Sand and gravel pits	25	16	37
f. Commercial campgrounds	13	24	37
g. Other: _____			

8. The Town now has a land division ordinance that requires a developer to have the land parcel surveyed, and to provide a map showing the location of boundaries, roads, and driveway accesses. At present the Town does not regulate construction of new private roads, and will not consider taking over maintenance of these roads unless they are built to public road standards.

Should the Town require that private roads be built to the same standard as public roads, to make sure that new developments can be reached by police, fire, ambulance, septic trucks, and utility trucks?

a. Yes 53%

b. No 41%

9. The Town could use limited zoning to guide new commercial and industrial development to locations where it is best suited. It could be used to guide the location of facilities involving high levels of traffic or noise, such as large scale entertainment centers (racetracks, summer “fests”). It could also be used to protect farmers from the common problem of nuisance lawsuits brought by nearby residents.

Zoning could also be used to set “density limits,” keeping housing developments out of areas intended for long-term forestry or agricultural production. For example, in some areas zoning could designate a minimum lot size of 5 acres, but allow a one acre minimum in other areas.

Should the Town explore zoning as an option for guiding new commercial and industrial development to pre-defined locations?

a. Yes 83% b. No 17%

10. Should the Town explore minimum lot size zoning as a way of limiting the development of high-density residential subdivisions in agricultural or forested areas?

a. Yes 78% b. No 19%

11. Should the Town explore establishing zones as primarily agricultural or residential in order to prevent nuisance lawsuits and new development that would threaten residents’ enjoyment and use of their property?

a. Yes 78% b. No 21%

12. Would you be willing to (check all that apply):

	(numbers are number of people; NOT percentages)
Serve as an election worker (paid position)	18
Serve on the Town Plan Commission	17
Assist with writing Town newsletters	6
Assist in updating the Town History	5
Build a Town Web site	3
Volunteer to maintain the Town Park and Cemetery	7
Serve on the Town Hall Planning Committee	13
Volunteer to help with demolition and/or construction of the Town Hall	17
Participate in a roadside litter pickup day	38

Please attach any additional comments on a separate sheet of paper. Thank you!

Appendix C: Town of Cleveland Public Participation Plans 2007 and 2019

12/06/07

Public Participation Plan to Support
The Town of Cleveland Comprehensive Planning Process

INTRODUCTION

Public participation is the process which assures that people who will be affected by a decision of a governmental body have an opportunity to provide input before the decision is made.

The purpose of public participation is to inform the public and to solicit input on public needs, values, and proposed actions.

Town governments in Wisconsin have a rich tradition of grassroots democracy based on the powers granted to the citizenry. The Town of Cleveland Town Board is committed to the concept of open government and will provide on-going opportunities for public participation throughout the planning process.

Wisconsin's Comprehensive Planning statutes requires the adoption of a written procedure to clarify how the public will be informed and will be provided the opportunity to participate. Wis. Stats. Chapter 66.1001(4)(a) states:

“The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.”

Levels of public participation may be classified along a continuum as described below.

Public Awareness	Public Education	Public Input	Public Interaction	Public Partnership
<p>Objective:</p> <p>Increase public awareness of the comprehensive planning process</p>	<p>Objective:</p> <p>Provide public with balanced and objective information and to assist them in understanding the problem, alternatives and/or solutions</p>	<p>Objective:</p> <p>Obtain public feedback on issues, alternatives, and/or decision</p>	<p>Objective:</p> <p>To work directly with the public to ensure that public issues and concerns are consistently understood and considered</p>	<p>Objective:</p> <p>To place decision-making responsibilities in the hands of the public</p>
<p>Example:*</p> <p>News releases</p> <p>Direct mail</p>	<p>Example:*</p> <p>Displays/exhibits</p> <p>Public presentations</p>	<p>Example:*</p> <p>Opinion surveys</p>	<p>Example:*</p> <p>Public forums</p> <p>Open houses</p>	<p>Example:*</p> <p>Plan</p> <p>Commission</p>

Adopted from the Town of Star Prairie Comprehensive Plan and from the International Association for Public Participation.

*Not all methods fall neatly into one category. News releases may be used to increase public awareness or be written to emphasize a public educational objective. An open house may contain public education activities, public input activities, and offer public interaction in the same session.

PURPOSE

This public participation plan has been developed to meet the requirements of Wis. Stats., Chapter 66.1001.

The plan outlines the activities that will be pursued to assure public participation under a comprehensive planning project design and project schedule that will be used to complete the

planning process. The project design, budget, and the intended sequence of activities is provided as Attachment I and Attachment II.

PUBLIC PARTICIPATION PROCEDURES AND ACTIVITIES

To assure public participation, the Town of Cleveland will apply the following procedures and activities:

Phase 1: Planning Orientation and Issues Identification

- The Town will inform property owners of its intent to plan and encourage citizen participation through a Fact Sheet that will be distributed with the 2007 property tax billing statements.

- The Town will organize an Initial Kick-Off Meeting and Issues and Opportunities Workshop. The public will be notified through public notice under the Wis. Open Meeting Law. The Town will:

1. Be informed of the purpose and process to be followed to complete the comprehensive plan.

2. Participants will identify and prioritize those issues and opportunities that should be addressed in the comprehensive planning process. Results will be compiled by topical area which corresponds the best to the required elements of the comprehensive plan.

Phase 2: Plan Development

- The Town will conduct a Public Opinion Survey of town residents. At a minimum, the survey will collect information pertinent to each of the planning elements. The information from this survey will reflect public views and will be compiled for consideration by the Plan Commission.

Phase 3: Plan Implementation

- The Town will conduct Plan Committee Meetings and Open House Forums.

- The Town Plan Commission meetings will be publically posted in compliance with the Wis. Open Meeting Law. These meetings will be used as working sessions. Agendas will be prepared to explicitly describe the issues to be addressed. Each agenda will include a scheduled opportunity for public comment.

- As the grouped elements of the comprehensive plan are drafted, open house forums will be scheduled to present draft material for public review and comment.

- Citizens attending the open houses forums will be able to make comments, ask questions, and engage in a dialogue with Town Plan Commissioners and Planning staff. Written comments and questions will be accepted during the open house. In addition, comments and questions may be submitted at any time during the planning process via surface mail, electronic mail, telephone, and FAX. Direct responses will be made to those who request it or where a response is appropriate. A record of all comments and questions will be retained and analyzed for similar content; the analysis will be presented to the Plan Commission for consideration.

- If appropriate and if available, County staff and UW-Extension staff will present information about the elements under consideration at each open house. Presentations will include data, trends, maps, goals, objectives, policies, and programs.

- If a web site is available, materials will be posted on a Town Internet web site with an email response form.

Stage 4: Plan Review, Adoption, and Implementation

- News releases will be used to inform and educate the public about the proposed comprehensive plan prior to adoption. Copies of the proposed plan will be available for review in the local public libraries and on the County’s Internet web site. Information will be provided to describe how to request additional information or how to make comments.

- Wis. Stats., Chapter 66.1001(4)(d) requires a public hearing be held before the Town Board may vote on adoption of the proposed comprehensive plan. A notice of the hearing will be published at least 30 days before the hearing is held in a newspaper likely to give notice in the area. The notice will contain the date, time, and location of the hearing; a summary of the proposed plan, the name of a person to contact for additional information; details relating to where or when the proposed plan may be inspected; and how a copy may be obtained for review.

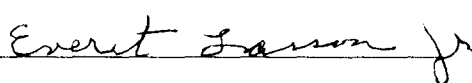
INTENT TO REVIEW AND AMEND PLANNING PROCESS SCHEDULE IF WARRANTED

It is the intent of the Town Board to continuously communicate with the Plan Commission to review the status of the planning project and products completed. The Town may amend the planning process and schedule of activities at its discretion.

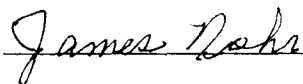
Adopted by resolution by the Town of Cleveland Town Board, December 10, 2007:



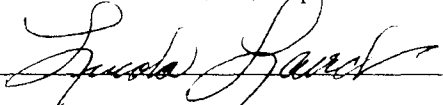
Charles Carrell, Chairman



Everett Larson, Jr., Supervisor II



James Nohr, Supervisor I



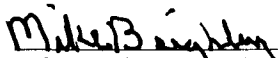
Linda Laird, Clerk

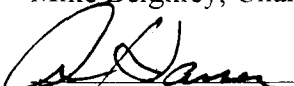
Public Participation Plan for Amending Town of Cleveland Comprehensive Plan

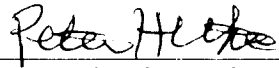
The purpose of this public participation plan is to ensure that residents of the Town of Cleveland will be informed of the Town's intent to update its Comprehensive Plan, and have the opportunity to review and comment on any proposed changes to the original 2009 plan. To assure public participation, the Town of Cleveland will:

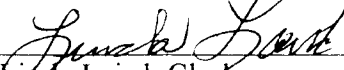
- Under the direction of the Town's Plan Commission, review and amend as indicated the 2009 Comprehensive Plan.
- The Plan Commission will then recommend to the Town Board that the amended Plan be adopted by the Town.
- The Board will then post a copy of the draft amended Plan on the Town web site and the County web site, and provide hard copies of the proposed Plan to the Cornell and Bloomer public libraries. These postings will include a description of the proposed changes and include the time, date, and place of a Public Hearing to be held to receive public comment on the proposed changes. The notice will also include an address and email for those wishing to submit written comments.
- The Town will publish a class 1 notice, at least 30 days in advance, of the Public Hearing to be held to discuss the amendments to the Comprehensive Plan.
- The Town will conduct a Public Hearing to present the amended Plan and to collect property owner's comments on the draft amended Plan.
- After reviewing all public input, the Town Board will decide if the comments submitted warrant further amendments. If so, those will be made, and a second public hearing held.
- The Town Board will then adopt an ordinance to adopt the amended Comprehensive Plan.
- The Town may amend the planning process and schedule of activities at its discretion.

