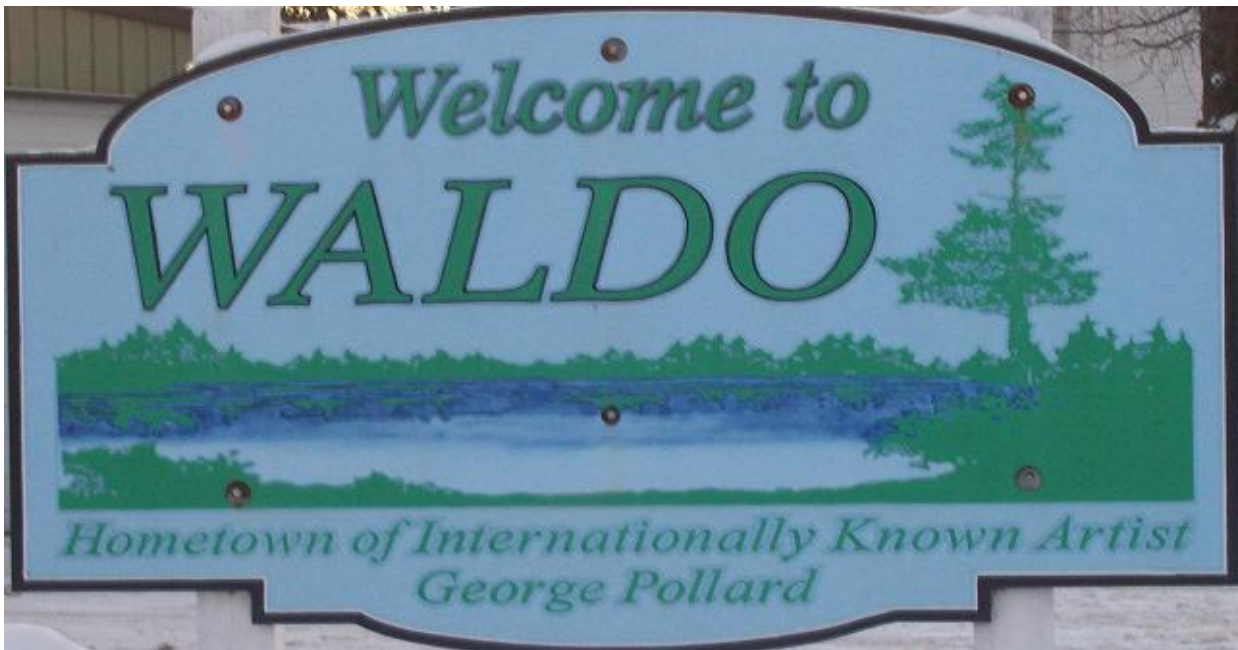


The Village of

WALDO



2009 COORDINATION PLAN
Prepared by: Waldo Smart Growth Planning Commission

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CHAPTER 1

ISSUES AND OPPORTUNITIES

A. Introduction Why Plan?

Planning is being prepared for what will likely happen “tomorrow,” and being ready with an alternate strategy if something else happens. Planning is knowing what you have today before deciding on what to do tomorrow. Planning is knowing the big picture for your future, so you don’t make rash decisions when a new idea comes along. We all do a little planning each day, each month, each year. If we didn’t, our lives would likely be chaos. We plan in groups, at home, at work, at church, and at the Waldo Village Hall.

When we plan at Village hall, we’re deciding how we want our community to look, function, and feel. This plan is really little more than the documentation of the planning process. During the process, Village of Waldo officials, with input from residents, took a look at our Village in order to create a vision for the future.

“Coordination” is the act of coordinating, helping different people or things work together for a goal or effect. The coordination strategy is the establishment of rank that Waldo is equal, to and not subordinate to, other units of government.

The Village of Waldo Board of Trustees, Planning Commission and the adhoc committee have established this strategy of coordination. This strategy is not a new method, but a strategy of building positive government to government relationships.

As a result of understanding this strategy The Waldo Village Board adopted the following resolution (5-2009 resolution).

B. RESOLUTION 5-2009

RESOLUTION OF THE VILLAGE OF WALDO, IMPOSING ITS AUTHORITY TO COORDINATE WITH, AND INSIST ON COORDINATION BY, FEDERAL AND STATE, COUNTY, CITY AND VILLAGE AGENCIES (COLLECTIVELY, "STATE," "STATE AGENCIES" OR "LOCAL GOVERNMENT") WITH MANAGEMENT, OVERSIGHT OR PLANNING DUTIES REGARDING LAND AND/OR NATURAL RESOURCES WITHIN THE JURISDICTION OF THE VILLAGE OF WALDO.

WHEREAS; the Village of Waldo is a unit of local government under Chapter 60 of the Wisconsin Code;

WHEREAS; applicable provisions of the Constitution, statutes and regulations of the State of Wisconsin authorize the Village of Waldo plan for current and future land and resource uses and authorize the Village to exercise the police powers related to the public health and safety which are customarily reserved to local government;

WHEREAS; the governing body of Waldo has the responsibility to protect the Village tax base, protect the public health and safety, to take actions necessary to serve its citizens;

WHEREAS; in order to protect local authority to act in the best interests of the citizens, the Village must be in a position to represent the citizens in a meaningful way with the federal and "State" agencies and units of government which have management, oversight or planning duties regarding land and/or other natural resources within the jurisdiction of The Village of Waldo. "State" units of government include the state, counties, and cities of all classes, Villages, and Townships;

WHEREAS; the governing body of the Village of Waldo engages in local planning regarding current and future land use, natural resource use, roads and highways, and all elements of local authority recognized by Wisconsin law and the 10th Amendment to the United States Constitution, and;

WHEREAS; proper planning and management of land and/or other natural resources is an ongoing, dynamic, process requiring systematic and continual review and revision, in coordination with units and agencies of federal and state government, to best serve the interests and needs of the citizens of the Village of Waldo in relation to specific needs and circumstances as they may change from time to time, including, but not limited to comprehensive plans adopted by other units of federal and state government;

WHEREAS; applicable provisions of the Constitution, statutes and regulations of the State of Wisconsin mandating that state, county and local units of government assigned duties relating to management, oversight and planning of use of land and natural resources coordinate with the Village governing body include, but are not limited to, § 1.13, Stats., Land use planning activities; § 16.023(1)(c), Stats., Wisconsin land council; § 16.965, Planning grants to local government units; and § 16.967, Land information program; and § 560.04, Stats.; and statutes relating to community planning;

WHEREAS; the common and ordinarily accepted definition of “coordination” as provided in standard dictionaries and common usage require that the Village of Waldo and those units and agencies of federal and State government required by law to coordinate with the Village be of equal status in the planning process and that plans proposed by such other units and agencies of federal and State government be consistent with those of the Village, and;

WHEREAS; the federal statutes and regulations relating to management, oversight and planning of use of land and natural resources include, but are not limited to, the National Environmental Policy Act which requires federal agencies to coordinate plans, functions, programs and resource actions with local government (42 U.S.C. Sections 4331(a) and 4332(2); the Federal Land Policy and Management Act (43 U.S.C. Sections 1701 and 1712), which requires that the Secretary of Interior coordinate with local government and seek consistency between federal plans and actions and plans, policies and actions established and taken by local government; the National Forest Management Act (16 U.S.C. Section 1604); the Endangered Species Act (16 U.S.C. Section 1533); the Intergovernmental Cooperation Act and Presidential Executive Order No. 12372 require federal agencies to coordinate with local government so that local impacts from federal projects can be identified and mitigated; the Homeland Security Act which requires the Secretary to coordinate with local government; and various other statutes and regulations relating to clean water, clean air, wild and scenic rivers, conservation services, regulatory flexibility and recreation opportunities which require coordination as to lessening adverse impact on local government, and quality of data utilized by the federal agencies and state agencies involved in federal projects, and;

WHEREAS; the Code of Federal Regulations contains regulations issued by the Council on Environmental Quality, the Secretaries of Interior and Agriculture, the Environmental Protection Agency, requiring coordination with local government as to economic and social impacts of federal plans and actions on local government and defining coordination in a manner which gives local government equal status with federal and state agencies and units of government and;;

WHEREAS; the individual rights and interests of private citizens guaranteed and protected under the constitutions and laws of the United States and the State of Wisconsin, including but not limited to the United States Civil Rights Act which

affords relief for denial of due process of law regarding land use actions, are substantially affected by sound land use planning,

NOW, THEREFORE, BE IT RESOLVED that the governing body of the Village of Waldo invokes the Village legal standing and authority to coordinate with, and insist on coordination by units and agencies of federal and state government claiming jurisdiction over lands and/or resources located within the jurisdiction of the Village of Waldo pursuant to the federal and state constitutions, statutes and regulations recited above;


BE IT FURTHER RESOLVED that a copy of this Resolution be transmitted to units and agencies of federal and state government claiming jurisdiction over lands and/or resources located within the jurisdiction of the Village of Waldo, to the County of Sheboygan, and to all federal and state elected representatives;

BE IT FURTHER RESOLVED that the land use plan adopted pursuant to this Resolution shall be a dynamic, continually evolving plan requiring periodic review, assessment, and amendment in coordination with all agencies and units of federal and State government in relation to which the Village invokes coordination pursuant to this Resolution or subsequent Ordinances adopted pursuant to this Resolution and the federal and state constitutions, statutes and regulations recited herein.

APPROVED AND ADOPTED THIS 21st day of October, 2009.

This plan is not the end of a process but the beginning of a methodology. It is the starting point for implementation and a guide for change. It cannot be viewed as “law,” but, rather, as a reference for decision-making. The plan is a tool, not a product.

C. Comprehensive Planning Legislation

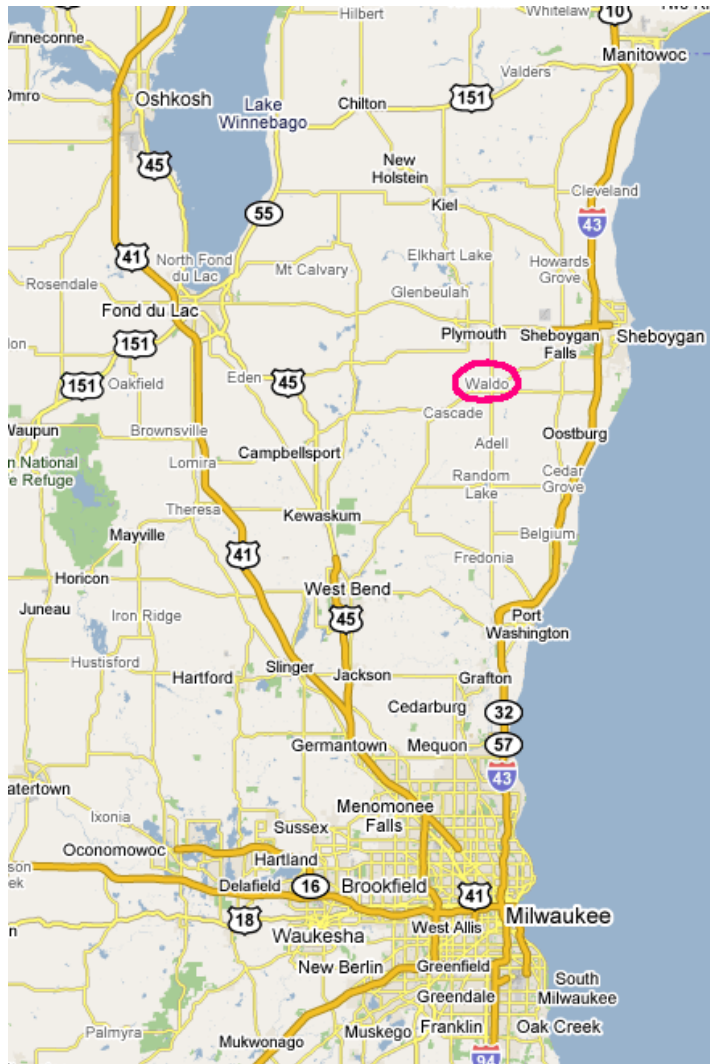
The most complete planning legislation in Wisconsin’s history was included in the State of Wisconsin Biennial Budget for 1999-2001 and was revised in May 2000 for technical changes. The planning legislation found in State Statute 66.1001  provides local governmental units with the framework to develop plans that assists the community in making informed land use decisions. The framework includes nine specific elements:

- 1. Issues and Opportunities**
- 2. Housing**
- 3. Transportation**
- 4. Utilities and Community Facilities**
- 5. Agricultural, Natural, and Cultural Resources**
- 6. Economic Development**
- 7. Intergovernmental Coordination**
- 8. Land Use**
- 9. Implementation**

While addressing the elements is Wisconsin Statute 66.1001. The Village of Waldo has completed this document.

D. General Regional Context

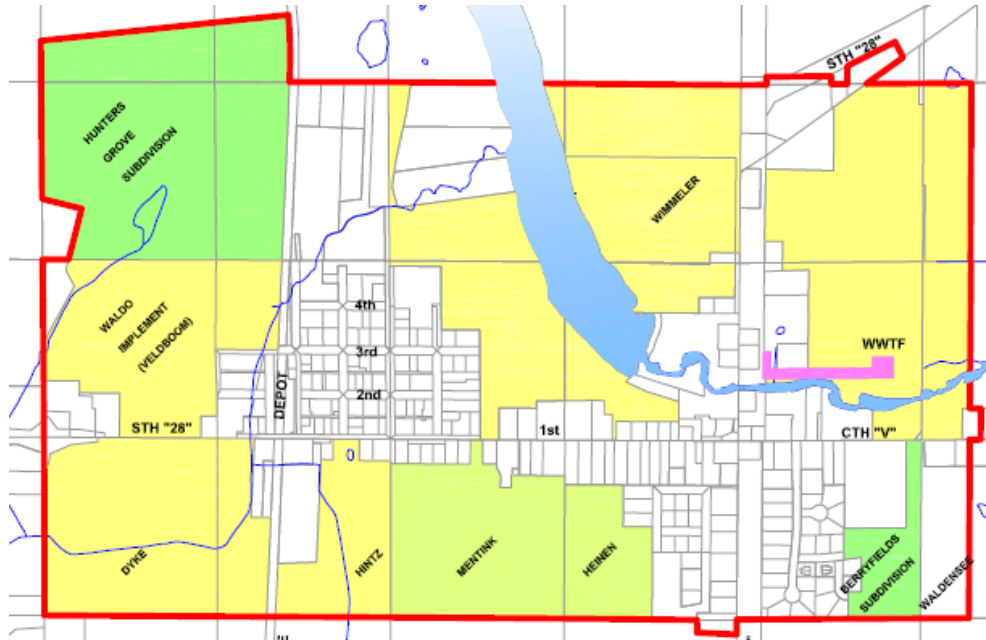
The Village of Waldo is located in Sheboygan County in eastern Wisconsin. Waldo is located at 43°40’32”N 87°56’48”W (43.675585, -87.946636). Waldo is located approximately 13 miles west of the City of Sheboygan, 23 miles east of the City of Fond du Lac, 45 miles north of the Milwaukee Metropolitan Area and 75 miles south of the Green Bay Metro area. Waldo is situated near the north end of the Kettle Moraine State Forest and is surrounded by an extensive agricultural area. The Village is surrounded by the Town of Lyndon. The City of Plymouth is 5 miles north on HWY 57. The Village of Adell is located 5 mile south on HWY 57. The Village of Cascade is located 3 miles to the west on HWY 28 (see following figure).



E. Selection Of The Planning Area

The study area for this Plan has been selected as to generally include all lands in which Waldo has short-term and long-term interests in planning and development activity. The Planning Area includes all lands currently within Waldo's corporate limits *and* within the Village's current 1½-mile Extraterritorial Jurisdiction Limit (ETJ). Within the ETJ, state statutes enable the Village to plan, review subdivisions, enact extraterritorial zoning, and implement an Official Map. (Appendix A-1) This Plan covers a period running through the year 2025. During this time period, much of the land within the Waldo's ETJ will be outside the corporate limits (i.e., not be annexed). Therefore, Waldo has an interest in assuring that development activity within the entire ETJ area does not negatively affect the capacity for logical growth.

Map below depicts the current planning area with a red line.



F. Issues

What follows is a list of issues facing the Village of Waldo. These issues were identified by a combination of census data, the Plan Commission, and the comments section of the 2008 Village Survey. These issues are not in order of importance.

Village utilities and infrastructure are aging and marginally adequate to meet immediate need. Reconstruction, maintenance, and expansion are needed in many areas.



Regional economic and demographic trends threaten the status quo of the Village. Residents would like to coordinate growth of current population levels in the future.

Waldo's small size creates a substantial burden on taxpayers to improve and maintain community infrastructure and services. Economic development will be a key issue to coordinate the expansion of the tax base, making this infrastructure more affordable.

G. Opportunities

What follows is a list of opportunities for to the Village of Waldo to consider in addressing the community's issues. These issues were identified by a combination of census data, the Plan Commission, and the comments section of the 2008 Village Survey. These opportunities are not in order of importance.

Existing commercial structures and sites could be marketed for purchase by other outside interests in an effort to bring jobs, residents, and business to the community.

Annexation of more land into the Village would provide more properties for the development of housing thereby bringing new residents to the community.

Waldo's quiet and friendly atmosphere coupled with beautiful physical scenery and unique culture, may be an attraction to visitors. The result being continued tourism and/or relocation to the community. These assets may bring new jobs, business, and residents to the Village.



Waldo's size and community pride may allow for creative solutions to funding public needs that would be impossible to implement in larger communities. This would have the effect of reducing the tax burden on residents and helping to fund repairs and upgrades to existing infrastructure.

Waldo residents see that the local government is becoming less and less recognized by larger units of government. As a result, the Village of Waldo Board of Trustees has adopted a coordination strategy to maintain its identity and status with the Federal, State, and County units of government.

H. Summary

This element lays the foundation for subsequent elements using demographic information from the 2000 U.S. Census and the 2008 Village Survey to identify characteristics of Waldo's population, age distribution, education, households, employment, income, and trends. The element also identifies the issues that present obstacles to the Village as well as the community assets that may provide the opportunities to resolve these issues.

