

Village of Cascade
Sheboygan County, Wisconsin
20-Year Comprehensive Plan



December 2009
Final

**VILLAGE OF CASCADE
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**VILLAGE OF CASCADE
20-YEAR COMPREHENSIVE PLAN
2010-2030**

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CHAPTER 1 – INTRODUCTION: ISSUES AND OPPORTUNITIES

STATE PLANNING ENABLING LEGISLATION

This Comprehensive Plan is the initial plan for the Village of Cascade, Sheboygan County, Wisconsin. This Plan meets the requirements of Wisconsin's comprehensive planning law (1999 Wisconsin Act 9) and was adopted on December 17, 2009 under the authority granted by Section 66.1001 of the Wisconsin Statutes.

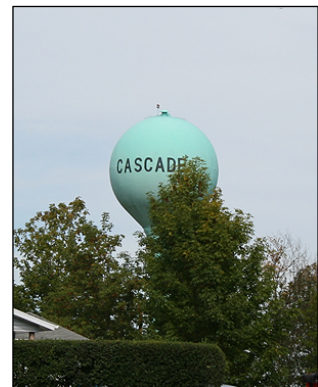
This Comprehensive Plan is a policy document containing guidance and recommendations as to how and where future conservation, growth, and development should occur within the Village, and what level of services should be provided. This Plan should be consulted when the Village makes decisions regarding land use and other issues impacting the development and quality of life in the Village. Specifically, beginning on January 1, 2010, decisions regarding the following must be consistent with the principles and guidelines established in this Comprehensive Plan:

- Official mapping established or amended under s. 62.23 (6).
- Local subdivision regulation under s. 236.45 or 236.46.
- Village zoning ordinances enacted or amended under s. 60.61 or 60.62.
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231.

HISTORY AND DESCRIPTION OF PLANNING AREA

The Village of Cascade was platted in 1848 by Peter Preston and Huntington Lyman, two workers on the Madison Road, a major early road connecting Fort Howard, near Green Bay, and Madison. The pair took note of the area around Lake Ellen and Nichols Creek and decided that together with the roadway, the site would make a good place for a new settlement. A sawmill was built, seven streets were laid out and named, and several houses were constructed.

The millpond dam and the location on the busy Madison Road allowed Cascade to prosper. By 1872, the village contained a school, a post office, two flour mills, one sawmill, two dry good stores, two groceries, a hardware store, three boot and shoe stores, two blacksmith shops, a wagon shop, a harness shop, two cooper shops, a livery stable, several hotels, and other establishments. Two new church buildings followed in the years shortly thereafter. Cascade was incorporated as a village in 1914, the Fire Department was founded the following year, and in 1917 an electric company began supplying power to light the streets.



Since that time, streets have been paved, the WPA helped create Cascade Memorial Park, the post office moved twice, and the present Village Hall was built. Public water and sewer came to the Village in the 1970s. In 1998, the Village celebrated its sesquicentennial. A more complete history of the Village can be found in the *Cascade Sesquicentennial* booklet edited by Tony Hahn.

As of January 1, 2008, the Village of Cascade had an estimated population of 707. The Village encompasses an area of approximately 497 acres. Located in southwestern Sheboygan County on STH 28, the Village is surrounded by the rural Town of Lyndon. Nichols Creek flows south-to-north through the Village, and Lake Ellen lies less than one-tenth of a mile southwest of the Village.

[Map: Figure 1.1 General location of Cascade within Sheboygan County]

[Map: Figure 1.2 Project Area]

[Map: Figure 1.3 Orthophoto]

COMMUNITY COMPREHENSIVE PLANNING PROCESS

The Village of Cascade Board, having decided to oversee a community planning process, partnered with Sheboygan County and received a state planning grant in 2008. Funding was also provided by the Sheboygan County Stewardship Fund. These dollars were kept in a separate local fund and used solely for planning-related activities.

The Village favored an “issues driven” planning approach to best fit the Village’s needs. The Board agreed to focus primarily on the most critical issues identified during the public participation process for each of the nine elements outlined in Chapter 66.1001 of the state statutes. Maps, data, text, and other technical support during the plan writing were provided by Sheboygan County UW-Extension, the Sheboygan County Planning & Resources Department, and the Bay-Lake Regional Planning Commission. The Village Board designated a Smart Growth Committee, which included several Board and Plan Commission members and a handful of key stakeholders in the community, to meet regularly with staff from the aforementioned planning agencies to review draft chapters, provide feedback, and work toward final plan adoption.

PUBLIC PARTICIPATION

The Village worked extensively with Sheboygan County UW-Extension, encouraging public participation in a variety of ways to ensure the Village’s comprehensive plan would address the needs of local residents as much as possible. In accordance with state requirements, the Village adopted a Public Participation Plan by resolution 2008. (See the Public Participation Plan for specific details regarding public and key stakeholder involvement in the Village’s comprehensive planning process.)

Visioning Process

Sheboygan County UW-Extension coordinated a thorough visioning process that included 1) a nominal group process with Village officials to identify community issues, 2) a community-wide citizen opinion survey to obtain citizen input, 3) creation of vision and goal statements, 4) a second survey of residents to confirm the “final” vision and goal statements, and 5) key stakeholder feedback.

Issue Identification

The UW-Extension Community Development Educator for Sheboygan County met with Village officials in January, 2008 to identify present and future issues facing the Village of Cascade. A nominal group exercise was used to generate, prioritize, and categorize a number of issues that came forth. These issues were then turned into survey questions by UW-Extension staff and brought back in the subsequent months for fine-tuning.

Citizen Opinion Survey

The Village partnered with Sheboygan County UW-Extension in 2008 to create a citizen opinion survey in order to learn more about the preferences of Village residents. A total of 36.5% of the surveys, which were mailed to every household, were returned. Key findings included:

- “Small community atmosphere” was the number one reason given by respondents when asked why they chose to live in the Village of Cascade.

- 72.6% felt the Village had experienced the “right amount” of growth during the preceding two years.
- Single-family housing was the most preferred type of housing, with housing for senior citizens placing second.
- The overall level of satisfaction with services provided through the Village was very high.

There were also literally hundreds of written comments submitted along with the regular checked responses. See Appendix 1A for detailed survey results.

Draft Vision & Goal Statements

Based directly on all of the previously described input, “draft” vision and goal statements were created and reviewed by UW-Extension and the Village of Cascade Smart Growth Committee.

Survey to Confirm Vision and Goals

In November 2008 the vision and element goal statements for Cascade were mailed to each household in the Village. Check boxes beneath each statement asked the recipient to indicate whether he or she agreed with the statement, disagreed, or had no opinion. With a response rate of 27%, a total of 96.5% of respondents agreed with the vision statement, and agreement overall with the goal statements averaged 82%. See Appendix 1B for detailed results of this survey.

Final Vision Statement

The vision statement for Cascade is as follows:

“We envision Cascade as a family-oriented, moderately growing village with small community atmosphere. We value our school and neighborhoods that are safe. Our village will continue to provide affordable services to a mix of residences and small retail businesses that make Cascade a great place to live, work, and play.”

This vision statement does not conflict with the vision statement developed by the Town of Lyndon, which surrounds Cascade. Vision statements from both communities place a priority on preserving the small community/rural atmosphere.

Final Goals, Objectives, Policies, and Programs

Goals are broad statements that reflect the vision of a community (where do we want to be 10-20 years from now?). **Objectives** define goals with practical, concrete and specific terms (what will it look like when we get there?). **Policies** focus the intent of the governing body on moving forward (we’re committing to getting there). **Programs** describe specific actions that should take place (here’s how we get there).

Final Goal statements for Cascade, as well as Objectives, Policies, and Programs for “Housing,” “Transportation,” “Utilities & Community Facilities,” “Agriculture, Natural & Cultural Resources,” “Economic Development,” “Land Use,” and “Intergovernmental Cooperation” can be found in Chapter 9 and in the respective chapters dedicated to each of these elements.

BACKGROUND INFORMATION-SUMMARY

Existing Conditions

Demographic Trends

The next few pages contain data and brief analyses of basic demographic data for the Village of Cascade. This type of data is helpful in understanding the makeup of the local population, which is important in the planning process. Factors such as age, education levels, income levels, employment characteristics, and housing may influence what a community has to consider when it looks at meeting the needs of its residents.

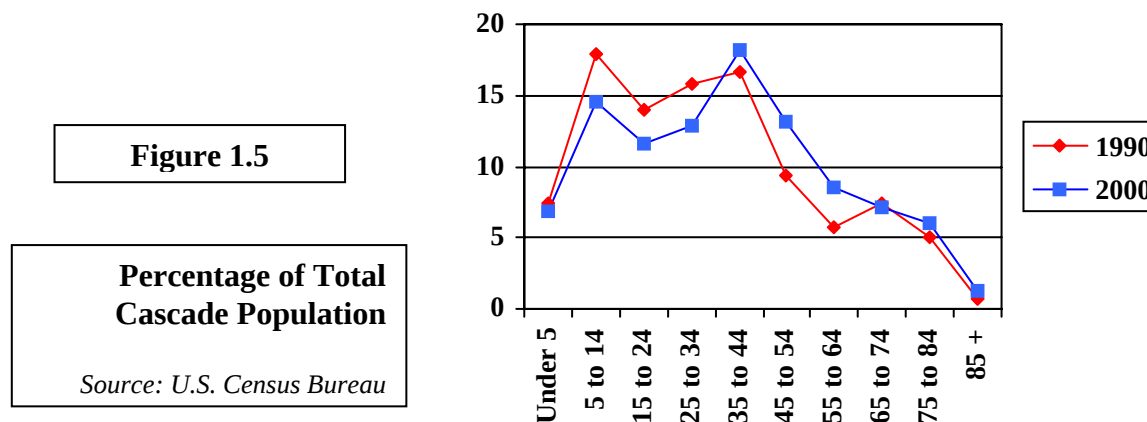
Gender

Gender data for the Village is within normal ranges and not expected to impact the planning process.

Figure 1.4 – Gender, Village of Cascade <i>Source: U.S. Census Bureau</i>				
	1990		2000	
	Number	Percent	Number	Percent
Male	311	50.2%	337	50.6%
Female	309	49.8%	329	49.4%
Total	620	100%	666	100%

Age Distribution

Considering the overall aging of the population at large, one would expect the age distribution graph in Figure 1.5 to show an increase in 2000 of the number of residents in the 65 to 85 categories. Instead, the graph shows a slight decrease. It appears that not as many retirees are staying in the Village of Cascade as might be expected.



Education Levels

Figure 1.6 shows an increase in the basic educational attainment of residents within the Village from 1990 to 2000. In 1990 the percentage of Cascade residents with less than a 9th grade education was 13.4%. By 2000, that percentage had declined to 5.3%. This is comparable with percentages in Sheboygan County of 10.8% in 1990 and 5.8% in 2000. The percentage of residents with at least some college almost doubled, a rate that surpassed that of Sheboygan County as a whole.

Figure 1.6 – Educational Attainment (residents 25 years and over), Village of Cascade

Attainment Level	1990	2000
Less than 9 th grade	13.4%	5.3%
9 th to 12 th grade, no diploma	9.2%	11.5%
High school graduate (includes equivalency)	47.6%	46.0%
Some college, no degree	12.1%	21.7%
Associate degree	7.9%	6.0%
Bachelor's degree	8.4%	7.2%
Graduate or professional degree	1.3%	2.3%

Figure 1.7 – Educational Attainment (residents 25 years and over), Sheboygan County

Attainment Level	1990	2000
Less than 9 th grade	10.8%	5.8%
9 th to 12 th grade, no diploma	11.8%	9.8%
High school graduate (includes equivalency)	41.6%	39.9%
Some college, no degree	15%	19.7%
Associate degree	7.1%	6.9%
Bachelor's degree	9.9%	12.8%
Graduate or professional degree	3.8%	5.1%

Source: U.S. Census Bureau

Income Levels

Annual income levels for Cascade households are comparable to those of other villages within the County (see Figure 1.8). In 1999, 27.7% of Cascade households were in the lower income bracket, compared to 28.3% of households in all villages. Middle income brackets were similar: 63.7% in Cascade and 60.3% in all villages. The percentage totals for high income households were 8.7% in Cascade and 11.4% in all villages.