Adopted by resolution by the Town of Cleveland Town Board, *7/2/19*


Mike Beighley, Chairman


Ann Hansen, Supervisor II


Pete Hetke, Supervisor I


Linda Laird, Clerk

Appendix D: Cost of Community Services Study

- “Understanding the Cost to Provide Community Services in the Town of Cleveland, Chippewa County,” was presented to the Town of Cleveland Board and Plan Commission on June 7, 2007.
- The study was authored and presented by Rebecca Roberts of the Center for Land Use Education, and Andrew Dane, Chippewa and Barron County UW-Extension.
- The authors utilized a case study approach to determine the fiscal contribution of existing land uses during a single year. Three steps were involved: 1) Collect local land use and fiscal data; 2) Assign revenues and expenses to Town land uses; and 3) Calculate the ratio of revenue to expenses.
- Results of the study are summarized below. The cost of providing services is calculated for each dollar of tax revenues generated. For example, for every dollar of taxes collected on agricultural land in 2004, \$1.74 was spent on providing services.

	Residential	Ag-Res	Ag-Land	Undevl	Forest	Com/Mfg	All land
1996	\$1.77	1.58	.43	1.57	.14	.57	1.60
2004	1.15	1.08	1.74	.26	.11	.82	1.08

Appendix E: Town of Cleveland Employment by Occupation and industry 1990 - 2000**Town of Cleveland Employment by occupation 1990 and 2000**

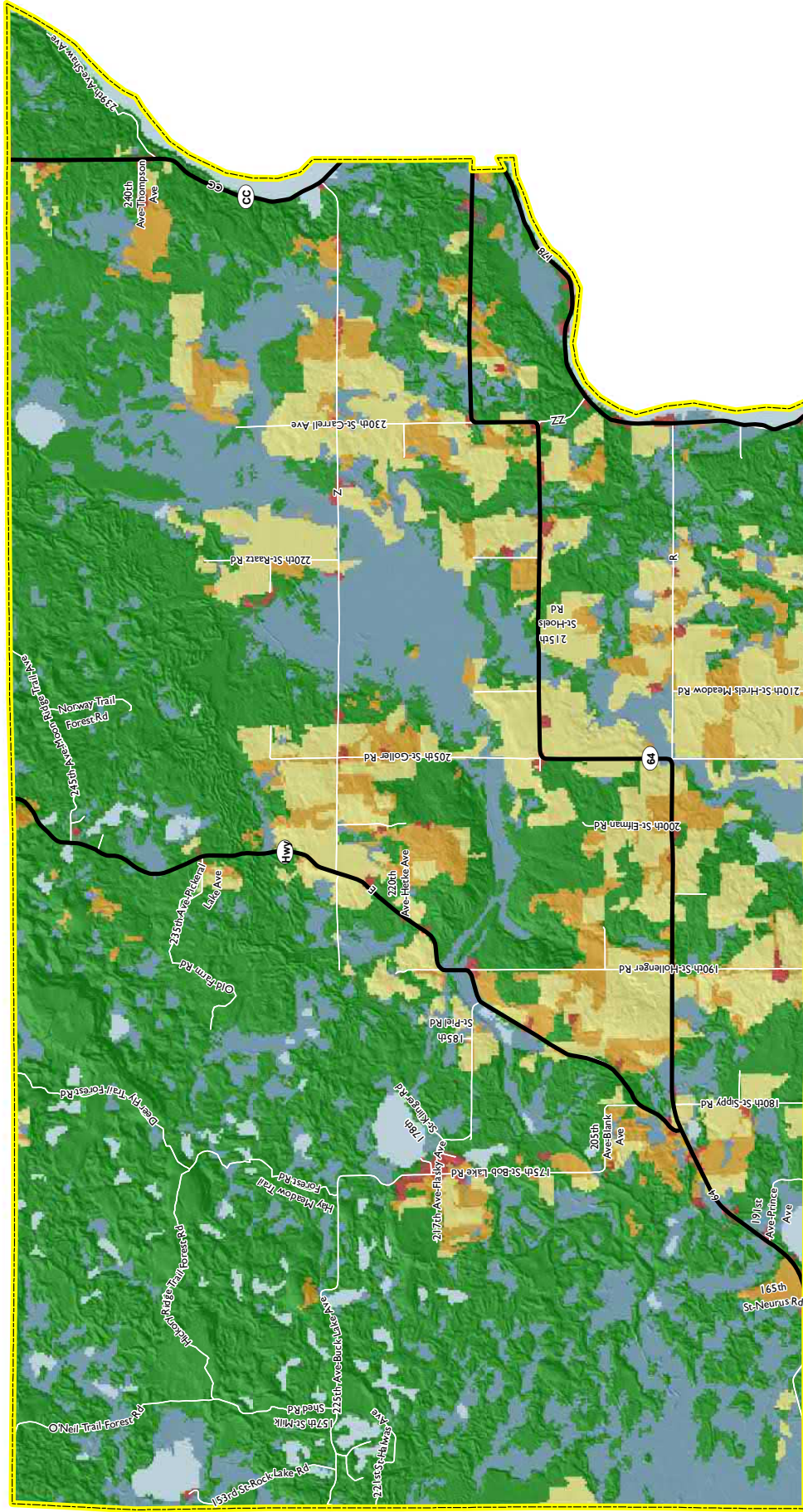
	Number	Percent	Number	Percent
Town of Cleveland				
Executive, administrative and managerial	15	4.8		
Professional	30	9.5	105	23.8
Technician	2	0.6		
Sales	19	6.0	62	14.0
Administrative support, including clerical	18	5.7		
Service	45	14.3	75	17.0
Farming, forestry, fishing	90	28.6	35	7.9
Construction, extraction and maintenance			39	8.8
Precision production, craft and repair	43	13.7		
Machine operators, assemblers and inspectors	19	6.0	126	28.5
Transportation and material moving	21	6.7		
Handlers, equipment cleaners, helpers & laborers	13	4.1		
Total Employment (16 years and over)	315	100.0	442	100.0

Employment by industry

	1990		2000	
Town of Cleveland				
Agriculture, forestry, fishing, hunting & mining	92	29.2	81	18.3
Construction	19	6.0	31	7.0
Manufacturing	61	19.4	122	27.6
Wholesale trade	4	1.3	11	2.5
Retail trade	36	11.4	35	7.9
Transportation, warehousing and utilities	23	7.3	34	7.7

Information	0	0.0	2	0.5
Finance, insurance, real estate, rental & leasing	9	2.9	8	1.8
Professional, scientific, management, administrative and waste management services	12	3.8	7	1.6
Educational, health and social services	44	14.0	64	14.5
		1990	2000	
Arts, entertainment, recreation, accommodation and food services	15	4.8	32	7.2
Other services, except public administration			9	2.0
Public administration	0	0.0	6	1.4
Total Employment (16 years and over)	315		442	

Appendix F: Additional Town of Cleveland maps

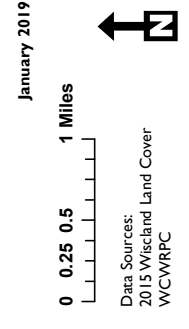
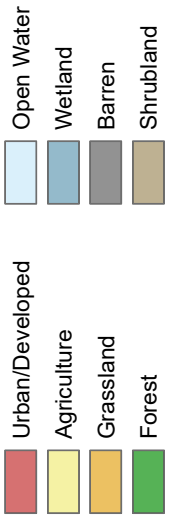