The Village of Waldo has a relatively stable population comprised of working families and seniors. High school educations are most common although the number of college graduates is increasing.

Households average **2.66** persons each and there are over **450** residents within the community. Common employment centers for residents include the Village itself, Plymouth, Sheboygan, West Bend, Manitowoc, and Milwaukee.

The community's lack of business cause challenges for local employment, on the other hand, the community's sense of pride, character, and beautiful setting provide a marketable attraction for new residents and businesses.

I. Goals, Policies, Objectives, and Programs

The next seven elements of the plan discuss the issues and opportunities of agricultural, natural, & cultural resources, housing, utilities & community facilities, transportation, land use, economic development, and intergovernmental cooperation. Each element provides a general background and analysis of the topic as it relates to the Village of Waldo followed by an outline of the goals, policies, and objectives of the Village. Applicable programs available to the Village are also listed in each element where appropriate.

J. Justification for the Coordination Strategy

Chapter 1 of the Wisconsin statutes contains general principles of law relating to sovereignty and jurisdiction, principles that set forth the public policy of the state regarding the relationship between the various sovereign levels of government. Public policy of Wisconsin, as that of any state, is set by the legislative representatives of the people.

A significant element of that public policy is the recognition of the relationship of local government with state government. The legislature includes in its statements of public policy its intention that the state coordinate with local government. The inclusion of coordination in this critical sovereignty and jurisdiction chapter should make it crystal clear that when the legislature uses the word "coordination" with regard to comprehensive planning and in other statutes; it means to emphasize the importance of local government in the sovereign to sovereign governmental relationships which make up Wisconsin government and law.

In Chapter 1, Section 1.13 the legislature specifically establishes the public policy of the state with regard to land use planning. One of the key elements of that policy is encouragement to all state agencies to coordinate with "nearby units of government," which in its all inclusive fashion includes "local government." When the legislature says that an agency is "encouraged" to take action, it is more than just a suggestion; it is a statement of public policy that the agency ought to take to heart. The people of Wisconsin are entitled to have the administrative agencies follow policy set by the legislature and language of encouragement is certainly expression of policy. The direct statement of policy states that:

“(2) Each state agency, where applicable and consistent with other laws, is encouraged to design its programs, policies, infrastructure and investments of the agency to reflect a ***balance*** between the ***mission of the agency*** and the following ***local, comprehensive planning goals***:

- (b) Encouragement of neighborhood designs that support a range of transportation choices;

- (c) Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources;
- (d) Protection of economically productive areas, including Farmland and forests;
- . . .
- (g) Encouragement of **coordination and cooperation among nearby units of government**;
- . . .
- (k) Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels;
- . . .
- (m) Planning and development of land uses that create or preserve varied and unique urban and rural communities;

In the above sections the legislature has directed the agencies to the policy of the state that there be coordination between units of government, and that the agencies “balance” their mission under state law with “local” goals---and those goals are related to virtually every function and duty of local government:

Support efficient transportation, protect and respect natural resources, protect and support economic stability and social cohesiveness within the uniqueness of the community.

Keep in mind the meaning of the word “coordination”. It is a word of common usage and the dictionary definition provides the common meaning related to equality of rank, or a superior and subordinate rank.

Clearly the Wisconsin legislature knows the difference between coordinate and cooperate, because in (2) (g), above, it encourages the agency to balance its mission to make room for “coordination and cooperation” with other units of government. It is obvious that the legislature understands that coordination is different from cooperation because it encourages development of both.

Court decisions make it clear that unless the legislature provides a specific definition of a word of common usage, it intends the common meaning.

Coordination, that is an equal ranking in policy discussions, is called for to make possible the legislative policy stated in subsection 3 of 1.13. There the legislature encourages the agency to administer any law under which “a local government unit prepares a plan” so that its’ planning requirements make it “practical for local governmental units to incorporate those plans into local comprehensive plans prepared under s.66.1001”. Note very clearly that it is not the policy of the state that the state agencies impose its plans

and requirements on the local government. Rather, it is the policy of the state that the agencies make its requirements so consistent with local interests that it would be “practical” for local government to include the state plan into its own!

The remarkable element of this Chapter is that the upshot as to planning is that the state agencies administer itself in such coordination with local government that the local government would want to include the state agency’s plan into its own. So, the public policy as stated in Wisconsin law is not that the local government be dictated to from above, but that local government decides whether to include in its policy and plan the plans adopted above.

In Section 1.11 the legislature mandates that as to every “major action” that significantly affects the quality of the “human environment” every state agency must “to the fullest extent possible” prepare an environmental impact statement in accord with the guidelines provided by the council on environmental quality for National Environmental Policy Act studies. The National Environmental Policy Act requires “coordination” between plans prepared by federal, state and local governments.

The legislature could have mandated preparation of environmental impact statements without reference to the National Environmental Policy Act guidelines which are set by the council on environmental quality, but it did not. The importance of the legislative tie to the Council on Environmental Quality (CEQ) guidelines is that the tie brings the state study in line once again with the coordination requirement as to local government.

In subsection (d) of 1.11 the legislature requires that each agency “study, develop and describe appropriate alternatives to recommended courses of action in any proposal which involves unresolved conflicts concerning alternative uses of available resources.” The obvious intention in this mandate is that the environmental study contains alternatives that would resolve inconsistencies caused by conflicts in policy. What “conflicts” are referred to by the legislature? Pretty clearly not conflicts just among staff of the agency because the director of the agency would take care of such conflicts administratively. Referring back to the provisions of 1.13 which encourage the agencies to promote coordination with local government and to develop their state plans in such a manner that local government will want to include the state plans within their local plans, doesn’t it seem relatively clear that subsection (d) refers at least to conflicts that exist between local government policies and state policies?

This reading of the “conflict” language is consistent with what the legislature has provided in Chapter 66, section 66.1001 (2) (g):

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.”

This language incorporates into Wisconsin law the “consistency” requirement which the federal statutes have included in their definition of “coordination” between federal agencies and local government. It requires that any plan created under Chapter 66 include a description of conflicts—existing or potential--between local government, county government and state government AND THE PROCESS BY WHICH SUCH CONFLICTS CAN BE RESOLVED. That is a mandate for the same process leading toward consistency as mandated by federal statutes.


The consistency process language is included in a paragraph that identifies one of the nine elements that must be included in a chapter 66 plan. The element is called “Intergovernmental cooperation”, but it includes the same resolution of conflict which is a critical element of “coordination”. Regardless of the title of the element, the importance is that the consistency element of “coordination” is made the law of Wisconsin.

CHAPTER 2 HOUSING

A. Introduction

This chapter will profile the current housing stock in Waldo by providing such information as age, quantity, quality, cost and household information. Then discuss what the future may hold and provide suggestions on how the Village can proactively review its housing destiny.

Well-designed, well-constructed housing choices located in areas suitable for residential development, are vital to healthy communities. The styles, sizes, and types of housing options available give a community character and establish a connection between residents and their neighborhoods.

Rural communities typically have a high percentage of single-family homes, with fewer housing choices available, than more densely developed suburbs. This imbalance of housing choice raises concerns, since many members of the community may find it difficult or undesirable to own a large house on a large lot. Without alternatives to the single-family home, seniors, singles, and young families may have to leave the community in order to find desirable and/or affordable housing elsewhere. 

In our developing this Plan for Waldo, the existing housing stock has been reviewed and recommendations are made to meet the Village's housing needs over the next 20 years.



This plan includes goals and that local housing choices exist for all stages and conditions of life. The goals listed below specifically relate to planning for housing:

- Planning adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential uses in our subdivision design.
- Encouraging neighborhoods include a variety of housing types.
- Promoting the redevelopment of lands with existing infrastructure and public services.

B. Existing Housing Supply

As the 2010 U.S. Census data is published we will review this section with updated information.

Village of Waldo, Wisconsin

Subject	Number	Percent
Total housing units	 181	100.0
UNITS IN STRUCTURE		
1-unit, detached	140	77.3
1-unit, attached	7	3.9
2 units	17	9.4
3 or 4 units	13	7.2
5 to 9 units	0	0.0
10 to 19 units	0	0.0
20 or more units	0	0.0
Mobile home	4	2.2
Boat, RV, van, etc.	0	0.0
YEAR STRUCTURE BUILT		
1999 to March 2000	 5	2.8
1995 to 1998	10	5.5
1990 to 1994	9	5.0
1980 to 1989	8	4.4
1970 to 1979	16	8.8
1960 to 1969	17	9.4
1940 to 1959	19	10.5
1939 or earlier	97	53.6
ROOMS		
1 room	1	0.6
2 rooms	2	1.1
3 rooms	13	7.2
4 rooms	24	13.3
5 rooms	36	19.9
6 rooms	32	17.7
7 rooms	30	16.6
8 rooms	18	9.9

9 or more rooms	25	13.8
Median (rooms)	6.0	(X)
Occupied Housing Units	176	100.0
YEAR HOUSEHOLDER MOVED INTO UNIT		
1999 to March 2000	19	10.8
1995 to 1998	48	27.3
1990 to 1994	41	23.3
1980 to 1989	22	12.5
1970 to 1979	24	13.6
1969 or earlier	22	12.5
VEHICLES AVAILABLE		
None	5	2.8
1	63	35.8
2	74	42.0
3 or more	34	19.3
HOUSE HEATING FUEL		
Utility gas	140	79.5
Bottled, tank, or LP gas	3	1.7
Electricity	8	4.5
Fuel oil, kerosene, etc.	21	11.9
Coal or coke	0	0.0
Wood	1	0.6
Solar energy	0	0.0
Other fuel	3	1.7
No fuel used	0	0.0
SELECTED CHARACTERISTICS		
Lacking complete plumbing facilities	1	0.6
Lacking complete kitchen facilities	1	0.6
No telephone service	1	0.6
OCCUPANTS PER ROOM		
Occupied housing units	176	100.0
1.00 or less	174	98.9
1.01 to 1.50	2	1.1
1.51 or more	0	0.0

Specified owner-occupied units	127	100.0
VALUE		
Less than \$50,000	3	2.4
\$50,000 to \$99,999	59	46.5
\$100,000 to \$149,999	59	46.5
\$150,000 to \$199,999	6	4.7
\$200,000 to \$299,999	0	0.0
\$300,000 to \$499,999	0	0.0
\$500,000 to \$999,999	0	0.0
\$1,000,000 or more	0	0.0
Median (dollars)	100,900	(X)
MORTGAGE STATUS AND SELECTED MONTHLY OWNER COSTS		
With a mortgage	91	71.7
Less than \$300	0	0.0
\$300 to \$499	2	1.6
\$500 to \$699	10	7.9
\$700 to \$999	40	31.5
\$1,000 to \$1,499	34	26.8
\$1,500 to \$1,999	5	3.9
\$2,000 or more	0	0.0
Median (dollars)	946	(X)
Not mortgaged	36	28.3
Median (dollars)	354	(X)
SELECTED MONTHLY OWNER COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME IN 1999		
Less than 15 percent	41	32.3
15 to 19 percent	19	15.0
20 to 24 percent	22	17.3
25 to 29 percent	20	15.7
30 to 34 percent	7	5.5
35 percent or more	18	14.2
Not computed	0	0.0

Specified renter-occupied units	36	100.0
GROSS RENT		
Less than \$200	0	0.0
\$200 to \$299	2	5.6
\$300 to \$499	19	52.8
\$500 to \$749	13	36.1
\$750 to \$999	0	0.0
\$1,000 to \$1,499	0	0.0
\$1,500 or more	0	0.0
No cash rent	2	5.6
Median (dollars)	443	(X)
GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME IN 1999		
Less than 15 percent	18	50.0
15 to 19 percent	9	25.0
20 to 24 percent	2	5.6
25 to 29 percent	0	0.0
30 to 34 percent	0	0.0
35 percent or more	5	13.9
Not computed	2	5.6

(X) Not applicable.

Source: U.S. Census Bureau, Census 2000 Summary File 3, Matrices H1, H7, H20, H23, H24, H30, H34, H38, H40, H43, H44, H48, H51, H62, H63, H69, H74, H76, H90, H91, and H94

The housing supply in Waldo consists mainly of single-family homes. The Village recognizes that this style of housing may not fit the needs of, or be desired by, everyone.

Some residents will not be able to afford a single-family home. Others may no longer be willing or able to manage the maintenance responsibilities necessary to keep up a home and yard. Still others may simply prefer living in an alternative style of housing.

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 1,500 residents.



As the baby-boom generation reaches retirement age it is likely that condos, senior residential communities, and other alternative housing options will become a more common and desirable residential living choice in the community. Senior housing developments, townhomes, and housing designed for independent living are viable options in the community.

Data from the 2000 US Census showed that 19.9% of the Village's housing supply was classified as rental-occupied units. As the table above shows, 81.1% of homes at the time were 1-unit structures (attached or detached single-family homes, owner-occupied and rental).

The current supply of housing units in Sheboygan County is 45,947, so Waldo makes up 0.39% of the total units. Being such a small player in the County housing market may limit residential developer interest and limit Village access to government grants and low interest loan program.





C. Future Housing

Wisconsin Department of Administration report "Wisconsin Population 2030" states the distribution of projected population change also varies by community size. Communities of less than 500 persons (at Census 2000) are expected to experience the slowest growth from 2000 to 2025 at 6.3% or 0.00252% per year for that 25 year period. Also, that the average household size is projected to decline in all of Wisconsin's counties between 2000 and 2030.


D. Occupancy

The determination of need for additional future housing units is calculated by dividing the projected population of a community by the anticipated number of persons per household. That number reflects the total housing units necessary to meet the future needs of the community. If the number is larger than the current supply of available housing units, the Village has a potential future housing shortage. If smaller, the Village has a potential future housing surplus.

Data from the 2000 U.S. Census and projections from Wisconsin Department of Administration report "Wisconsin Population 2030" for the Village of Waldo show:

- 2000 Population 450 
- 2000 Persons Per Household 2.49 (450/181=2.49 Persons Per Household) 
- Number of Housing Units in 2000 181
- Projected 2025 Population (WDOA) 482 
- Projected Persons Per Household in 2025 2.31 
- Anticipated 2025 Housing Unit Deficit 28 (209 -181=28 Unit shortage)


Using this formula, indications are that the current supply of housing units in Waldo will be insufficient to meet the projected 2025 population of the community by 28 units. Should projected population increases be reached during the timeframe of this planning process the Village of Waldo can expect to experience limited housing construction during the next twenty years.

The US Census Bureau’s “Annual Estimates of the Resident Population for Incorporated Places in Wisconsin” (July 1, 2008) already sets Waldo’s population at 466, so the 2025 projection of 482 appears to be low. Since the 2000 Census, a 60 lot subdivision, Hunter’s Grove, has been developed on the west side of Waldo and 26 lots of Berry Fields’ 62 lots are occupied. 

E. Senior Housing

Clearly defining the need for future senior housing in a community is not a simple task. This is largely due to the complexity of the marketplace. The majority of seniors in Wisconsin, in all age groups, live in their own homes or in mixed-family congregate housing (i.e. apartments with residents of all age ranges). The capability of a resident to remain at home is enhanced by organizations and services catering to people of retirement age.

Examples of these services include: “meals on wheels” programs, visiting nurse programs, and home healthcare, among others. In addition, building designs for life (i.e. wider doorframes to accommodate future wheelchair access, first floor bedroom, etc.) can extend the ability of a resident to live independently in their own home.

However, some seniors may not be able (or desire) to live in a private home and will seek alternative housing options. The number of Waldo residents aged 65 and older is 14% of the total population and is expected to grow. In fact, octogenarians (people age 80 or older) are the fastest growing demographic group in the nation. 

As the average American life expectancy increases, a greater percentage of the Village’s residents will fall into the 65 and over age category than at any time in its history. As a result, it is anticipated that the number of seniors living in the Village will increase noticeably during the tenure of this plan. Accordingly, local demand for senior housing may support the development of retirement communities, community-based residential facilities, and local assisted living facilities and services.

The availability of housing for a growing senior population is a concern in Waldo, as it is throughout the country. As with affordable housing, the provision of an adequate supply of housing for seniors will require that the Village consider alternative housing options. The Village of Waldo should work with private developers to ensure that seniors will find safe and affordable housing choices within the community.

F. Senior Housing Options

In recent years, a variety of alternative housing options for seniors have become available. Although none of these can be considered the preferred housing alternative, a combination of various senior housing types will provide a way in which Waldo may address the challenges of adequate and desirable housing for seniors. This is important in that it offers ways in which an aging population can remain within the community during their retirement years.

A variety of senior-oriented housing options exist to meet the needs of an aging population. They include:



1. Age Restricted Retirement Communities. One type of housing for seniors that is growing in popularity is the age-restricted, active adult development. Active adult developments provide a housing atmosphere with the amenities including golf courses and fitness centers that vibrant seniors desire. Aging residents can benefit from a relaxed environment with similarly-aged neighbors while avoiding the conventional maintenance and upkeep requirements that come with home ownership.

2. Seniors Only Apartments. Some older seniors may choose to sell their homes and move into senior apartments. This frees equity that can then be used to supplement income through interest or dividends earned through investment of capital. The move also frees seniors from home maintenance and groundskeeper chores. For others, living in a large senior complex affords a greater sense of security than living in a private home.

3. Modular Home Communities. Modular home (built in sections at a factory) communities have both full-time residents and those that reside only part of the year. The lots and mobile units may be leased to, or owned by, the residents.

4. Shared Housing. Under this alternative, seniors share their home with another senior. Professional organizations which specialize in these arrangements match the two parties based on needs. Most of the organizations that provide these services are non-profit and supported from sources other than those seeking help.

5. Continuing Care Retirement Communities (CCRCs). Continuing Care Retirement Communities are designed to provide active seniors an independent lifestyle and a private home from which to enjoy it, regardless of future medical needs. They may require buy-in or an up-front annuity purchase followed by monthly payments covering services, amenities, and necessary medical care. They provide the availability of multiple layers of care, without the uncertainty of wondering where you will live.