Figure 1.8 – Household Income Levels, 1999

Annual Income	Cascade	Village Average	Sheboygan County
Less than \$10,000	3.2%	2.8%	4.9%
\$10,000 to \$14,999	6.3%	4.3%	5.2%
\$15,000 to \$24,999	9.9%	9.5%	12.1%
\$25,000 to \$34,999	8.3%	11.7%	13.2%
\$35,000 to \$49,999	28.9%	18.6%	19.5%
\$50,000 to \$74,999	23.3%	27.9%	26.2%
\$75,000 to \$99,999	11.5%	13.8%	11.2%
\$100,000 to \$149,999	7.1%	7.9%	5.2%
\$150,000 to \$199,999	1.6%	1.7%	1.2%
\$200,000 or more	0.0%	1.8%	1.3%

Source: U.S. Census Bureau

Employment Characteristics

For the period 1990 to 2004, the civilian labor force in Sheboygan County increased 17.8%, from 55,935 to 65,906; the number of unemployed increased 18%, from 2,298 to 2,711; and the number of employed increased by 17.8%, from 53,637 to 63,195. The unemployment rate experienced a high of 5.7% in 1991 and low of 2.0% in 1999.

In 2000, the majority of the people in the workforce in Cascade were employed in the manufacturing industry, 40.8%. This was down somewhat from 1990 (48.7%). The educational/health/social services category was the second highest employment sector at 11.3%, and in third place, the construction industry sector showed an increase from 5.7% in 1990 to 8.9% in 2000.

Sources: U.S. Census Bureau and Wisconsin Department of Workforce Development

Forecasts

Population

Using a linear projection method, which uses historical population trends to indicate population changes in future time periods, future population levels have been projected for the Village of Cascade and Sheboygan County. As shown in Figure 1.9, projections for the Village of Cascade indicate a slight but continuing decline over the next twenty years, despite forecasts for Sheboygan County in Figure 1.10 indicating a steady increase in population overall through the year 2025.

Population forecasts, as stated above, are based on historical trends and are subject to revision. Many factors, such as changes in municipal boundaries, policies, housing availability, and economic development can have a substantial affect on population trends. It should be noted that official population estimates for Cascade in 2008 put the Village's population at 707, which exceeds all of the projections.

Figure 1.9 – Population Forecast, Village of Cascade				Percent change
2010	2015	2020	2025	2010-2025
675	673	671	668	-7.0%

Figure 1.10 – Population Forecast, Sheboygan County				Percent change
2010	2015	2020	2025	2010-2025
119,411	122,921	126,540	130,018	+8.9%

Source: Wisconsin Department of Administration, 2005

Households

As shown in Figure 1.11, the number of households for the Village of Cascade is projected to increase from 2010 to 2025 at a very slow rate.

Figure 1.11 – WisDOA Household Projections for Village of Cascade		
Year	Total Households Projected by WisDOA	Households Projected Since 2000 Census
2010	263	4
2015	266	7
2020	267	8
2025	268	9

Source: Wisconsin Department of Administration

Employment

The Wisconsin Department of Workforce Development created the *Bay Area Workforce Development Area Profile, 2002-2012*, a projection for industries, occupations, and the labor force. These projections are for the total number of nonfarm jobs in the ten county Bay Area, which includes Sheboygan County. According to the profile, overall employment is projected to grow almost 12% between 2002 and 2012. The education and health services sector is projected to show the largest numeric employment growth adding 12,620 jobs, over one-third of the total growth. Manufacturing is currently the largest employing industry sector in the region and will remain the largest industry sector in 2012, however, other industry sectors will continue to close the gap over the period. Occupations remaining in manufacturing are expected to continue to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and the availability of new technologies.

Figure 1.12 – Industry Projections for Bay Area Workforce Development Area, 2002-2012

Industry Title	Employment		Ten-year change	
	2002 Estimate	2012 Projected	Numeric	Percent
Total Non-farm Employment	302,080	338,060	35,980	11.9%
Construction/Mining/Natural Resources	15,820	19,170	3,350	21.2%
Manufacturing	77,690	78,180	490	0.6%
Paper Mfg	9,900	8,520	-1,380	-13.9%
Plastics and Rubber Products Mfg	5,450	6,640	1,190	21.8%
Transportation Equipment Mfg	5,470	5,860	390	7.1%
Trade	42,270	46,840	4,570	10.8%
Building Material and Garden Equipment and Supplies Dealers	3,000	3,550	550	18.3%
Transportation and Utilities (Including US Postal)	15,760	17,900	2,140	13.6%
Financial Activities	15,120	16,990	1,870	12.4%
Education and Health Services (Incl'dg state & local govt. ed. & hosp.)	50,170	62,790	12,620	25.2%
Ambulatory Health Care Services	9,890	13,860	3,970	40.1%
Hospitals (Including state & local govt.)	11,150	13,590	2,440	21.9%
Leisure and Hospitality	27,360	30,950	3,590	13.1%
Information/Prof Services/Other Services	38,510	45,150	6,640	17.2%
Government (Excluding USPS, state & local govt. ed. and hosp.)	19,390	20,100	710	3.7%

CHAPTER 2 - AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

INTRODUCTION TO THIS ELEMENT

Agriculture and farm-related businesses provide important contributions to many local economies. While agriculture is not a major land use within the Cascade village limits, businesses in the Village benefit from a thriving agricultural industry existing in the region.

Natural resources provide a clean and abundant supply of groundwater and surface water; assure safe air to breathe; and provide a natural landscape of terrestrial and aquatic habitats, such as forests, prairies and wetlands that are fundamental to a healthy and diverse biological community. Since these resources are limited, it is important to care for them, use them wisely, and avoid unplanned or poorly planned development patterns, which unnecessarily increase demand for water, land, and raw materials.



Nichols Creek

(Photo by K.S.)

Cultural resources include historic buildings and structures as well as ancient and historic archeological sites. A preservation ethic provides the historical context for future planning and land use policies, because older neighborhoods and historic buildings can determine the style and scale of future development. In addition, preserving the unique history of a community helps build a “sense of place” and brings a long-term perspective that promotes stability and more careful decision making.

66.1001(2)(e)

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

CHAPTER SUMMARY

Agriculture is not a major land use within Cascade itself, however, it is the number one land use in the surrounding Town of Lyndon. Cascade can help encourage the continued health of agriculture in Lyndon by 1) reducing development pressure in the Town of Lyndon by making it possible for growth to occur on non-prime ag lands within or adjacent to Cascade, and 2) making it possible for businesses and infrastructure that support agriculture to flourish in Cascade as appropriate.

While **natural resources** are limited in Cascade due to its small size, there are still significant resources worthy of attention, especially the Nichols Creek/Mill Pond corridor. Several areas are protected under the Village's Conservancy zoning. Benefits of protecting natural open areas include helping to control stormwater and promote groundwater recharge, as well as adding to a community's overall health, character, stability, beauty, and quality of life.

Again, due to its small size, **Cultural resources** are limited in Cascade. Nevertheless, although the number of historically significant sites within the Village is few, they should not be overlooked or neglected. Without the preservation and/or enhancement of these sites, the Village may lose some of the historic character that makes it unique.

INVENTORY

Climate

The data in Figure 2.1 was observed at the Plymouth weather station, latitude 43°45' N, longitude 87°59' W, elevation 865 ft. Data for the Village of Cascade is not officially compiled.

Figure 2.1 – Local Weather Data												
Climate Normals	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Daily High (F°)	25.7	30.3	40.9	55.1	68.0	77.4	82.2	79.8	71.5	59.3	44.4	30.4
Daily Low (F°)	9.2	13.3	23.6	34.4	44.1	54.1	59.9	58.3	50.6	40.3	29.0	15.5
Growing Degree Days*	0	1	25	118	303	483	640	590	377	165	31	3
Precipitation (in)	1.25	1.19	2.44	3.35	3.59	3.63	3.64	4.33	4.65	2.95	2.80	2.15
Snowfall (in.)	14.1	12.3	11.5	3.0	0.1	0.0	0.0	0.0	0.0	0.2	4.7	15.1
Sunshine (%)	45	48	51	53	60	65	68	65	59	53	39	38

**GDD are used by horticulturists to predict the date that a flower will bloom or a crop reach maturity. GDD are calculated by taking the average of the daily maximum and minimum temperatures and subtracting a base temperature, typically 50° F, or a temperature based on the lifecycle of a particular plant in question.*

Suitability for agriculture

About two-thirds of the annual precipitation falls during the growing season. It is normally adequate for vegetation, although drought is occasionally reported. The climate is most favorable for dairy farming; the primary crops are corn, small grains, hay, and vegetables.

The growing season averages 126 to 165 days. The average date of the last spring freeze varies from the first week to the last week of May, with a median date of last frost of May 11. The first autumn freezes occur in early to mid-October, with a median date of first frost of October 6. The mean date of first snowfall of consequence, an inch or more, occurs in early November. The snow cover acts as protective insulation for grasses, autumn seeded grains, and other vegetation.

Suitability for alternative energy

Climate is also a key factor in whether certain alternative energy sources are viable. While a site assessment for the Village of Cascade area using an anemometer (i.e., wind speed measuring device) has never been done, calculations by Kettle View Renewable Energy, LLC using Wisconsin

Focus on Energy computerized models based on AWS Truwind software, MesoMap, and historical weather data for the general Cascade area indicate an average annual wind speed of 12.3 miles per hour at a turbine hub height of 110 feet, which is a typical height for small private wind generators. In general, winds exceeding 11 mph are required for cost-effective small wind energy installations.

The percentage of sunshine, as indicated in Figure 2.1, is insufficient for successful large scale energy production, which typically requires an average of at least 70% during the year. The average for the area of 54% is adequate, however, for small-scale home and business installations where the objective is to offset a portion of a building's energy demands.

Geology and Topography

Two different types of geologic settings, Quaternary geology and bedrock geology, characterize Sheboygan County. Quaternary geology refers primarily to the effects that continental glaciations have had on the region within the last 20,000 years, and to a lesser extent, the surface effects of more recent erosion and deposition. Bedrock geology refers to the much older, solid rock layers that lie beneath Quaternary sediments.

Bedrock Geology

The bedrock units underlying Sheboygan County range in age from Precambrian at depth, to Silurian at the surface. The oldest are impermeable crystalline rock of Precambrian age at depths that average more than 1,500 feet below the land surface.

Silurian dolomite, often referred to as Niagara, is the uppermost bedrock in Sheboygan County and reaches thicknesses up to 580 feet. Rocks underlying the Niagara dolomite are not visible in the County. Below the Niagara dolomite is a shale formation known as Maquoketa. It reaches a maximum thickness of 450 feet. The Maquoketa Shale overlies a dolomite formation, termed Platteville-Galena, which is approximately 500 feet in thickness. This rock formation, in turn, overlies Cambrian sandstones, which are 450 feet thick. All of these sedimentary rock formations overlie Precambrian igneous rocks.

Quaternary (Glacial) Geology

The last glacial ice of Quaternary glaciation, which left the planning area approximately 10,000 years ago, modified the bedrock surface by scouring highlands and depositing material in lowlands created by pre-glacial erosion. Four types of Quaternary deposits are recognized within the region, including till, glaciofluvial sediments, shoreline deposits and organic deposits.

Till or unstratified drift is a mixture of unsorted, angular- to round-shaped sediments ranging in size from clay to boulders. Tills are ice-contact deposits originating directly from glacial ice.

Unlike till, glaciofluvial sediments are sorted by particle size that delineates the stratification. Glaciofluvial sediments were deposited in a fluvio-glacial environment involving glacial meltwater flow. Each individual layer of glaciofluvial sediments are characterized by a given grain size, ranging from pebbles and cobbles to sand or finer.

Ground and end moraines are two types of topographic landforms found in the region that consist primarily of till. A ground moraine is an irregular surface of till deposited by a receding glacier. The steeper slope points in the direction from which the glacier advanced. An end moraine is an accumulation of earth, stones, and other debris deposited at a glacier's end stage.