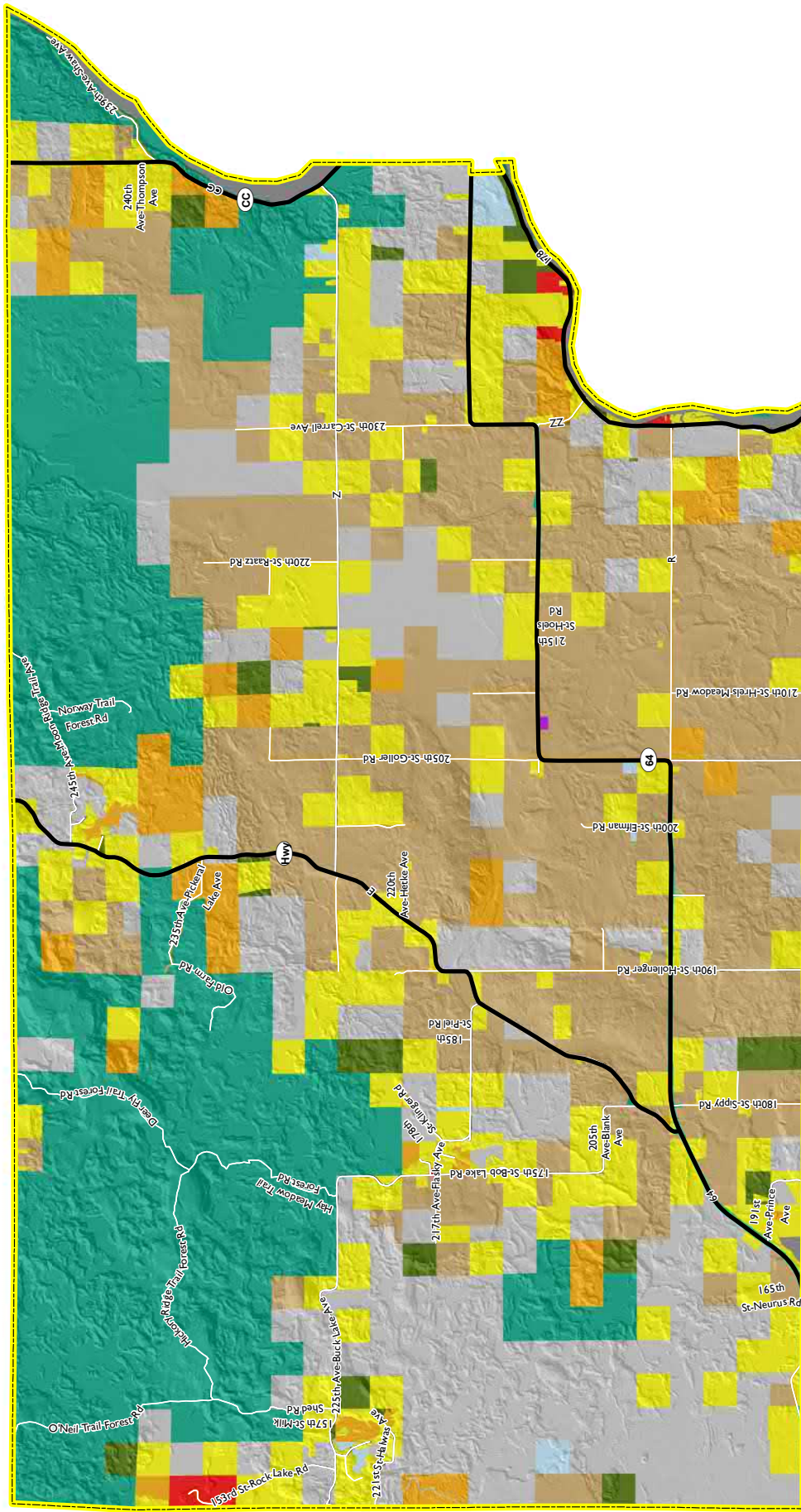
DRAFT MAP - for planning purposes



LAND COVER

TOWN OF CLEVELAND, WI



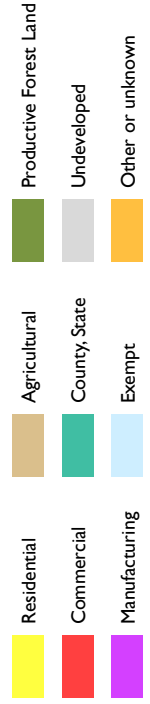


DRAFT MAP - for planning purposes



LAND USE

TOWN OF CLEVELAND, WI

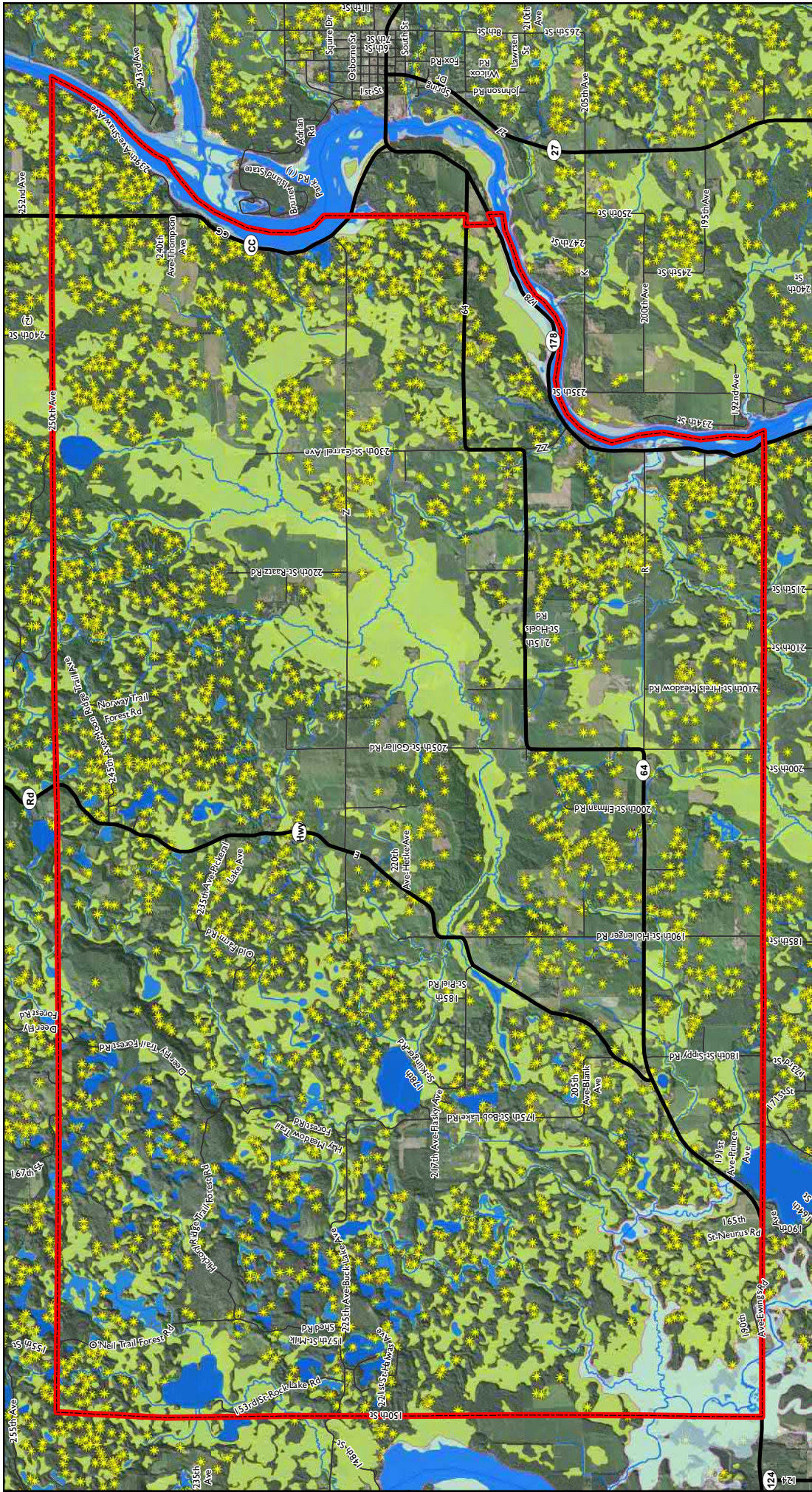


January 2019

0 0.25 0.5 1 Miles



Data Sources:
2017 Statewide Parcel Database
WCWRPC



DRAFT MAP - for planning purposes



SURFACE WATERS

TOWN OF CLEVELAND, WI

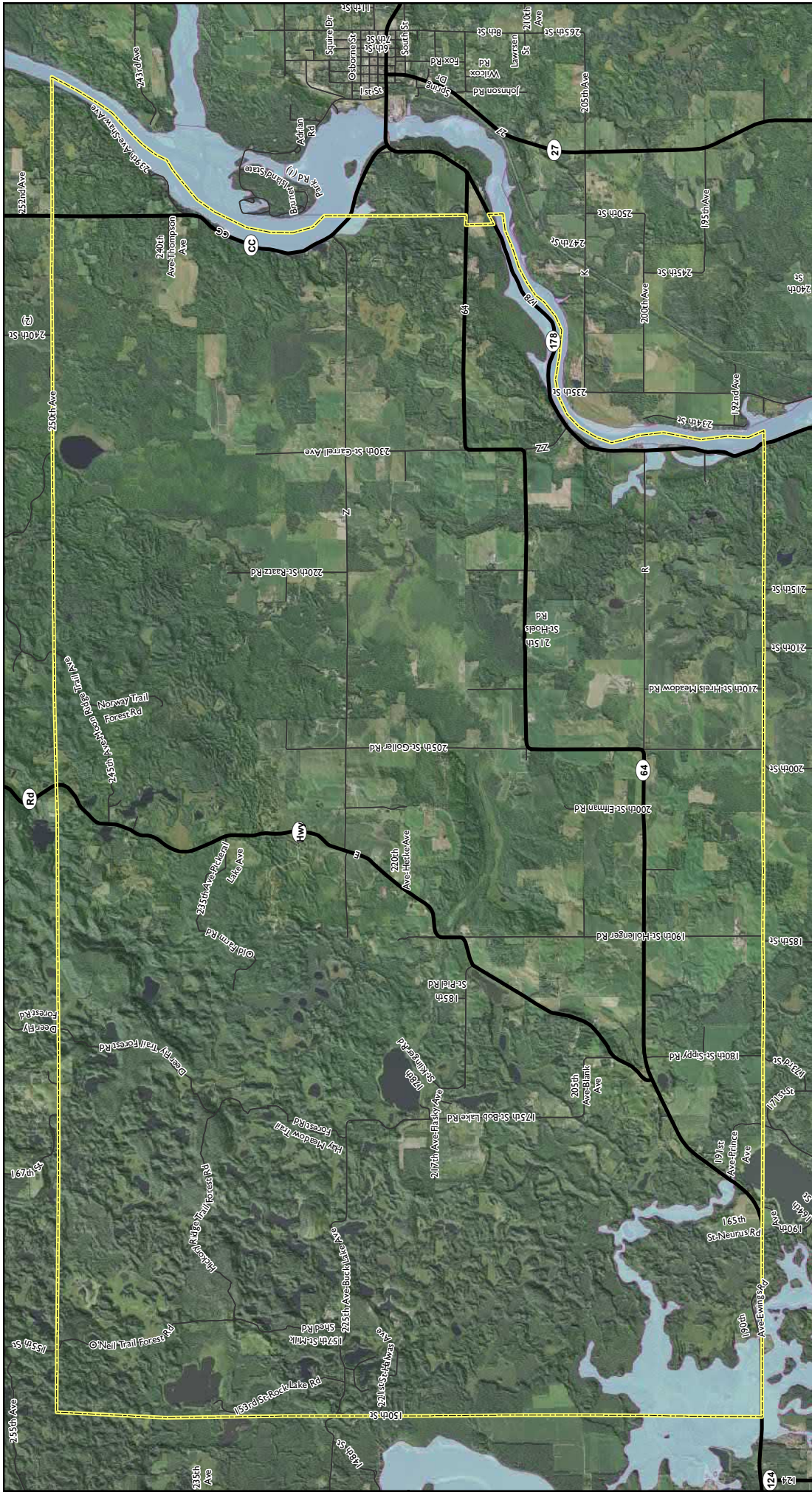
- Open Water
- 100yr Floodplain
- Wetland
- Small Wetland < 5 acres
- River/Stream
-