6. Assisted Living. Assisted Living (or Residential Care for the Elderly) offers help with non-medical aspects of daily activities in an atmosphere of separate, private living units. It is similar to Congregate Care albeit for residents less able to function independently in all aspects of their daily life. Licensing is usually required for Assisted Living facilities.

7. Skilled Nursing Facilities (Nursing Homes). Skilled Nursing Facilities may be freestanding or part of a senior community and may offer congregate or assisted living options. It may specialize in either short-term acute care or long-term care.

G. Cost of Housing

The available supply, age, and condition of the housing stock are the basis for determining the demand for and cost of housing. The 2000 US Census indicated that the median value of a home in the Village of Waldo was \$100,900.

Rental units in Waldo may include single-family homes, 2-unit structures and commercial properties converted to residential use. The median monthly rent paid by renters in the community was \$443 in 2000.

H. Housing Affordability

Understanding affordability includes an evaluation of factors other than the simple cost of owning or renting a home. The more important question is: “Does the cost of housing match the ability of residents to pay for it?” There are several ways to answer this question. One common technique comes from the U.S. Department of Housing and Urban Development (HUD). The HUD method compares income to housing costs. According to HUD, housing is considered affordable when it costs no more than 30% of total household income, on a monthly and annual basis. Under HUD standards, residents should be able to live in safe and decent housing for no more than 30% of their household income.

In 2000, 25 owner-occupied households were paying more than 30% household income to cover the cost of housing. In contrast, only 5 renter-occupied units were paying more than 30% household income to cover the cost of housing.

However, these figures are somewhat deceptive in that the household incomes, mortgage costs, and monthly rent are offered in median numbers. HUD Housing affordability also requires access to employment and transportation to allow residents to sustain an income to afford mortgage or rent payments.

I. Affordable Housing Options

Size Guidelines and Limitations

A way in which the Village may suggest for an adequate supply of affordable housing is to establish guidelines or limitations related to the size of new housing constructed in the community. Housing size limits assume a smaller home cost less to build and may further the development of smaller single-family homes, as well as condominiums, townhouses, and apartments. Currently, housing size limitations are implemented through individual plat restrictions or the Village zoning and subdivision ordinances. Amendments to the zoning ordinance would be necessary.

J. Housing Issues & Concerns

Significant amounts of new residential development will, if unguided, change the character of Waldo. Concern about increased growth and its impact on the rural character of the Village was an important motivation for developing this plan. The following options may be considered as a strategy to maintain the community’s rural character:

- Review existing ordinances in order to identify ways to manage new development related to single family home properties;
- Locate homes in the most appropriate place within a new parcel; and,
- Continue review of the Waldo zoning requirements.

K. House Location On Lots

The placement of a home on a parcel can have a significant impact on the rural character of the area surrounding it. Properly locating homes on parcels can minimize the impact of new development on the natural environment and preserve rural character. The implementation of parcel siting requirements would be accomplished within the subdivision ordinance.

L. Housing Programs

A number of federal and state housing programs are available to help the Village promote the development of housing for individuals with lower incomes, senior housing, and housing for people with special needs.

M. State Programs And Revenue Sources

Beyond the funds distributed through HUD, the Division of Housing and Intergovernmental Relations (DHIR) administers several state funded programs that can potentially be used to finance housing improvements. Money available through the DHIR, because it is funded by general-purpose revenue, cannot be used to invest directly in housing development. However, funds can achieve the desired result by helping organizations develop the capacity to construct houses or by providing various types of financial assistance to homebuyers or renters through grants to local governments or non-profit agencies. Wisconsin Statute 66.0619 Public improvement bonds are an example.

The Wisconsin Housing and Economic Development Authority finances housing development through the sale of bonds. Unlike the DHIR, it receives no direct state-tax support. Therefore, WHEDA can provide mortgage financing for first-time homebuyers and financing for multi-family housing as well. Specific programs evolve and change with the needs of the housing market.

Alternatively, seek funding sources such as Habitat for Humanity or Partners for Community Development, Inc., a non-profit organization, located in Sheboygan, which serves area residents with financial assistance for issues relating to homeownership.

N. Coordination With Other Comprehensive Plan Chapters

Housing is the primary developed land use in the Village of Waldo. As such, it directly affects most other chapters of this plan. The goals and policies set forth in this chapter will affect all other chapters. Therefore, it is important that the chapters are consistent and support one another.

O. Housing Vision

In 2025, Waldo offers a variety of rural residential living choices that highlight the Village's small town charm. Single-family homes remain the primary housing choice, however, well designed and well constructed alternative housing styles meet the needs of a diversity of residents, particularly our seniors and young families. Local land use ordinances promote attractive housing, with abundant open spaces, scenic views, trails, and other desired amenities, located in areas ideally suited to residential development and distinct from the residential living choices found in the nearby cities.

P. Housing Policies, Goals, and Objectives

The housing policies, goals, and objectives were developed to ensure that Waldo:

1. Remains a rural place to raise a family for the next 20 years, and well into the future;
2. Encourages new development that retains the Village's rural setting.
3. Respects the opportunity for all property owners to receive fair value for their land; and,
4. Has defined standards for managing growth and maintaining an effective plan.

Q. Housing Goals

1. Utilize the patterns presented on the Land Use Maps as a guide for development.
2. Encourage new developments to provide abundant open space and access to trails and recreation areas.
3. Promote the integration of varied housing types within developments. This would include a blend of single-family, two-family and other choices within the same development.



Goal 1: Enhance the environmental assets and residential character of the village.

1. Encourage "low impact" development, including cluster subdivisions, within the Village to reduce storm water runoff and flooding.
2. Consider pedestrian and bicycle access and amenities (e.g., trails, pathways, or sidewalks) as part of all new residential development projects to provide opportunities to walk or bike to important destinations like parks, and shopping.
3. Make open space an integral part of residential neighborhoods.

Goal 2: Maintain housing values over time.

1. Enforce residential codes and building ordinances to ensure that properties are well maintained.
2. Conduct an internal review of Village codes and ordinances every five years to consider updates or amendments to address housing concerns.
3. Educate residents about the importance of property maintenance by developing and distributing a brochure highlighting property maintenance techniques and benefits.

Goal 3: Encourage a variety of housing types, designs, densities, and price ranges to meet the needs of residents of varying incomes, ages and lifestyle preferences and to support economic development.

1. Evaluate (through survey and Census Data) and monitor the need for alternative housing and support services for residents.
2. Support the maintenance and rehabilitation of existing residential dwellings.
3. Encourage an adequate supply of affordable housing for individuals of various income levels by allowing residential construction in all zoning classes.
4. Review and update existing ordinances to allow, encourage, or require alternative housing options including smaller homes and lots sizes.
5. Assist existing county, private, and church efforts and consider new programs that provide needed assistance for elderly and disabled residents who wish to stay in their own homes.

CHAPTER 3 TRANSPORTATION

A. Introduction


Transportation is an important function in our everyday lives. It facilitates the economy, government protection and services, community contact, and recreation. The Village of Waldo contains 2 major transportation systems; Highways (roads and trucking) and the rail system. These and others are reviewed and analyzed below.


B. Highways and Roadways,


State Highway 57 splits the Village from north to south and forms the main north-south artery that most transportation utilizes. Wisconsin Highway 57 (often called Highway 57, STH 57 or WIS 57) is a 191.82 miles state highway in the State of Wisconsin. Highway 57 runs from its southern terminus at Wisconsin Highway 59 in Milwaukee to its northern terminus at Wisconsin Highway 42 in Sister Bay. Much of Highway 57 parallels the Interstate 43 corridor. The highway is concurrent with I-43 for 12 miles in Ozaukee County. Like most Wisconsin state highways, Highway 57 is maintained by the Wisconsin Department of Transportation (Wis DOT). Highway 57 serves as a major highway in eastern Wisconsin. It was originally designed to connect the major cities of Milwaukee and Green Bay as well as several other large cities along its corridor. The State of Wisconsin proposed that the Highway 57 route become an Interstate Highway corridor when the Interstate Highway System was planned in the 1950s; the State's plan was rejected in favor of the current routing of Interstate 43.

State Highway 28 is considered to be the main truck route through the Village. Highway 28 (often called Highway 28, STH 28 or WIS 28) is a state highway in Wisconsin. It runs east-west in southeastern Wisconsin between Horicon and Sheboygan. The route is 59.77 miles long and is generally a two-lane road with the exception of urban multilane arterials in some cities. WIS 28 begins at a junction with WIS 33 in Horicon. The highway connects the municipalities of Horicon, Mayville, Theresa, Kewaskum, Boltonville, Cascade, Waldo, Sheboygan Falls, and into Sheboygan.

The 2008 Survey indicated that residents are generally satisfied with driving safety in the Village – only 20 percent believed that more traffic controls were needed.


Furthermore, residents also had similar opinions regarding local street maintenance – again, only 20 percent found the Village streets poorly maintained. 

The Village has miles of roads. Highway 28 was reconstructed 3 years ago by the State Department of Transportation. 

All secondary streets are in need of a seal coat application in the near future for proper maintenance. 

C. Trucking and Rail.

Truck Service: The truck routes in the Village are State Highway 28, 57 and County Road V. There are currently no ordinances regulating truck traffic on internal roads maintained by the Village of Waldo. 

Located in Waldo along the Wisconsin & Southern Railroad Co. is Glacier Transit and Storage. It has facilities for cooler storage and dry temperature-controlled storage. It is a family-owned and operated business formed in 1955. Glacier's Waldo facility was opened in 1994. This facility has a 75,000 sq ft. 

Rail Service: Wisconsin & Southern Railroad Co. (WSOR) is a regional railroad operating 700 miles of track (600 owned or leased and 100 in trackage rights) throughout south central Wisconsin and northeastern Illinois. (See Appendix A-4 and 5).

D. Public Transit

The Village of Waldo does not currently fund any public transit systems. The school district provides busing for school children this busing is specific to school use.

Taxi services from Plymouth, Sheboygan and outlying municipalities as well as the Airport Connection service (to the Milwaukee Airport) will accommodate customers in the Waldo area.

Waldo has adopted a policy where commuters can park by the Memorial Hall and "Ride Share" to their places of employment. The average commute time for Waldo workers is 21 minutes, compared with 26 minutes nationwide.

E. Pedestrian Traffic.

Casual bicycle and walking exists. However, pedestrians cannot walk to the eastern park without taking serious risks in crossing State HWY 57. Waldo would like the addition of a traffic light but WisDOT refused to allow this to happen! County Road V has no shoulder or walkways on either side of the road. For 2 years The Waldo Village Board has petitioned Sheboygan County to reduce the speeds on County road V to 25 MPH for and no action has taken place. Waldo would like to see a controlled crosswalk and a pedestrian lane to allow for safe pedestrian conditions.

F. Air travel

Airports certified for carrier operations nearest to Waldo:

WITTMAN REGIONAL (47 miles; OSHKOSH, WI; ID: OSH)
GENERAL MITCHELL INTERNATIONAL (52 miles; MILWAUKEE, ID: MKE)
OUTAGAMIE COUNTY REGIONAL (56 miles; APPLETON, ID: ATW)
SHEBOYGAN COUNTY MEMORIAL (10 miles; SHEBOYGAN, ID: SBM)
NEW HOLSTEIN MUNICIPAL (21 miles; NEW HOLSTEIN, ID: 8D1)
WEST BEND MUNICIPAL (22 miles; WEST BEND, WI; ID: ETB)

G. Water Transit

Water transit in Waldo is limited to the Onion River. This river has been recently cleaned in some areas to facilitate recreational canoeing, however canoe operators still find the Onion River to be primitive and quite challenging. More work still needs to be done to fully facilitate easy canoe access. At this time, there are no commercial transit uses of the Onion River in Waldo, only recreational.

H. State and Regional Transportation Plans

The Wisconsin Department of Transportation (WisDOT) places Waldo in Northeast Transportation Region with respect to scheduled highway improvements.

The 2002-2007 six-year plan identifies the following projects in the Waldo area:
In 2012 Work Order 4010-14-00 and 4010-14-71 7/10/2012 0.17 Miles STH 28 2/1/2012 BRIDGE REHABILITATION.



There are no plans at the county level to improve County V or any other road in Waldo identified in the Sheboygan County plan through 2035!
(See Appendix A-8 through A-12)

I. Objectives, Policies, and Goals

1. Goal: Encourage neighborhood designs that support a range of transportation choices.

Policy: The Village shall encourage developments that allow for pedestrian and bicycle traffic as well as vehicular traffic.

Objective: The Village shall favor development patterns that are within the Village's capacity to provide adequate transportation access.

2. Goal: To provide adequate transportation infrastructure to meet existing and future market demand for residential, commercial and industrial uses.

Policy: The Village shall anticipate and budget for future transit system demands and maintenance of existing transit systems.

Objective: Utilize a capital improvements plan to prioritize transportation infrastructure expenditures.

3. Goal: Provide an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meet the needs of its citizens.

Policy: The Village shall attempt to facilitate transportation methods that are effective, but within the bounds of the municipal budget.

Objective: Continue to maintain all Village roads.

CHAPTER 4 UTILITIES AND COMMUNITY FACILITIES

A. Introduction

As part of the comprehensive planning program, the Village of Waldo utilities and community facilities were reviewed and evaluated as to their current condition and adequacy to meet the present and future needs of the community. Data and information were obtained through discussions with Village Board members, Village employees, and information gathered through a survey of Village residents.

To maintain a high level of public services, the community must continually monitor and upgrade their existing facilities as its population grows. Recommendations contained in this section are based on general long-range planning considerations and should not be substituted for detailed architectural or engineering studies required before expending substantial community resources and undertaking specific public works projects. The levels of accuracy of the referenced materials herein is highly subject to change (“time sensitive”) and should only be used as an initial guide/reference in establishing this plan’s initial land use needs. As time goes on, the Village should again gather updated information regarding services as it looks to modify/improve them. In some cases, greater informational detail should be gathered before approving recommendations.

The following is the Wisconsin Statute that governs the development of this chapter:

“66.1001(2)(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. 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.”*


B. Summary Of Inventory And Recommendations


Providing utilities and community facilities in a small village with a limited tax base is a continual challenge. Respondents to the 2008 citizen input survey generally expressed a high level of satisfaction with a variety of public services.

The majority of the survey respondents are satisfied or very satisfied with facilities and services, such as the village hall, memorial hall, recreation, public sewer and water, and the volunteer fire department—which are responsibilities of the Village. Law enforcement is shared with nearby municipalities and is satisfactory for village needs. Other services, such as schools, child care, health care, library, are provided outside the village by other entities and are satisfactory to survey respondents. There is a private, elderly assisted-living facility within the village that serves the needs of some village residents.

The Village has negotiated a contract with a nearby internet provider to locate a tower on the village water tower that will offer residents a second choice for high speed internet service.

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 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. 

Survey respondents have indicated the desire for an additional park of the west side of the village; updating present play equipment in the existing park; and encouraging senior housing units within the village. 

The Village is committed to continue providing basic services to the residents, either directly or indirectly. Due to present economic conditions, survey respondents have stated that a referendum should determine how services should be continued if State-imposed levy limits do not generate enough tax revenue.

C. Boards And Committees

Village Board

The Waldo Village Board consists of the Village President and four Trustees, assisted by a part-time appointed Clerk and an elected Treasurer. The Village Board works for the benefit of the residents of the Village, recognizing that public interests must be their prime concern.

Plan Commission

Waldo has a seven member Plan Commission to review, adopt, amend, and implement the coordination plan for the Village. The Village Board refers all matters pertaining to zoning and land divisions to the Plan Commission for their review, analysis, and recommendations to the Village Board. After a Plan Commission recommendation, the Village Board will base its decisions in light of the information contained in the comprehensive plan to ensure consistency and compliance.

Board of Appeals

The Board of Appeals for the Village of Waldo is comprised of the Planning Committee minus Village Board members. The Board meets on request to review zoning and building issues. After review, the board needs to be reorganized to meet state requirements. The number of board or committee members is limited to two. A majority of the board must be citizens of the community.

Others

Waldo contracts out to private firms for the services of attorney, assessor, building inspector and engineer.



D. Public Facilities Inventory and Analysis

Electric Service

The Village of Waldo is within the electrical utility service territory of WE Energies (a/k/a Wisconsin Electric Power Company). The electrical service to the Village is thought to be adequate at this time for planning purposes.

Natural Gas

Residents of Waldo are provided with natural gas by WE Energies (a/k/a Wisconsin Gas). A major natural gas line travels through the Village along STH 57.

Public Water


The Village is served by the Waldo Municipal Water Utility, which draws on a high capacity municipal well within the Village at a depth of 380 feet. The most recent Consumer Confidence Report, filed with the WDNR for 2007, revealed no violations for the contaminants required to be tested. Although no formal hydrology study has been done, the capacity of the aquifer is thought to be adequate for the immediate needs and forecasted population of the Village.




The Village anticipates adding a second well to the water supply in five to ten years. It also anticipates constructing a new, larger water tower to supply the projected growth needs of the Village in the same five to ten years.



Sanitary Sewer Service

Waldo is served by the Waldo Wastewater Treatment Plant. The facility began operation in 1963 on the northeast side of the Village on the north bank of the Onion River. The plant's capacity was originally rated for 20 years, and has exceeded that rating by 25 years. Utility commissioners have contracted for a facility study to update the plant. The completed study has recommended that the Village build a pond system to handle sewage treatment. Construction will be completed by September 30, 2010. According to the plant operator, the current average flow is approximately .068 mgd per day, which is within the plant's capabilities. 

The WDNR designed the Compliance Maintenance Report (CMAR), which evaluates the current condition of each wastewater treatment facility in the state. The CMAR is a yearly assessment that rates various components of wastewater treatment and gives an overall letter grading/grade point to a facility. The report has seven range categories for determining applicable grade and response actions (shown in appendix A-13 and A-14). According to the 2008 CMAR, the Waldo Wastewater Treatment Plant has a grade A rating for Influent Flow and Loadings, Effluent Quality (BOD), Effluent Quality (TSS), Bio-solids Quality and Management, Operator Certification, a grade B rating for Staffing, and a grade F rating for Financial Management and Collection Systems. 