[Map: Figure 2.2 Steep Slopes]

At least one type of topographic landform consisting of glaciofluvial sediments occurs in some areas of the planning area. This type of topographic feature is an outwash plain, which is an apron of well sorted, stratified sand and gravel deposited by glacial meltwater. Glaciofluvial deposits, which contained large ice blocks that eventually melted, were pitted with depressions known as kettles. Glaciofluvial deposits of sand and gravel surround many drumlins; but these are often covered with a thin silt cap.

Topography

Cascade's topography rises gently from the Nichols Creek floodplain, which splits the Village. Elevations generally increase from south to north and range from a low of about 845 feet above sea level along Nichols Creek in the southeastern part of the Village to just over 980 feet atop a small hill in the far northeastern corner of the Village. Figure 2.2 shows areas of steep slope (12 percent slope or greater) based on the soil characteristics in the Village.

Suitability for development

Slopes are sufficiently steep in some areas to offer some constraints to development.

Soils

Soil properties must be evaluated prior to any development. The primary soils in the Village of Cascade consist mostly of Hochheim silt loam variations, which are gently sloping and well-drained; and poorly drained loamy soils along the creek corridor, which, not surprisingly, are wet soils with limitations for development. (See Figure 2.3.)

Suitability for Dwellings with Basements

Within the *Soil Survey of Sheboygan County*, the Natural Resources Conservation Service (NRCS) provides information on the suitability and limitations of soils for a variety of natural resources and engineering uses. In particular, the soil survey provides information on the limitations of each soil for building site development, including the construction of dwellings with basements. Dwellings are considered to be structures built on shallow excavations on undisturbed soil with a load limit the same as for a single-family dwelling no higher than three stories. The ratings are based on soil properties, site features, and observed performance of the soils.

According to the NRCS, *severe limitations* mean soil properties or site features are so unfavorable or so difficult to overcome that special design, significant increases in construction costs, and possibly increased maintenance are required. *Moderate limitations* mean soil properties or site features that are not favorable for the indicated use may require special planning, design, or maintenance to overcome or minimize limitations. *Slight limitations* mean soil properties and site features are generally favorable for the indicated use and limitations are minor and easily overcome. Refer to the *Soil Survey* for additional information regarding soil limitations for building site development. Figure 2.4 shows soil suitability for dwellings with basements in the Village of Cascade. This map is based on generalized data and is not a substitute for on-site soil testing.

Suitability for Septic Systems

Since Cascade is served by public sewer, soil suitability for septic systems is not applicable within sewer service areas.

[Map: Figure 2.3 General Soil Types]

[Map: Figure 2.4 Soil Suitability for Basements]

AGRICULTURE

Agriculture creates jobs, both directly and indirectly. Farmland can also provide other substantial benefits to the environment, including floodplain protection, groundwater recharge areas, and wildlife habitat. There are also social benefits, including scenic views and open space.

Figure 2.5 – Land Assessed as Agricultural in Village of Cascade		
	2002	2008
Acres assessed as Ag	92	79
Percentage of all assessed Village land	25.0%	19.5%

Sources: Wisconsin Department of Revenue, "Statement of Assessments." (Note: The WDOR does not audit this information and therefore cannot confirm the completeness or accuracy of the data.)

Typically, successful farming operations need at least 80 acres, if not significantly more, of land that is relatively flat and clear of woody vegetation. Several acres are needed for barns, silos, and similar buildings, and for outdoor storage of certain materials.

Specialty (Niche) Farming

As development has broken up contiguous tracts of farmland, one way to make use of smaller tracts and maintain an agricultural presence is through farmettes that focus on specialty products such as organic milk and cheese, organic vegetables and produce, organic fruits and juices, aquaculture products, pumpkins, walnuts, maple syrup, and pine trees (for landscaping or holidays). The Agricultural District of the *Zoning Ordinance Village of Cascade* allows agricultural, greenhouse, and garden center uses. Other uses may be granted through the ordinance's conditional use provision.

Prime Farmland

The USDA, Natural Resources Conservation Service defines prime farmland as land that has the best combination of physical and chemical characteristics for producing food, feed, fiber, forage, oilseed, and other agricultural crops, with minimum inputs of fuel, fertilizer, pesticides, and labor, and without intolerable soil erosion.

In general, prime farmland in Wisconsin:

- Has an adequate and dependable water supply from precipitation or irrigation
- Has a favorable temperature and growing season
- Has acceptable acidity or alkalinity
- Has few or no rocks
- Is permeable to air and water
- Is not excessively erodible
- Is not saturated with water for long periods of time
- Does not flood frequently, or is protected from flooding

[Map: Figure 2.6 Prime Agricultural Soils]

Use-Value Assessment

The changes in the structure of Wisconsin's property taxation, implementing a use-value assessment, have been generally favorable to agricultural preservation. Agricultural lands are now assessed for their value in agriculture and not other potential uses. Although this assessment policy may benefit farmland owners, and may be effective in rural towns, in a village or city where land often has a high development potential, land used and assessed as agricultural may be seen as under-utilizing the land, especially from a tax revenue perspective. In Cascade, for example, 79 acres of land in 2008 were providing very little, if any, property tax revenue to the Village. On the other hand, such farmland requires hardly any public services or expenses. Farm fields do not send ears of corn to school, require an extensive transportation network, request utilities like public water and sewer, or demand services like police and fire protection.

The preservation of farmland is a controversial issue. Many rural, non-farm residents want to preserve farmland while many farmers also want to preserve the land while retaining the option to sell. However, as development increases and agricultural commodity prices decline, the challenges to preserving farmland resources, especially those close to cities and villages, become greater.

The effect of residential development expanding outward from cities and villages into productive agricultural areas creates many issues. New development can make daily farming activities difficult and sometimes dangerous. New residents in farming areas may not understand basic farming practices, such as manure handling or harvesting. As a result, farmers are forced to contend with conflicts such as; increased traffic and nuisance complaints by new neighbors related to slow moving vehicles on roadways, noise, dust, odors, and late hours of operation. As development pressures increase, so will conflicts with agricultural practices.

Possible Impacts of Agriculture

Noise, dust, the long hours of operation, truck and equipment traffic, manure handling, and the practice of spraying herbicides and pesticides can all have potentially negative impacts on nearby residential uses and the environment. At the same time, residential development can make daily agricultural activities difficult and sometimes dangerous. As a result, farmers must often contend with conflicts such as increased traffic and nuisance complaints by new neighbors.

NATURAL RESOURCES

Groundwater

Sheboygan County's groundwater reserves are held in two principal aquifers: the shallow eastern dolomite aquifer, and the deep sandstone and dolomite aquifer. A layer of Maquoketa shale separates the two. According to WDNR well construction reports, the Village's municipal well draws its water from a layer of limestone or dolomite at a depth of 428 feet.

Wells are recharged by local rain and snow seeping into the ground and migrating through the soil to groundwater, which then flows toward the well. This recharge area typically extends no farther than one-quarter to a few miles from the well itself. Since contaminants can also seep into the groundwater in this recharge area, many communities have established wellhead protection programs to manage what occurs in the recharge area. In Wisconsin, the primary sources of groundwater contamination are agricultural activities, municipal landfills, leaky underground

storage tanks, abandoned hazardous waste sites, and hazardous/toxic spills. (According to the WDNR remediation database, there were no sites in Cascade classified as “Open” as of March, 2009.) The most common groundwater contaminant is nitrate-nitrogen, which comes from fertilizers, animal waste storage sites and feedlots, municipal and industrial wastewater and sludge disposal, refuse disposal areas, and leaking septic systems.

Wellhead protection also includes striving to limit the amount of paved and impervious surfaces in the recharge area, since rain and snow will run off these surfaces into drainageways and will not soak into the ground as intended. While the Village does not have any formal WDNR wellhead protection zones, it does have the ability through Section 3.3 - Site Restrictions and the conditional use requirements in its Zoning Ordinance to limit land uses in the recharge area that could pose a threat to water quality.

The Village has drilled a test well that is intended to serve as a backup well for the Village’s public water supply once WDNR approval is received. This well could also provide for additional growth.

High-Capacity Wells (70 or more gallons per minute)

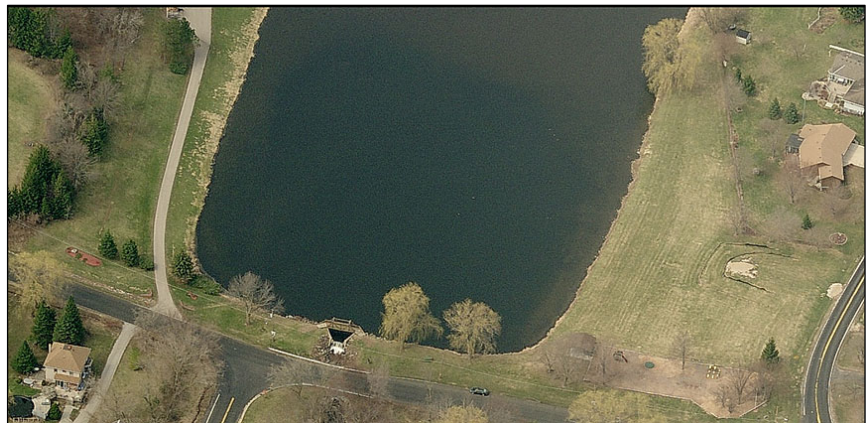
According to WDNR data, there is only one non-municipal high-capacity well located in or near the Village. Located on the property of Cascade Elementary School, this well has been classified as “Inactive.” Prior WDNR approval is necessary for the construction, reconstruction, or operation of a high capacity well system, school well, or wastewater treatment plant well. Prior approval is also necessary before a high capacity well or well system can be operated after a change of ownership.

Surface Water

Lakes and Ponds

There are no lakes within the Village of Cascade, but **Lake Ellen** is only about 700 feet southwest of the Village limits. The lake is approximately 121 acres and has a maximum depth of 42 feet. The lake’s shoreline is about 60% developed with homes and cottages. Bass, bluegill, northern pike, and walleye constitute the core of the fishery. Public access is available at a boat launch.

The **Cascade Mill Pond** is an approximately five-acre impoundment on Nichols Creek in the northwestern part of the Village. The land surrounding the mill pond is owned by the Village.



Cascade Mill Pond dam and park area (Sheboygan County photo)

Rivers and Streams

Nichols Creek is a major headwater tributary to the North Branch Milwaukee River. The creek has good water quality, consistent flow, and provides good fish habitat for trout, perhaps the best in Sheboygan County. In fact, the WDNR as classified Nichols Creek as a Class 1 trout stream (brown trout, brook trout). Public access is available at a number of points in the Village.

Floodplains

Floodplains are often viewed as valuable recreational and environmental resources. These areas provide for stormwater retention, groundwater recharge, and habitat for various kinds of wildlife unique to the water.

Development permitted to take place in these areas is susceptible to storm damage and can have an adverse effect on water quality and wildlife habitat. In addition, it can also result in increased development and maintenance costs such as providing flood proofing, repairing damage associated with flooding and high water, increased flood insurance premiums, extensive site preparation, and repairing water-related damage to roads, sewers, and water mains. Some communities have special ordinances for buildings within the floodplain for remodeling and expanding. New expansions may have to be compliant to the rules of floodplain construction.

As a result, the State of Wisconsin requires that counties, cities, and villages adopt a floodplain zoning ordinance to address the problems associated with development in floodplain areas. Development in floodplain areas is strictly regulated and in some instances is not permitted. Cascade has a stand-alone floodplain zoning ordinance that was updated in 2009 to comply with the latest state requirements.

Figure 2.7 shows approximately 20% of the Village within the 100-year floodplain as mapped by the Federal Emergency Management Agency (FEMA). An on-site review of the floodplain elevation is necessary to determine the most accurate location of the floodplain boundary.

Wetlands

According to the Wisconsin Department of Natural Resources (WDNR), wetlands are areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophilic vegetation. Other common names for wetlands are swamps, bogs, or marshes. Wetlands serve as a valuable natural resource. Figure 2.7 shows wetlands covering about 14% of the Village according to the Wisconsin Wetland Inventory.