Data Sources:
2017 Aerial Imagen
WI-DNR, FEMA NFHL



January 2019



DRAFT MAP - for planning purposes



FEMA 100yr FLOODPLAIN

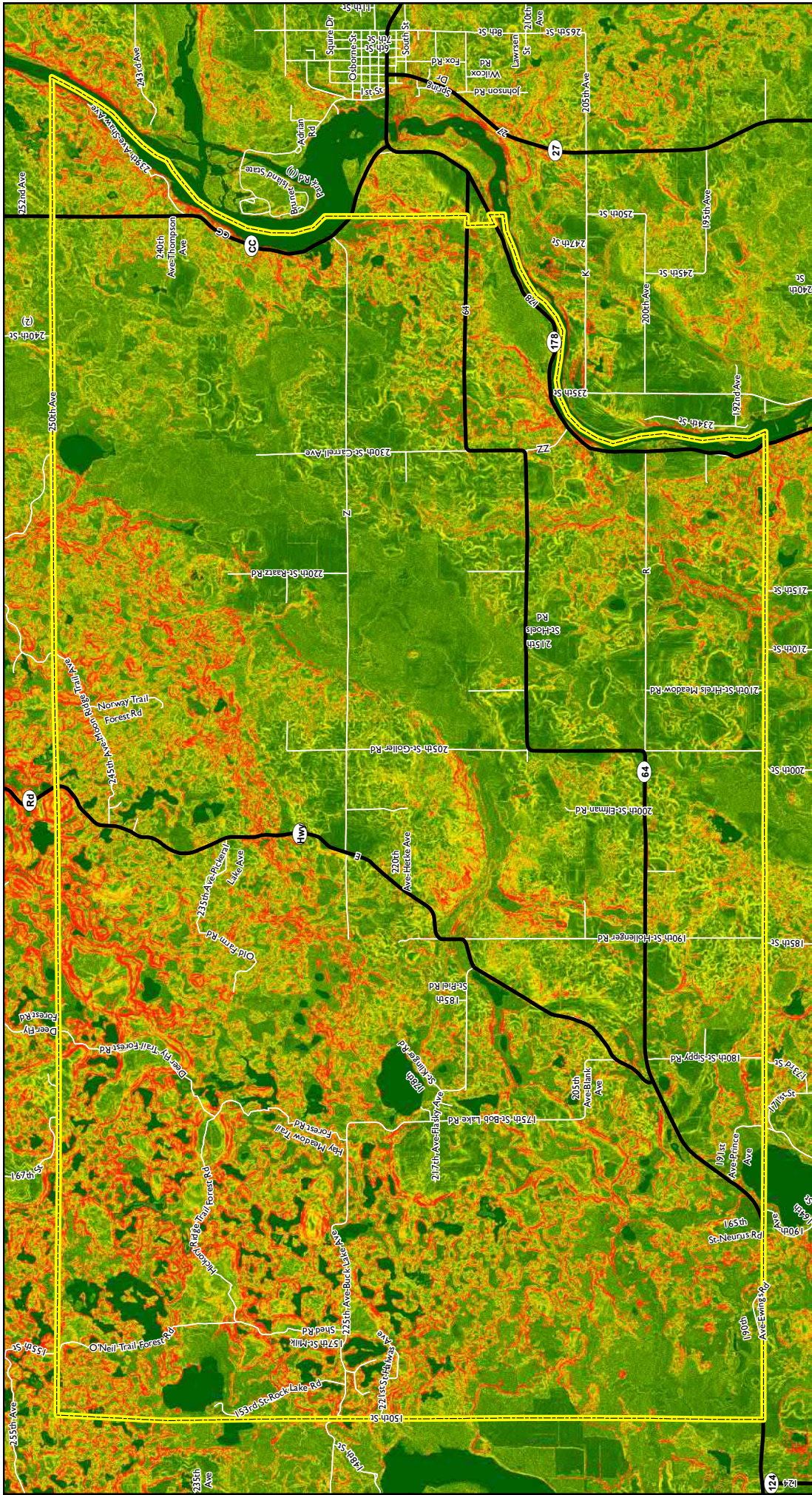
TOWN OF CLEVELAND, WI

January 2019



Data Sources:
2017 Aerial Image
FEMA's National Flood Hazard Layer (NFHL)



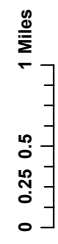


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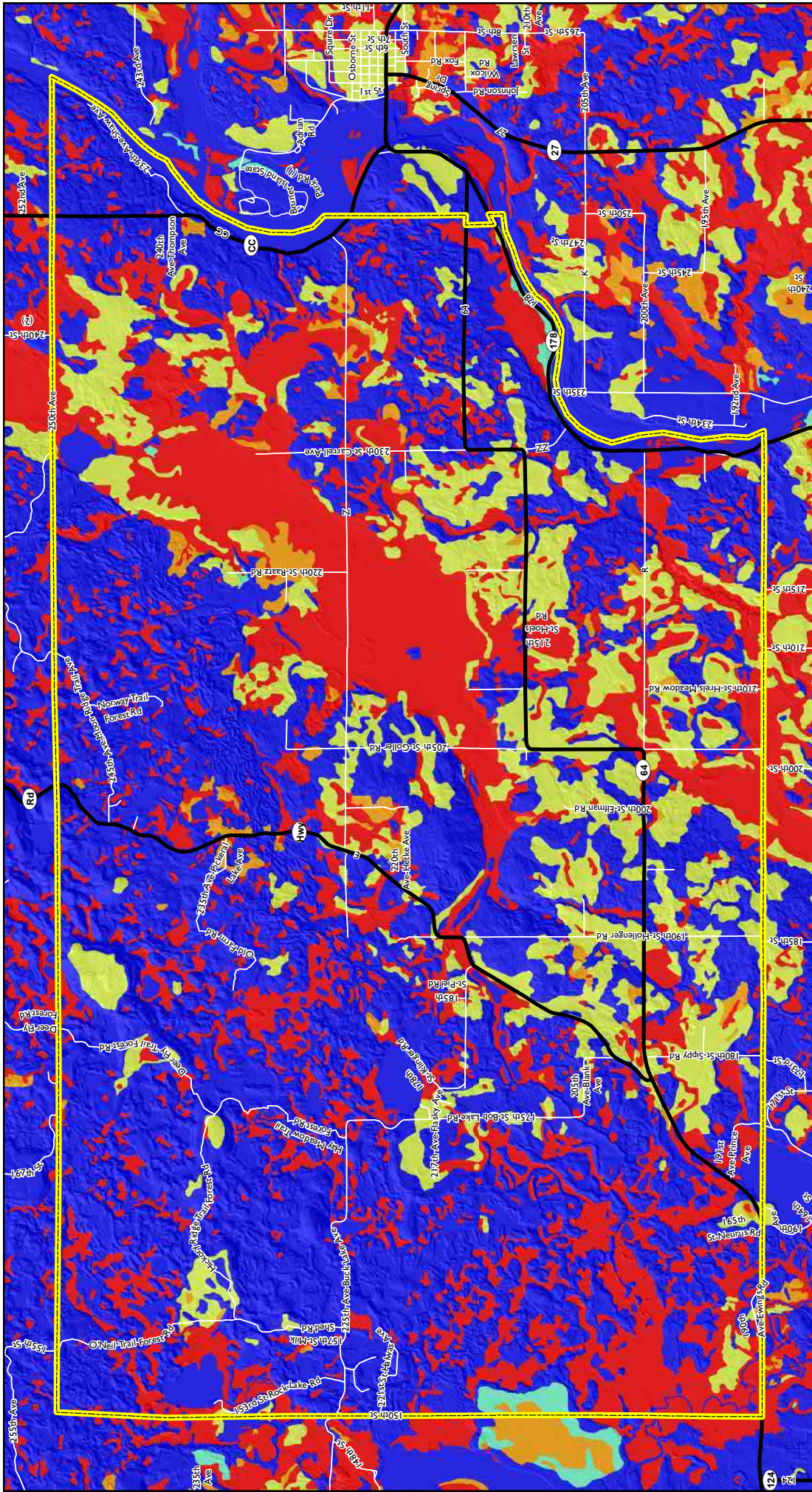
ELEVATION

TOWN OF CLEVELAND, WI



Data Sources:
Chippewa County
WCWRPC

January 2019



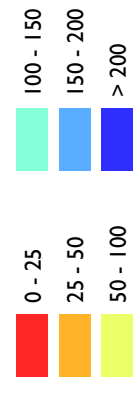
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DEPTH TO WATER TABLE

TOWN OF CLEVELAND, WI

(Jan to Dec), [cm]