Sanitary Sewage Collection System

Waldo has a sanitary sewer system in place that serves all of the homes within the community. Repairs and maintenance to the sewage collection system are performed by Utility employees, outside contracted companies, and contracted engineering services.

Existing Sanitary Sewer System

The Village is served by ten-inch diameter and eight-inch diameter lines, most of which are eight-inch. Sewer laterals are four-inch in diameter. There is one lift-station in the system. The lift station is located in the treatment plant and is the final collection point prior to the Waldo Wastewater Treatment Plant.

Investigation/Design Data

The Village of Waldo is in the process of developing a master plan for the new plant. The facility plan has been completed and approved by the WDNR. The planned facility has capacity for existing homes and the 20-year projections for development. 



Deficiencies in the Existing System

The Waldo Utility Commission completed an I & I (Infiltration and Inflow) study in 2007. The study showed significant problems with several manholes and piping. The Utility plans to correct the problems in the near future. The study also showed a drying bed was piped directly to the headworks in the plant. This has been corrected and has eliminated about 20,000 gallons of water per day during wet conditions. Utility personnel are monitoring the situation.

Storm Sewer System

The Village of Waldo has minimal storm sewers in the original part of the Village. New storm sewers were installed along State Highway 28 in 2006 when the road was re-constructed. State Highway 57 uses ditches instead of storm sewers.

Solid Waste and Recycling Facilities

The Village of Waldo contracts out all of its solid waste collection to a private waste disposal company. Recyclables are also collected by this private company. The services provided are adequate for the Village and will likely continue in the future. Sheboygan County annually runs a hazardous household waste collection program with Saturday drop-off sites in Plymouth and Sheboygan. Waldo residents are eligible for this program.

Telecommunications Facilities

Telephone service is provided by Verizon North, Vonage and cable. Verizon North has contracted with the Village to place an antenna on the water tower for better service. Excel.net has a contract to place necessary equipment on the water tower for wireless, high speed internet service. Internet service is also available through cable and satellite providers. Fiber optic service is not available in the Village at this time. Services are deemed adequate at this time.



E. Community Facilities Inventory and Assessment

Village Hall

The Waldo Village Hall is located at 810 West 2nd Street, in the downtown area of the village. The building contains a large community room, kitchen, bathrooms, a small office area for the clerk, and storage. The rooms have recently been updated with paint and carpeting. New lights were installed in the community room. The original structure was built in 1962. The fire department and the pump room for the well are attached. The building is handicap accessible. The Village has plans to improve the parking area on the east side of the building to provide better handicap parking plus some additional parking. The building is also used for all elections. It is felt that the building is adequate at this time.



Road and Other Maintenance

The Village has one part-time employee to see to maintenance of the buildings, park, some snow removal, and lawn mowing. The equipment and tools needed for these tasks are kept in a shed located on East First Street, next to the park. The Village plans to build a new building for this storage and work space in the next two years. The Village contracts with Sheboygan County Highway Department for road maintenance, improvements and snow removal. A fund has been started for future road work in the Village. Over the next five years the main streets in the Village will need resurfacing.



The Village owns two riding lawnmowers and other small equipment to maintain lawns at the Village Hall, Memorial Hall, the park, sewer plant, cemetery, and other small areas of grass. The Village also owns 2 snow-blowers and a truck with plow for snow removal at Village buildings and alleys.

Postal Services

Postal services for Waldo are provided by the U.S. Post Office located at 829 West Second Street. The small building is leased by the federal government. The entrance complies with the ADA requirements. Limited but adequate parking is available on the street in front of the building. No improvements are planned for the future.

Cemeteries

There is one cemetery located on the northeast corner of the Village. The cemetery is owned by the Village. The cemetery is large enough for expansion as needed. There are no plans to expand the land at this time.

Law Enforcement

The Village of Waldo does not have its own police department. The Village has contracted with the Village of Cascade to patrol ten hours per month. There is additional service provided by the Sheboygan County Sheriff's Department. Crime in the Village mainly consists of speeding. There are two major state highways going through the Village. State Highway 28 travels east and west. State Highway 57 travels north and south.

The Village is served by the 911 system, which rings through to the Sheboygan County Sheriff's Department, routed through the telecommunicators and relayed to emergency services.

The police protection for the Village is considered adequate at this time. No changes are contemplated for the near future.

Fire Station

The Waldo Volunteer Fire Department, formed in 1937, is located at 810 West Second Street, attached to the Village Hall. The current fire station was constructed in 1962 and has since been remodeled. The Waldo Volunteer Fire Department serves the entire Village, and parts of the Towns of Lyndon and Lima. Additionally, there are mutual aid agreements with all of the surrounding municipalities.

The Fire Department consists of 32 volunteer firefighters. The Fire Department is part of the county-wide 911 system. The Department does not have its own Hazardous Materials (HAZMAT) team, but is part of the Sheboygan County HAZMAT.



The equipment and vehicles that the Department owns at this time are in good condition. A new engine has been ordered and will be delivered in December, 2009. An aerial ladder would be a piece of equipment that the Department would like to have but the size and cost is prohibitive for a small department. The Department maintains an equipment fund and adds to this fund as possible. The Department holds a brat fry every spring as its major fundraiser.


One of the major challenges for the Department, as in many communities, is finding sufficient numbers of volunteers. Training requirements have become more time-consuming over the years, and more residents are working outside the community, which leaves less time and opportunity to participate.

The Department holds an open house every October for the community and uses this avenue for additional membership.


Insurance Service Office (ISO) Grading

The adequacy of fire protection within the Village is evaluated by the Insurance Service Office (ISO) through the use of the *Grading Schedule for Municipal Fire Protection*. The schedule provides criteria to be used by insurance grading engineers in classifying the fire defenses and physical conditions of municipalities. Gradings obtained under the schedule are used throughout the United States in establishing base rates for fire insurance. While ISO does not presume to dictate the level of fire protection services that should be provided, it generally contains serious deficiencies found, and over the years has been accepted as a guide by many municipal officials in planning improvements to their fire protection including:


- Fire department equipment;
- Alarm systems;
- Water supply systems;
- Fire prevention programs;
- Building construction;
- Distance of potential hazard areas from a fire station.

In rating a community, total deficiency points in the areas of evaluation are used to assign a numerical rating of one to nine, with one representing the best protection and nine representing an unprotected community. In 2006, the Village of Waldo was rated a 5 by the ISO. 

Emergency Rescue Services

Emergency services are provided by the Adell First Responders, which have four members on-call and 12 EMS members total. Ambulance service is provided to the Village by Plymouth Ambulance Service. Cascade First Responders provide emergency services also. At this time these services are adequate for the needs of the Village. 


Library

Village residents are well served through member libraries of the Eastern Shores Library System covering Sheboygan and Ozaukee Counties. The Eastern Shores Library System also provides a Bookmobile service to Sheboygan and Ozaukee Counties. The vehicle makes scheduled stops throughout both counties, including the Village of Waldo, on a regular schedule. 

Schools

The Village of Waldo is entirely within the Sheboygan Falls School District. The School District serves its students from campuses located in the City of Sheboygan Falls. The campuses consist of an elementary school, a middle school and a high school.

Child Care Facilities

With the high percentage of families consisting of dual income parents who commute to work, quality, easily accessible child care is a critical concern for these families. There is no child care facility within the Village limits. However, child care businesses within 10 miles of Waldo are Our Lady of the Lakes Childcare in Random Lake; St. John's Lutheran Church in Sherman Center; Emmanuel Lutheran Pre-school, Adell; Here We Grow Child Care Center, Plymouth; Mulberry Bush Day Care Center, Plymouth; St. John Lutheran Church, Plymouth; UMOs-Salem, Plymouth. Most of these centers do not have waiting lists, which would indicate that the needs for child care are being met. 

Elder Care Facilities

The Sheboygan County Division of Aging has as its purpose to plan, coordinate, and promote services and programs needed by older adults within the County. This includes a variety of services, such as counseling, transportation, nutrition, legal and benefit advocacy, and events/activities. The Division of Aging coordinates a dining site in Cascade on Mondays.

A survey of Village residents determined that there is a need for affordable units for seniors able to live independently. At this time there are no plans for this type of housing.

Gables on the Pond is an assisted-care facility offering a level of services for seniors in the Village. Rocky Knoll Health Care Facility is a taxpayer-owned facility that offers all levels of nursing care. There are many nursing-care facilities in Sheboygan County available that are privately owned.

Health Care Facilities

Due to its small population, there are no hospital or clinic facilities within the Village of Waldo. Needs assessments done by private care providers have not identified Waldo as a priority site for a health care facility. This is not expected to change over the course of the comprehensive plan. Residents will continue to be served by facilities located in surrounding communities such as the following:



- The Aurora Sheboygan Clinic—Random Lake is a primary care facility specializing in family practice medicine.
- The Aurora Sheboygan Clinic—Plymouth offers family practice, general medicine, and many other specialties. Inpatient services are not offered, but emergency needs are met by an urgent care center. Aurora expanded primary and specialty care services by constructing a new, larger clinic (\$12 million, 80,000 sq.ft.) in 2006.
- The Aurora Sheboygan Memorial Medical Center is located on North 7th Street in the City of Sheboygan, the medical center consists of a staff of physicians that provide services in more than 25 specialties, including obstetrics, pediatrics, orthopedics, surgical services, emergency services, rehabilitation medicine, cancer treatment services, etc.
- St. Nicholas Hospital is located on North Taylor Drive in Sheboygan, St. Nicholas is a Catholic full-service community hospital that provides services in specialties such as: cancer, cardiac, and diabetes care; emergency services; home health; maternity; medical/surgical services; orthopedics and sports medicine; pain management; rehabilitation; and renal dialysis.

F. Outdoor Recreation Inventory

Community Facilities

The Village's existing recreational facilities include:

- Village Park, located on the east side of the Village on County Road V, east of State Highway 57. The park has a baseball diamond (lighted), bleachers, playground equipment, a shelter, concession stand, and restroom facilities.
- Waldo Mill Pond Park, located north of State Highway 28 at the dam site. The park has a shelter and walking trail.

The recent Village survey indicated a desire for an additional park located on the west side of State Highway 57 that has playground equipment and a soccer field. Due to the very high traffic on State Highway 57, it is unsafe for children to cross the highway without an adult to go to the Village Park. There are no plans to create this park at this time.

The existing Village Park is very busy during the summer months with family events.

National, State and County Facilities

There are no national, state, or county facilities within the Village limits or adjacent to the Village.

Other Recreation Facilities

Sheboygan County as a whole has a variety of recreation facilities that include the Old Plank Road and Interurban Trails, Lake Michigan and Kohler-Andrae State Park, the Kettle Moraine State Forest, several highly rated golf courses, and areas for hunting and fishing such as the Sheboygan Marsh Wildlife Area and County Park.

G. UTILITIES AND COMMUNITY FACILITIES STRATEGY AND RECOMMENDATIONS

The Village of Waldo has looked to the Village residents for direction for this element from the vision and goals identified through the public survey:

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.”

Goals, Objectives, Policies, Programs

Waldo will continue providing a high level of cost-effective utilities and facilities.

Providing state-of-the-art utilities and community facilities in a small village with a limited tax base is a continual challenge. In the 2008 citizen input survey, respondents generally expressed a high level of satisfaction with a variety of public services. The percentages of respondents who were either “satisfied” or “very satisfied” included 87% for garbage collection; 85% for fire protection; 77% for street lighting; 60% for park maintenance; 81% for street maintenance; 66% for police protection; 75% for snow removal; 64% for public sewer; 58% for public water.

From a practical and fiscal standpoint, many of the needs of the Village's residents will have to be met by area or regional facilities in other communities with more population and resources. Nevertheless, there are still several steps the Village can take to further its goals.

1. Policy/program: Continue the policies and programs that have led to satisfactory ratings indicated in the 2008 citizen input survey, but remain attentive to emerging needs by continuing to provide a "public comment" opportunity at Village board meetings.
2. Policy/program: Encourage a moderate amount of development to help spread out costs for sewer and water system upgrades.
3. Policy/program: Regularly monitor the quality and quantity of water pumped by the Village's well and continue work toward a second Village well.
4. Policy/program: Continue removing sidewalks and improving the sidewalks in the downtown area.
5. Policy/program: Consider opportunities to upgrade broadband (e.g., fiber optic) infrastructure within the Village.
6. Policy/program: Continue to consider opportunities to share equipment and facilities between the Village and neighboring communities.
7. Policy/program: 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.
8. Policy/program: Update the access road to the pond.
9. Policy/program: Locate a second park on the west side of Highway 57 and provide funds to build it. 
10. Policy/program: Consider an access road on the north side of the Onion River to the dam.
11. Policy/program: Develop employee job descriptions, employee handbook and other services and benefits as necessary. At the present time these do not exist. Develop an educational program for Village Board members to learn existing and new regulations. 
12. Policy/program: Review existing ordinances and develop new ordinances where needed.
13. Policy/program: 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.

CHAPTER 5

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

A. Introduction

Existing agricultural land will transition over time from agricultural to mixed land use in the future.

Surface water, stream corridors, floodplains, and wetlands are highly regulated resources. Local, state, and federal regulations and ordinances need periodically coordinated and reviewed when development is proposed for property that is affected by any of these resources.

Water is a very important natural resource for the Village of Waldo. The Onion River and Waldo mill pond are Waldo’s only surface water features and provide a visual focal point for the community. It is the intent of the Village of Waldo to protect and coordinate the Mill Pond with the Waldo Mill Pond Improvement Association, the Waldo Village board, Sheboygan County and the State of Wisconsin and their agencies.

Soils and geology of farmland in the Village of Waldo, for the most part, do not present serious obstacles to development

Woodlands provide both rural character and practical benefits and should be considered in land use decisions whenever possible.

Goal:

1. As needed, convert land currently used for agricultural purposes into residential mixed use, business, and industrial areas according the “Land Use Plan”.
2. Recognize the importance of enhancing the natural resources as the Village reviews development.

Objectives:

Qualities of the community, such as surface water areas, wetlands and wooded areas will be considered when reviewing future development.

<i>What</i>	<i>Who</i>	<i>When</i>
Review to responsibly maintain consistency with land use plan.	Plan Commission and Village Board	Ongoing
Maps of environmentally sensitive areas should be consulted and reviewed during the development review process	Plan Commission and Village Board	Ongoing

B. Agricultural Resources

1. Agricultural land in the Village of Waldo over time will transition to more residential, mixed, and industrial land use.

2. Agricultural land cover (which includes row crops, forages and grassland) makes up approximately 65 percent of the total acreage of the Village which may change. See Agricultural Soils Map (Appendix A-15 and A-16).


C. Natural Resources

Many natural areas, apart from having value in their own right, provide tangible benefits to the community. These include storm-water management and flood control, recreational facilities. The Village realizes that the development of agricultural land will need to address environmental .

Water

The Village of Waldo lies completely in the Onion River watershed. (See appendix A-17) There are numerous restrictions associated with the development of property near or adjacent to water features which cannot be covered in detail in this plan. It is required that the appropriate county, state and federal agencies be contacted prior to undertaking development. The village would request coordination on each and every plan or policy that would affect the economy or environment of its jurisdiction.

Surface Water

The Onion River runs through the Village of Waldo and includes the Waldo Mill Pond. One stream runs from Hunter's Grove located west to east draining into the Waldo Mill Pond. A retention pond in the Hunter's Grove subdivision west of the railroad tracks drains into the stream. The Village considers this resource to be a major component to the environment and the economy of the community. 

Flood Plain

The Village of Waldo is in the process of flood plain map revision.

Groundwater

Groundwater is an invisible, yet very important resource. Any number of activities, including failing septic systems, use of pesticides and insecticides, underground storage tanks, and spills of chemicals can affect the quality of groundwater. While groundwater quality is an issue that has been addressed for decades, the quantity of groundwater has only recently been identified as a concern. As the demand on groundwater aquifers has increased due to the development, the level of groundwater has been dropping, requiring wells to be drilled deeper and deeper (this is not only a local issue, but a regional one that will require the coordination of many units of government).

Another area of concern is the interrelationship between shallow groundwater levels and development. Areas of high groundwater should be avoided for development because of the potential negative impact on the quality of the groundwater and the cost of mitigating the impacts of high groundwater levels on building foundations.

Soils maps can be used as a guide to identifying shallow ground water levels. Areas that have prime soils for agriculture are typically well drained with several feet to the ground water level. Development in these areas is less likely to have an impact on the quality of the groundwater than in areas where the soils are not as suitable for agriculture.

Soils

According to the Soil Survey of Sheboygan County, prepared by the Natural Resources Conservation Service of the United States Department of Agriculture, the predominant soil associations in the Village of Waldo are the Kewaunee-Waymor-Manawa types commonly used for crop land (see Appendix A-16).

Metallic and Non-Metallic Mineral Resources

Gravel Source map (Appendix A-18). There are no metallic or non-metallic mines currently in operation within the Village of Waldo.

Air Quality

The air quality monitoring station nearest to the Village of Waldo is located in the City of Sheboygan. Sheboygan County and Door County are the only two areas in the state designated as a nonattainment area. It is projected these two counties will lose that status in the near future



D. Cultural Resources

There are numerous cultural recourses available to the Village of Waldo.

CHAPTER 6

ECONOMIC DEVELOPMENT

A. A Brief History of the Local Economy

In the early days, the economy of Waldo depended almost exclusively upon agriculture. In the 1840's, when Waldo was first settled, the principal economic activity was wheat farming and the Village became a trade center for neighboring farmers. A dam was built on the Onion River to provide water power for the local mill to grind wheat and prepare feed for livestock. Retail and service businesses sprang up to meet the needs of the local residents and the neighboring farmers. Waldo became a destination. It was the place to go for farmers to stock up on supplies from the East, have their horses shod and their wheat milled and shipped out. The development of the railroad through Waldo in the 1870's, along with improvements to the primitive roads of the day, firmly established Waldo as a local shipping center. The Village also took on the role of a retirement center for aging local farm couples and widows.

