

**ADDENDUM  
10-Year Update  
to  
Village of Waldo  
2009 Coordination Plan**

**Waldo Village Board**  
Gary Dekker, President

**Trustees**  
Chris Madgewick  
Jerry Hammarlund  
Mark Spitz  
Mike Hintz

**Village Officials**  
Michelle Brecht, Clerk-Treasurer  
Bruce Neerhof, Village Administrator  
and Building Inspector

**Plan Commission**  
Gary Dekker, Chairperson  
Bruce Neerhof    Tom Reil  
Galan Gatzke    Paul Wagner  
Jim Parrish    Jim Ziehm

**Prepared with the assistance of:**  
UW-Extension Sheboygan County

**Adopted \_\_\_\_\_, 2018**



## **PLAN COMMISSION RESOLUTION (RESERVED)**

*- THIS PAGE LEFT BLANK -*

**COORDINATION PLAN UPDATE ORDINANCE (RESERVED)**

*- THIS PAGE LEFT BLANK -*

# TABLE OF CONTENTS

## **Introduction**

Purpose of 10-Year Update -----	1
Why an Addendum Format? -----	1
Public Participation -----	2
Vision Statement -----	2

## **Basic Information and Data Updates for 2018**

Population Characteristics -----	3
Housing Inventory -----	5
Transportation -----	8
Utilities and Community Facilities -----	10
Natural Resources -----	12
Economic Information and Data -----	13

## **Land Use**

Land Use Acreages -----	15
-------------------------	----

## **Implementation**

-----	21
-------	----

## **Appendix A – Hydraulic Shadow Map for Onion River Dam**

# LIST OF TABLES & MAPS

Table 1.1: Historical Population Levels -----	3
Table 1.2: Density, Villages in Sheboygan County, 2010 -----	4
Table 1.3: Number of Residents 60+ Years of Age -----	5
Table 2.1: Total Housing Units, 1980-2010 -----	5
Table 2.2: Housing Occupancy & Tenure, 2000 & 2010 -----	6
Table 2.3: Development of Recent Subdivisions -----	6
Table 2.4: Year Structure Built -----	7
Table 2.5: Total Housing Permits Issued, 2006-2016 -----	7
Table 3.1: Percentage of Pavement Rated Poor or Worse, 2017 -----	8
Table 3.2: Road Maintenance & Construction Expenditures, 2012-2015 -----	8
Table 3.3: Pedestrian/Bicycle Facilities Recommended within Waldo -----	9
Table 6.10a: Recent History of Property Taxes Levied & General Revenues -----	13
Table 6.11a: Recent History of Full Value and Public Indebtedness -----	14
Table 8.1: Land Use Amount and Intensity, 2016 -----	15
Table 8.2: Existing Land Use, Residents per Acre, 2002 v. 2016 -----	15
Map 8.1: Current Land Use, 2017 -----	17
Map 8.2: Potential Land Use, 2030 -----	19





## **INTRODUCTION**

---

---

### **PURPOSE OF 10-YEAR UPDATE**

The Village of Waldo 2009 Coordination Plan was adopted as an ordinance on December 14, 2009 by the Waldo Village Board. For the majority of the years since then, growth and development was impacted by the slow recovery from the “Great Recession” of 2007 - 2009. Consequently, changes in population and land use have been minimal.

Nevertheless, since 2009 there has been a new U.S. Census (2010), plans and studies have been completed for the Waldo Pond and dam, and park upgrades have occurred, among other changes.

The purpose of this 10-year update, therefore, is to 1) incorporate new information into the Plan document, 2) identify recommendations within the 2009 Plan that have been achieved, and 3) fulfill the statutory requirement stated below.

#### **State Planning Law**

Wisconsin State Statute 66.1001(2)(i) states: *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.** [emphasis added]

### **WHY AN ADDENDUM FORMAT?**

One of the standard methods of updating a plan involves updating the entire document, from the first page to the last. For the Village of Waldo that would entail making changes to dates, wording, typos, and references within 92 pages of narrative text, plus appendixes. Approximately 26 tables would have to be updated with more recent Census data or other data. Roughly 5 maps would need review and possible revisions. Most notably, 6 issues, 5 opportunities, 19 goals, 22 objectives, 58 policies, 19 programs, 2 vision statements, and 10 strengths/weaknesses would have to be reviewed to determine whether they are still relevant.

Many of the items listed above were included in the Plan to satisfy statutory requirements rather than because they were related to critical issues. A substantial amount of time was spent compiling and reviewing this non-critical information. The Village believes its limited resources are now better spent on focusing solely on the most relevant updates. A separate addendum accomplishes this better than trying to revise a large plan document.

Further, a separate addendum allows interested parties to access updated information in a concise and stand-alone format.