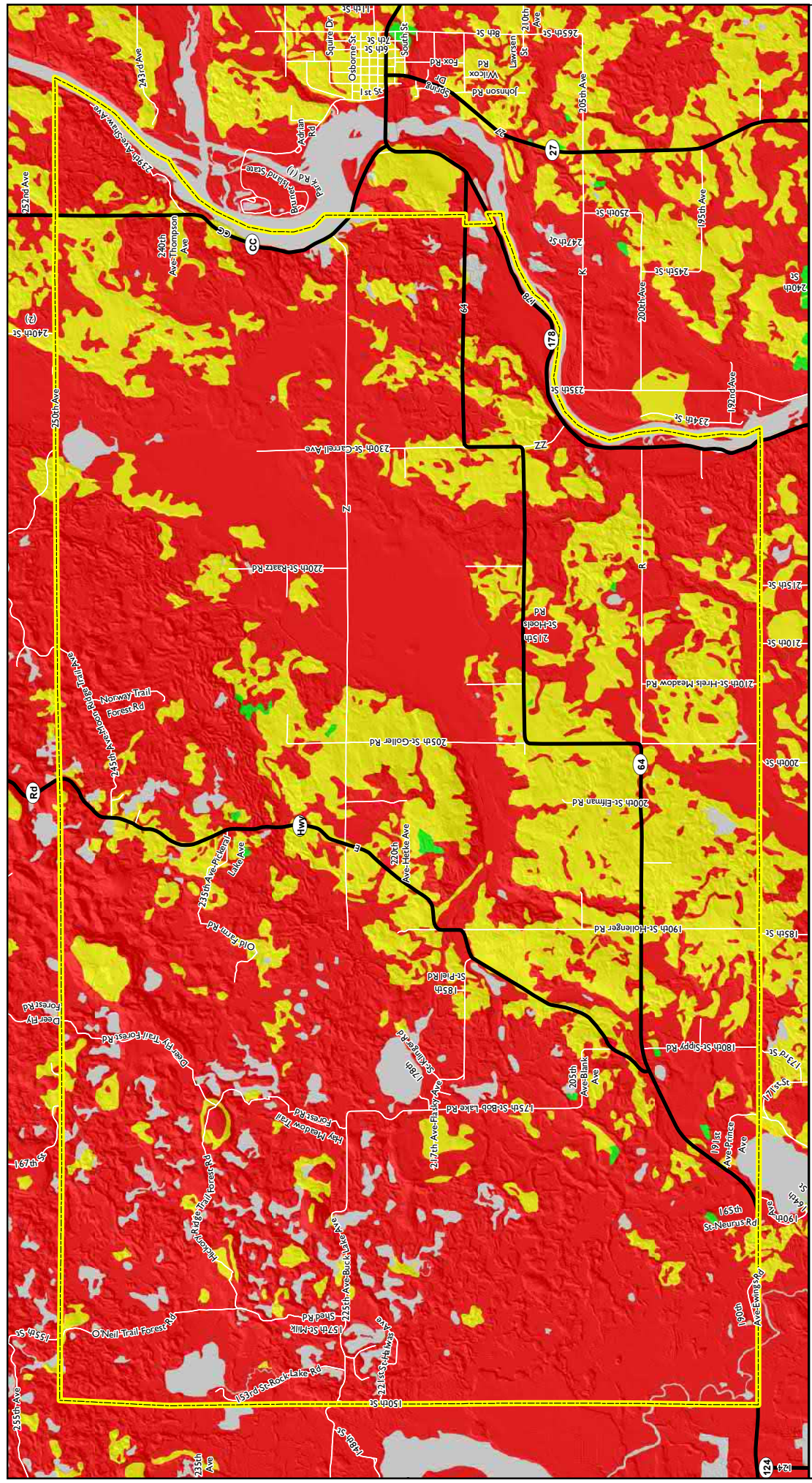


January 2019

Data Sources:
WCWRPC; NRCS Soil Data Viewer
2003 Soil Survey Database

"Water table" refers to a saturated zone in the soil. It occurs during specified months. Estimates of the upper limit are based mainly on observations of the water table at selected sites and on evidence of a saturated zone, namely grayish colors (redoximorphic features) in the soil. A saturated zone that lasts for less than a month is not considered a water table.

This attribute is actually recorded as three separate values in the database. A low value and a high value indicate the range of this attribute for the soil component. A "representative" value indicates the expected value of this attribute for the component. For this soil property, only the representative value is used.



DRAFT MAP - for planning purposes



SANITARY LANDFILL (AREA)

TOWN OF CLEVELAND, WI

- Very limited
- Somewhat limited
- Not limited
- Not rated or not available



January 2019

Data Sources:
WCWRPC; NRCS Soil Data Viewer
2003 Soil Survey Database

In an "area sanitary landfill," solid waste is placed in successive layers on the surface of the soil. The waste is spread, compacted, and covered daily with a thin layer of soil from a source away from the site. A final cover of soil material at least 2 feet thick is placed over the completed landfill. A landfill must be able to bear heavy vehicular traffic. It can result in the pollution of ground water. Ease of excavation and revegetation should be considered.

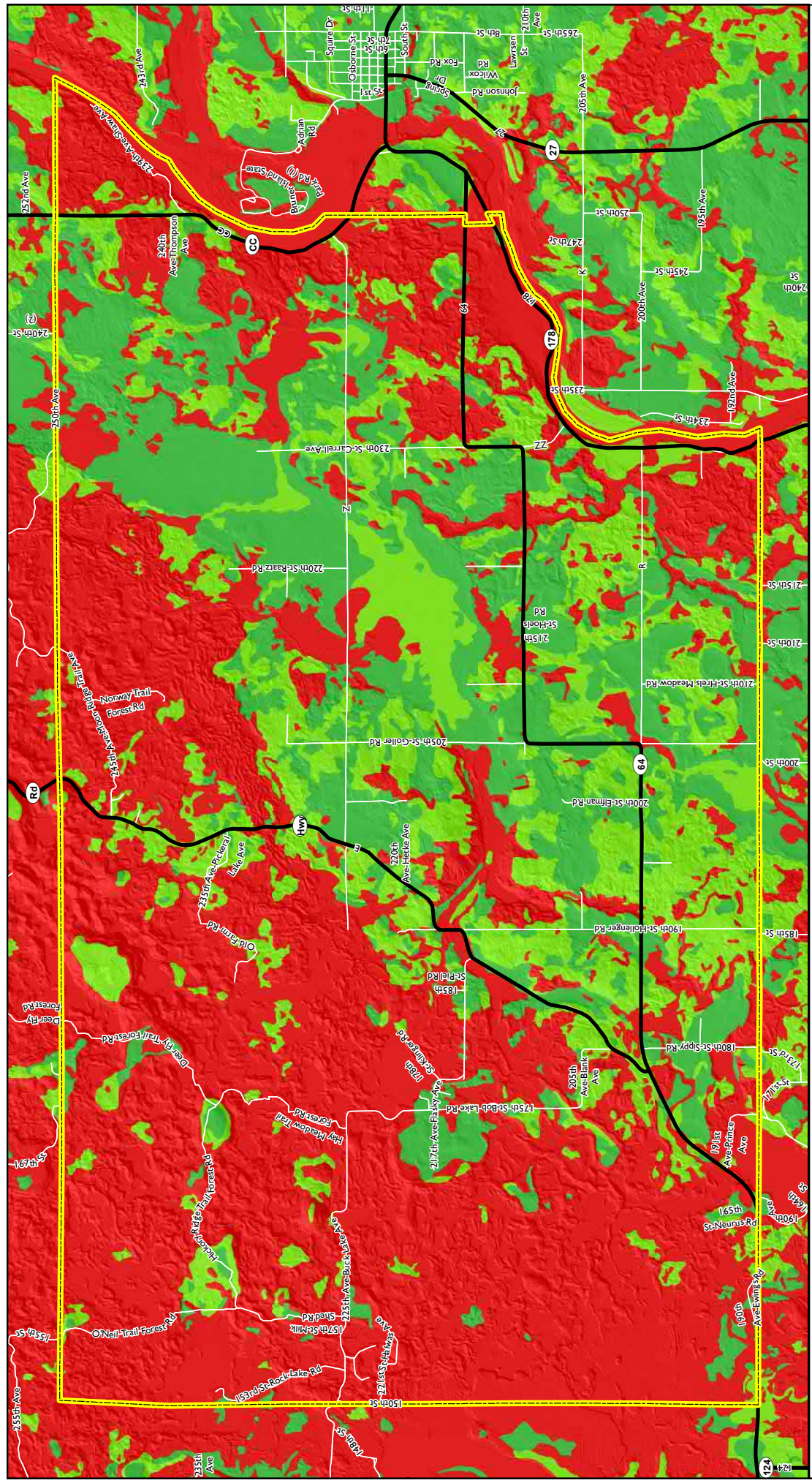
The ratings are based on the soil properties that affect trafficability and the risk of pollution. These properties include flooding, saturated hydraulic conductivity (Ksat), depth to a water table, ponding, slope, and depth to bedrock or a cemented pan. Flooding is a serious problem because it can result in pollution in areas downstream from the landfill. If Ksat is too rapid or if fractured bedrock, a fractured cemented pan, or the water table is close to the surface, the leachate can contaminate the water supply. Slope is a consideration because of the extra grading required to maintain roads in the steeper areas of the landfill. Also, leachate may flow along the surface of the soils in the steeper areas and cause difficult seepage problems.

The ratings are both verbal and numerical. Rating class terms indicate the extent to which the soils are limited by all of the soil features that affect the specified use. "Not limited" indicates that the soil has features that are very favorable for the specified use. Good performance and very low maintenance can be expected. "Somewhat limited" indicates that the soil has features that are moderately favorable for the specified use. The limitations can be overcome or minimized by special planning, design, or installation. Fair performance and moderate maintenance can be expected. "Very limited" indicates that the soil has one or more features that are unfavorable for the specified use. The limitations generally cannot be overcome without major soil reclamation, special design, or expensive installation procedures. Poor performance and high maintenance can be expected.

Numerical ratings indicate the severity of individual limitations. The ratings are shown as decimal fractions ranging from 0.01 to 1.00. They indicate gradations between the point at which a soil feature has the greatest negative impact on the use (1.00) and the point at which the soil feature is not a limitation (0.00).

The map unit components listed for each map unit in the accompanying Summary by Map Unit table in Web Soil Survey or the Aggregation Report in Soil Data Viewer are determined by the aggregation method chosen. An aggregated rating class is shown for each map unit. The components listed for each map unit are only those that have the same rating class as listed for the map unit. The percent composition of each component in a particular map unit is presented to help the user better understand the percentage of each map unit that has the rating presented.

Other components with different ratings may be present in each map unit. The ratings for all components, regardless of the map unit aggregated rating, can be viewed by generating the equivalent report from the Soil Reports tab in Web Soil Survey or from the Soil Data Mart site. Onsite investigation may be needed to validate these interpretations and to confirm the identity of the soil on a given site.