Wetlands act as natural pollution filters, making many lakes and streams cleaner and drinking water safer. They act as groundwater discharge areas and retain floodwaters. Filling or draining of wetlands is costly, destroys the productive capacity of the ecosystem and can adversely affect surface water quality and drainage. Finally they provide valuable and irreplaceable habitat for many plants and animals.

Because of their importance, there are strict regulations regarding wetlands. Wisconsin Administrative Codes NR 115 and NR 117 fall under the jurisdiction of the WDNR, and mandate that shoreland wetlands be protected in both the rural and urban areas of the State. In the unincorporated areas, NR 115 provides the legislation to protect wetlands of five acres or more that are within the jurisdiction of county shoreland zoning ordinances. Wetlands not in the shoreland zone are protected from development by the federal government and the WDNR through Section 404 of the Clean Water Act, and NR 103, respectively. It should be noted that all wetlands, no matter how small, are subject to WDNR and possibly federal regulations, if they meet the State definition.

[Map: Figure 2.7 Floodplain & Wetlands]

Woodlands

Woodlands throughout Sheboygan County are comprised primarily of sugar maple, yellow birch, American beach, basswood, red oak, red pine, hemlock, silver maple, paper birch, aspen, white cedar, and small stands of the northern hardwood species. Also seen in the County are balsam fir, white spruce, black spruce, and tamarack. These woodlands provide an aesthetic and natural purpose, providing habitat to many animals. Significant tracts of woodlands in the Village include approximately 30 acres in the southeastern corner, about 27 acres in the northwestern corner, and about 45 acres north of STH 28 and east of Clark Street. Overall, about 29% of the Village land area is categorized as woodlands.

The health of trees within the Village should be monitored and steps taken to limit the spread of disease to nearby trees. Since there are some ash trees within the Village, an effort should be made to watch for signs of the destructive Emerald Ash Borer.

Metallic and Non-Metallic Mining Resources

Mining has economic value to multi-regional areas, but also has the ability to degrade natural resources. Any new mines need to have a permit granted by the WDNR, which includes a reclamation plan. Wisconsin State Administrative Code NR135 gave this authority to the counties.

Sheboygan County has enacted a non-metallic mining program; however, any town or municipality may develop and administer their own non-metallic mining reclamation program within the guidelines of Chapter NR 135. Nevertheless, this program will not improve sites that have discontinued mining operations prior to December 1, 2000.

A reclamation plan is a detailed technical document designed to meet the goals that will lead to successful reclamation and will help reduce the negative effects to the environment once the mine is abandoned. The plan has minimum standards that must be met before acceptance. The WDNR defines successful reclamation as “the restoration of all areas disturbed by mining activities including aspects of the mine itself, waste disposal areas, buildings, roads and utility corridors.” Restoration is defined as “returning of the site to a condition that minimizes erosion and sedimentation, supports productive and diverse plants and animal communities and allows for the desired post-mining land use.” Currently there is no metallic mining occurring in Sheboygan



Inactive gravel pit east of Ellenview Road (K.S.)

County. However, sand, gravel, and crushed stone (non-metallic resources) are nonrenewable resources mined in the region. Figure 2.8 shows the potential gravel source areas in or near the Village of Cascade. There are two inactive mining sites in the Village, one in the southwestern corner and another on the eastern edge of the Village just south of STH 28.

Sand, gravel, and crushed stone are needed for sub-base materials for road construction as well as a major component in concrete for foundations, basement walls, sidewalks, etc. As the region undergoes further growth and development, there will be greater demands for sand, gravel, and crushed stone. Even though sand, gravel, and

[Map: Figure 2.8 Non-Metallic Mining Sites]

crushed stone are ubiquitous, some deposits are of far better quality than other deposits. Gravel and crushed stone deposits with low chert content are best suited for concrete. Gravel deposits with low percentages of foliated metamorphic rock, gabbro, and basalt fragments are best suited for sub-base material and concrete. Outwash plains, kames, eskers, dunes, point bars, and stream channels are the best sources for better quality sand and gravel.

Sand, gravel, and crushed stone have low “intrinsic value”, but high “place value”. Intrinsic value refers to cash value of a given unit (weight or volume) of the product, while place value refers to the cost of transporting a given unit of the product. Construction costs increase significantly as the distance from the source of sand, gravel, and crushed stone increases, to the point that transportation costs may exceed production costs.

Environmental Corridors

Environmental corridors serve many purposes. They protect local water quality and wildlife habitat through identification and preservation of environmentally sensitive areas. They can be used as a means of controlling, moderating, and storing floodwaters while providing nutrient and sediment filtration. Environmental corridors can provide fish and wildlife habitat, recreational opportunities, and serve as buffers between land uses while improving the aesthetics of the community. The environmental corridor process is also used as part of the planning process for making planning and zoning decisions at the local level. Environmental corridors receive some measure of protection in the Conservancy District of the Village’s zoning.

The concept of a corridor is based on the delineation of environmental features adjacent to waterways and water-related resources. The Bay-Lake Regional Planning Commission has defined environmental corridors to include the following set of uniformly available information: WDNR wetlands; Federal Emergency Management Agency’s (FEMA) 100-year floodplains; areas with slopes greater than or equal to 12 percent; lakes, rivers, streams and ponds; a 75-foot lake and river setback; and, a 25-foot buffer of wetlands. Many of the Commission’s planning activities require delineation of environmental corridors (comprehensive plans, watershed plans, sewer service area plans, etc.).

Other features that are considered as part of the environmental corridor definition on an area-by-area basis include: designated scientific and natural areas; unique and isolated woodland areas; scenic viewsheds; historic and archaeological sites; unique geology; wetland mitigation sites; isolated wooded areas; unique wildlife habitats; parks and recreation areas; and other locally identified features. The Commission has defined environmental corridors for Sheboygan County to help in identifying areas that have the greatest need for protection. These corridors were delineated using of the Commission’s Geographic Information System (GIS) to overlay a variety of features. Figure 2.9 shows these environmental corridors, which cover about 40% of the Village.

[Map: Figure 2.9 Environmental Corridors]

Air Quality Issues

The U.S. Environment Protection Agency (EPA) uses six “criteria pollutants” as indicators of air quality: ozone, carbon monoxide, nitrogen dioxide, sulfur dioxide, particulate matter and lead. For each of these, the EPA has established “primary” standards to protect public health, and “secondary” standards to protect other aspects of public welfare, such as preventing materials damage, preventing crop and vegetation damage, or assuring visibility. These standards are called the National Ambient Air Quality Standards (NAAQS). Areas of the country where air pollution levels persistently exceed these standards may be designated “non-attainment.”

Sheboygan County is considered a non-attainment area for the “8 hour” ozone standard (NAAQS). Sheboygan County was in attainment of the “1 hour” ozone standard, but the new standard has gone into effect. The Governor of Wisconsin recommended non-attainment designation for Sheboygan County under the 8 hour standard in 2003 and the US Environmental Protection Agency designated Sheboygan County as non-attainment on April 15, 2004, with an effective date of June 15, 2004.

Open burning of a few specified items is allowed within the Village after 4:00 p.m. on weekdays and on weekends after notification of the Cascade Fire Chief. No major air quality problems have been reported as a result of this policy.

Wildlife Habitat

Wildlife habitat can be defined as areas that provide enough food, cover, and water to sustain a species. Major wildlife species using local habitats either within the Cascade or in the surrounding area may include songbirds, white-tailed deer, squirrels, and small mammals. Several species of geese and ducks inhabit the open water areas in the Village. Some of the old fields, agricultural land, and wetlands provide habitat for pheasants, raccoon, skunk, muskrats, red fox, and mink.

Sheboygan County lies within an important migratory corridor for songbirds, shorebirds, waterfowl, and raptors. These birds, possibly including some threatened or endangered species, use wooded and wetland areas for food and shelter during migration.

Threatened and Endangered Resources

Many rare, threatened, and endangered species are found within Sheboygan County. Potential impacts should be discussed before development occurs so as not to disturb potential habitats for these flora and fauna. Page 40 of the *Sheboygan County Natural Areas and Critical Resources Plan (2004)* lists the known rare species and natural communities within the County as recorded in the Wisconsin Natural Heritage Inventory.

Parks and Open Spaces

Parks are discussed in Chapter 6 - Utilities & Community Facilities. Approximately 72% of the area (about 359 acres) within the current Village limits could be described as undeveloped “open space,” characterized primarily by a mixture of farm fields, woodlands, and wetlands. The majority of land surrounding Cascade is also “open,” characterized by this same mix. According to data from Bay-Lake Regional Planning Commission in 2002, the Town of Lyndon, which surrounds the Village, was approximately 96% “open space.” For comparison’s sake, in 2002 the Villages of Adell and Waldo, each a few miles from Cascade, were 64% and 77% “open space,” respectively. See Figure 2.10 for locations of Village parks and publicly owned lands within the Village.

[Map: Figure 2.10 Publicly Owned Lands]

Scientific and Natural Areas

As of the date of this planning process, areas within or abutting Cascade have not been designated as State scientific or natural areas.

Historic and Archeological Resources

When the first European settlers came to the area, there were approximately 1,000 Native Americans living in the county, composed mainly of the Pottawatomie, Chippewa, Ottawa, Winnebago and Menominee tribes. Their villages and camps were clustered on the bank or shore of practically every lake or stream, with the largest villages situated along the shore of Lake Michigan. Figure 2.11 lists historic sites and Figure 2.12 lists archeological sites in Cascade and the areas of the Town of Lyndon immediately adjacent to the Village.

Figure 2.11 – Historic Sites							
Record #	Location	Current Name and/or (Historic Name)	Wall Material	Style or Form	Resource Type	Construction Date	Designer Name
82137	unknown	St. Paul's Lutheran		High Victorian Gothic	church	1905	Charles Hilberthausen
82139	Wisconsin St. and STH 28	United Methodist Church (United Brethern Church of Cascade)		Other Vernacular	church	1872c	
82140	Wisconsin St. and STH 28	Crafter's Inc. (Dr. Arno W. Kratzsh)		Other Vernacular	house	1885c	
82677	501 Madison Ave		Clapboard	Queen Anne	house		
82678	Wisconsin St., E side, 100 feet s of Madison		Board	Astylistic Utilitarian Building	barn		
82679	S. corner of Cedar and Milwaukee	St. Paul Lutheran Church	Cream City Brick	Gothic Revival	church	1905	Charles Hipertshausen

Figure 2.12 – Archaeological Sites			
Site # / Burial Code	Site Name / Type	Cultural Study Unit	Section #
SB-0008	FORD GROUP 1. Mound(s) - Other/Unk 2. Cemetery/burial	1. Unknown	21
SB-0124	Unnamed Site 1. Mound(s) - Other/Unk 2. Cemetery/burial	1. Unknown	21
SB-0008	FORD GROUP 1. Mound(s) - Other/Unk 2. Cemetery/burial	1. Unknown	21
SB-0010	LITTLE PRAIRIE VILLAGE 1. Campsite/village 2. Cemetery/burial	1. Historic Indian 2. Unknown Prehistoric	28
SB-0011	JOHNSON BURIALS 1. Cemetery/burial	1. Unknown	29

SB-0012	LAKE ELLEN MOUNDS 1. Mound(s) - Other/Unk 2. Cache/pit/hearth 3. Cemetery/burial	1. Unknown Prehistoric	29, 30, 31, 32
BSB-0012	Unnamed Cemetery		Lyndon
BSB-0014	ST. MARY'S CATHOLIC CEMETERY 1. Cemetery/burial	1. Historic Euro-American	Lyndon

Source: Sheboygan County Natural Areas and Critical Resources Plan

Cultural Resources

Community Organizations

- Cascade Lions Club
- Cascade Sportsman's Club
- Ridgerunners Sportsman's Club
- Cascade Recreation Association
- Cascade Fire Department
- Cascade First Responders
- American Legion - Unit 386, Ambelang, Ebelt, Lau
- Cascade Apollo Riders Snowmobile Club
- Roundabouts 4-H Club
- Cub Scouts, Girl Scouts

Events

- Cascade Fireman's Picnic
- Softball Tournament
- First Responders Breakfast
- Poultry Raffle
- Apollo Riders Pizza Fundraiser
- Souperamma
- Lions' Chicken Barbecue

Community Design

Community design addresses the “look” and “feel” of a community. A variety of features contribute to community design, and these are identified below.