In the 1870's, the character of the state and the nation was changing. Westward expansion of the country continued and wheat farming gradually moved to the Great Plains. Statewide and locally, dairy farming was replacing wheat farming as the principal agricultural activity and Waldo continued to serve as a trade center for the surrounding dairy farmers.

However, even more change was coming and Waldo would be affected by that change. In the 1870's, roughly 4 out of 5 Wisconsin residents were still on the farm, but the urban areas were developing and showing stronger growth than the rural areas. The industrialization of America led to the explosive growth of the large urban areas and their ever expanding economic base. Growth in industry and commerce created a seemingly endless demand for workers. Opportunities abounded. Growing industry meant a growing population because people had to live near their jobs due to the difficulty of travel in those days. The lure of the cities attracted far more people than did the rural areas. It wasn't only recent immigrants who were settling in the urban areas, but people were leaving the farms, too, seeking new opportunities in the cities. Between 1920 and 1930 the population balance had shifted, with more people now living in urban areas than in rural areas for the first time in the history of Wisconsin.

Sheboygan, Kohler, Sheboygan Falls and Plymouth became the main urban areas, attracting the most industry and commerce, and that is where the population grew the fastest. Waldo continued to serve most of its earlier functions, it was fast becoming much less important as a center of trade. With improvements in transportation and the increasing popularity of the automobile, people were becoming more mobile than ever before, and the larger world outside of Waldo had much to offer. Improvements in transportation paved the way for a significant shift in the local economy becoming more regional in nature.

With a convenient means of transportation now available, the larger surrounding communities became shopping destinations for local residents. The appeal of the large chain stores, supermarkets and, later, shopping malls drew residents away from the local stores and into the larger urban areas. The loss of market share and the pricing pressures of the giant retailers eventually led to the demise of a significant part of the local retail economic base. Local retailers were simply unable to compete with the prices, selections and variety of goods that were available in the cities that were now so easily accessible. One by one the local retailers gradually disappeared.

Similarly, trucks and busses became a dominant force in the transportation of raw materials, finished goods and people, leading to a lower demand for rail service in Waldo and elsewhere. The railroad depot, along with passenger and mail service to the Village, eventually disappeared entirely. Mail and most goods were now delivered by truck. Only the largest local businesses with railroad sidings continued to ship by rail, and trucks were making inroads into those businesses as well. It was the combined efforts of businesses and state government working together that rescued the rail line through Waldo from oblivion. The Wisconsin Department of Transportation currently owns the right of way and leases to Wisconsin & Southern Railroad. The trend away from railroad service seems to have at least temporarily reversed. Recent huge increases in fuel prices are beginning to make railroads look more attractive again. There are noticeable gains in local rail traffic and the railroad continues to serve two local businesses that still have rail sidings. Rail traffic through Waldo is expected to gain in volume in the coming years and improvements to the tracks are planned. This all bodes well for the local businesses still using the railroad.

B. Earlier Planning (1962)

The last well-documented major planning effort for the Village was the *Waldo, Wisconsin Comprehensive Planning Program*, a document prepared with assistance from the State of Wisconsin that dates back to 1962. At that time, the Village had a population of 403 and 376.6 acres of land that were classified as developed. Of the 376.6 developed acres, 2.9 acres were classified as commercial and 15.0 were classified as industrial and wholesale. The expected industrial and commercial needs for the Village in 1962 are summarized in the following sections.

Industrial Needs

The planners of 1962 made two projections for the future industrial growth and expansion of industry within the Village of Waldo:

1. That existing industries would not require any additional land for expansion within the next twenty years.
2. That any new industry the Village could reasonably expect to attract would probably be a small one, not likely to require more than a 2 to 5 acre site.

In reference to item 2, it was further stated that the Village currently owned a 4.3 acre site located south of Highway 28 and east of the railroad tracks that would be suitable for industrial development. The planners of that day expected that any industry that might be attracted to locate within the Village of Waldo would be encouraged to locate on that parcel of land.

Both of those projections proved to be quite accurate. The largest industry located within the Village of Waldo at that time, The Larsen Company (known in 1962 as the Calumet-Dutch Packing Company), did eventually require more land, but not until near, or beyond, the end of the planning period considered in the 1962 plan. The 4.3 acre site mentioned in the plan was occupied within the timeframe considered by the plan. That site was first home to a sprawling complex of buildings that was used for the processing of hay into pellets for animal feed. However, that business was not a good fit for the community and it generated numerous complaints about noise and dust. It was also the site of several fires, mainly sparked by the hammer mill. In the ensuing years, that business closed down, to the relief of many, and the vacant buildings eventually came to be occupied by other businesses.

A lesson to be learned from this is that how a business fits into the community will help to determine its success or failure. While growth, particularly commercial/industrial growth, is desirable; it must also fit in with the rest of the community, and not create conflicts. The Village must strive to encourage the right kind of business to develop, and make efforts to buffer it from residential areas where necessary to avoid similar problems in the future.



Commercial Needs

The 1962 plan also considered commercial land needs, and subdivided that classification into two categories: 1) those providing services to Village residents, and 2) those providing services to highway travelers.

It was anticipated that the Village population might increase by 100 to 120 people by the end of the planning period. It was thought that such an increase in the population might necessitate an expansion of current commercial facilities and possibly even spur the development of new facilities to serve the local population such as a combination drug, grocery and hardware store. A barber shop and laundry were also considered likely possibilities at that time. While none of those types of businesses currently exist within the Village, it is interesting to note a recent survey indicated Village residents today would still like to see those kinds of businesses located in Waldo.

To facilitate the anticipated highway-oriented commercial development in the Village, the planners of 1962 envisioned the need for possibly an acre or two of additional commercial land might be needed to accommodate a restaurant or small hotel, which they expected would be located along a frontage road paralleling Highway 57.


Many changes have taken place since the plan of 46 years ago. The population didn't grow nearly as rapidly as expected and businesses have come and gone, with a general decline in the number and variety of businesses that directly serve the needs of Village residents. Village residents would like that to change. They would like to see more retail businesses, some light industry and the creation of more jobs locally, but with a significant caveat: preserve the small town atmosphere.

A serious shortcoming of the past has been long-range planning wasn't continued over the years and that Village officials didn't make a greater effort to follow the guidelines set forth in earlier plans. There has also been a lack of consistency in the application and enforcement of Village ordinances and state statutes. As a result, not all development has been good for the Village. In the absence of any long-range plan, growth has at times been ad hoc, serving the purposes of some, but not necessarily in the best interest of the Village as a whole. This has sometimes created serious problems that could be very costly for the Village. It is something to be avoided as we move forward into the future. The interests of the Village as a whole must never be compromised to accommodate the special interests of any individual or small group, and everyone must be treated equally.

C. Labor Force Characteristics

Throughout this section there will be apparent variations in the total number of workers recorded in the various tables. This is primarily due to the way that different data are gathered, processed and tabulated. In some instances, certain government workers are excluded from the data. Since all of this is compiled from records nearly 10 years old, none of it should be considered to be more than a good estimate.

The labor force of Waldo is comprised of employed persons and those seeking employment, and excludes those persons under 16 years of age or in the armed forces. Many factors work to cause variations in the size of the workforce. Some causes for these variations include changes in the number of residents aged 16 and over, the proportion of this group who are employed or are seeking employment, seasonal factors and the general condition of the economies of the region, state and nation.

According to data from the U.S. Census Bureau, Census 2000, 256 of the 450 residents of Waldo were in the labor force, 71.3% of those aged 16 and over. The mean travel time to work was 20.8 minutes and the median household income was \$48,125 in 1999. In that same year, per return income was \$32,198 and per capita income was \$22,618. One family and seven individuals were below the poverty level. 

Place of Work

The vast majority of Waldo workers, approximately 90%, work outside of the Village limits. Exact current numbers are not available, but it is estimated from U. S. Census Bureau, Census 2000, data that approximately 137 individuals are employed by businesses located within the Village, and that 25 of those are Village residents. Figures shown include both full and part-time jobs. Table 6.1 shows a general breakdown of the location of employment by county. Table 6.2 further breaks down the distribution of Waldo workers by location within Sheboygan County.



Table 6.1 Waldo Workers, Place of Work by County

Sheboygan Co.	Ozaukee Co.	Manitowoc Co.	Milwaukee Co.	All Others
195	22	14	14	7

Source: U.S. Census Bureau, Census 2000, Worker Flow Files

Table 6.2 Waldo Workers, Place of Work within Sheboygan County

Plymouth	Sheboygan	Waldo	Sheboygan Falls	Kohler	All Others
44	40	25	24	20	42

Source: U.S. Census Bureau, Census 2000, Worker Flow Files. NOTE: City/Village listed includes surrounding area.

Employment by Occupation

U.S. Census Bureau, Census 2000 data break down private sector employment into six sectors as shown in table 6.3 below. Data in the table do not include government jobs. Employment of Village residents is more evenly distributed among the six categories listed than employment for Sheboygan County as a whole. The top category was production, transportation and material moving, with 37.9% of the total. Farming, fishing and forestry came in last with only 2.0% of the total. Employment was fairly evenly divided among the remaining four categories, which accounted for roughly 60% of the Village workforce.



Table 6.3 Employed Persons by Occupation, Village of Waldo and Sheboygan County.

Occupation	Village of Waldo		Sheboygan County	
	Number	%	Number	%
Management, professional and related	33	13.0	15,422	25.9
Service	46	18.2	8,084	13.6
Sales and office	38	15.0	12,831	21.6
Farming, fishing, and forestry	5	2.0	527	0.9
Construction, extraction, and maintenance	35	13.8	4,898	8.2
Production, transportation, and material moving	96	37.9	17,692	29.8
Totals	253	100.0*	59,454	100.0

Source: U.S. Census Bureau, Census 2000, DP-3 Note that figures above exclude workers in government jobs.

* Percentage figures listed may not add up to exactly 100 due to rounding errors.

Employment by Industry

The employment distribution by industry for both the Village of Waldo and Sheboygan County in 2000 is shown in table 6.4. The heavy regional dependence on manufacturing is clearly evident, with nearly half of the Waldo workforce involved in manufacturing. Unfortunately, this sector is expected to continue with declining employment for the next several years.

Table 6.4 Employed Persons by Industry Group, 2000, Waldo and Sheboygan County
Village of Waldo Sheboygan Co.

Industry	Number	%	Number	%
Agriculture, forestry, fishing & hunting, and mining	2	0.8	1,158	1.9
Construction	18	7.1	3,290	5.5
Manufacturing	121	47.8	22,760	38.3
Wholesale trade	7	2.8	1,479	2.5
Retail trade	27	10.7	5,717	9.6
Transportation & warehousing, utilities	5	2.0	1,690	2.8
Information	5	2.0	810	1.4
Finance, insurance, real estate, rental & leasing	3	1.2	2,490	4.2
Professional, scientific, management, administration, and waste management	4	1.6	2,879	4.8
Educational, health and social services	24	9.5	10,228	17.2
Arts, entertainment, recreation, accommodation and food service	26	10.3	3,844	6.5
Other services (except public administration)	7	2.8	1,918	3.2
Public administration	4	1.6	1,191	2.0
Totals	253	100.0*	59,454	100.0*

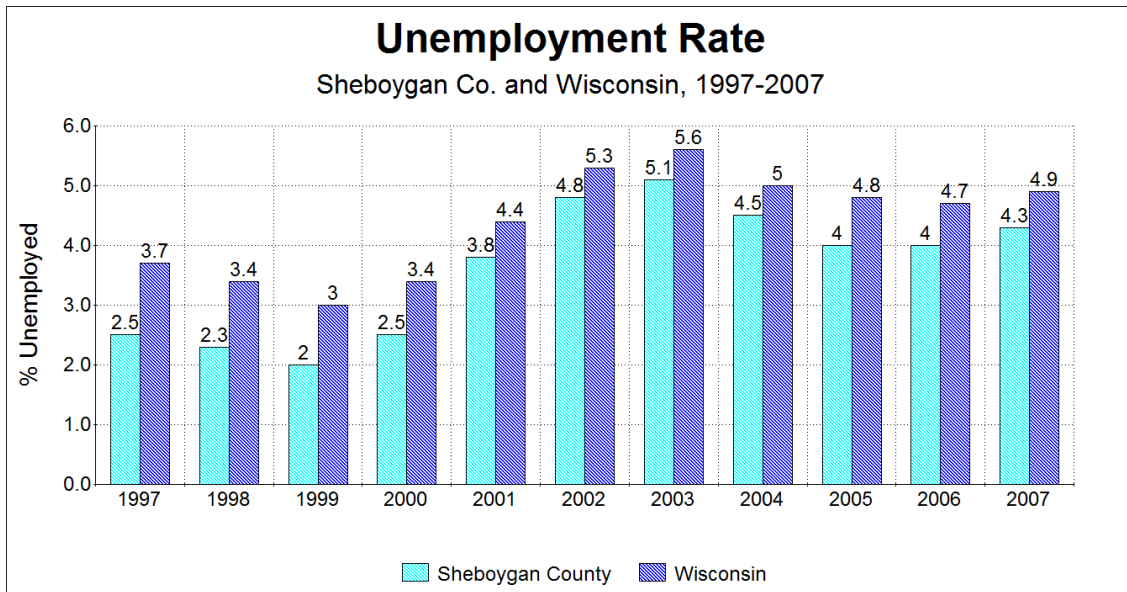
Source: U.S. Census Bureau, Census 2000, DP-3. * Due to rounding, percentage figures listed do not total exactly 100.

Unemployment

In every year since 1991, Sheboygan County has experienced a lower unemployment rate than the State of Wisconsin. Unemployment in the county has remained between 2.0% and 5.1% for the past 10 years, but will likely exceed that value by the end of 2008 as the economy continues to falter.

Chart 6.1 on the following page shows the unemployment rate of Sheboygan County and Wisconsin for the period from 1997 to 2007. Unemployment for the decade shown has held at a rate less than half that of the 11.7% peak recorded in 1983.

Chart 6.1



Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates (using latest revisions)

State Employment Forecast

The Wisconsin Department of Workforce Development created the *Wisconsin Detailed Industry Employment Projections, 2000-2010*, a projection for industries, occupations, and the labor force for the entire state. However, the recent economic downturn has caused the economy to veer off course from those projections. That requires that we look at more recent reports and projections for more accurate economic forecasting. The quarterly *Wisconsin Economic Outlook* prepared by the Wisconsin Department of Revenue, Division of Research & Policy provides more up-to-date insight into the direction of the Wisconsin and U.S. economies in light of recent economic developments. The *Wisconsin Economic Outlook* is used here for forecast information. The paragraphs that follow are a brief synopsis of that report.



The main drivers of the current economic downturn are the slump in the housing sector and tightness in the credit markets. That, combined with recent record high gas prices and higher food prices, has impacted consumer spending. Steep cuts in consumer spending have rippled through virtually every sector of the economy. In addition, the current recession is more global in scope and has cut into export markets, an area that typically affords some protection against local or regional economic slowdowns.

The December 2008 *Wisconsin Economic Outlook* acknowledges conditions are worsening beyond the levels that were expected in August. The number of jobs lost is now expected to be nearly three times the August estimates. This is primarily attributed to the global nature of the recession which is stifling export markets. About the only bright spots are that oil prices have been slashed to about 1/3 of the August forecasted price, and consumer prices are now expected

to decline by about 1.5% rather than increase by 3.0% as forecasted in August. Wisconsin employment is expected to begin recovering toward the end of 2009. Job growth is expected to advance by about .08% in 2010 and 1.4% for 2011.

It should be noted that rapidly changing conditions make the reliability of any projections or forecasts highly questionable at this time. The effects of any federal stimulus programs may also change the outlook significantly.

Local Employment Forecast

With the heavy dependence on jobs outside of the Village, mainly in Sheboygan County, the Waldo economy is tied closely with that of Sheboygan County, where manufacturing jobs still contribute to the largest share of employment. Since manufacturing is expected to continue its decline, and services industries are projected to see a substantial increase, a gradual shift in employment can be expected, and some training may be needed for those job changes to occur. A look at the employment distribution in Table 6.4 reveals Waldo workers are more heavily concentrated in the manufacturing sector than workers in the county as a whole. Waldo workers may experience unemployment levels somewhat higher than the county.



On an even smaller economic scale, no significant change in employment is expected in businesses within the Waldo Village limits. With the heavy concentration of Waldo businesses in the warehousing & transportation sector, and in other transportation-related sectors, jobs in the Village economy may prove to be more stable than jobs elsewhere in the local area. Jobs in the warehousing and transportation sector have shown the strongest growth in the period from 2000 to 2006, the latest reporting period for which complete figures are available. This sector could enjoy relative stability in the midst of the current economic turmoil. Similarly, in the transportation-related services industry, business could remain relatively strong as people put aside plans for a new vehicle and concentrate on maintaining the old one or upgrading to a newer used model.

Median Household Income

As will be seen in the next section, median income is not a good measure of personal income, but it is used for other purposes relative to this chapter. The cost of affordable housing, as an example, is typically expressed in terms of median household income. Median household income is the income level that divides the population so that half of the households are above that level and the other half are below.

In 1989, the median household income (Table 6.5) in the Village of Waldo was \$33,000. This was well above the median household income recorded for the state, Sheboygan County, and the Village of Cascade; but well below the median household income in the Town of Lyndon.

By 1999, the median household income in Waldo rose by 45.8% to \$48,125. While Waldo retained its number two ranking in the comparison group shown in Table 6.5, it posted the lowest growth rate of the entire group. The median income for Waldo fell even farther behind that of the Town of Lyndon, which had a growth rate of 54.8%.

Table 6.5 Median Household Income, 1989 and 1999, Village of Waldo and Surrounding Areas

Area	1989	1999
Village of Waldo	\$33,000	\$48,125
Village of Cascade	30,500	47,232
Town of Lyndon	36,250	56,121
Sheboygan County	31,603	46,237
State of Wisconsin	29,442	43,791

Personal Income




There are different ways of measuring personal income. One is per capita income; another is per return income. The per return income (shown in Table 6.6) is based on income tax returns filed in the years cited with the Wisconsin Department of Revenue. Per return income is total reported income divided by the number of returns filed. According to the Wisconsin Department of Revenue, per return income is often a more accurate representation of the financial health of a community than per capita income and is used here for comparison purposes. The per return income for residents in the Village of Waldo has increased 11.9% for the period 2004 to 2007. Relative to the comparison areas, Waldo ranked at the bottom in terms of per return income, but posted the third highest percentage increase over the four-year period.