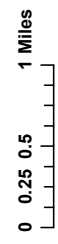
DRAFT MAP - for planning purposes



FARMLAND CLASSIFICATION

TOWN OF CLEVELAND, WI

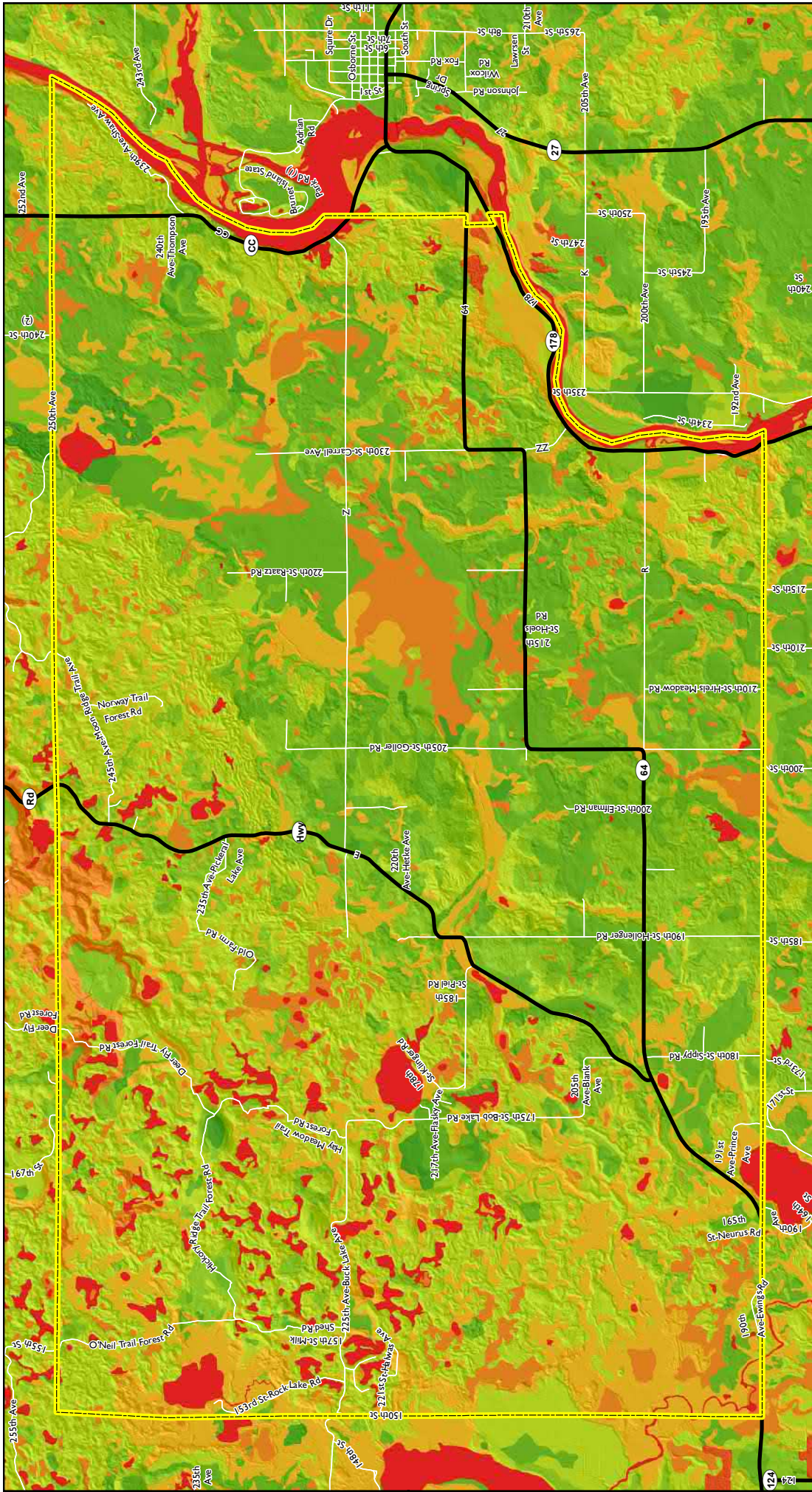
- Not prime farmland
- Prime farmland (conditional)
- Farmland of statewide importance
- Farmland of local importance
- Farmland of unique importance
- Not rated or not available



January 2019

Data Sources:
WCWRPC; NRCS Soil Data Viewer
2003 Soil Survey Database

Farmland classification identifies map units as prime farmland, farmland of statewide importance, farmland of local importance, or unique farmland. It identifies the location and extent of the soils that are best suited to food, feed, fiber, forage, and oilseed crops. NRCS policy and procedures on prime and unique farmlands are published in the "Federal Register," Vol. 43, No. 21, January 31, 1978.



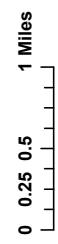
DRAFT MAP - for planning purposes



NON-IRRIGATED SOIL CAPABILITY CLASS

TOWN OF CLEVELAND, WI

January 2019



-  Class - I
-  Class - II
-  Class - III
-  Class - IV
-  Class - V
-  Class - VI
-  Class - VII
-  Class - VIII
-  Not rated or not available

Data Sources:
 WCWRPC, NRCS Soil Data Viewer
 2003 Soil Survey Database

Land capability classification shows, in a general way, the suitability of soils for most kinds of field crops. Crops that require special management are excluded. The soils are grouped according to their limitations for field crops, the risk of damage if they are used for crops, and the way they respond to management. The criteria used in grouping the soils do not include major and generally expensive landforming that would change slope, depth, or other characteristics of the soils, nor do they include possible but unlikely major reclamation projects. Capability classification is not a substitute for interpretations that show suitability and limitations of groups of soils for rangeland, for woodland, or for engineering purposes.

In the capability system, soils are generally grouped at three levels-capability class, subclass, and unit. Only class and subclass are included in this data set.

Capability classes, the broadest groups, are designated by the numbers 1 through 8. The numbers indicate progressively greater limitations and narrower choices for practical use. The classes are defined as follows:

Class 1 soils have few limitations that restrict their use.

Class 2 soils have moderate limitations that reduce the choice of plants or that require moderate conservation practices.

Class 3 soils have severe limitations that reduce the choice of plants or that require special conservation practices, or both.

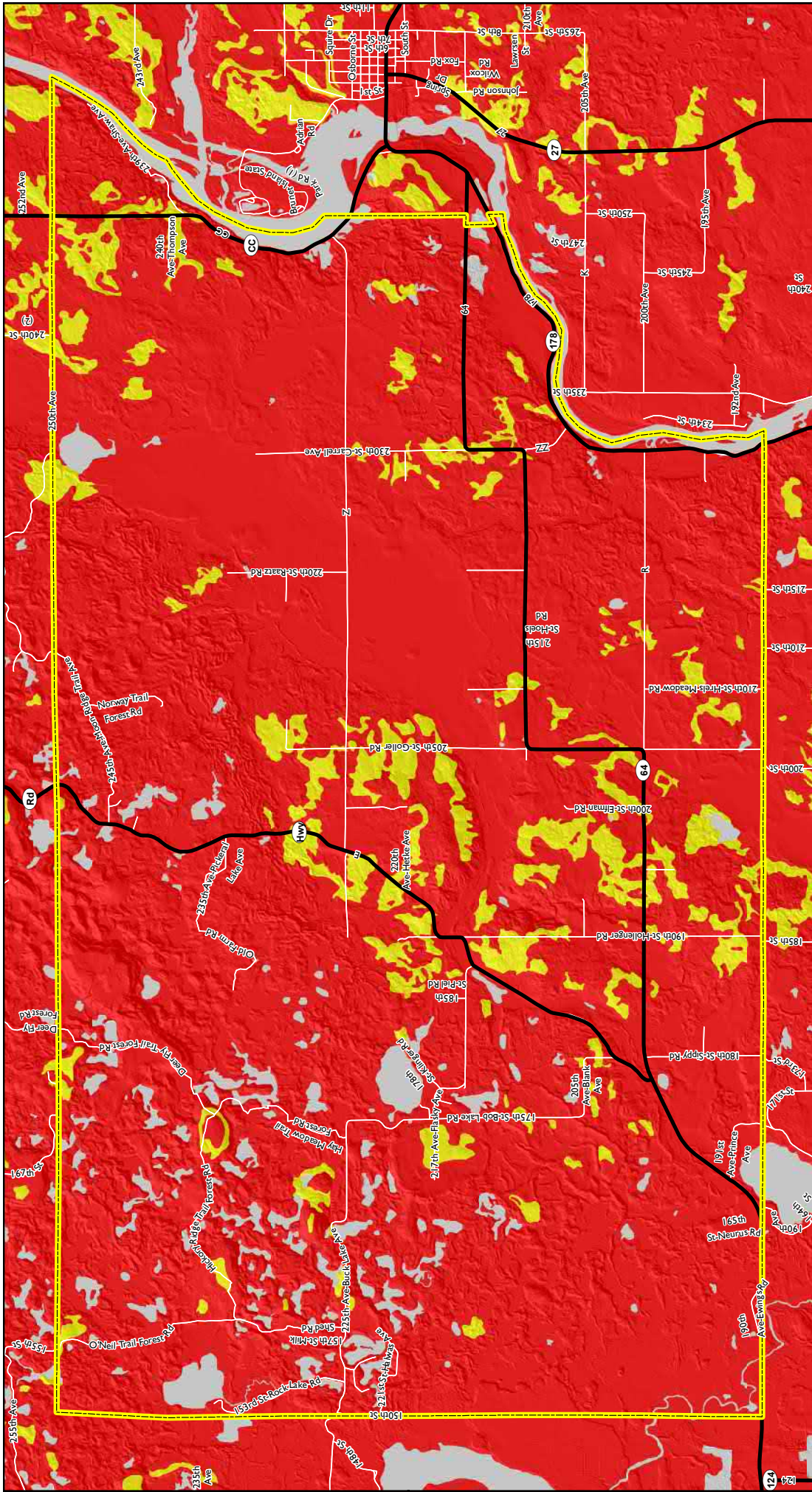
Class 4 soils have very severe limitations that reduce the choice of plants or that require very careful management, or both.

Class 5 soils are subject to little or no erosion but have other limitations, impractical to remove, that restrict their use mainly to pasture, rangeland, forestland, or wildlife habitat.

Class 6 soils have severe limitations that make them generally unsuitable for cultivation and that restrict their use mainly to pasture, rangeland, forestland, or wildlife habitat.

Class 7 soils have very severe limitations that make them unsuitable for cultivation and that restrict their use mainly to grazing, forestland, or wildlife habitat.

Class 8 soils and miscellaneous areas have limitations that preclude commercial plant production and that restrict their use to recreational purposes, wildlife habitat, watershed, or esthetic purposes.



DRAFT MAP - for planning purposes



SEPTIC ABSORPTION FIELDS

TOWN OF CLEVELAND, WI



January 2019

Data Sources:
WCWRPC, NRCS Soil Data Viewer
2003 Soil Survey Database

Septic tank absorption fields are areas in which effluent from a septic tank is distributed into the soil through subsurface tiles or perforated pipe. Only that part of the soil between depths of 24 and 60 inches is evaluated. The ratings are based on the soil properties that affect absorption of the effluent, construction and maintenance of the system, and public health. Saturated hydraulic conductivity (Ksat), depth to a water table, ponding, depth to bedrock or a cemented pan, and flooding affect absorption of the effluent. Stones and boulders, ice, and bedrock or a cemented pan interfere with installation. Subsidence interferes with installation and maintenance. Excessive slope may cause lateral seepage and surfacing of the effluent in downslope areas.