#### **Coordination Plan Internal Consistency**

If any inconsistency between this Addendum and the 2009 Coordination Plan is found, this Addendum shall take precedence.

**PUBLIC PARTICIPATION**

The Village adopted a Public Participation Plan (PPP) by resolution in 2017 for this update effort.

**VISION**

*“We envision Waldo as a small village surrounded by a predominantly open space/agricultural area. Waldo residents value a small town, neighborly atmosphere. We seek continued quality basic services, partnering with surrounding communities when beneficial.”*



*Waldo Mill Pond, looking north*

**BASIC INFORMATION & DATA FOR 2018**

There is a basic core of information that should be regularly updated regardless of priorities. These updates are included in the Basic Information & Data Chapter. (Note: Although the Census Bureau’s American Community Survey (ACS) contains more recent data than the 2010 Census, the small sampling size for a village like Waldo renders the data unreliable. Therefore, ACS data is not used in this update.)

**POPULATION CHARACTERISTICS**

**Historical Population Change**

Waldo’s growth from 1940 - 2000 was somewhat less than two of the other three comparable villages in the County, as well as Sheboygan County overall. However, its 11 percent gain from 2000 to 2010 easily outpaced the County overall and topped the two villages it had been trailing.

**Table 1.1 – Historical Population Levels, Waldo & Selected Areas, 1940-2010**

Year	Village of Adell	Village of Cascade	Village of Glenbeulah	Village of Waldo	Sheboygan County
1940	313	358	357	324	76,221
1950	366	403	384	367	80,631
1960	398	449	428	403	86,494
1970	380	603	496	408	96,660
1980	545	615	423	416	100,935
1990	510	620	386	442	103,877
2000	517	666	378	450	112,656
2010	516	709	463	503	115,507
<b>Growth 1940-2000</b>	<b>65%</b>	<b>86%</b>	<b>6%</b>	<b>39%</b>	<b>48%</b>
<b>Growth 2000-2010</b>	<b>0%</b>	<b>6%</b>	<b>22%</b>	<b>11%</b>	<b>2%</b>

Source: U.S. Census Bureau

For the period **2010 to 2017**, however, Waldo’s population, like most other villages in the County, declined slightly, from 503 to 495 (Wisconsin Department of Administration 1/1/2017 estimate).

**Population and Housing Density**

An analysis of Table 1.2 shows that the Village of Waldo has the second lowest density of people and houses compared to other villages in the County. This can be interpreted in at least two ways. It could be said that a village with lower density has a good portion of open space for its residents to enjoy. Or it's possible that development in such a village does not use land as efficiently as it could.

(For additional comparison's sake, note that the City of Sheboygan has a population density of 3,528 and a housing density of 1,599. At the other extreme, the Town of Russell—home to the Sheboygan Marsh—has a population density of 16 and a housing density of 7.)

**Table 1.2: Density, Villages in Sheboygan County, 2010**

Village	Average per Square Mile of Land	
	Population Density	Housing Unit Density
Adell	921	400
Cascade	875	359
Cedar Grove	987	412
Elkhart Lake	756	552
Glenbeulah	681	300
Howards Grove	1,380	552
Kohler	392	161
Oostburg	1,481	592
Random Lake	1,181	533
Waldo	535	222

*Data source: Wisconsin: 2010, Population and Housing Unit Counts; U.S. Department of Commerce*

**Residents 60 Years of Age or Older**

In most places, the percentage of residents 60 years of age and older has increased far faster than the population as a whole.

In raw numbers there are more older residents in cities, but there has been a large percentage of increase in towns and villages—which may not be as prepared to handle an aged population. Although, as shown by Table 1.3, the Village of Waldo has not experienced as dramatic of an increase as other villages, this trend should still be considered when planning for the future needs of the Village, especially since the increase has been substantial in the surrounding Town of Lyndon. For example, residents in towns and villages often must drive several miles to larger grocery stores, major health care facilities, and so forth, and this typically becomes more challenging as people age.

**Table 1.3: Number of Residents 60+ Years of Age, Waldo & Selected Areas**

<b>Geographic Area</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>Change 1980-2010</b>
Village of Waldo	70	54	67	80	10 (14%)
Town of Lyndon	170	192	230	338	168 (99%)
Average of all villages in Sheboygan County	178	197	240	302	124 (70%)
Average of all cities in Sheboygan County	4,136	4,401	4,222	4,327	191 (5%)

Data source: U.S. Bureau of the Census

**HOUSING INVENTORY**

**Total Housing Units**

The total number of housing units in Waldo increased by a substantially higher percentage than the Village’s population did during the period. This was likely due to the nationwide demographic trend of smaller families and decreasing size in the number of persons per household, meaning that more homes are needed to house the same number of people.