Table 6.6 Per Return Income, 2004 - 2007, Village of Waldo and Surrounding Areas and Percentage Increase Over the Same Period.

Area	2004	2005	2006	2007	2004-2007
Village of Waldo	\$34810	\$35088	\$35276	\$38960	11.9%
Village of Cascade	36848	37414	43494	42603	15.6
Town of Lyndon	46353	46765	47951	48984	5.7
Sheboygan County	42972	44381	46824	47428	10.4
State of Wisconsin	43512	45357	48107	48985	12.6

D. Economic Base Analysis

To understand the employment trend in Waldo, an understanding of the local and county economy is required. This will be explained more fully in the *Location Quotient Analysis* and *Threshold Analysis* sections that follow. For the purpose of analysis, the economy is broken down into nine economic divisions, as shown in Table 6.7; four that produce goods, and five that produce services. The four goods-producing sectors are: 1) agriculture, forestry and fishing; 2) mining; 3) construction; and 4) manufacturing. The five services-producing sectors are: 1) transportation and public utilities; 2) wholesale trade; 3) retail trade; 4) finance, insurance and real estate; and 5) services.

Table 6.7 Employment by Industry Group, 1990 and 2000, Sheboygan County and U.S. Location Quotient (LQ) Analysis 

Item	Sheboygan County		United States (millions)		% Change 1990-2000		Sheboygan Co. LQ	
	1990	2000	1990	2000	Sheb	U.S	1990	2000
Total employment	62,505	76,317	139.4	167.5	22.1	20.1	-----	-----
Farm employment	1,849	1,574	3.153	3.103	-14.9	-1.6	1.31	1.11
Non-farm employment	60,656	74,743	136.3	164.4	23.2	20.6	0.99	1.00
Private employment	54,850	68,247	115.1	141.6	24.4	23.1	1.06	1.06
Agricultural services, forestry, fishing & other	436	762	1.453	2.166	74.8	49.1	0.67	0.77
Mining	38	49	1.044	0.795	28.9	-23.8	0.08	0.14
Construction	2,483	3,707	7.261	9.604	49.3	32.3	0.76	0.85
Manufacturing	22,224	27,394	19.70	19.11	23.3	-3.0	2.52	3.15
Trans. & public utilities	1,974	2,310	6.569	8.247	17.0	25.6	0.67	0.61
Wholesale trade	1,846	2,255	6.712	7.585	22.2	13.0	0.61	0.65
Retail trade	9,843	10,896	22.92	27.34	10.7	19.3	0.96	0.87
Finance, insurance & real estate	3,382	4,288	10.71	13.50	26.8	26.0	0.70	0.70
Services	12,624	16,586	38.71	53.28	31.4	37.6	0.73	0.68

Location Quotient Analysis

The Location Quotient Analysis technique compares the local economy (Sheboygan County) to the United States. This allows for identifying specializations in the local economy. If the Location Quotient (LQ) for an industry is less than 1.0, employment within that industry is considered to be **non-basic** employment, and that industry is not meeting local demand for a given product or service. An LQ equal to 1.0 suggests that the local employment is exactly

sufficient to meet the local demand for a given good or service, and employment is still considered to be non-basic. If the LQ exceeds 1.0, then local employment produces more goods and services than the local economy can use, and those excess goods and services are exported outside the local area. Employment that produces an excess of goods and services for export is considered to be **basic** employment.

Table 6.7 compares the major economic sectors of the county economy to that of the nation as a whole. The location quotient (LQ) tabulated in the last two columns of the table determines whether employment in those sectors is basic or non-basic. The trend for each sector can be seen by comparing the 1990 and 2000 values. This is explained more fully in the *Threshold Analysis* section that follows.

Threshold Analysis

Basic Employment

Table 6.7 shows farm employment and manufacturing are two sectors within the 2000 Sheboygan County economy that can be considered to be basic employment areas. This is indicated by a location quotient (LQ) greater than 1.0, which means the local economy is producing more goods and services in those sectors than it consumes. Having strong basic sector employment and industry is generally desirable. Because basic employment is less dependent upon the local economy, and more dependent upon outside economies, it is better able to weather a downturn in the local economy. Basic sector employment and industry will generally tend to strengthen the local economy. However, as the recent global economic downturn has shown, the basic sectors may be among the hardest hit when the outside economies falter.

Non-basic Employment

Eight areas shown in Table 6.7 under private employment can be considered non-basic: agricultural services, forestry, fishing & other; mining; construction; transportation & public utilities; wholesale trade; retail trade; finance, insurance & real estate; and services. Three of them (transportation & public utilities, retail trade, and services) showed a decrease since 1990, but it is reasonable to believe that the local economy could support more of this industry type. Where the trend from 1990 to 2000 (Table 6.7) shows an increasing LQ, means those sectors of the local economy are growing and getting closer to meeting local demand.

Top Ten Employers within Sheboygan County


The ten largest employers in Sheboygan County (Table 6.8) each had 500 or more workers. With a high percentage of employment in the manufacturing and services sectors, it is not surprising the majority of the ten largest employers in the county are in those economic sectors.

Table 6.8 Top Ten Employers, 2007, Sheboygan County

Company	Product or Service	Size
Kohler Company	Plumbing Products, Other Manufacturing	1,000+
Sheboygan Area School District	Public Education	1,000+
Bemis Manufacturing Company	Plastics Manufacturing	1,000+
County of Sheboygan	Government Services	1,000+
J.L. French Corporation	Die Casting	1,000+
Aurora Medical Group, Inc.	Offices of Physicians	500-999
Aurora Health Care Central, Inc.	General Medical & Surgical Hospitals	500-999
Rockline Industries, Inc.	Converted Paper Product Manufacturing	500-999
Sargento Foods, Inc.	Cheese Processing	500-999
Johnsonville Sausage, LLC	Meat Processing	500-999

Source: Wisconsin Department of Workforce Development, Sheboygan County Workforce Profile, March 2007

E. Sites for Commercial and Industrial Development Evaluation of Environmentally Contaminated Sites

A Wisconsin Department of Natural Resources list (see WDNR BRRTS on the Web for more information) indicates there is only one active contaminated site within the Village of Waldo at this time. The Wisconsin Department of Commerce has had jurisdiction over that site since October, 2006. All other sites have apparently been restored to levels that met the regulatory or advisory standards in effect at the time those cases were closed. 

There have been numerous cases in the Village that involved petroleum products, both spills and leaking underground storage tanks. While many people believe petroleum products will float on water and won't seep downward into the groundwater, that isn't entirely correct. Unleaded gasoline in particular poses some serious risks. Methyl tertiary butyl ether (MTBE) is commonly used in unleaded fuel as an octane booster to replace lead. MTBE is readily soluble in water and can easily migrate downward and contaminate the underlying aquifer. Of the many cases in Waldo that involved unleaded gasoline, only one specifically mentions MTBE in the case file, and that case involved MTBE contamination in close proximity to the Village well. Monitoring wells were dug at the site, but any contamination that may have been found was apparently within acceptable limits when the case was closed in 2003.

The inhalation of MTBE is linked to certain cancers and other health risks in humans, but the ingestion of MTBE, as in drinking water, is not well studied and no firm conclusions can be drawn at this time. While evidence suggests that MTBE is a potential human carcinogen when ingested, its further study has not been given a high priority by the U.S. Environmental Protection Agency and only

an “advisory” standard exists at this time for acceptable levels in drinking water. However, even very small concentrations of MTBE (<20 ppb for some people), can give drinking water a strong turpentine taste, making it undrinkable. There have been complaints in the past about our own Village water having such a taste, but there is no way of knowing if it is linked to any of the local petroleum leaks, because the Village utility does not routinely test for MTBE.

Inventory of Existing Commercial/Industrial Property

The most recent assessment data from the Wisconsin Department of Revenue lists 32 acres are currently zoned as either commercial or industrial properties within the Village. Most of the industrial property exists as a nearly continuous strip starting at the north end of Depot Street and running southward from there to the north side of Highway 28. Additional industrial property exists on the south side of Highway 28 on both sides of the railroad tracks, which could accommodate further development.



Property zoned as commercial is located in separate parcels that are mostly concentrated in the downtown area and along Highways 28 and 57. There is space for additional development on the existing sites and there are currently sites that are vacant, most notably the old Waldo High School property. Approximately 30 undeveloped acres remain available for future commercial development.

Table 6.9 Current Zoning Codes for Waldo Commercial and Industrial Property

Zoning Classification	Intended Uses
(R2) Multiple-Family Residential	R2 zoning is primarily intended for two-family and multiple-family dwellings, but other uses are permitted. For additional permitted uses, refer to §195.13 of the Waldo Code.
(C1) General Commercial	C1 is intended to provide areas for the business and commercial needs of the Village, but also allows any use permitted under R2. Generally, business and commercial uses that do not generate noise, smoke or odors that would create a public or private nuisance are permitted.
(C2) Highway Commercial	C2 is intended to provide for specialized commercial activities along major highways. Refer to §195.13 of the Waldo Code for more details.
(I) Industrial	Industrial property is intended for industrial and manufacturing uses, with some limitations, in areas that are separated from other sections of the Village. Residential, commercial and public uses are prohibited without special permission.

Source: Waldo Code, Section 195-13, 03/01/2006

Projected Commercial/Industrial Needs

With 32 acres designated as commercial or industrial property in 2008, Waldo has added 14.1 acres to the 17.9 acres that were listed as commercial or industrial property in 1962. That represents an average annual growth rate of 1.271% over that 46 year base period. Assuming that growth rate to be

representative of the growth rate today, an additional 4 to 5 acres may be needed in the next 10 years to accommodate future commercial/industrial needs. In twenty years, that could rise to an additional 9 to 10 acres beyond the levels of today.



With existing commercial/industrial property not being used to capacity today, growth could occur without the need for any additional acreage. There are currently some vacant commercial sites and existing commercial/industrial acreage that could accommodate new development. Over 32 acres of additional undeveloped land exists in the Mowtown Drive area that could be developed to accommodate future commercial/industrial growth. This acreage is mostly contiguous with current commercial development, could be easily buffered from nearby residential areas, is visible from a well-traveled highway, and has easy highway access. It should be sufficient to meet the projected needs for the next 20 years.

F. Strengths and Weaknesses

The purpose of this section is to examine conditions within the Village as either a strength, a weakness, or as a general statement of fact for retaining existing businesses or attracting new ones. The factors considered here may greatly influence the economic future of the Village over the next twenty years.

Utilities



Strengths:

The Waldo Water & Sewer Utility serves most properties in the Village. Natural gas is available in most of the Village through WE Energies. WE Energies also provides electric service throughout the Village.

Weaknesses:

Some properties, including current commercial/industrial properties, lack basic sewer and water utility service. Water and sewer utility rates in Waldo are higher than average for the area.

Telecommunications

Strengths:

Telephone service (land line) is provided by Verizon. Cellular service is available from several providers, including Verizon, which has an antenna situated on top of the Village water tower. The antenna provides another source of revenue to the Waldo Water and Sewer Utility. Cable television service provided by Time-Warner is available throughout the Village and is a source of cable television, telephone and Internet service. Internet service is also available from several providers, including Excel.net which has an antenna atop the Village water tower for wireless Internet service.

Weaknesses:

Optical fiber lines are not yet available in the Village, which may hamper Internet

service via phone lines.

Transportation

Strengths:


The Village is located at the intersection of two state highways, STH 28 & STH 57, providing a good transportation link to and from the Village. Businesses choosing to locate along STH 28 have good visibility to traffic and are easily accessible from the highway. Rail service is available to most of the existing properties zoned as industrial.

Weaknesses:

Some existing businesses rely solely upon Depot Street for access to their property, with no other means of access currently available. The condition of Depot Street and the bridge are critical to those businesses. Access to STH 57 is restricted, requiring state approval.

Local Labor Force Characteristics

Strengths:


Waldo has a diverse workforce and is located in an area that is experiencing rising unemployment. Any business locating here would find a willing, able workforce. Workers in this area are generally better educated than the state average, with 88.5% having at least a high school diploma, and 21.1% having a bachelor's degree or higher. 

Weaknesses:

The limited number of jobs within the Village force most people to work outside of the Village, with some workers driving over 50 miles to their jobs. The population may decline if workers choose to live closer to their place of employment.

Industrial/Commercial Site Availability

Strengths:

Waldo offers the same basic services as are found in urban areas. Areas designated for commercial development offer easy highway access and good visibility. Most of the industrial property has access to the railroad. There are currently vacant commercial sites and existing sites that could support further development. Ample acreage is available for future development. 

Weaknesses:

The acreage available for future commercial/industrial development is largely undeveloped at this time and would require a substantial investment in infrastructure to support any new development. Industrial potential is somewhat limited due to the relative lack of suitable, developed industrial sites.

Programmatic Capabilities

Programmatic capabilities are a list of criteria that identify potential strengths and weaknesses of developing a business in a community based on local and/or surrounding factors. Some criteria include:

Existing Business Base Analysis

Waldo is currently home to approximately 20 businesses with employees, and an unknown number of home-based businesses without employees. While there is diversification locally, there is a heavy concentration of businesses in the transportation & warehousing and other transportation-related services businesses. This makes the Waldo economy extremely vulnerable to factors affecting this small sector of the economy. However, that may not be such a bad thing at this time. The warehousing & transportation sector has shown the greatest strength for the years 2000-2006. It should also be noted most Waldo residents work outside of the community, making the economy of the county and the region of much greater importance than the Waldo economy.

With a limited commercial business base, Village residents rely on nearby communities for most of their commercial needs. Any commercial business locating in Waldo would have to rely on the surrounding area for most of its business, but indications are the area could support more retail businesses and there is a fairly strong desire locally to see more retail establishments located within the Village. However, with the number of large retailers located in nearby shopping centers any local retailer will face serious competition.

Available Government Services


Police protection is available as a shared service with Cascade, Adell and the Town of Lyndon. The Sheboygan County Sheriff's Department also serves the Village, but doesn't handle local ordinance violations. The Waldo Fire Department, a volunteer department with about 30 active members and a public protection classification (PPC) of 5, serves the Village and surrounding areas. The PPC is a ranking that is determined by independent auditors and is used by many insurance companies to set their rates for fire insurance. A PPC of 5 is a very high rating for a volunteer department and helps to keep property insurance premiums low for Village residents. Ambulance service is available through Plymouth Ambulance Service and Adell First Responders.

Training Programs


Village residents have access to a number of post-secondary education training programs through the UW Center-Sheboygan County, UW-Extension services, Lakeshore Technical College, Lakeland College, and others; with offerings that range from job-specific training to course work leading toward advanced degrees.

G. Financial Capabilities

Tax Base Comparisons

The Village of Waldo had a full value of \$30,503,800 in 2007 and an effective tax rate of 0.01682, a rate that compares favorably with Villages of similar size in Sheboygan County. This makes Waldo at least as attractive as other small Villages and much more attractive to business than more rural areas that offer little in the way of utilities or other services. 

Incentives for Development

Sheboygan County and the Village of Waldo are part of the Northeast Wisconsin Regional Economic Partnership *Technology Zone* program which potentially offers tax incentives to high tech businesses locating here. There is also a county-wide revolving loan program which may make funds available to businesses. 

Banking Capability and Capacity

Waldo residents have access to numerous banks and lending institutions throughout the area and beyond with the electronic linkages of today. A common problem with many of the larger lending institutions is their impersonal, “template approach” to doing business, which often offers easy credit to those fitting some predetermined criteria; and delays or denies loans to those who don’t exactly fit the criteria. Waldo is fortunate to be served by a local bank that is independently controlled and is more likely to have a personal knowledge of its customers.

Quality of Life

Aesthetics



Village of Waldo, 3/30/09, view looking from the southeast toward the northwest.

Waldo is comprised of an older section laid out in square blocks, most of which have an abundance of mature trees that give it the character most residents prefer. The Village also has three newer subdivisions which are generally devoid of mature trees on any of the individual lots. The newest subdivision has retained some of the woodlots, giving it a more rural character. The Onion River flows through the northern and eastern parts of the Village and feeds the Waldo Mill Pond, a feature residents find appealing.

Environment

The mill pond offers opportunities for fishing and swimming, has a small park area near the dam, and is well suited to non-motorized boating. The Village also has a park located on the south side of E. First Street, about ¼ mile east of Highway 57 that has tennis courts, a baseball diamond, some playground equipment, a pavilion and restroom facilities. Waldo is also in close proximity to the Kettle Moraine State Forest and a number of state parks and recreation trails.

Education and Health Care

The Village of Waldo is located in the Sheboygan Falls School District, which has a higher tax rate than some neighboring districts. Another negative is all district school buildings are currently located in Sheboygan Falls, requiring Waldo students from kindergarten through high school spend one to two hours daily being bused to and from school.

There are no clinics or doctors in Waldo, but health care services are readily available in nearby communities through numerous health care providers. Most area health care providers are affiliated with one of the major provider networks operating in the area. Very few independent institutions or physicians remain in the area. Waldo does have an assisted living facility.

H. Village Finances

Any municipality must concern itself with its ability to generate sufficient revenue to provide the types and levels of services expected by its residents. The Village of Waldo is no different in that regard. The two major revenue sources for the Village are local property taxes and state shared revenue, a program that returns state tax money to municipalities based on a formula. The Waldo Village Board is faced with the annual task of budgeting those financial resources to meet the demands of increasing costs for virtually everything it provides to its citizens.

Table 6.10, below, provides a history of taxes levied in the Village of Waldo as reported to the Wisconsin Department of Revenue for the period from 2000 to 2007. The 2007 full value of \$30,503,800 represents an increase of 76.7% over the 2000 level. Total property tax collections for the same period increased by 37.13%. During that same period, the Village of Waldo share of those tax dollars has decreased from 22.7% in 2000 to 17.2% in 2007.