Signage

This includes signs that identify businesses; billboards and similar advertising signs; municipal signs; and yard signs. Section 9.0 of the Zoning Ordinance Village of Cascade contains regulations for a variety of signs.

Public Landscaping

Parks, medians, and areas around public buildings often contain landscaping that can set a particular tone for a community. Cascade, for example, has well manicured shrubbery around its Village Hall. The Village's Parks Committee oversees new and existing public landscaping within Cascade.

Landmarks

Landmarks are well-known reference points, prominent features, or meaningful locations within an area. Care should be taken to preserve landmarks, or enhance them, as necessary, if public opinion is supportive and funds are available. The prominent landmarks in Cascade are:

- Village Hall
- Memorial Park
- Fire Department
- Mill Pond
- Bowling Alley
- Old Mill
- Churches



St. Paul's Evangelical Lutheran Church (K.S.)



Welcome sign on Village's west end (K.S.)

Highway Entryways

Also known as “front doors” to a community, these are often the first view visitors and residents have of a community upon arrival. Many communities dress up these entryways with special signage, lighting, and landscaping in order to create a favorable impression. The primary entryways are:

1. STH 28 from the east
2. STH 28 from the west

Currently, both Village entryways have a custom, landscaped welcome sign in addition to the standard sign used statewide containing the village name and population.

Districts

Districts encompass easily delineated areas within a community, such as a historic district or a central business district. Special regulations may apply in such districts. Cascade does not currently have any officially delineated districts.

RESOURCES STRATEGY AND RECOMMENDATIONS

The Village of Cascade will seek direction for this element from the vision and goals identified through the public participation process:

Vision

“We envision Cascade as a family-oriented, moderately growing village with small community atmosphere. We value our school and neighborhoods that are safe. Our village will continue to provide affordable services to a mix of residences and small retail businesses that make Cascade a great place to live, work, and play.”

Goals, Objectives, Policies, Programs

1) The Village supports the protection of significant natural areas, including wetlands, wildlife habitats, lakes, stream corridors, woodlands, open spaces, and groundwater resources.

(This goal is required under the “planning grants” section of Wisconsin Statutes Chapter 16.)

Just under two-thirds of the respondents to the 2008 Village of Cascade Citizen Input Survey agreed that the protection of woodlands, wetlands, and open spaces in Cascade was important.

- a) *Policy/program:* Continue to utilize the Conservancy zoning district in appropriate areas of the Village as a means to protect critical natural resources.
- b) *Policy/program:* Encourage site plans to include layouts and designs that buffer important natural resources and habitats (especially Nichols Creek) from development impacts.

Further, over 60% of respondents to the survey agreed or strongly agreed that the aesthetic/scenic value of the Mill Pond was important. Just over 31%, which was the highest response, felt dredging the Mill Pond was the best management strategy for the future.

- c) *Policy/program:* Continue to obtain input on management strategies for the Mill Pond, and strive to be aware of funding options.
- d) *Policy/program:* Management strategies will strive to keep the aesthetic/scenic value of the Mill Pond as a priority.

2) The Village supports preservation of important cultural, historic, and archaeological sites.

(This goal is required under the “planning grants” section of Wisconsin Statutes Chapter 16.)

- a) *Policy/program:* Upon request and submittal of appropriate fees for time and materials, the Village will forward appropriate records of historical value to interested organizations.
- b) *Policy/program:* Use the conditional use permit option in the Zoning Ordinance when appropriate and continue to work with landowners to minimize impacts on historic structures and archaeological sites.
- c) *Policy/program:* Continue enhancing Village landmarks and entryways with special signage, lighting, and/or landscaping.

3) The Village supports the conservation of productive agricultural areas.

(This goal is required under Wisconsin Statutes Chapter 66.)

Since a strong agricultural economy in the Town of Lyndon also benefits the Village of Cascade economy and ensures the area around the Village will remain rural in character, the Village will strive to support agriculture and open space preservation in the Town of Lyndon.

- a) *Policy/program:* The Village will strive to work with ag-related businesses looking to locate or expand in Cascade.
- b) *Policy/program:* Since residential growth in the area is preferred to take place in Cascade rather than in the agricultural areas of the Town of Lyndon, the Village will be open to working with subdivision developers, as long as the Village can retain its small-town atmosphere.
- c) *Policy/program:* The Village will be flexible with its zoning when possible to allow for some large lots and open space in new subdivisions within the Village in order to attract people who might otherwise seek to buy a lot out in the Town of Lyndon.

4) The Village supports sound management of park lands and recreational resources.

(This goal is required under Wisconsin Statutes Chapter 66.)

- a) *Policy/program:* The Village will continue to work with the public and private sectors, as appropriate, to ensure park lands and recreational resources within the Village are maintained and enhanced as needed.

5) Non-metallic mining sites will limit negative impacts to the environmental features within the Village of Cascade as well as its existing developments.

- a) *Policy/program:* Non-metallic mining sites will comply with existing ordinances and carry out applicable reclamation plans.
- b) *Policy/program:* The Village recognizes the value of non-metallic resources and will notify all non-metallic mining interests who have asked the Village to do so before making any rezoning decision that would affect an area of significant potential gravel resources as identified on Figure 2.14. *(This policy is required under Wisconsin Statutes Chapter 66.)*

CHAPTER 3 - HOUSING AND POPULATION

INTRODUCTION

Housing is sometimes taken for granted by community planners. This is unfortunate, because quality housing is not only a basic human need, it attracts and retains workers, drives population growth, forms a major part of a community's image, and provides stability in a community. On an individual level, a home is usually the largest expenditure most residents make in their lifetimes. This chapter will discuss the status of housing in Cascade, identify priority issues, and recommend possible ways to address those issues.



A residential neighborhood in Cascade.

66.1001(2)(b)

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

CHAPTER SUMMARY

Although recent population growth in the Village of Cascade has exceeded projections by WisDOA, it has not been excessive. The Village remains attractive to families and to retirees, no doubt at least in part to its small-town atmosphere, which it will strive to maintain through a managed growth strategy.

Owner-occupied single-family housing is the predominate type of housing in Cascade. On average, the housing in the Village is older than in all other villages in the County. This is probably a factor in the median value, which is also the lowest. This has helped make housing more affordable than most other places in Sheboygan County. The high percentage of older homes, however, may also signal a need for more intensive maintenance both now and in the future.

POPULATION CHARACTERISTICS

Population Trends

Based on historical trends, the Wisconsin Department of Administration (WisDOA) projects the Village of Cascade's population to *decrease* from 2010 to 2025, at a rate of -7%. (Figure 1.8). Contributing factors behind this projection are probably the anticipated losses of young workforce age residents who are likely to find more job opportunities in larger communities, and elderly residents with limited income and needs for specialized services and subsidized housing moving to larger communities better able to meet their needs. However, official population estimates for Cascade in 2007 put the Village's population at 704, which already exceeds all of the projections.

Seasonal Population

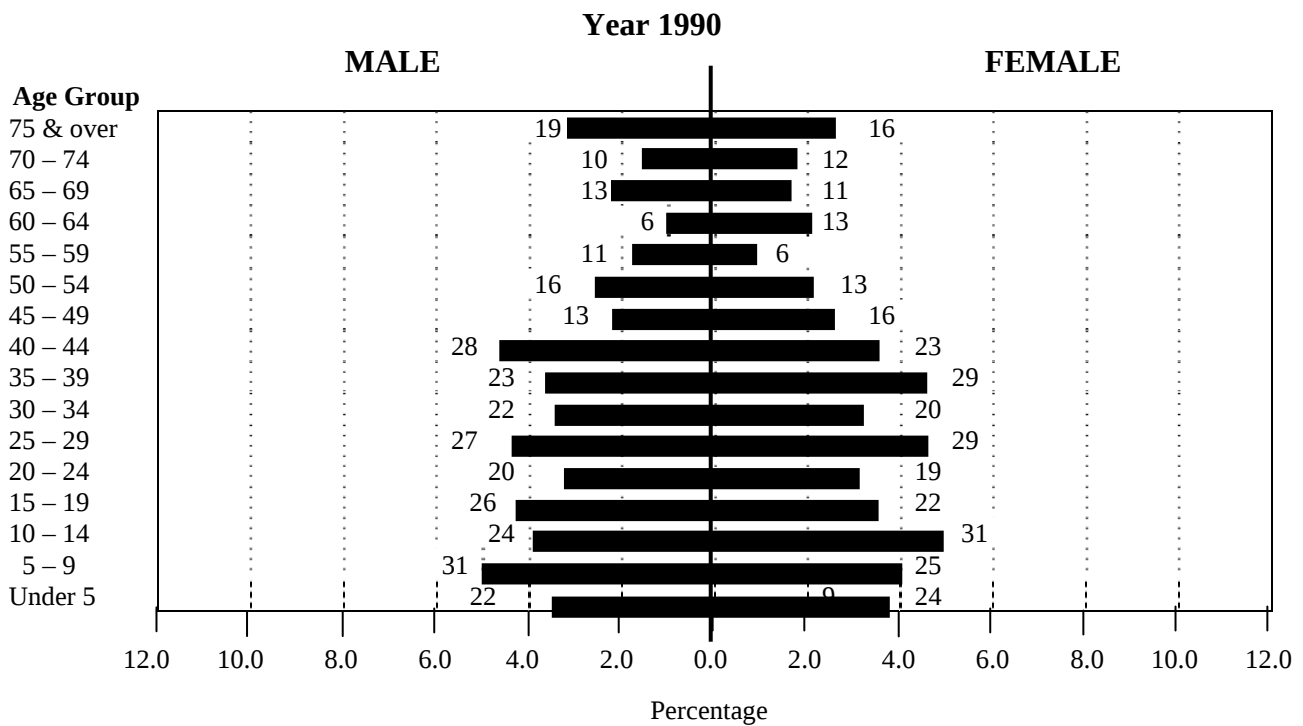
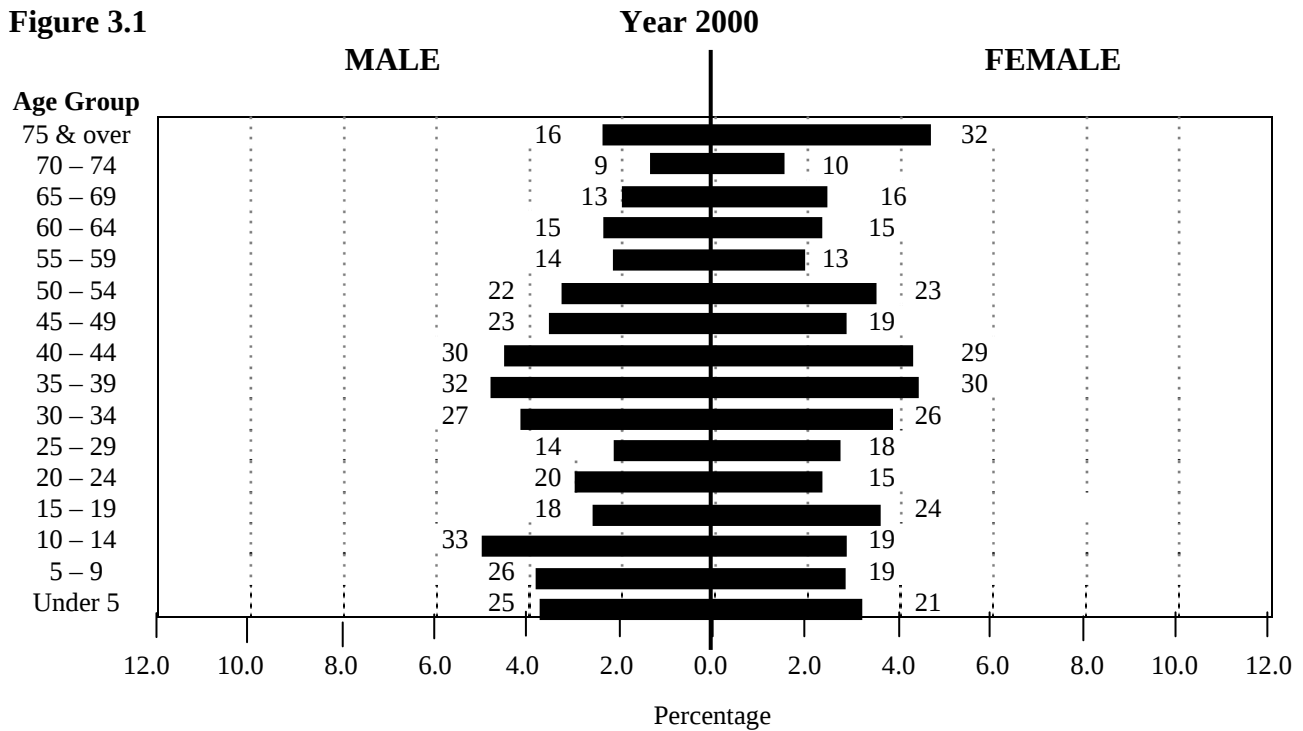
The estimated seasonal population was found by multiplying the number of seasonal housing units in Cascade according to the U.S. Census by the average number of persons per household in Cascade (2.6). In 2000, Cascade had 0 seasonal housing units, creating an estimated seasonal population of 0 persons. For comparison's sake, the seasonal population for Adell was 0; for Random Lake it was 51; and for Waldo it was 0.