Waldo’s 39 percent increase was on the low end when compared to the other villages in Sheboygan County. The surrounding Town of Lyndon added 246 housing units during the period, an increase of 55 percent.

**Table 2.1: Total Housing Units, 1980-2010, Villages in Sheboygan County**

<b>Village</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>Change 1980-2010</b>
Adell	189	188	218	224	19%
Cascade	214	212	272	291	36%
Cedar Grove	519	550	719	881	70%
Elkhart Lake	401	516	596	706	76%
Glenbeulah	143	141	168	204	43%
Howards Grove	601	813	1,018	1,276	112%
Kohler	569	688	791	871	53%
Oostburg	574	704	997	1,154	101%
Random Lake	472	585	660	720	53%
Waldo	150	163	181	209	39%

Data source: U.S. Bureau of the Census

**Housing Occupancy and Tenure**

The percentages of owner versus renter-occupied housing in Waldo is virtually the same as the average for villages in Sheboygan County. The percentage of vacant housing is much less than elsewhere. Waldo is not a resort community, so it is not surprising that there is no seasonal housing.

**Table 2.2: Housing Occupancy & Tenure, 2000 & 2010, Waldo & Average Village**

Units	Waldo 2000		Waldo 2010		Village <sup>1</sup> Average 2000		Village <sup>1</sup> Average 2010	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Occupied	169	97%	197	94%	567	94%	640	91%
Owner	132	78%	156	79%	448	79%	514	80%
Renter	37	22%	41	21%	119	21%	126	20%
Vacant	5	2.8%	12	5.7%	17	2.8%	33	4.7%
Seasonal, Occasional Use	0	0.0%	0	0.0%	22	3.6%	31	4.4%

Data source: U.S. Census Bureau, DP-1

<sup>1</sup>Average of all villages in Sheboygan County except for Waldo

**Housing Market**

A comparison of the most recent subdivisions platted in Waldo, Glenbeulah, and Adell gives the impression at first glance that the market for new housing in Waldo and Adell has been substantially worse than the market for such housing in the similarly sized village of Glenbeulah.

**Table 2.3: Development of Recent Subdivisions, Waldo, Adell, and Glenbeulah**

Name of Subdivision, Location, and Year Platted	Number of Lots	Number of Lots Developed
Nature’s Ridge, Adell, 2006	38	2
Hunter’s Grove, Waldo, 2007	30	1
Kettle Moraine Highlands 1st Addn, Glenbeulah, 2004	26	16
Kettle Moraine Highlands, 2nd Addn, Glenbeulah, 2005	12	6

Data source: Sheboygan County

It is important to take into consideration, however, that Glenbeulah’s Kettle Moraine Highlands Additions (2004-05) had two years to sell and develop lots prior to the “Great Recession”—an advantage the subdivisions in Waldo and Adell did not have. Between 2008 and 2016, on the other hand, only two homes were built in Glenbeulah’s Kettle Moraine Highlands.

**Age of Housing**

Although Waldo has a bit higher percentage of new housing compared to other villages in the County, it also has a much higher percentage of older housing. Consequently, a higher percentage of homes in Waldo may be more likely to need remodeling now and in the future.

**Table 2.4: Year Structure Built, Waldo and Average Village in Sheboygan County**

Year Structure Built	Number of Units in Waldo	% of Waldo Housing Stock	% of Housing Stock in Average Village <sup>1</sup>
April 2000 to March 2010	34	18%	14%
1990 to March 2000	16	9%	17%
1980 to 1989	6	3%	11%
1970 to 1979	16	9%	13%
1960 to 1969	8	4%	7%
1940 to 1959	16	9%	13%
1939 or earlier	89	48%	25%

Data source: U.S. Census Bureau, 2000 and 2010, DP-1 and Grota Appraisals

<sup>1</sup>Average of all villages in Sheboygan County except for Waldo

**Housing Permits**

Although new construction in the Village—like just about everywhere in Sheboygan County—has been very slow since 2005, there has been a significant amount of remodeling done to maintain the overall quality of the housing stock. In fact, upwards of 43% of the housing units in Waldo have taken out permits for remodeling during the period.

**Table 2.5 – Total Housing Permits Issued 2006-2016, Waldo and Adell**

Year	Waldo New Construction	Waldo Remodeling	Adell New Construction	Adell Remodeling
2011	0	11	0	12
2012	0	12	2	15
2013	0	13	0	2
2014	1	3	0	2
2015	1	15	0	8
2016	0	20	0	8
<b>Total</b>	<b>2</b>	<b>74</b>	<b>2</b>	<b>47</b>
<b>Average/Yr.</b>	<b>0.3</b>	<b>12.3</b>	<b>0.3</b>	<b>7.8</b>

Sources: Village of Adell and Village of Waldo. Remodeling includes roof, flooring, garage, siding, general, waterproofing, addition, windows, electrical upgrade, bath and kitchen remodel.