Table 6.10 Tax Appropriations, Waldo and Other Jurisdictions, 2000-2007

Year	Full Value	% Assm't Level	Total Prop. Tax	State Tax Credit	Full Value Rate		Village of Waldo Share	Other Juris-dictions
					Gross	Effective		
2000	17,262,300	101.64	401,390	23,129	0.02325	0.02191	91,184	310,206
2001	18,555,500	97.11	482,857	24,378	0.02602	0.02470	152,236	330,621
2002	20,587,300	91.57	466,918	25,800	0.02267	0.02142	107,397	359,521
2003	21,704,600	91.40	469,785	26,288	0.02164	0.02043	101,138	368,647
2004	22,969,100	87.49	504,211	26,195	0.02195	0.02081	104,413	399,798
2005	24,227,300	87.20	489,007	26,534	0.02018	0.01908	109,932	379,075
2006	28,964,000	76.23	524,035	32,514	0.01809	0.01697	91,182	432,853
2007	30,503,800	73.52	550,431	37,349	0.01804	0.01682	94,701	455,730

Source: Wisconsin Department of Revenue, Division of Local Finance Assistance

The effective tax rate is the total property tax less the state tax credit (doesn't include the lottery credit) divided by the full value of the Village. This provides a measure to use in comparing the level of taxation in Waldo to that of other areas. With an effective rate of 0.01682, Waldo compares favorably with other Villages of similar size in Sheboygan County. As a comparison, other Villages in the county with populations less than 1000 have rates ranging from 0.01657 to 0.01918.

Comparing 2000 to 2007 and ignoring the wild gyrations in between, the total property tax collected for the Village of Waldo increased by 3.86%, an average annual increase of only 0.542%. The Village property tax dollars going to other taxing jurisdictions during that same period have increased by 46.91%, an average annual increase of 5.649%.

The large spike in Village taxes in 2001 was the result of a state budget crisis that threatened to drastically reduce or eliminate state shared revenue, which accounts for roughly 40% of the annual Village budget. The increased debt level of the Village at that time (see Table 6.11) coupled with the possible loss of state shared revenue and the prospect of large expenditures in connection with a state Highway 28 reconstruction project prompted Village officials to react. An approach was a tax increase to procure the funds needed to begin retiring local debt and preparing for the expenses ahead.

Municipal borrowing is limited by Article XI, Section 3 of the Wisconsin Constitution; with the debt limit for Villages set at 5.00% of full value. Table 6.11 shows the level of indebtedness of the Village of Waldo and the debt margin, the maximum amount that it could borrow beyond any existing debt balance.

Table 6.11 Debt and Debt Margin, Village of Waldo, 1999-2007

Year	Full Value	Debt Limit	Existing Debt	Debt Margin
1999	15,582,800	792,640	75,000	717,640
2001	18,555,500	927,775	175,000	752,775
2003	21,704,600	1,085,230	57,910	1,027,320
2005	24,227,300	1,211,365	43,867	1,167,498
2007	30,503,800	1,525,190	75,000	1,450,190

Source: Wisconsin Department of Revenue, Division of Local Finance Assistance

Wisconsin law allows certain types of borrowing without incurring debt that is counted against the debt limit of the Village. For example, borrowing by the Water and Sewer Utility to finance construction of the new sewage treatment plant is not considered to be Village indebtedness and does not affect the debt margin for Waldo. However, that technical difference does not lessen the economic impact of the utility debt on Village residents and businesses.

I. Economic Programs

This section lists a number of resources that may help the Village and its businesses in obtaining loans and grants at the local, county, regional, state and federal levels. These are programs that could be used as a tool to help entice businesses to locate in Waldo.

Local

The Village of Waldo does not have any local economic development programs at this time. However, the Village can establish its own Revolving Loan Fund for Economic Development through the Department of Commerce. The Village can also assist local businesses by officially supporting the business within the Bay-Lake Regional Planning Commission's *Comprehensive Economic Development Strategy* document, published annually and reported to the Department of Commerce, thus making the business eligible for state grant consideration.

County


Sheboygan County has a county-wide *Revolving Loan Fund* and is assisted by the Sheboygan County Chamber of Commerce and UW-Extension on economic development.

Sheboygan County also has a *Stewardship Fund* which offers grant money for projects relating to conservation, parks and recreation. Grant applications for projects that are part of a *Smart Growth* plan are currently being given a higher priority for funding.


Regional

Sheboygan County is part of the Northeast Wisconsin Regional Economic Partnership (NEWREP) *Technology Zone* program. The program provides income tax incentives for high-tech development in the region. The zone is designed to enhance the attractiveness of the region to high-tech businesses and

workers, attract auxiliary companies and help existing companies increase productivity. Eligible businesses will be certified for tax credits based on their ability to create high-wage jobs (any jobs created must pay a minimum of \$10.30 per hour), and investment and support the development of high-tech industries in the region. More information on the *Technology Zone* program can be obtained by contacting the Department of Commerce.

The Bay-Lake Regional Planning Commission annually creates a *Comprehensive Economic Development Strategy* (CEDS) report that evaluates local and regional population and economic activity. This report identifies economic development trends, opportunities and needs. All communities that are served by the commission, including the Village of Waldo, are invited to identify future projects for economic development that the community would like to undertake. Those projects are then included within the CEDS and may become eligible for federal funding through the *Economic Development Administration Public Works* grant program. 

State

The Wisconsin Department of Commerce has several grant programs that would be available to the Village of Waldo. The federally funded *Community Development Block Grant* (CDBG) program can be used for housing, economic development and public facility improvements. The program is designed to assist economically distressed smaller communities with improvements to such things as utilities and streets, fire stations, community centers and housing rehabilitation as well as many other community improvements. Specifically, the *CDBG-Public Facilities for Economic Development* program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community. The *CDBG-Economic Development* program assists businesses that will invest private funds and create jobs as they expand or relocate in Wisconsin. This program works by awarding funds to the community, which then lends the funds to a business. As the loan is repaid, the community may retain the money to capitalize a local revolving loan fund. 

Federal

Some examples of federal programs that could assist the Village of Waldo in economic development include the following:

The *Small Business Administration* offers business and industrial loan programs that will make or guarantee up to 90% of the principal and interest on loans to companies, individuals, or government entities for financing in rural areas. Wisconsin Business Development Finance Corporation acts as an agent for the U.S. Small Business Administration programs that provide financing for fixed asset loans and for working capital.

The *US Department of Agriculture - Rural Development (USDA - RD)* program is committed to helping improve the economy and quality of life in rural America. Financial programs include support for essential public services and facilities such as water and sewer systems, housing, health clinics, emergency service facilities, and electric and telephone service. The USDA - RD promotes economic development by supporting loans to businesses through banks and community-managed lending pools. The program also offers technical assistance and information to help agricultural and other cooperatives get started and improve the effectiveness of their member services.

The *US Department of Agriculture - Rural Business Opportunity Grants (USDA - RBOG)* program provides funds of up to \$1.5 million per grant for technical assistance, training, and planning activities that improve economic conditions in rural areas of 10,000 or less people.

The *Public Works and Economic Development Program* empowers distressed communities in economic decline to revitalize, expand and upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies and generate or retain long-term private sector jobs and investment.

J. Summary



- In 2000, the majority of employed persons in the Village of Waldo were in either production, transportation and material movement, or service industry jobs.
- A broad range of employment opportunities exist for Waldo residents within a diverse set of businesses and industries in the areas outside of the Village. Employment opportunities within the Village are limited, requiring that about 90% of Village residents work in jobs outside of the Village.
- The local economy, while hard hit by the current global economic downturn, has so far been more resilient than the state and national economies. As of August 2008, the Sheboygan County unemployment rate was 4.1%.
- The effects of the recession are expected to continue, with no improvement expected before the last quarter of 2009. It could take until 2011 or beyond to get back to the employment level of 2007.
- The median income of Waldo residents was \$48,125 in 2000. This is above the average for the state and county, but far behind that of the Town of Lyndon.

- The Village could be an attractive site for the type of commercial and industrial development that residents have indicated they would like to see. Undeveloped land exists along the highway 28 corridor, where easy access and an ample traffic flow could support such development.
- Ample commercial/industrial property exists within the Village for the kind of development that could be expected within the next 20 years.
- Village finances are generally good at this time, but there will be significant utility debt associated with the new sewage treatment plant.
- A number of county, state and federal programs exist to help promote opportunities within the Village of Waldo. Some of the loan or grant programs could lead to the Village establishing its own revolving loan program. The Village should avail itself of any programs for which it qualifies to aid in economic development.
- This plan seeks to take the Village we have and shape it into the Village that we would like to become.

K. Economic Development Strategies

To determine what is important to village residents, a survey was conducted which allowed Village residents to express their views on a number of topics. The survey sought to find the qualities that residents valued most in the Village, determine their long-range vision for the Village and the way in which they would like to see it develop. From that input, goals, objectives and policies will be established by this plan to guide future development in the Village. Only 25% of the surveys were returned, so care must be exercised in interpreting the results. The overwhelming response to several items made them stand out from the rest. The small community atmosphere is the #1 reason why people choose to live here, and the attribute most people felt contributed to their quality of life. That was followed closely by “safety/feeling of security” and “quietness/serenity”.

Most respondents also favor the development of more retail businesses and light industry, and the creation of more jobs. However, events of the past have shown that efforts must be made to control that development so that it doesn't create conflicts that might destroy the small town character of the Village that most people have found so appealing, or create any other quality of life issues. A large majority of survey respondents also favored the revitalizing and beautification of the downtown area and Highway 28 corridor, but only 10% would be willing to help pay for it through their tax dollars. The vast majority favored having the business or property owners paying for at least part of the cost, with help from community/civic organizations or private donors.

Development can be divided into two basic types: commercial/industrial and residential. The type of development that a Village chooses to encourage

depends upon a number of factors, not the least of which must be taxation. If given a choice, most people would choose to have a multitude of services and low taxes. That would seem an unlikely possibility, but encouraging the right kind of development can aid in achieving the goal of holding taxes to a minimum.

In Waldo, only 17.2% of the property tax dollars in 2007 went directly toward the operation of Village government. The other 82.8% went elsewhere, with the highest single cost on the property tax bill being the Sheboygan Falls School District, which cost residents roughly two and a half times as much to operate as the Village government. This provides a prime example to illustrate one strategy that can help to keep taxes in check: encourage commercial/industrial development which does not increase the demand for school services.

The children getting on the bus each morning, come from the residential development in the Village. Because businesses share in the tax burden but demand little in the way of those services that cost the most, commercial/industrial development is generally very desirable and will typically lower the overall tax rate for Village residents. That is the positive side of the equation. On the negative side, there are always certain drawbacks such as increased traffic, noise, dust, odors, congestion, etc. that have to be considered. A balance must be found so that the advantages of having businesses located within the Village are not outweighed by the disadvantages. That balance will be found by considering what is important to the quality of life of Village residents, and trying to control commercial/industrial development so as not to adversely affect those attributes that Village residents value most.

A Tax Incremental Finance (TIF) district, or Tax Incremental District (TID) as it is more properly known in the Wisconsin Statutes, offers another strategy to encourage development and expand the tax base. A TID is a complex arrangement that allows a municipality to invest in improvements, and then recoup the cost of that investment through the tax dollars generated by any new construction and development within the TID.

Here is a simplified explanation of how it works. A TID is created to cover a precisely defined geographical area. The value of all the taxable property in that area is then determined to define the **tax incremental base**, the value of the TID before any new improvements are made. All other taxing jurisdictions continue to collect tax from the TID based on the tax incremental base value, just as they did before the TID existed. The tax dollars generated by any improvements in the TID after its creation, however, do not go to any of these other taxing jurisdictions, but are returned to the Village for a maximum number of years that is established by law and is dependent upon the type of TID that is created. The improvements in the TID effectively generate nearly six times (at current tax rates) as much tax revenue for the Village as they would without the TID in place.

The other taxing jurisdictions must wait until either the TID reaches the end of its statutory life or until the Village recovers its investment costs, whichever comes first, to benefit from the increased value of the TID.

One benefit is it gives Waldo some measure of control over the area to be developed and the type of development that will occur within that area. It's an effective tool to encourage the type of development that is wanted and to position it in an area where it fits in well with existing development. The Village has the potential to recover its investment costs at an accelerated rate through the tax structure created by the TID, but the recovery of those costs is not guaranteed. Thorough planning and a firm commitment to future development are essential to success.

As an example, one area in Waldo that might benefit from a TID is the undeveloped area beginning at the Mowtown Drive terminus and extending out toward the Hunter's Grove subdivision. Village investment in infrastructure in this area could help to stimulate further development and entice business to locate there. Some types of TIDs allow for some residential properties to be included in the TID, which could aid in tying the different areas of the Village together. In this case, the undeveloped commercial area could join the southern extremities of the Hunter's Grove subdivision with the existing development along Highway 28. Another possibility to be considered would be whether incorporating other needed infrastructure upgrades such as a second well and water tower into the TID would help to offset those costs. The laws governing TIDs change, so their feasibility would have to be determined at the time the Village board is ready to give these ideas further consideration.

I. Economic Development Goals

Goal 1: Improve the quality and performance of Village government to better guide the Village into the future. No single goal will have a greater impact on the future growth and development of Waldo. The challenges ahead require a Village Board that is fully committed to executing the duties and responsibilities of their office to the best of their ability, and with the highest level of integrity.





Objectives:

1. To foster an increased awareness of proper governmental procedures.
2. To ensure local officials are aware of local ordinances and state laws that govern their actions.
3. To better enable the Village to obtain financial aid by coordinating with all levels of government and NGO's (Non-governmental organization) to bring development to the village.

Policies/Programs:

1. Ensure each elected official and appointee understands the responsibilities, duties and limitation of their office as defined in the Wisconsin Statutes.

2. 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.
3. It must become the policy of the Waldo Village Board to enforce all Village ordinances without exception. To do otherwise is unfair to those who voluntarily comply, and misconduct by those who knowingly allow violations to go unchecked.
4. It must become the policy of the Village and utility boards to follow through on their decisions. Some decisions made over a year ago have yet to be implemented. 
5. Consider requiring each elected Village official shall annually attend a seminar or receive some training relevant to governmental procedures or operation such as those offered by the University of Wisconsin Extension or the League of Wisconsin Municipalities. Broadening their understanding of the role and function of government and the issues they face will be beneficial to all.
6. 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.
7. It must become the policy of the Village and utility boards to seek out and apply for grant money and other available financial aid to help contain costs.
8. 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. This will allow board members time to deliberate and reflect on the issues before they meet to discuss and decide the final outcome.
9. 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. This will not only enable the board to discuss and act upon such matters in a timely manner, but may encourage more public participation.
10. 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.
11. Whenever issues before the board are not fully understood, actively seek out professional assistance for guidance before any decisions are made.
12. Require that the Waldo Water & Sewer Utility adopt a formal budget each year to better manage its operation and finances.
13. Consider updating the current Coordination Plan within five years of the adoption of this plan to address major changes in the local economy that are likely to take place within that time period. Subsequent updates of the Coordination Plan should be scheduled to more nearly coincide with the release of data from the most recent national census, enabling future planners to use more current data as a basis for their planning. 

Goal 2: Maintain the small community atmosphere of the Village.

Objectives:

1. Preserve the qualities that survey respondents value most (i.e., quietness/serenity and safety/feeling of security).
2. Reduce the potential for conflict between residential and commercial/industrial development.

Policies/Programs:

1. 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.
2. 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. The publication or posting of building permits would help in alerting residents to work that is being done in the Village; and, more importantly, work that is being done without a permit and in need of further scrutiny.

Goal 3: Assess the need for maintenance, repair or upgrades to Depot Street and its bridge.

Objectives:

1. Ensure that the Depot Street Bridge is safe by its repair or replacement.
2. Assure residents and businesses relying on Depot Street as their sole means of ingress and egress that they will always have access to their properties, by considering a truck route designation.

Policies/Programs:

1. 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.
2. Commission an engineering study to assess the condition of the bridge
3. Develop a contingency plan, within one year from the adoption of this plan that will be implemented in the event that Depot Street becomes impassable.

Goal 4:

Encourage the development of retail business and light industry.

Objectives:

1. Attract business and industry that will not adversely affect the small town atmosphere such as retail stores and small-scale industry.
2. Grow the local economy, create jobs and expand the tax base.
3. Make existing commercial/industrial sites more attractive to new business.

Policies/Programs:

1. Create an awareness, through advertising, personal contact, or a Village website, of the opportunities that exist in Waldo.
2. Actively work with potential commercial/industrial developers to identify and seek out any financial aids that may be available to facilitate such development.
3. Give serious consideration to the creation of a TID (aka TIF district) to facilitate further commercial/industrial development if firm commitments for future development can be obtained.
4. Require the upgrading of existing commercial/industrial properties to include basic sewer and water service so that each business shall have at least one building that has sewer and water service unless that business is engaged in an activity that requires no employees on-site. The lack of basic services is a disincentive to the occupation and further development of some properties and can impede future economic growth and lead to blight.

Goal 5:

Encourage the revitalizing and beautification of the downtown and Hwy 28 corridor.

Objectives:

1. Foster a more atmosphere for residents and businesses, which may help to entice other businesses to locate in Waldo.

Policies/Programs:

1. Establish goals and work with businesses, civic groups and interested individuals to help in achieving those goals.
2. Apply for any available grant money that may be directed toward achieving the revitalization/beautification goals.
3. Consider establishing a local program, perhaps patterned after the Wisconsin Main Streets program, to facilitate and coordinate the revitalization/beautification activities of the various groups and individuals who may be involved.

CHAPTER 7

INTERGOVERNMENTAL COORDINATION

A. Introduction

The Village of Waldo's association with nearby communities, (Sheboygan County, the Bay-Lake Regional Planning Commission, nearby school districts, state and federal governments) are important to the Village residents in areas such as: taxation, planning, provision of services, and siting of public facilities. It is the purpose of this part of our planning to analyze these interactions to better solve problems in a productive, amiable manner.