Decade Population Pyramids

Figure 3.1 represents the distribution of age and gender from 1990 to 2000 for the Village of Cascade. Because Cascade's total population did not change substantially, the numbers in the two charts can be compared against each other. When comparing the 1990 chart to the 2000 chart, it is helpful to remember that a particular age group in the 1990 chart shows up 10 years later in the 2000 chart.

For starters, the data shows that most of those who were of pre-school or elementary school age in 1990 (102 children) remained in the Village over the course of their schooling: ten years later, when these children had aged to between 10-19, their total was 94. As is typical for many rural communities, the Village then saw a substantial drop off when teenagers reached adulthood and were able to move away to college or other opportunities. Those who were 10-19 in 1990 numbered 103; ten years later, when these individuals were in their 20s, the number in the Village had dropped to 67, despite an overall increase in the Village's population.

Though the Village loses young people in their 20s, it appears to become attractive again when individuals reach their 30s and settle down to raise families. While there were only 95 people in their 20s in 1990, ten years later, the number of residents in their 30s had jumped 21% to 115. Residents in their 30s in 1990 (94) stuck around for their 40s (101). However, some residents in their 40s in 1990 (80) were no longer living in the Village for their 50s (72). Finally, the Village becomes attractive to people in their retirement years; while there were only 89 residents in their 50s and 60s in 1990, ten years later there were 126 residents over 60 years of age.

Figure 3.1

Source: U.S. Census Bureau

HOUSING INVENTORY

Housing Permits

New construction in the Village has proceeded at a slow to moderate pace during the last ten years. However, there have been a significant amount of remodeling projects initiated during this period, which should help to improve or maintain the overall quality of the housing stock.

Figure 3.2 – Total Housing Permits Issued, 1999-2008				
Year	New Construction (Units and Value)		Additions, Alterations, and Renovations (Units and Value)	
1999	1	*	36	*
2000	2	*	49	*
2001	3	*	49	*
2002	2	*	47	*
2003	6	\$852,000	51	\$215,100
2004	8	\$1,170,600	97	\$361,655
2005	4	\$644,090	66	\$406,470
2006	0	\$0	50	\$373,753
2007	2	\$360,760	62	\$592,009
2008	1	*	51	*

Source: Village of Cascade *Data not available

Historic and Projected Household Size

As shown in Figure 3.3, the average household size in the Village of Cascade, like other communities, has been decreasing and is projected by WisDOA to continue a steady decline. One would expect the square footage of new homes to decrease along with household size, but this is not necessarily the case, as was seen in the 1990s when new homes were built larger despite the drop in household size.

The projected population for the Village of Cascade by the year 2025 is 668. (This has already been surpassed.) The average household size for the Village is projected to be 2.49 in 2025. Consequently, the number of housing units needed to support the population of 2025 would be 269. As of 2007, there were already approximately 273 housing units in the Village.

Figure 3.3 – Historic and WisDOA Projected Persons Per Household						
Area	2000	2005	2010	2015	2020	2025
Adell	2.50	2.48	2.45	2.43	2.41	2.39
Cascade	2.57	2.60	2.57	2.53	2.51	2.49
Glenbeulah	2.47	2.46	2.43	2.40	2.38	2.37
Random Lake	2.53	2.51	2.48	2.45	2.44	2.42
Waldo	2.66	2.65	2.61	2.59	2.55	2.54
Sheboygan County	2.59	2.57	2.54	2.52	2.50	2.48

Source: Wisconsin Department of Administration

Housing Types - Units in Structure

At 79.8%, the level of single-family detached units in Cascade is higher than the percentage for the County overall. Figure 3.4 shows a limited mix of housing types, which is typical for a small, rural village. 101 respondents to Question #7 on the 2008 Citizen Input Survey for the Village of Cascade favored single-family housing as the predominate type of future housing if the Village continues to grow. The next highest response was for housing for senior citizens (52).

Figure 3.4 – Total Units in Structure, 1990 & 2000						
	Village of Cascade 1990		Village of Cascade 2000		Sheboygan County 1990	Sheboygan County 2000
Structure	Units	Percent	Units	Percent	Percent	Percent
1 unit, detached	154	75.5%	217	79.8%	66.0%	65.0%
1 unit, attached	2	1.0%	11	4.0%	1.7%	2.8%
2 unit	27	13.2%	17	6.3%	17.0%	14.1%
3 or 4 unit	11	5.4%	14	5.1%	3.9%	3.8%
5 to 9 unit	0	0.0%	0	0.0%	1.9%	3.2%
10 to 19 unit	8	3.9%	13	4.8%	2.7%	2.5%
20 or more unit	0	0.0%	0	0.0%	3.1%	4.1%
Mobile home	2	1.0%	0	0.0%	2.4%	2.9%

Source: U.S. Census Bureau. (Figure 3.8 is based on Census data compiled from the long form, which was sent to a random sample of residents. Because of this, the number of units for each structure type are estimates.)

Housing Occupancy and Tenure

The percentage of owner-occupied housing in Cascade increased from 1990 to 2000 and now compares favorably with other villages in the County.

The vacancy rate, which indicates the availability of homes on the market, was slightly lower in 2000 in Cascade than in villages overall in Sheboygan County. The rate of 5.2% for Cascade was very close to the traditionally recommended level of 5%. (“A vacancy rate of 5% or more is generally adequate to meet a short-term increase in housing demand,” p. 99, *The Small Town Planning Handbook, Second Edition*, Daniels, Thomas L., et al.)

Figure 3.5 – Housing Occupancy and Tenure, 1990 & 2000						
	Village of Cascade 1990		Village of Cascade 2000		All Villages in the County 1990	All Villages in the County 2000
Units	Number	Percent	Number	Percent	Percent	Percent
Occupied	214	97.3%	255	94.8%	94.5%	93.7%
Owner	159	74.3%	204	80.0%	79.8%	79.2%
Renter	55	25.7%	51	20.0%	20.2%	20.8%
Vacant	6	2.7%	14	5.2%	5.5%	6.3%
Seas., Recr., Occas. Use Other	3	1.4%	0	0.0%	3.3%	3.6%

Source: U.S. Census Bureau

Age of Housing

As of 2000, Cascade had 105 housing units that were built before 1940, which was 38.6% of its total stock. When compared to other villages in the County (29.7%) this figure is somewhat high. Older homes generally require more maintenance and repair than newer homes, and are not as energy efficient, but well-maintained older homes can provide a good source of affordable housing and enhance the overall character of a community.

Figure 3.6 – Year Structure Built, Cascade and All Villages in Sheboygan County			
Year Structure Built	Number of Units in Cascade	Percentage of Cascade Housing Stock	Percentage of Housing Stock in all Villages
1990 to 2000	57	21.0%	19.7%
1980 to 1989	11	4.0%	12.1%
1970 to 1979	33	12.1%	15.2%
1960 to 1969	14	5.1%	8.5%
1940 to 1959	52	19.1%	14.8%
1939 or earlier	105	38.6%	29.7%

Source: U.S. Census Bureau

Condition of Housing Stock

Age is often an indicator of the overall condition of the housing stock. Though there are exceptions, it is generally true that older houses are not in as good of a condition as newer ones. Revitalizing older homes or rehabilitating them for multi-family use can help sustain the necessary levels of housing units to support local populations. Since nearly four in ten houses in Cascade were built before 1939, some homeowners may need help in the form of special financing or programs to rehabilitate or refurbish their older homes.

Housing Values

Besides the *age* and *condition* of the housing stock, *supply* (covered later in this chapter) and *cost* (covered here) determine the overall availability of local housing. According to the 2000 Census, the median value of an owner-occupied home in Cascade was \$99,100, compared to an average value for area villages of \$115,150. As can be seen from Figure 3.7 on the next page, Cascade housing values also increased more slowly than in other villages. This may be due to the older age of the housing stock in Cascade.

Figure 3.7 – Median Home Values for Villages in Sheboygan County			
Village	1990 Median Home Value	2000 Median Home Value	Percent Change
Adell	\$55,900	\$113,400	103%
Cascade	\$54,500	\$99,100	82%
Cedar Grove	\$58,800	\$117,400	100%
Elkhart Lake	\$71,200	\$118,400	66%
Glenbeulah	\$42,300	\$84,500	100%
Howards Grove	\$71,400	\$127,000	78%
Kohler	\$73,700	\$144,400	96%
Oostburg	\$57,300	\$113,200	98%
Random Lake	\$68,200	\$133,200	95%
Waldo	\$51,600	\$100,900	96%
Village Average	\$60,490	\$115,150	90%
County Average	\$59,400	\$106,800	80%

Source: U.S. Census Bureau

Figure 3.8 breaks down the value of owner-occupied housing units in Cascade into ranges and compares the Village with other villages and Sheboygan County as a whole. This table can give a community an indication of whether it has the right “mix” of housing for different income levels. When compared to other villages, Cascade has substantially more homes on the lower end of the range and fewer on the higher end.

Figure 3.8 – Ranges of Owner-Occupied Housing Value in 2000			
Cost Range	Cascade Percent of All Housing	County Villages Percent of All Housing	Sheboygan County Percent of All Housing
Less than \$50,000	1.1%	0.8%	2.2%
\$50,000 to \$99,999	50.3%	27.1%	42.2%
\$100,000 to \$149,999	39.0%	45.8%	34.7%
\$150,000 to \$199,999	9.6%	16.5%	12.9%
\$200,000 or more	0.0%	9.8%	8.0%

Source: U.S. Census Bureau

Housing Costs - Mortgage and Rent

Nearly every community suffers from a shortage of affordable housing. Affordable housing, however, is *not* the same as low-income housing. According to the U.S. Department of Housing and Urban Development (HUD), housing affordability is defined as paying no more than 30% of household income for housing (including utilities). The 2000 Census shows the median household income in Cascade was \$47,232. Assuming a household earned the median income in 2000, the

maximum monthly mortgage or rent, plus utilities, an average household could afford for housing was approximately \$1,181.

Owner Costs and Income Comparison

According to the 2000 Census, the median gross mortgage for owner-occupied housing units was \$833 within Cascade, which was the second lowest in the County among the 10 villages. Only 24 (9.8%) of Cascade owner-occupied housing units paid more than 30% of their income for monthly owner costs, which again was the second lowest among all 10 villages.

Rent and Income Comparison

According to the 2000 Census, there were 51 renter-occupied units in Cascade, and the median gross rent for renter-occupied housing units was \$492 within Cascade, which placed it in the middle of the County's 10 villages, and slightly below the Sheboygan County median of \$496. Only six Cascade households (10%) paid more than 30% of their income in rent, which was the lowest percentage among villages in the County.