**TRANSPORTATION**

**Condition of the Village Street System**

The Village of Waldo has 3.9 miles of roads, 3.6 miles of which are village streets and 0.3 miles are County roads. Based on data in the Pavement Surface Evaluation and Rating (PASER) system as of 2016, of the 3.6 miles of village streets, 0.18 miles (5.0 percent) were rated as “Poor” or worse—a moderate percentage compared with other Sheboygan County villages.

**Table 3.1: Percentage of Pavement Rated Poor or Worse, Villages in Sheboygan County, as of January 1, 2017**

Village	Miles	Percentage of Local Streets Rated “Poor” or Worse	Village	Miles	Percentage of Local Streets Rated “Poor” or Worse
Adell	2.26	8.9%	Howards Grove	16.51	1.9%
Cascade	3.60	0.0%	Kohler	18.91	0.0%
Cedar Grove	10.30	4.6%	Oostburg	17.12	7.1%
Elkhart Lake	6.14	0.0%	Random Lake	11.20	2.6%
Glenbeulah	3.00	24.7%	Waldo	3.60	5.0%

*Data source: Wisconsin Department of Transportation – Wisconsin Information System for Local Roads.*

**Funding for Village Streets**

The cost of constructing, maintaining and operating roads under local jurisdiction is defrayed through the provision of General Transportation Aids, which are distributed to all Wisconsin villages through a highway aids formula administered by the Wisconsin Department of Transportation. Aids for villages, as well as all other local units of government and counties, are derived primarily from motor fuel taxes and vehicle registration fees. Beginning in 2017, the Village of Waldo has also begun sharing in an annual portion (+/- \$5,347) of the newly adopted Sheboygan County sales tax revenue, which must be used for transportation projects.

**Table 3.2: Road Maintenance & Construction Expenditures, 2012-2015, Waldo**

Year	Roadway Maintenance and Construction Expenditures	Percent Change from Prior Year	State Highway Aids	Percent Change from Prior Year
2013	\$31,600	- 10%	\$7,600	- 5%
2014	\$103,600	+ 228%	\$7,600	0%
2015	\$79,900	- 23%	\$7,900	+ 4%
2016	\$30,119	- 62%	\$8,115	+ 3%
2017	\$30,703	+ 2%	\$9,057	+ 12%

*Data source: Village of Waldo and Wisconsin Department of Revenue, County and Municipal Revenues and Expenditures.*



**Sheboygan County Non-Motorized Transportation Pilot Program (NMTTP) Bicycle and Pedestrian Transportation Planning**

Sheboygan County was selected to be one of four counties or metropolitan areas in the United States to participate in a Non-Motorized Transportation Pilot Program (NMTTP) as the result of the federal SAFETEA-LU act in 2005. As one of the four pilot communities, Sheboygan County was eligible for NMTTP funding to build bicycle and pedestrian facilities during federal fiscal years 2006 through 2009.

**Recommendations**

Village officials provided input on local network priorities. Sheboygan County adopted the *Sheboygan County Pedestrian & Bicycle Comprehensive Plan 2035* in 2007. The Plan recommended the following improvements within Waldo:

**Table 3.3: Pedestrian/Bicycle Facilities Recommended within Waldo**

Mid-Term Facility	Location	Status
Bicycle Lane	E. 1 <sup>st</sup> St./STH 28/CTH V from eastern Village Limits to western Village Limits	Unbuilt
Bicycle Lane	Blueberry Lane from northern Village Limits to STH 28	Unbuilt
<b>Long-Term Facility</b>		
Sidewalks	Missing sidewalk connections on STH 28	Ongoing

Source: Village of Waldo and Sheboygan County Pedestrian & Bicycle Comprehensive Plan 2035.

“**Areas of Concern**” identified in the *Sheboygan County Pedestrian & Bicycle Comprehensive Plan 2035* target locations such as intersections where multiple crashes, speed, site distance, and/or the amount of traffic are problematic. The following AOC was identified for Waldo:

Crossing on 1<sup>st</sup> St./STH 28/CTH V at STH 57 – High speed, poor markings, and barrier for safe crossings.

**State Projects**

The Wisconsin Department of Transportation's 2018-2023 Six Year Highway Program does not identify any projects in the Waldo area.

## **UTILITIES AND COMMUNITY FACILITIES**

### **Public Water**

Due to slower than expected growth, the Village no longer anticipates adding a second well to the water supply by 2019, nor are there any plans to construct a new, larger water tower by 2019.

### **Sanitary Sewer Service**

In 2012 a new wastewater treatment plant with a capacity of 800 population equivalent was constructed. The new recirculating sand filter plant meets all WDNR limits. The plant conducted a successful pilot study for future phosphorus removal in 2016 that was approved by the WDNR.