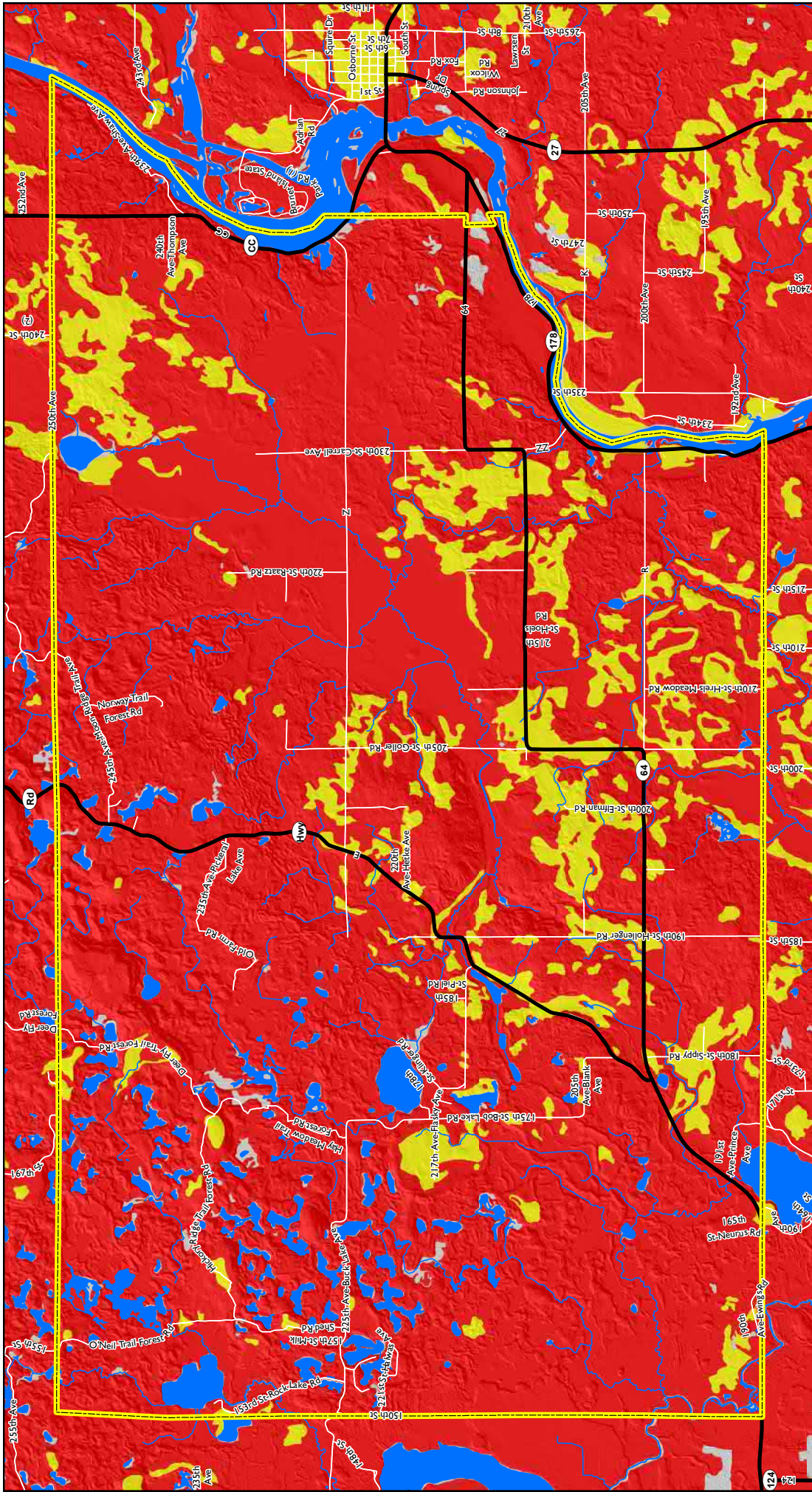
Some soils are underlain by loose sand and gravel or fractured bedrock at a depth of less than 4 feet below the distribution lines. In these soils the absorption field may not adequately filter the effluent, particularly when the system is new. As a result, the ground water may become contaminated.

The ratings are both verbal and numerical. Rating class terms indicate the extent to which the soils are limited by all of the soil features that affect the specified use. "Not limited" indicates that the soil has features that are very favorable for the specified use. Good performance and very low maintenance can be expected. "Somewhat limited" indicates that the soil has features that are moderately favorable for the specified use. The limitations can be overcome or minimized by special planning, design, or installation. Fair performance and moderate maintenance can be expected. "Very limited" indicates that the soil has one or more features that are unfavorable for the specified use. The limitations generally cannot be overcome without major soil reclamation, special design, or expensive installation procedures. Poor performance and high maintenance can be expected.

Numerical ratings indicate the severity of individual limitations. The ratings are shown as decimal fractions ranging from 0.01 to 1.00. They indicate gradations between the point at which a soil feature has the greatest negative impact on the use (1.00) and the point at which the soil feature is not a limitation (0.00).

The map unit components listed for each map unit in the accompanying Summary by Map Unit table in Web Soil Survey or the Aggregation Report in Soil Data Viewer are determined by the aggregation method chosen. An aggregated rating class is shown for each map unit. The components listed for each map unit are only those that have the same rating class as listed for the map unit. The percent composition of each component in a particular map unit is presented to help the user better understand the percentage of each map unit that has the rating presented.

Other components with different ratings may be present in each map unit. The ratings for all components, regardless of the map unit aggregated rating, can be viewed by generating the equivalent report from the Soil Reports tab in Web Soil Survey or from the Soil Data Mart site. Onsite investigation may be needed to validate these interpretations and to confirm the identity of the soil on a given site.



DRAFT MAP - for planning purposes



DISPOSAL OF WASTEWATER BY IRRIGATION

TOWN OF CLEVELAND, WI

- Very limited
- Somewhat limited
- Not limited
- Not rated or not available

0 0.25 0.5 1 Miles



Data Sources:
 WCWRPC; NRCS Soil Data Viewer
 2003 Soil Survey Database

January 2019

Wastewater includes municipal and food-processing wastewater and effluent from lagoons or storage ponds. Municipal wastewater is the waste stream from a municipality. It contains domestic waste and may contain industrial waste. It may have received primary or secondary treatment. It is rarely untreated sewage. Food-processing wastewater results from the preparation of fruits, vegetables, milk, cheese, and meats for public consumption. In places it is high in content of sodium and chloride. The effluent in lagoons and storage ponds is from facilities used to treat or store food-processing wastewater or domestic or animal waste. Domestic and food-processing wastewater is very dilute, and the effluent from the facilities that treat or store it commonly is very low in content of carbonaceous and nitrogenous material; the content of nitrogen commonly ranges from 10 to 30 milligrams per liter. The wastewater from animal waste treatment lagoons or storage ponds, however, has much higher concentrations of these materials, mainly because the manure has not been diluted as much as the domestic waste. The content of nitrogen in this wastewater generally ranges from 50 to 2,000 milligrams per liter. When wastewater is applied, checks should be made to ensure that nitrogen, heavy metals, and salts are not added in excessive amounts.

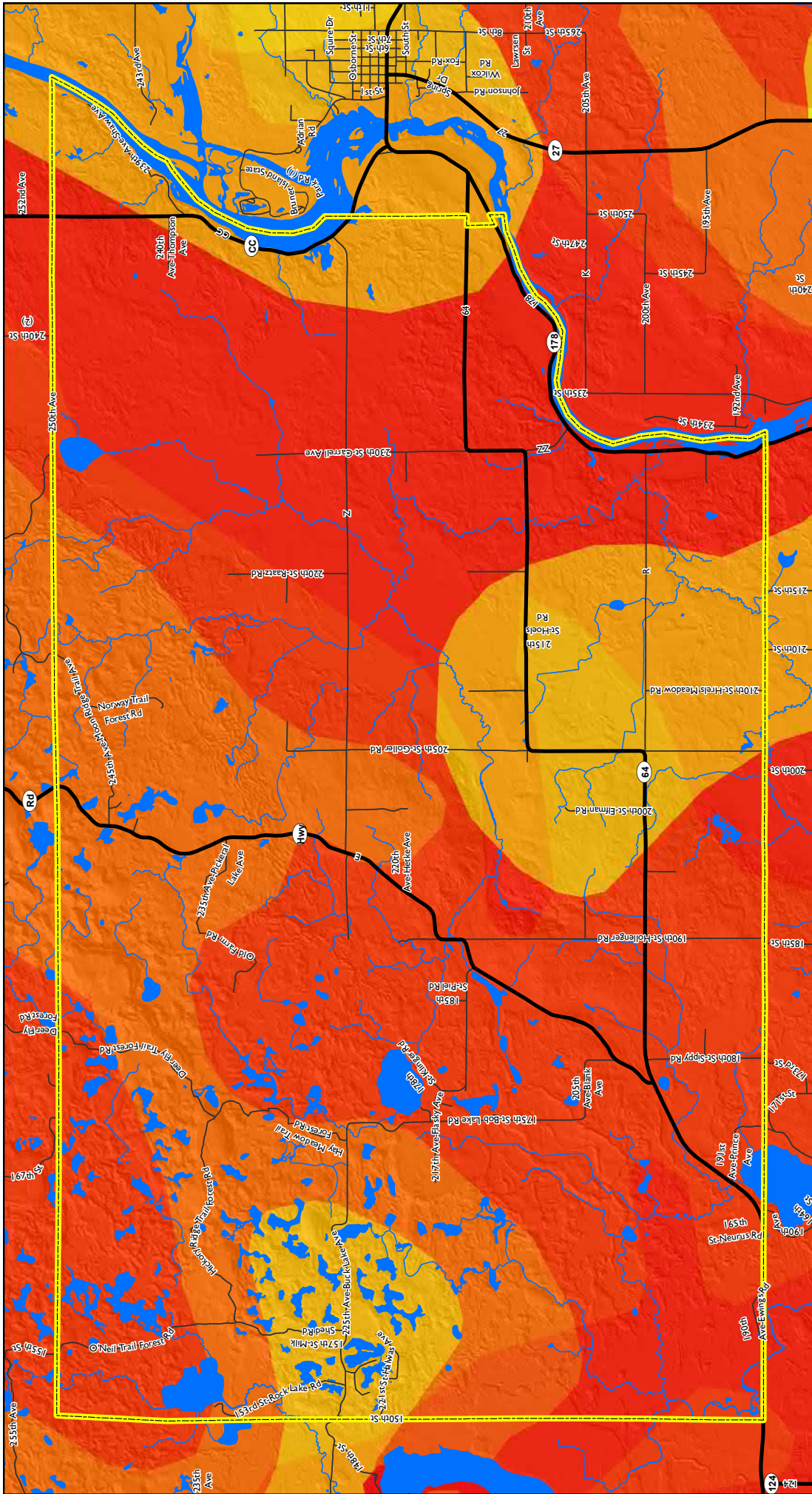
Disposal of wastewater by irrigation not only disposes of municipal wastewater and wastewater from food-processing plants, lagoons, and storage ponds but also can improve crop production by increasing the amount of water available to crops. The ratings are based on the soil properties that affect the design, construction, management, and performance of the irrigation system. The properties that affect design and management include the sodium adsorption ratio, depth to a water table, ponding, available water capacity, saturated hydraulic conductivity (Ksat), slope, and flooding. The properties that affect construction include stones, cobbles, depth to bedrock or a cemented pan, depth to a water table, and ponding. The properties that affect performance include depth to bedrock or a cemented pan, bulk density, the sodium adsorption ratio, salinity, reaction, and the cation-exchange capacity, which is used to estimate the capacity of a soil to adsorb heavy metals. Permanently frozen soils are not suitable for disposal of wastewater by irrigation.