Projected Housing Units

Demographics, migration trends, and population forecasts indicate that change appears to be inevitable. Estimating the *amount* of growth, however, is difficult if not impossible. Demographic trends are influenced by “free will” factors, such as whether to marry or remain single, whether to have children and how many, and so forth. Migration trends can change dramatically if federal policies are altered. Population forecasts for a particular community are subject to a large variety of factors, including highway expansions, plant relocations, and the attractiveness of surrounding communities, which Cascade has little or no control over.

There is no guarantee that recent development trends will continue — and even if there were, there is no reason that a community necessarily has to allow past trends to continue if they are not desired. To address these factors, many plans present separate *high growth*, *moderate growth*, and *low growth* scenarios — and the community can choose which scenario it wants to encourage.

When asked on the 2008 Citizen Input Survey how they would describe the Village in 20 years, 56.6% of respondents selected “Rural country village.” This was by far the top selection. For this and other reasons, **the Village of Cascade has chosen a managed growth scenario**. Although this means substantial growth will not be pursued by the Village, annual growth will still surpass the extremely conservative projections made by WisDOA.

Figure 3.9 – WisDOA Household Projections for Village of Cascade		
Year	Total Households Projected by WisDOA	Households Added Per Year
2010	263	2
2015	266	3
2020	267	1
2025	268	1

Source: Wisconsin Department of Administration

Subsidized and Special Needs Housing

Due to the larger than ever numbers of aging citizens in the U.S. population, which is slated to continue until dropping off around 2040, many communities have begun to explore how they will meet the housing needs of this group. Options for relatively healthy older citizens currently include, 1) continued independent living in single-family homes, if transportation and other needs are met, 2) independent living in condos or apartments designed and designated for seniors, 3) Subsidized Rental Housing Projects, and 4) Independent Senior Living Units.

1. Many older citizens still live satisfactorily in the single-family homes they have lived in for the past several decades. Mortgages on these homes are often paid off. Seniors are typically comfortable in these homes and not eager to leave, even when health problems begin. These homes are generally well cared for, but in some cases, due to lack of mobility or the loss of a spouse, maintenance can become neglected. As long as property taxes do not become overly burdensome and sufficient transportation options and public services remain available, some senior citizens can live in their homes into their eighties and beyond. (While this is certainly an option in Cascade, where there are many affordable homes that are small in size and located on small lots, individuals who lack mobility may find it difficult to obtain transport to a grocery store, pharmacy, doctor's appointment, etc.)
2. Condominiums, townhouses, and apartments have become increasingly attractive options for older citizens. Typically, such housing is smaller and easier to maintain than a single-family house, and when properly sited near bus lines and other amenities, they are more convenient for older lifestyles. (Currently, there is very little of this type of housing in the Village.)
3. Subsidized Rental Housing Projects include Zion Community Apartment in Adell, Hawthorne Woods Apartment and Quit Qui Oc Manor in Plymouth, **Cascade Manor in Cascade**, Country Harbor in Random Lake, DeGelder Huis in Cedar Grove, and several sites in Sheboygan.
4. Independent Senior Living Units are typically multi-unit apartment style settings that are designed for independent older adults. Room sizes range from studio/efficiency units to one and two bedroom apartments. Most facilities have a recreation room or common area for social gatherings. There is often a manager available to make referrals, organize events, or assist with independent living. Minimum age limits usually apply in these facilities. Some facilities may also require a resident's annual income to fall below certain guidelines. (The closest facilities to Cascade are Briarwood Cottages in Plymouth, 40 units; Colonial Columns in Plymouth, 28 units; and South Horizon Apartments in Plymouth, 32 units.)

The number of residents over the age of 75 in Cascade in 2000 was 48. Population projections and demographic trends point to an increase in this number over the next 20 years. A sizable 69.7% of respondents to the 2008 Citizen Input Survey supported planning to provide senior citizen housing within Cascade to address future housing needs.

Housing Development Environment

There will likely be a need for some new housing in order to replace older housing stock and to provide an adequate supply for the modest growth that is anticipated.

Using records from Sheboygan County, an analysis was done to determine the number of unsold lots still remaining in the most recent developments within the Village. Based on the findings, it would appear that there is a slow but steady market demand for residential in Cascade.

Figure 3.10 – “Recent” Developments in Village of Cascade	
Development	Number of Unsold Lots Remaining
<i>Cascade Estates</i> Platted in 1974; total lots: 12	0 lots
<i>Calico Fields</i> Platted in 1977; total lots: 37	0 lots
<i>North Meadows</i> Platted in 2000; total lots: 7	0 lots
<i>North Meadows Addition #1</i> Platted in 2003; total lots: 8	1 lot
<i>North Meadows Addition #2</i> Platted in 2007; total lots: 8	8 lots

Source: Sheboygan County Register of Deeds, October, 2008

ANALYSIS AND DEVELOPMENT OF COMMUNITY POLICIES AND PROGRAMS

Housing programs

There are a variety of programs available to communities to help provide housing for residents of limited income or special needs. Resources for such programs include USDA Rural Development and the State of Wisconsin Website at www.doa.state.wi.us/dhir. Such programs include, loans and grants, funding for waste/water systems, programs for home improvement, repair and development, and support for economic development. The Lakeshore Community Action Program has an assistance program available to residents in Sheboygan County. This program is the Section 8 Voucher Housing Assistance program, which provides rental subsidies to low income families, senior citizens, handicapped, and disabled individuals who reside in rental housing. Each community must decide which program or combination of programs will enable them to reach their housing goals and maintain the desired housing environment.

The Village of Cascade operates the Cascade Housing Authority. The purpose of the Authority is to provide affordable housing opportunities for senior citizens and low-income families. This Housing Authority was established in 1978 through the Federal Housing Authority (FHA). The 12-unit facility, which averages 90% occupancy, has been well-maintained and upgraded as needed, and is in good condition.

Housing plans

There are currently no stand-alone housing plans for the Village of Cascade, Sheboygan County, or the Bay-Lake Regional Planning Commission. The housing chapter of the Bay-Lake RPC’s comprehensive plan, however, does identify issues and make broad recommendations for housing in the region. Issues identified include 1) The need for more housing for all segments of population, 2) Affordable housing for young families, 3) Ensuring that municipal ordinances do not deter or prevent the development of affordable housing, and 4) Affordable living for the elderly.

HOUSING STRATEGY AND RECOMMENDATIONS

The Village of Cascade will seek direction for this element from the vision and goals identified through the public participation process:

Vision

“We envision Cascade as a family-oriented, moderately growing village with small community atmosphere. We value our school and neighborhoods that are safe. Our village will continue to provide affordable services to a mix of residences and small retail businesses that make Cascade a great place to live, work, and play.”

Goals, Objectives, Policies, Programs

1) The Village supports appropriate efforts to provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs. *(This goal is required under Wisconsin Statutes Chapter 66.)*

- a) *Policy/program:* The Village will strive to include a variety of carefully considered options regarding lot sizes, accessory structures, in-law suites, setbacks, building materials, and related items in its zoning ordinance and building code to allow builders and remodelers flexibility in meeting the reasonable needs and preferences of residents.
- b) *Policy/program:* The Village will continue to operate the Cascade Housing Authority as a means to provide affordable housing for senior citizens and low-income families.

2) The Village will strive to promote the availability of land for the development or redevelopment of low-income and moderate-income housing as appropriate for a rural community. *(This goal is required under Wisconsin Statutes Chapter 66.)*

The first dwellings for young families are seldom high-end homes. Such families typically rely on apartments, condominiums, or modest homes on small lots.

- a) *Policy/program:* The Village will remain open to the possibility of low-density multi-family housing options, but it would prefer that larger cities and villages in the area provide these options.

3) The Village favors a managed growth scenario for the foreseeable future.

A total of 72.6% of respondents to Question #4 on the 2008 Citizen Input Survey rated the amount of growth that had occurred in the previous two years as the “right amount.” There was one small subdivision addition (8 lots) during this period.

- a) *Policy/program:* The Village will continue to strive to keep residential growth to a manageable number of new homes each year in order to maintain the Village’s small-town character and to ensure that the resources of the Village and other affected entities, such as local school districts and fire departments, can adequately serve additional growth.
- b) *Policy/program:* The Village will continue to encourage new subdivisions to be done in phases.

4) The Village supports the maintenance or rehabilitation of the local existing housing stock.
(This goal is required under Wisconsin Statutes Chapter 66.)

Since about 39% of Cascade's housing units were built before 1940, it is likely that many homeowners will have maintenance and/or rehabilitation considerations in the future.

- a) *Policy/program:* Strive to keep fees as low as possible for building permits for remodeling.
- b) *Policy/program:* The HOME Rental Rehabilitation Program (RRP) assists existing residential rental property owners in obtaining low interest loans to help defray rehabilitation expenses. Loans may be for up to 75% of the cost of repairs. The loans are available through selected local non-profit and local government sponsors that compete annually for funds. Owners are required to lease HOME-assisted units at or below HUD determined Fair Market Rent (FMR) levels and keep them affordable for a specified time based on the amount of HOME assistance. At least 90% of the units assisted under this program must be occupied by households with incomes at or below 60% of the County's median household income. The average cost of repairs for a HOME-assisted project must be between \$1,000 and \$24,999 per unit. For more information, see: http://www.doa.state.wi.us/pagesubtext_detail.asp?linksubcatid=345&linkcatid=174
- c) *Policy/program:* Rural Development - United States Department of Agriculture (USDA-RD) provides a variety of housing and community development programs for rural areas. Its programs are generally available in areas with populations of 10,000 or less. It provides support for rental housing development, direct and guaranteed mortgage loans for home buyers, and support for self-help and cooperative housing development. USDA-RD has district offices serving parts of Wisconsin. To find out about programs that might benefit your community, look in the phone book in the federal government listings under "Agriculture, Department of" for "Rural Development." Communities can also call the state office in Stevens Point at (715) 345-7600, or explore the Web site of the national office at: www.rurdev.usda.gov/agency/rhs/rhs.html
- d) *Policy/program:* Wisconsin's federally-funded CDBG Housing program assists towns and villages. These units can compete annually for CDBG funds that are used for housing and neighborhood improvement activities principally benefiting low- and moderate-income households. The maximum grant to an applicant is \$750,000. Approximately 15 state communities are awarded funds yearly. CDBG funds are used for various housing and neighborhood revitalization activities including housing rehabilitation, acquisition, relocation, demolition of dilapidated structures, and handicap accessibility improvements. For more information, see: http://www.doa.state.wi.us/pagesubtext_detail.asp?linksubcatid=321&linkcatid=174

CHAPTER 4 - ECONOMIC DEVELOPMENT

INTRODUCTION

Comprehensive planning recognizes the connection between economic development and quality of life. New growth and redevelopment can improve a community. The reason is quite simple: economic development helps pay the bills. Economic development is about working together to maintain a strong economy by creating and retaining desirable jobs, which provide a good standard of living for individuals. Increased income and wealth increases the tax base, so a community can provide the level of services residents expect. Even though the private sector is the primary source of economic activity, the public sector plays an important and, ideally, complementary role. Economic development expenditures are an investment in the community.



Cascade's main business district.

(Photo by K. S.)

Influencing and investing in the process of economic development allows a community to determine its future direction and guide appropriate types of development according to its own values. Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community.

Even though the Village of Cascade is a small community with limited businesses and industries, it is still important for local officials to review the economic factors listed in this chapter to understand the community's strengths and weaknesses (in economic terms) so that the Village can work towards promoting its identified goals.

66.1001(2)(b)

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

CHAPTER SUMMARY

As of the 2000 Census, only 9% of workers living in the Village of Cascade actually worked within the Village (this is not unusual for a small village). According to state projections, most new jobs in Wisconsin in the next few years will be in the Health Care/Services industries. Manufacturing, with the exception of non-metallic mining, will continue its slow but steady decline. There are no major employers, industrial parks, or business centers within or near Cascade; the primary contributor to the economy in the region continues to be agriculture. While Cascade has a much lower property value ratio of industrial and commercial to residential than most villages in the state, its share of property tax base grew over 30% from 2002 to 2007. Cascade's debt is \$0 and it could borrow up to almost \$2 million if needed.

The Village will always strive to improve its main commercial street, and would like to continue to foster positive relations with existing businesses. Small-scale development that is sensitive to the environment and the Village's small-town atmosphere is preferred.