### **Onion River (Waldo Mill Pond) Dam**

The Onion River Dam was originally built in 1856 to provide water power for a feed mill, a purpose it served until the 1950's. The dam created an impoundment—the Waldo Mill Pond—that today provides recreational opportunities and adds aesthetic value to the Village. The dam also helps govern water flows by collecting storm runoff and releasing it at a more uniform rate downstream and provides aeration for waters downstream. Ownership of the dam resides with the Village of Waldo.



According to the *Operation, Inspection and Maintenance Manual for the Onion River Dam (2013)*, “The Onion River Dam is routinely observed on a weekly basis from April through September and is subject to a more thorough inspection once each year to observe the known problem areas and watch for the development of new ones. More thorough inspections will also occur after high flow conditions in which the lake drain is opened.”

It should also be noted that the 2013 Manual advises, “An intentional winter drawdown has never been performed on the Onion River Dam and should be avoided as it exposes the concrete structure of the dam to the possibility of damage by freeze/thaw cycles that could work to expand any cracks in the structure. A continuous flow of water over the spillway during freezing conditions is desirable.”

In 2011 a drawdown and dam inspection by Patrick Engineering took place. No major issues were found, except for the need to repair the drain gate. It was recommended that minor defects continue to be monitored. However, a 2014 failure analysis study by Ayres & Associates, a consultant hired by the Village, classified the dam as slightly above “significant risk.” (There are three classifications possible: high risk, significant risk, and low risk.) To lower the risk, the report advises increasing the capacity and spillway.

The WDNR had previously advised the Village to build up the berm with clay, and efforts have been ongoing to do so. In light of the 2014 failure analysis, building up the berm is consistent with the recommendations of the Ayres report.

**Telecommunications Facilities**

Telephone services have multiple providers including Verizon North, Excel.net, Sprint, Boost Mobile, AT&T, US Cellular, Vonage and cable. Verizon North and Excel.net both have antennas on the Waldo water tower to enable better service. Internet service is also available through cable and satellite providers. Fiber optic service is not currently available in the Village. Services are deemed adequate at this time.

**Emergency Services**

The Waldo Fire Department, a volunteer department with about 30 active members, serves the Village of Waldo, and portions of the towns of Lyndon and Lima. The Fire Department holds a Public Protection Classification of 5 for the Village of Waldo. This a very high rating for a volunteer department and helps to keep property insurance premiums low for Village residents. A new engine is being designed by members of the department and may be in service by the end of 2018. The Fire Department is looking to replace its current SCBAs (Self Contained Breathing Apparatus) in the next few years.

## **NATURAL RESOURCES**

### **Emerald Ash Borer**

The most serious threat to a community's trees to arise in the last few years is the emerald ash borer. This pest is 100 percent fatal to native ash trees of any size, any age, healthy or unhealthy and it is estimated that more than 50 million ash trees are dead or dying in the Midwest because of this insect. Infested trees gradually die over a 2-4 year period.



*EAB photo: Wisconsin DATCP*

Sheboygan County has been under an emerald ash borer quarantine since 2008. Since then infestations have been detected in every town, village, and city in Sheboygan County except for the Town of Sheboygan.

According to the *Emerald Ash Borer Resource Management Guide for Sheboygan County Communities*, in 2009 a tree inventory was conducted of public street trees and park trees in high use areas. (The inventory did not include public passive park and recreation spaces such as natural and wood areas.) This inventory lists 15 ash trees for Waldo, all of them located in either Village Park or Mill Pond Park. All were listed as being in good condition.

Emerald ash borer was confirmed in Waldo on February 22, 2017. For more information, see the state's official emerald ash borer website:

<http://datcpservices.wisconsin.gov/eab/index.jsp>

### **Waldo Mill Pond**

The Waldo Mill Pond is classified as an impoundment, a man-made lake or reservoir usually characterized by stream inflow and always by a stream outlet. In addition to stream inflow, impoundments are also fed by precipitation and groundwater.

Because the inflow stream of an impoundment is slowed by a dam, many of the sediments, which may include fine soil particles, nutrients like phosphorus, and contaminants that have entered the stream upstream from the impoundment and have been carried along by the relatively rapid stream flow, settle to the bottom when the stream enters the impoundment. This leads to 1) premature filling in of the bottom of the impoundment with sediment, 2) high levels of nutrients that often promote excess plant growth, and 3) a concentration of contaminants that may be harmful to fish and wildlife.

These issues are explored in the *Management Plan for Waldo Mill Pond (2016)*, written by UW-Extension Sheboygan County by request of the Waldo Pond Improvement Association and reviewed by the Village Board. The Plan contains a variety of recommendations that the Association will consider exploring in the near future.