The ratings are both verbal and numerical. Rating class terms indicate the extent to which the soils are limited by all of the soil features that affect agricultural waste management. "Not limited" indicates that the soil has features that are very favorable for the specified use. Good performance and very low maintenance can be expected. "Somewhat limited" indicates that the soil has features that are moderately favorable for the specified use. The limitations can be overcome or minimized by special planning, design, or installation. Fair performance and moderate maintenance can be expected. "Very limited" indicates that the soil has one or more features that are unfavorable for the specified use. The limitations generally cannot be overcome without major soil reclamation, special design, or expensive installation procedures. Poor performance and high maintenance can be expected.

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DRAFT MAP - for planning purposes

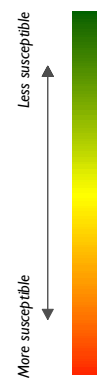


GROUNDWATER SUSCEPTIBILITY

TOWN OF CLEVELAND, WI

- Open Water
- River/Stream

Groundwater Contamination Susceptibility



0 0.25 0.5 1 Miles



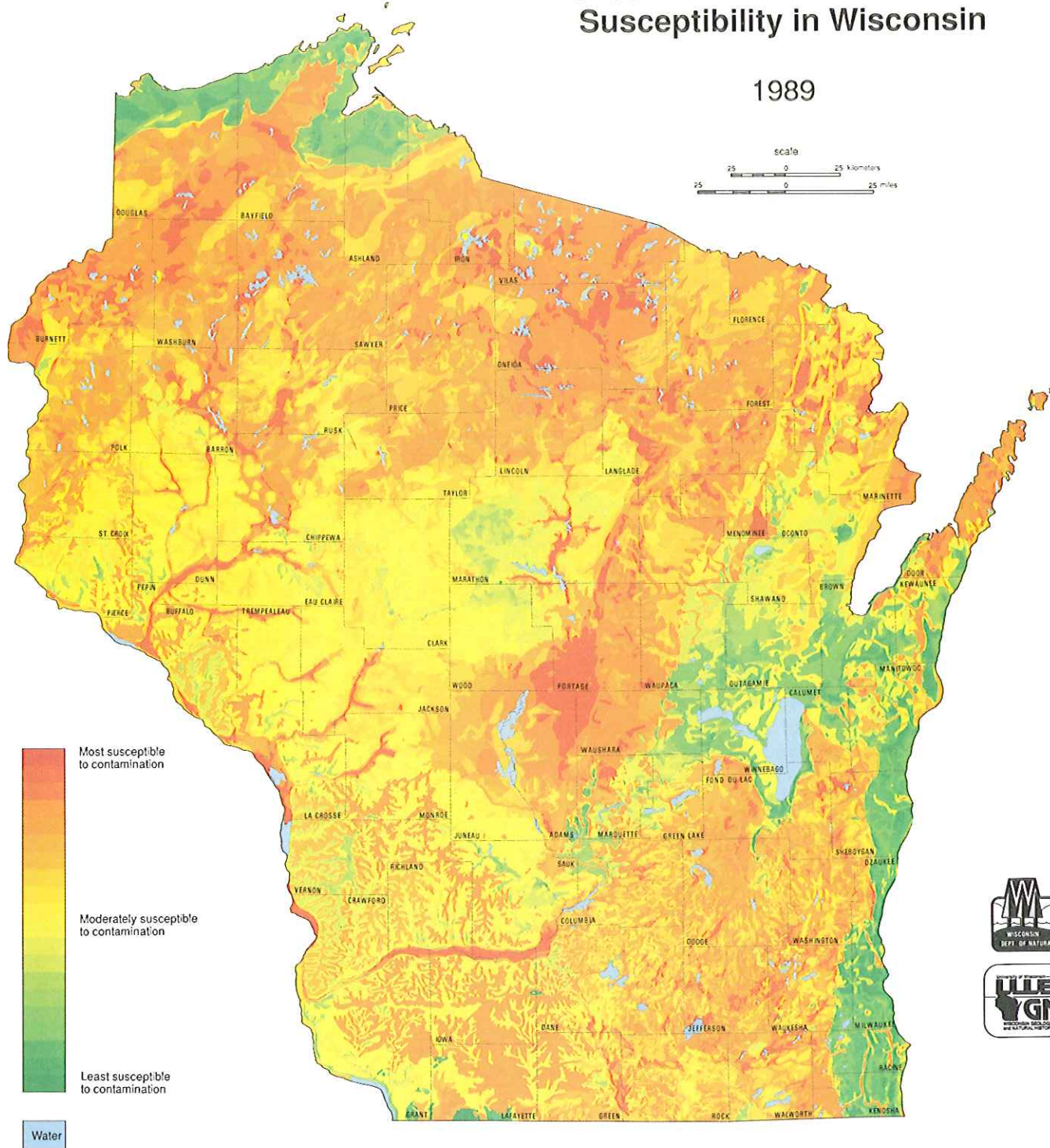
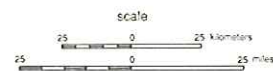
Data Sources:
WI-DNR

January 2019



Groundwater Contamination Susceptibility in Wisconsin

1989



This map of groundwater contamination susceptibility in Wisconsin was reduced from an original 1:1,000,000-scale map. This page-size map has been published for general information and educational purposes only and should not be used for making planning or management decisions.

This map does not show areas that **will be contaminated**, or areas that **cannot be contaminated**. Whether an area will have groundwater contamination depends on the likelihood of contaminant release, the

type of contaminants released, and the sensitivity of the area to contamination. In turn, the likelihood of contaminant release depends on the type and intensity of land use and contaminant sources in an area. This map highlights areas sensitive to contamination and shows them in a generalized way. It does not consider the individual characteristics of specific contaminants or the subsurface release of contaminants; that is, it only considers the ability of water to move from the land surface to the water table.

Groundwater Contamination Susceptibility in Wisconsin

Groundwater is the water that is stored in soil and rock formations beneath the land surface. Wisconsin has vast quantities of high quality groundwater; 70 percent of the residents and 97 percent of the communities rely on groundwater as their source of drinking water. But once groundwater is contaminated, it is expensive and often not technically possible to clean. Groundwater does not have the self-cleansing ability of surface water. The susceptibility of groundwater to contamination is defined as the ease with which a contaminant can be transported from the land surface to the surface of the groundwater, called the water table.

Activities on the land can contaminate groundwater; most contaminants originate on the land surface and seep down to the groundwater. In some cases, however, groundwater can become contaminated from natural causes such as radioactivity in the form of radium, which is present in certain types of rocks.

Many materials that overlie the groundwater offer good protection from contaminants that might be transported by infiltrating water; however, the amount of protection from the overlying materials varies. Thus, in some areas, the overlying soil and bedrock materials allow contaminants to reach the groundwater more easily than in other areas of the state.

Five physical resource characteristics for which information was available were identified as important in determining how easily a contaminant can be carried through overlying materials to the groundwater. These factors are **type of bedrock, depth to bedrock, depth to water table, soil characteristics, and characteristics of surficial deposits.**

The **type of bedrock** that allows water to pass through it quickly provides less protection for the groundwater than bedrock that is more restrictive in allowing the passage of water or contaminants. Fractured limestone and dolomite usually do not protect groundwater because they have open cracks that are interconnected; shale offers good protection because it is almost impermeable; sandstone and other rocks provide an intermediate level of protection.

The **depth to bedrock** factor indicates the thickness of soil and surficial deposits in an area. This information is used to determine the relative importance of other resource factors. For example, where the bedrock surface is deep and the water table occurs

above the bedrock, the type of rock is considered less important than when the depth to bedrock is shallow; then, the rock is more likely to influence a contaminant's ability to reach the groundwater.

The **depth to water table** is difficult to map statewide because it changes with the local terrain. In general, the closer the water table is to the land surface, the less contact contaminants have with filtering materials overlying the water table.

Characteristics of soil and surficial deposits are considered the most important factors in determining how susceptible an area is to groundwater contamination. Soil, the unconsolidated material occurring from the land surface to 5 feet below the land surface, is the first material through which water and accompanying contaminants seep en route to the groundwater. Important soil characteristics are texture (the amount of sand, silt, and clay), organic matter content, permeability, and water-holding capacity. Surficial deposits are geologic materials lying between the soil and the top of the bedrock. Except for the unglaciated southwest part of the state, most surficial deposits in Wisconsin were left by glaciers. These materials range from well sorted, coarse-grained sand and gravel to poorly sorted, fine-grained silt and clay. Areas with sand and gravel are considered more susceptible to groundwater contamination; areas with silt and clay are considered less susceptible.

Some groundwater contamination in Wisconsin has occurred in Door County and in the central part of the state known as the Central Sands. Both areas are very sensitive to contamination because of the materials that overlie the groundwater. In many parts of Door County, there is thin soil on top of the bedrock that has large fractures leading directly to the groundwater. In the Central Sands, sandy soil on top of sandy glacial deposits allows water and accompanying contaminants to infiltrate quickly to the groundwater.

These two cases are easily identified because they are extreme. But what about the areas that are less obvious? To help identify other areas sensitive to contamination, this map was prepared. Areas shown in *red* on the map are more susceptible to contamination; areas shown in *green* on the map are less susceptible to contamination.

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