B. Summary and Implications

The Village of Waldo, at the present time has several agreements/contracts with the Town of Lima, Town of Lyndon and other municipalities. The Intergovernmental coordination issues identified and written about in this section of our report are of common interest to all concerned parties. As the Village gains better understanding and wisdom in planning, its ability and facility in using tools (i.e. land trusts, purchase of development rights, conservation subdivision design, etc.) will be important in making this plan more effective. A joint goal of communities within the area could be to learn how to make effective use of these tools.

Additional information/education on the effective use of these tools can be obtained from Sheboygan County, the Wisconsin Towns Association, Wisconsin Villages Association, Bay-Lake Regional Planning Commission, UW-Extensions, and stewardship programs, as well as other state agencies such as the Wisconsin Department of Natural Resources.

C. Intergovernmental Coordination Strategy

Goal: Intergovernmental Coordination

There is a need to foster coordination between the Village of Waldo and any other municipality or governmental entity that makes decisions affecting the Village of Waldo.

Objectives:

1. Encourage coordination and sharing of Village facilities, equipment, and services whenever feasible and/or possible.
2. Promote coordination with adjacent municipalities on future planning projects to best preserve the small-town atmosphere of our Village.
3. Encourage participation with neighboring communities regarding meetings, workshops, mutual planning activities, etc.

Policy:

Work with the surrounding municipality to address boundary issues when they may arise. Being aware and remaining aware of issues or regulations that could or would impact safety and the economic development within the Village is and must be a high priority.

Programs:

1. The Village Board, or its representative, should work with the DNR, Army Corps of Engineers, the Environmental Protection Agency, etc. to ensure compliance with their regulations.
2. The Village Board or its representative should, as conditions warrant, meet and work with Sheboygan County, the Bay-Lake Regional Planning Commission and other planning agencies on Village, county, and/or regional planning activities.
3. The Village Board should make use of the Wisconsin Villages Association which is a non-profit statewide organization created by law under Wisconsin state statutes. This entity serves Village boards in providing assistance and services in many different areas of need. It provides publications and training programs to aid local units of government.
4. Mutual agreements of assistance are a fundamental prerequisite program for any Village. Through these agreements, assistance from other jurisdictions can be legally requested. This form of aid to the Village is essential and should continue to be considered by the Village.

D. Existing Activities and Plans

Adjacent Governmental Units

The Village of Waldo is located in the Town of Lyndon with the Village of Cascade 3 miles to the west, Village of Adell 4 miles to the south, City of Plymouth 7 miles to the north, and the City of Sheboygan Falls 8 miles in a northeast direction. There are 8 other towns that surround the Town of Lyndon. The boundaries of the Village of Waldo have changed and will most likely continue to change in the future due to annexation from the Town of Lyndon.

Relationship

The Village of Waldo has a good working relationship with all the surrounding municipalities. There are coordination agreements with several governmental bodies in regards to the provision of public services (e.g. emergency services, fire protection, sanitary district depository, recyclables, etc.).

Sitting Public Facilities

The Waldo Village Park is available to the public and can be rented for various occasions. This is also true of the Memorial Hall and the Waldo Village Hall facilities. The Waldo Mill Pond Park is available to the public and a new association, the Waldo Pond Improvement Association, Inc., has been organized to preserve and maintain the Waldo Mill Pond.

Sharing Public Services

The Village of Waldo has several intergovernmental agreements with other governmental bodies in respect to public services. The Village's police service is provided by the Sheboygan County Sheriff's Department and a part-time Sheboygan County deputy police officer and car shared with the Village of Cascade. The police car is owned by the Village of Cascade. Waldo's volunteer fire department provides fire protection under contract agreements with the Towns of Lima and Lyndon.



Ambulance service is provided by the Plymouth Ambulance Service. The Village of Waldo is under contract with the Adell First Responders.

Waste disposal is contracted locally to J.D. Trucking. The Village's waste and recycling site is also available to Town of Lyndon residents as well as Waldo residents.

The Village of Waldo has always had its own post office and presently serves a rural route. The Mead Public Library from Sheboygan provides once-a-week Bookmobile services to Waldo.

The main library and healthcare facilities for the Village are located and provided by other municipalities/agencies.

The Village will continue to make use of these facilities and agencies in the best interests of its residents.

School Districts

The Village of Waldo is a part of the Sheboygan Falls School District; although, before 1962, it had its own school district consisting of grades 1-12. From its illustrious status as the first 3-year rural high school in Sheboygan County in 1890, it continued to educate its sons and daughters for the next 72 years, doing an admirable work in the process. Then in 1962 the State of Wisconsin mandated that small, rural high school districts consolidate and join larger ones in order to meet State requirements.

For the record and for future generations it is important to know and understand why public education of our children in the Village of Waldo ended in 1995, and most likely will not be started again in the very near future. In 1962 there were 3

school districts vying for the right to consolidate with the Waldo School District. Before the vote for consolidation was taken, it was made known to Village residents that the Falls School District was willing to have a new grade school built in Waldo as soon as the number of students in Waldo warranted the construction. It took eleven years, but in July, 1973, the Sheboygan Falls School District purchased 15 acres of land from Isadore Heinen as a site for a future new elementary school in Waldo. For the next 22 years this acreage was rented out to a local farmer and the old yellow brick building in Waldo was used continuously to educate our children, as well as children of the surrounding area.

In 1995 Waldo area residents were told that due to budget constraints the Waldo school would have to be closed. It was not practical to keep operating it because it was too expensive to operate, and there would be a great savings if the students were bused to Sheboygan Falls.

Relationship

There has always been a good working relationship between the Village of Waldo and the Sheboygan Falls School District. Examples of this are numerous. Over the years from 1962 onward to the present only 2 events produced conflicts which were resolved; the closing of the Waldo school and the bus pick-up for kindergarten children on Hwy 28 produced some friction.

We have had three members of Waldo become school board members, one serving as president for a number of years.

The Village also bought the Memorial Hall from the school district, renovated it, and then rented it back to the school district at minimal cost to them for physical education purposes. This saved the district a considerable amount of money.

Sitting School Facilities

At the present time there are no plans for the sitting of any new school facilities in the Village of Waldo.

Sharing School Facilities:

All activities for school purposes take place in facilities located in Sheboygan Falls.


County

As the Village of Waldo is located within the boundaries of Sheboygan County, the county has some jurisdiction within the Village. The Village does maintain its own zoning; however it is under the county's Sanitary Ordinance, Subdivision Ordinance, Shoreland-Floodplain Ordinance, etc. The Village and County should maintain open communication with each other so that there is mutual agreement and respect. As Sheboygan County is in its early stages of pre-planning for the county as a whole, the Village can make its land use preferences known through notification of this plan.

Region

The Village of Waldo is located in the northeast region of the State of Wisconsin in the county of Sheboygan. Waldo is not using the Bay-Lake Regional Planning Commission (BLRPC) to prepare the Waldo Coordination plan. However, it is aware that the BLRPC has a number of programs and plans in place covering natural resources, population projections, community plans, transportation plans, bike plans, etc. Through coordination Waldo will notify changes in the Waldo plan and fully expects the BLRPC to notify administrative rules, plans in place covering natural resources, population projections, community plans, transportation plans, bike plans, etc.

State

The Village of Waldo's relationship with the State of Wisconsin is concerned with topics related to transportation, roads, taxes, natural resources, waste disposal, water issues, and sewage treatment/disposal, etc. Our waste treatment plant through the Waldo Water and Sewer Utility efforts is now in the process of replacement at this time and the new facility must be in operation in 2010. 

E. Inventory of Plans and Agreements under §66.0307, §66.0301, or §66.0309 AND §66.0313, Wis. Stats.

Boundary Plan

At this time, the Village of Waldo has not begun a formal boundary agreement with the Town of Lyndon. State statutes 66.0307 and 66.0301 allow municipalities to enter into agreements regarding the location of municipal boundaries. A Boundary Plan is any formation of cities, Villages, and towns that may determine the boundary lines among themselves under a plan approved by the Wisconsin Department of Administration. The general purpose of the plan must guide and accomplish a coordinated and harmonious development of the area covered by the plan. This will, with respect to existing and future needs, best promote public health, safety, morals, order, convenience, prosperity, and general welfare. A ten-year period at least is covered by these plans. These agreements could also be used to foster service- sharing between local units of government.

Municipal boundary plans are usually put in place between a town and a Village or city. It is likely that the Village of Waldo may want to discuss boundary agreements with the Town of Lyndon in the future.

Annexation

A way to annex land is described in Wisconsin statute 66.021. Annexation is the transfer of one or more parcels from a town to a Village or city. Consent of property owners for transfer is one of the first steps of annexation. A Village is authorized the power of annexation in statute 66.021.

Extra-Territorial Subdivision Regulation

State statutes permit an incorporated Village such as Waldo the right to extend extra-territorial plat review over surrounding un-incorporated areas. The same right applies to cities. This makes it possible for cities or Villages to protect land uses near its boundaries from conflicting uses outside its limits. This extra-territorial provision extends 1.5 miles into the surrounding territory abutting the Village of Waldo (See Appendix A-2).


Extra-Territorial Zoning

State statutes allow an incorporated Village or city the right to extend extra-territorial zoning over surrounding unincorporated areas. This area again extends 1.5 miles for Villages and cities under 10,000 population, but the law allows part or all of this area to be included in the zoning. The zoning requires joint coordination between the town and the Village or city to develop a plan for the area to be zoned. The zoning is then put into place according to the developed agreement. At this time the Village of Waldo and the Town of Lyndon have not entered into any agreements concerning extra-territorial zoning.


F. Inventory of Existing or Potential Conflicts

Existing or Potential Conflicts

1. Shared road responsibilities with the Town of Lyndon, - Blueberry Road (West of the Village limits, North and South of Highway 28) and High Street, (South of Hwy 28 to North East of Village limits).
2. Sheboygan Falls School District: last conflict was bus pick-up for children along Highway 28.
3. Speed limits -- County and State. Setting Village determined speed limits within Village boundaries can be very difficult if not impossible.

4. Shared revenue restrictions and mandates cause budgeting problems for which there are no easy, simple remedies. Levy limits are mandated by state law. Shared revenues from the State to the Village have been reduced. Mandates from the State are not funded or only partially funded by the State, thus putting extra burdens on the Village to balance its budget each year. This is grossly unfair because services, labor, etc. have to be reduced in order to balance the budget. This creates difficult problems to resolve.
5. Currently, the official floodplain map from FEMA and Bay-Lake Regional Planning Commission exists. The Village considers this map to be inaccurate, and is seeking correcting with a letter of map revision. 


G. Proposed Conflicts Resolution Process

1. There is an agreement between Town of Lyndon and Village of Waldo to share responsibilities for road improvement. The Town of Lyndon has responsibility for Waldo's Blueberry Road footage, and the Village is responsible for the Town of Lyndon's footage on High Street.
2. The resolution process involves petitioning the School Board at a School Board meeting. In this particular case the Village's residents and the Village Board's request was not received in a favorable decision for the citizens of Waldo. Conditions for bus pick-up were deemed safe left unchanged.
3. State and County laws can govern speed limits within a Village's limits. Thus in order for change to occur, an application has to be made to the proper authority. Arguments for the change would be presented, considered, and a decision rendered by the ruling body.
4. This is not a problem to be taken lightly. As all municipalities are all in the same boat, we should combine our efforts for change with other municipalities to affect the changes needed for good, responsible, honest government.
5. The Village of Waldo and Sheboygan County are jointly undertaking a floodplain study. The results of that study will be reflected in an updated floodplain map. 

CHAPTER 8

LAND USE

A. Introduction

The land use portion of this plan is intended to present information on current land within the Village of Waldo. The goals, objectives and information within this chapter, along with the demographic trends detailed within this document, will be utilized to develop a projection of future land use demands and assist in guiding the future locations for specific land use. The General Plan Design will serve as a guide to the Waldo Planning Commission and the Village board in their decision-making process. 

B. Land Use Strategy

Goal: General Plan Design

Promote future development and redevelopment of public and private property within the Village while protecting and enhancing its visual character, promoting environmental protection, conserving natural resources, meeting the needs of social and economic forces, providing for adequate services and facilities, and encouraging compatibility of future land use.

Objective: Overall Plan Design

Advocate that all growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated within the Village of Waldo.

Policies:

1. Utilize the Coordination Plan as an illustration of the Village's overall development.
2. Encourage future development in an orderly way to allow for proper distribution of community services.
3. Prior to approving any zoning, conditional use, or variance change the proposed change should be reviewed with the Comprehensive Plan and overall vision.
4. Explore the creation and adoption of additional ordinances to control likely nuisances (I.e. excessive lighting, noise) produced within the Village limits.

Objectives: Residential

Encourage the development of new housing to meet the needs of the projected population growth.

Objectives: Commercial

Encourage small commercial development along the business corridors within the Village while maintaining sufficient buffering from residential areas.

C. Objectives: Natural and Cultural Recourses

Results of the citizen input survey indicate a desire for more single-family housing within the Village. The survey also indicated affordable housing and senior citizen housing as priorities. The survey indicated a moderate growth rate with an emphasize on maintaining the small community atmosphere. Annexation of land to accommodate future growth was the sentiment of the survey.

Development of a park on the western portion of the Village is also a priority with a connecting recreational trail to the park/ball diamond east of Highway 57. The Village of Waldo occupies an area of approximately 0.9sq miles of which .04sq miles (3.41%) is water.

Land value from property assessments was \$14,069,150 for residential property (year 2000). Value of commercial property was \$2,355,950.{year 2000}



The following are the nine classes of future land use associated with the Village of Waldo general plan design.

1. Residential
2. Commercial
3. Light Industrial
4. Governmental/Institutional/Utilities
5. Parks & Recreation
6. Agricultural
7. Woodlands/Open Space
8. Transportation
9. Environmental Corridors

Residential

Identify areas of residential development both present and future. Potential residential areas exist to the south of the water tower, north of the Onion River west of HWY 57, Hunter's Grove Subdivision addition, and the area east of Berry Fields Subdivision. Future development through annexation or within the current Village limits is not limited to these areas but should reflect a moderate growth rate to preserve the small country atmosphere.

Commercial

Identify areas for appropriate commercial use and development.

Light Industrial

Possible areas for future light industrial development along the Highway 57 and Highway 28 corridor include 20 acre site near Mowtown Drive, an area southeast of High Street, the area presently being used by J D Recycling and area east of the Village along Highway 57. Development of some areas adjoining the highways may be restricted due to state and county ordinances limiting direct access.

Governmental/Institutional/Utilities

Identifies present and future governmental/institutional facilities. Larger fire station quarters may be necessary to accommodate new and upgraded equipment to meet future Village needs. Annexation of land on the western edge of the Village for a new well to service the entire Village including future development from an elevation high enough to meet these needs.

Parks & Recreation

Discusses park and recreational development within the Village Develop a park/recreation area on the west side of the Village with a connecting trail to the park/ball diamond on the east side. Plans to implement a safe way to cross HWY 57 from east to west may also be needed. Build an access road on the north side of the river to facilitate an engineering study for embankment assessment, deforestation and a possible draw down of the mill pond to expedite this process. Improving the park road on the south side of the river to the park/pond may also be needed.

Agricultural

Agricultural land within the Village is decreasing in size as there are no imminent plans to expand agricultural land at this time.

Woodlands/Open Space

Identify areas to be maintained for woodlands and open spaces

Transportation

Identify existing roadways with recommendations for safety and traffic movement along with shared use with bicycles

Environmental Corridors

All future development shall be in accordance with Village ordinances. Any development will submit a detailed site plan to the Village Plan Commission then passed on to the Village Board. The specific details of each site plan will be at the discretion of the Plan Commission and the Village Board ensuring that approval or denial is based on sound land use planning. Various criteria are found in this plan and the Village Zoning ordinance to assist with much of this decision making process.

CHAPTER 9 IMPLEMENTATION


A. Introduction


This final element provides information regarding the implementation of the strategies outlined in the previous eight elements. Implementation takes the form of carrying out the objectives and reviewing the suggestions of each element. From time to time, the Village Plan Commission should review and amend the goals, policies, and objectives to keep consistency with demographic, economic, political, and environmental changes that occur.

While the plan contains the strategy and direction, it is the efforts of government officials, local organizations, and Village residents that actually make the plan happen. The Village Board is empowered to utilize local ordinances to accomplish objectives; local organizations and non-profits may utilize the plan in focusing their efforts; Village residents may reference the plan to see how it impacts their lives and property rights to take appropriate action. Overall, the Village Board and the Village Plan Commission should refer to this plan as a “guidebook” for decision-making and make their decisions from the standpoint of community impact balanced by the rights of the individual tempered by the interests of the community (outlined in the Constitution of the United States, the Constitution of the State of Wisconsin and the Village of Waldo code).

B. Recommended Implementation Schedule

The following schedule for implementation is recommended to achieve the goals of the plan. All items should be considered necessary to implement the goals of the coordination plan:

1. Adopt this coordination plan to satisfy Wisconsin Statute 66.1001.
2. Network with nearby units of government to create mutually beneficial service agreements and coordinate future planning efforts.
 - a. 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.
 - b. Request plans and information to open channels of communication and allow nearby jurisdictions to receive Waldo's legal notices, practicing early notification.
3. Establish an official website for the Village and its activities. 

4. Coordinate with local and area economic development organizations for assistance in applying for funding from local, state, and federal government entities.
5. Develop a Capital Improvements Plan to prioritize Village needs. 
6. Review, amend, and administer the Waldo Zoning Ordinance by creating a new official zoning map based upon the land use plan contained herein.
7. The Plan Commission shall review the coordination plan as necessary. The Plan Commission shall prepare the mandated Ten-year Update, Progress Evaluation, and Integrated Plan Development that the Wisconsin Statute 66.1001 requires.

With this coordination plan, The Village of Waldo believes that the “We the people” stated in the Preamble to the Constitution of the United States, are the Village of Waldo citizens. We hope future boards and commissions will follow the Village of Waldo trustees, Plan Commission and citizens in updating this plan.

At the time of review, implementation should be re-visited as well. The review should not only update the plan, but also be used as a “measuring stick” of progress to see where we have been, where we are, and vision for the future. 