### **Floodplain**

The Village considers the official floodplain map from FEMA and Bay-Lake Regional Planning Commission to be inaccurate, and is seeking a letter of map revision to correct it. The Village is still waiting on the FEMA report. In the interim, the Village contracted with Ayers Associates to produce a floodplain map and Dam Failure Analysis. The Village maintains an Emergency Action Plan for the Onion River Dam (Waldo Dam). See Appendix A for a copy of the flood plain map.

**ECONOMIC INFORMATION AND DATA**

**Economic Development Programs and Resources**

This section briefly updates some of the programs and resources available to the Village of Waldo’s residents and businesses that are designed to help grow the local economy through business development, recruitment, and expansion efforts.

Wisconsin Small Business Development Center at UW-Green Bay

The Wisconsin Small Business Development Center is a statewide network supporting entrepreneurs and business owners through no-cost, confidential consulting and targeted educational programs. Regional SBDC experts facilitate improvement and growth for small and emerging mid-size companies and help launch successful new enterprises. (www.wisconsinsbdc.org)

County Economic Development Officials/Contacts

Sheboygan County has a County Economic Development Corporation (www.sheboygancountyedc.com) and a Chamber of Commerce (www.sheboygan.org) that assists with the community economic development needs of area towns, villages, and cities.

**Community Finances**

A community must be aware of its ability to generate sufficient public revenues to provide the types and levels of services expected by its citizens. Table 6.10a provides a recent history of the taxes levied and general revenues in the Village of Waldo. Overall, the total general revenues available for funding municipal services in Waldo increased 1.5 percent during the period from 2014 through 2016. For comparison, revenues climbed 9.5 percent for all villages in Wisconsin combined during the same period.

**Table 6.10a: Recent History of Property Taxes Levied & General Revenues, Waldo**

Year Levied	Village Share of Total Property Tax	Total General Revenues	Percent Change of Total General Revenues from Prior Year
2014	\$192,400	\$291,694	- 15.4%
2015	\$192,400	\$295,618	+ 1.3%
2016	\$191,600	\$296,166	+ 0.19%

Data source: Village of Waldo

**Table 6.11a: Recent History of Full Value and Public Indebtedness, Waldo**

Year	Full Value <sup>1</sup>	Debt Limit (5% of Full Value)	Total General Obligation Debt <sup>2</sup>	Debt Margin
2014	\$28,084,100	\$1,404,205	\$915,300	\$488,905
2015	\$29,875,700	\$1,493,785	\$845,900	\$647,885
2016	\$29,803,400	\$1,490,170	\$774,484	\$715,686

Data source: Village of Waldo

As shown in Table 6.11a, the full equalized value of property within Waldo increased 6.1 percent for the period 2015 to 2017. For comparison's sake, the full value of all villages in Wisconsin combined increased only 2.7 percent during this same period. Moreover, the full value of all villages together in Sheboygan County fell by 1.1 percent. For whatever reason, the recovery of property values from the "Great Recession" has lagged behind in Sheboygan County, but Waldo managed to overcome this trend.

The ability to finance community projects is measured in general obligation debt capacity. According to the Wisconsin Constitution, there are limits on how much a municipality may borrow. Municipalities are limited to an amount equal to 5 percent of the equalized value, or full value, of the unit of government. As indicated by Table 6.11a, the Village of Waldo's total general obligation debt as of December 31, 2016 was \$774,484, which was 2.6 percent of its full value, and 52 percent of the \$1,490,170 it could legally borrow.

Waldo's debt decreased from 2014 to 2016, putting its debt total just slightly above the statewide average for villages of 1.9 percent of full value, which was itself a low amount. The per capita debt for Waldo was \$1,565 at the end of 2016—slightly lower than the statewide per capita debt for villages of \$1,725.

Conservative borrowing is a sound and legitimate financial strategy. However, it should also be noted that villages do have the capacity to more assertively invest in themselves by taking advantage of their substantial debt margin to upgrade local infrastructure, provide additional services, or create improvement programs.

**Local Labor Force Characteristics**

90.3% of the area Village's workforce had a high school diploma or higher in 2000 (84.4% for Sheboygan County overall) and 10.1% had a bachelor's degree or higher in 2000 (17.9% for Sheboygan County overall). More recent reliable data is not available.

**LAND USE**

**Table 8.1: Village of Waldo Land Use Amounts and Intensity, 2002 & 2016**

Land Use Type	Acres and % of Total Land in 2002 <sup>1</sup>		Acres and % of Total Land in 2016	
	Acres	%	Acres	%
Residential	62.8	9.7%	74.4	11.5%
Commercial	9.4	1.4%	13.9	2.1%
Industrial	17.7	2.7%	17.0	2.6%
Transportation	23.1	3.6%	36.8	5.7%
Communication / Utilities	1.5	0.2%	1.5	0.2%
Institutional / Governmental	13.1	2.0%	11.0	1.7%
Outdoor Recreation	8.0	1.2%	10.2	1.6%
Agricultural	302.3	46.5%	280.4	43.2%
Natural Areas / Open Space	184.6	28.4%	177.1	27.3%
Water Features	26.6	4.1%	26.6	4.1%

<sup>1</sup>Land use inventory created by Bay-Lake Regional Planning Commission.

<sup>2</sup>Land use inventory updated by UW-Extension Sheboygan County using aerial photography and local input.

**Table 8.2: Existing Land Use, Residents per Acre, 2002 v. 2016, Waldo**

Land Use Category	Residents per Acre in 2002	Residents per Acre in 2016	Average for Small Villages <sup>1</sup>
Residential	7	7	7
Commercial	48	35	100
Industrial	25	29	100
Outdoor Recreation	57	48	168
Natural Areas / Open Space	2	3	3
Agricultural	2	2	5

<sup>1</sup>Adell, Cascade, and Glenbeulah, 2002.

Table 8.2 is intended to indicate whether any category of land use is either over-abundant or insufficient in the Village of Waldo compared with what is considered “normal.” It would appear that Waldo’s proportions are greater than average for commercial and industrial. As long as these uses are not so intense as to have a negative impact, this can be a positive for the Village. At the same time, there is more recreational land and natural area per person in Waldo. There is also more agricultural land, which typically helps provide flexibility for future development.

*- THIS PAGE LEFT BLANK -*



*CURRENT LAND USE MAP INSERTED HERE*

*- THIS PAGE LEFT BLANK -*

*FUTURE LAND USE MAP INSERTED HERE*

*- THIS PAGE LEFT BLANK -*

**IMPLEMENTATION**

An effective strategy for implementing a plan involves categorizing recommended programs and actions by who is the entity responsible for initiating the activities and when the activities would best be addressed. There were numerous “implementation activities” listed throughout the 2009 Coordination Plan in the form of goals, objectives, policies, and programs, as well as the seven implementation steps listed on pages 9-1 and 9-2 of the Plan—however, except for two activities on page 5-1 no schedule or time table was included to indicate when any implementation would occur.

That said, it would seem that the following implementation activities have either been 1) accomplished, 2) are ongoing, or 3) are worthy of attention in the near future:

Implementation Activity	Date / Duration
Network with nearby units of government to create mutually beneficial service agreements and coordinate future planning efforts.	Ongoing ✓
Attempt to ease or reduce municipal cost by procuring services from another jurisdiction or selling existing services. However, never release the powers given to the Village of Waldo Board of Trustees under the Constitution of the United States, the Constitution of the State of Wisconsin and the Village of Waldo Code	Ongoing ✓
Request plans and information to open channels of communication and allow nearby jurisdictions to receive Waldo's legal notices, practicing early notification.	Ongoing ✓
Establish an official website for the Village and its activities. NEW: Maintain an official website for the Village and its activities.	✓ Ongoing
Coordinate with local and area economic development organizations for assistance in applying for funding from local, state, and federal government entities.	Ongoing ✓
Develop a Capital Improvements Plan to prioritize Village needs.	✓
Review, amend, and administer the Waldo Zoning Ordinance by creating a new official zoning map based upon the land use plan contained herein.	2018
Utilize the patterns presented on the Land Use Maps as a guide for development.	Ongoing
Enforce residential codes and building ordinances to ensure that properties are well maintained.	Ongoing ✓
Regularly monitor the quality and quantity of water pumped by the Village's well and continue work toward a second Village well.	✓ Well monitored per WDNR regulations. No current plans for a second well.

Implementation Activity (cont.)	Date / Duration
<p>The USDA Rural Development’s Water and Wastewater Grant and Loan Program is available to assist cities, villages, tribes, sanitary districts, and towns in rural areas with a population up to 10,000. The program provides loans and grants to construct, improve, or modify municipal drinking water and wastewater systems, storm sewers, and solid waste disposal facilities. Continue to work with these programs to help fund the water and wastewater updates needed.</p>	<p>✓ Village maintains membership with WRWA even after the Treatment plant project was completed.</p>
<p>Update the access road to the pond.</p>	<p>✓</p>
<p>Develop employee job descriptions, employee handbook and other services and benefits as necessary.</p>	<p>2019 (Employee benefits not currently provided)</p>
<p>Develop an educational program for Village Board members to learn existing and new regulations.</p>	<p>✓ All new Board members encouraged to attend at least one training session provided by the League of Municipalities, in particular the Gov. 101 class.</p>
<p>Re-organize the Board of Appeals to meet State requirements. The Board of Appeals shall consist of only one Village Board member and/or one Plan Commission member with at least three citizen members as a standing committee.</p>	<p>✓</p>
<p>Require each Village trustee and the Village president shall read and familiarize themselves with the Village ordinances within one month of their election or re-election to office.</p>	<p>This is encouraged and is easier to access via the online version of the Waldo CODE.</p>
<p>Require at least one Village officer (president, trustee, clerk or treasurer) be trained and proficient in writing effective grant applications to better enable the Village to avail itself of any grant opportunities for which it qualifies.</p>	<p>Not yet, but the Clerk recently wrote &amp; applied for Lowe’s Community Improvement Grant on behalf of Park needs.</p>
<p>Distribute more information in advance of board meeting so trustees are better informed of the issues to be considered, and the state statutes and local ordinances that may affect their decisions.</p>	<p>✓</p>
<p>Provide more specific information in the meeting agendas to better apprise the public of all matters to be discussed or acted upon by the board at any given meeting.</p>	<p>✓</p>

Implementation Activity (cont.)	Date / Duration
A more formal meeting structure should be adopted to keep meetings focused on the agenda items, to help avoid discussions that stray beyond those items that have been properly posted, and to project a more professional image.	✓
Require that the Waldo Water & Sewer Utility adopt a formal budget each year to better manage its operation and finances.	✓
Consider changes to the zoning ordinance to add requirements for commercial and/or industrial properties to be buffered from residential areas through the use of trees, shrubs, berms or other natural barriers to help shield residential areas from noises or unpleasant views.	✓ (Example: barrier wall and shrubbery provided at the new Ferrell Gas location.)
Make better efforts to monitor construction activities within the Village and to strictly enforce the zoning ordinance to help prevent undesirable development from taking place.	✓ With a local Building Inspector, this is being done.
Immediately begin investigating possible state and federal resources that may be available to aid the Village with any costs associated with the evaluation, repair or replacement of the Depot Street Bridge.	✓ Depot Bridge was replaced in 2015; road surface was completed in 2016.
Commission an engineering study to assess the condition of the Depot Street bridge.	✓
Create an awareness, through advertising, personal contact, or a Village website, of the opportunities that exist in Waldo.	Ongoing ✓
Actively work with potential commercial/industrial developers to identify and seek out any financial aids that may be available to facilitate such development.	Ongoing
Prior to approving any zoning, conditional use, or variance change the proposed change should be reviewed with the Comprehensive Plan and overall vision.	Ongoing

With the adoption of this 2019 Addendum, the following changes are made regarding the implementation of the 2009 Coordination Plan.

Page 2-5:

“Given the rural nature of Waldo, when and where desirable, Waldo would require additional water and wastewater systems. Growth can be accommodated since the Village Utility is currently planning a new wastewater treatment facility with capacity for 4,500 800 residents.”

Page 3-1:

~~“All secondary streets are in need of a seal coat application in the near future for proper maintenance.”~~ Additional crack filling occurred in the fall of 2017. Streets will need a milling and overlay in the next 7-15 years.

Page 4-2:

~~“The water system that services Village residents is adequate at this time. In the near future the Village will need to upgrade the water tower capacity and locate and drill a second well.”~~ The water tower is scheduled to be repainted in 2021.

~~“The wastewater treatment plant was built in the early 1960’s. The Village Utility has completed a facility plan to upgrade the plant. The facility plan is recommending the construction of a pond system. The new facility must be completed by September 30, 2010.”~~

Page 4-3

“After a Plan Commission recommendation, the Village Board will base its decisions in light of the information contained in the ~~comprehensive~~ coordination plan to ensure consistency and compliance.”

Page 4-3

“Waldo contracts out to private firms for the services of attorney, assessor, ~~building inspector~~ and engineer.” The building inspector is an employee of the Village and is paid a percentage of the income derived from building permits.

Page 4-5

“The Village has plans to improve the parking area on the east side of the building [Village Hall] to provide better handicap parking plus some additional parking.” The current plans are to make the Village Hall and parking ADA compliant in 2019.

Page 4-6

“Over the next ~~five~~ 7-15 years the main streets in the Village will need resurfacing.”

Page 4-9

“This is not expected to change over the course of the ~~comprehensive~~ coordination plan.”

Page 8-1

“Prior to approving any zoning, conditional use, or variance change, the proposed change should be reviewed with the ~~Comprehensive~~ Coordination Plan and overall vision.”



**Future Updating**

Anytime a significant amendment is made to a community's adopted plan, such an amendment may be considered to be an "update" that begins the 10-year count anew. Nevertheless, at some point, due to substantial changes inside and/or outside a community, it becomes advisable to do a complete update.

Although an addendum was an appropriate choice for updating the 2009 Coordination Plan in 2019, it is likely that an entirely new plan will be warranted by 2029.