LABOR FORCE CHARACTERISTICS

The labor force is comprised of employed persons and those seeking employment, and excludes persons in the armed forces or under age 16. Variations in the number of persons in the labor force are the result of many factors, such as shifts in the age and gender characteristics of the population, changes in the number of residents aged 16 and over, the proportion of this group (16 and over) working or seeking employment, and seasonal factors. An understanding of the characteristics of the local and regional labor force is an important consideration when planning an economic development strategy, since businesses and industries require an adequate supply of qualified workers.

Place of Work

Due to the small size of the Village of Cascade, it is not surprising that only 9% of workers living in the Village actually worked within the Village (see Figure 4.1 on the next page). While the low percentage of Cascade residents remaining near their homes to work is mirrored in other nearby villages and is therefore not a trend unique to Cascade, local officials should keep in mind that a higher percentage of residents commuting to work often means they are also probably doing their shopping at stores near where they work and will not be as likely to need/support local stores. Long commutes also leave less time for family, community, and entrepreneurial activities.

Figure 4.1 – Place of Work, 1990 & 2000, Cascade and Nearby Villages				
Village	Place of Work	1990	2000	Percentage Decrease
Adell residents	Within the Village	23%	14%	9%
	Within Sheboygan County	70%	59%	11%
Cascade residents	Within the Village	11%	9%	2%
	Within Sheboygan County	85%	80%	5%
Glenbeulah residents	Within the Village	11%	5%	6%
	Within Sheboygan County	94%	90%	4%
Random Lake residents	Within the Village	37%	27%	10%
	Within Sheboygan County	53%	46%	7%
Waldo residents	Within the Village	22%	10%	12%
	Within Sheboygan County	88%	77%	11%

Source: U.S. Census Bureau sampling data

Occupation

In 2000, the majority of employed persons in the Village of Cascade were in “Production, transportation, and material moving occupations” (38.1%). There were, however, significant numbers in four other categories, indicating a fairly diverse employment base.

Figure 4.2 – Percentage of Employed Persons by Occupation, 2000 Cascade & Nearby Villages					
Occupation	Adell	Cascade	Glenbeulah	Random Lake	Waldo
Management, professional, and related occupations	22.0% (60)	14.3% (48)	20.7% (48)	20.1% (175)	13.0% (33)
Service occupations	11.0% (30)	16.4% (55)	13.4% (31)	13.3% (116)	18.2% (46)
Sales and office jobs	14.3% (39)	17.6% (59)	19.0% (44)	23.3% (203)	15.0% (38)
Farming, fishing, and forestry occupations	0.4% (1)	2.4% (8)	0.0% (0)	0.5% (4)	2.0% (5)
Construction, extraction, and maintenance jobs	17.2% (47)	11.3% (38)	15.1% (35)	9.5% (83)	13.8% (35)
Production, transportation, and material moving jobs	35.2% (96)	38.1% (128)	31.9% (74)	33.4% (291)	37.9% (96)

Source: U.S. Census Bureau sampling data

Personal Income

The per return income for residents in the Village of Cascade increased 7.9% for the period 2003 to 2005, which was the highest rate of increase among area villages, and higher than the County overall (Figure 4.3). Nevertheless, the 2005 personal income of \$37,414 for Cascade residents was still the second lowest among the villages compared.

Figure 4.3 – Municipal per Return Income, Cascade & Selected Areas				
	Dollars			% Change
Area	2003	2004	2005	2001-2004
V. of Adell	\$38,011	\$38,385	\$40,553	6.7%
V. of Cascade	\$34,686	\$36,848	\$37,414	7.9%
V. of Glenbeulah	\$39,379	\$36,420	\$38,130	-3.2%
V. of Random Lake	\$39,350	\$39,872	\$41,467	5.4%
V. of Waldo	\$33,668	\$34,810	\$35,088	4.2%
Sheboygan County	\$41,786	\$42,972	\$44,381	6.2%

Source: Wisconsin Municipal Per Return Income Report, for years cited.

Unemployment Rate

For the period 2000 to 2009, the civilian labor force in Sheboygan County decreased 5.7% after increasing 12% during the 1990s. Nevertheless, the County has typically had a lower unemployment rate than the rest of the state. (Data is not available at the village level.)

Figure 4.4 – Average Unemployment Rates, 2000-2009, Sheboygan County and Wisconsin				
Year	Civilian Labor Force Sheboygan County	Unemployed Sheboygan County	Unemployment Rate Sheboygan County	Unemployment Rate Wisconsin
2000*	64,523	1,592	2.5%	3.4%
2001*	64,818	2,449	3.8%	4.4%
2002*	64,555	3,090	4.8%	5.3%
2003*	64,798	3,278	5.1%	5.6%
2004*	64,664	2,864	4.4%	4.9%
2005*	64,797	2,603	4.0%	4.8%
2006*	65,113	2,594	4.0%	4.7%
2007*	63,550	2,683	4.1%	4.7%
2008*	62,920	2,870	4.4%	4.7%
2009*	60,859	6,524	9.7%	9.2%

Source: Wisconsin Dept of Workforce Development, Civilian Labor Force Estimates. *Not seasonally adjusted.

Employment Forecast

The Wisconsin Department of Workforce Development created the *Wisconsin Detailed Industry Employment Projections, 2006-2016*, a projection for industries, occupations, and the labor force. These projections are for all of Wisconsin. The total number of non-farm jobs are projected to increase by 246,370 (8.0%) during the period. Leading the way are the categories of “Education and Health Services, Including State and Local Government” with 92,560 new jobs projected and “Health Care and Social Assistance, Including State and Local Government in

Hospitals” with 81, 420 new jobs. With the aging of the population, the increased demand for such services is no surprise. Other categories with substantial growth include “Professional and Business Services” (47,760), “Leisure and Hospitality” (29,640), “Accommodation and Food Services” (25,700), and “Administrative and Support and Waste Management and Remediation Services” (25,200). The manufacturing industry is projected to lose approximately 1.5% of its jobs by 2016; one exception is non-metallic mining, which is projected to increase by 13.1%.

ECONOMIC BASE ANALYSIS

Economic Sectors

The Economic Base Analysis technique divides the economy into basic and non-basic sectors. The basic sector is made up of local businesses that usually export their goods, and thus are more susceptible to market forces far outside of the local region. The non-basic sector, in contrast, is composed of those firms that depend largely upon local markets and conditions. Economic Base Theory asserts that the means of strengthening and growing the local economy is to develop and enhance the basic sector, because it brings in wealth from outside the community.

Threshold Analysis

Export Base (Basic Employment)

According to the U.S. Dept of Commerce, Bureau of Economic Analysis, there were two areas within the 2000 Sheboygan County economy that could be considered basic employment areas: farm employment and manufacturing. These two areas produced more goods and services than the local economy could use. Having basic employment suggests that if a downturn in the local economy occurs, these sectors will not be strongly affected because they are more dependent on non-local economies. Having strong basic sector employment and industry strengthens the local economy.

Non-Basic Employment Industry

There were eight areas that could be considered non-basic: agriculture services, forestry, fishing and other; mining; construction; transportation and public utilities; wholesale trade; retail trade; finance, insurance, and real estate; and services.

Top Employers within Cascade

There are no very large employers within the Village of Cascade.

Figure 4.5 – Top Five Employers within Village of Cascade, 2009		
Company	Product or Service	Size
Marshall’s Convenience Stores	Mini-Mart/Gasoline	25-49
Cascade Cheese Company	Cheese	10-24
Spare Time Fun Center	Bowling	10-24
Meyer’s Pub ‘n’ Prime	Restaurant	10-24
National Exchange Bank & Trust	Bank	1-10

Source: Village of Cascade

Agricultural Economy

Sheboygan County agriculture is a large contributor to the local economy. Agriculture accounts for \$1.67 billion in economic activity, almost 20% of the County's total economic activity. The agricultural portion of Sheboygan County's economy contributes \$478.2 million in take-home income annually, 12.2% of the total income for Sheboygan County. There are almost 9,179 jobs tied to agriculture, nearly 12% of the total County workforce.

STRENGTHS AND WEAKNESSES ANALYSIS

Certain factors about a community, some of which are beyond its control, may greatly influence the future economic climate over the next two decades and thus are important for the community to identify as part of this plan. This will allow the residents to understand their community's continued economic viability and future drawing power for new businesses. This portion of the chapter gives a perspective from a business owner's point of view. It reflects concerns, issues, and questions that current and future business owners might ask about a community when formulating a plan or expanding their business.

Strengths

While this is not an exhaustive list, it contains the major strengths of the Village of Cascade from an economic development perspective.

- Recently reconstructed STH 28 runs through the center of the Village.
- Abundant non-metallic mining resources nearby.
- Local fire department and first responders.
- Sheboygan County Highway Department satellite office located adjacent to the Village.
- Public water and sewer utilities are provided.
- Moderate amount of developable land in or adjacent to the Village.
- Responsive local government.
- Village is fiscally healthy.
- Local elementary school.
- Low crime rate.
- Good working relationship and shared services with Sheboygan County, Towns of Lyndon and Mitchell, and Villages of Waldo and Adell.
- Broadband Internet access available to homes and businesses.

Weaknesses

While this is not an exhaustive list, it contains the major weaknesses of the Village of Cascade from an economic development perspective.

- No four-lane highway, rail corridor, or airport near the Village.
- Must drive elsewhere for most business support services.
- No local economic development organizations or programs.
- Sheboygan County is a non-attainment area from an air quality standpoint.
- No existing industrial or business park.

SITES FOR BUSINESS AND INDUSTRIAL DEVELOPMENT

Types of Businesses Desired by the Village

Input gathered from Questions #1 and #3 of the Village's 2008 Citizen Input Survey indicated a desire to maintain the Village's small community atmosphere. Nevertheless, Questions #26 and #27 showed support for small retail development. According to local officials, light manufacturing, food processing, and home-based businesses would also be appropriate. There was virtually no support for heavy industrial or an office park.

Existing Site Inventory and Analysis

There are about a dozen businesses fronting the Village of Cascade's main street (Madison Av/STH 28). These are relatively small buildings, close together, on lots that are 20,000 square feet or less in size. The buildings occupying these sites are generally older and are typically one or two stories. Businesses include a mini-mart, bowling alley, tavern/restaurant, auto body repair, laundromat/tanning salon, beauty salon, gift shop, bed and breakfast, insurance agency, bank, etc. A food processing business, a light-manufacturing business, and a post office are located one block or less south of the corridor. Residential uses exist immediately adjacent to these businesses, which limits their physical expansion, as well as the intensity of activities.



A food processing business in Cascade. (Photo by K. S.)

Although there are no vacant parcels zoned for business use within the Village, possible future development areas might be considered in the southwest corner and/or along the eastern edge.

Evaluation of Environmentally Contaminated Sites

Recently, WDNR and the EPA have been urging the clean up of contaminated commercial or industrial sites so they can be used more productively. According to the WDNR's 2008 Bureau for Remediation and Redevelopment Tracking System, which lists spill sites, leaking underground storage tank locations, etc., there were no sites in or adjacent to the Village of Cascade classified as "Open." Further, there are no vacant or under-utilized development sites within the Village due to environmental contamination.

Designation of Business and Industrial Development

Commercial Uses

The Village would like to see its existing businesses remain in business and/or expand during the planning period. Remodeling of businesses in the downtown area, as needed, as well as limiting vacancies will help keep the area appealing to local residents and visitors.

Apart from the downtown area, there are no other areas used or zoned for business at this time or planned for the future. The Village recognizes that the small size of the local market is probably not sufficient to support many more businesses than what already exist. Nevertheless, the area in the southwestern corner of the Village, fronting the east side of Ellen View Road, might be one area available for future new businesses, as would approximately 25 acres in the SW of the SW of Section 21 directly east of the Village.

Industrial Uses

Major, heavy industrial uses would probably not be a good fit for the Village, but the Village is open to new light industrial uses. Potential sites could potentially include an approximately 20-acre area in the southwestern corner of the Village, fronting the east side of Ellen View Road, approximately 40 acres in the SW of the SW of Section 20 directly west of the Village, and approximately 25 acres in the SW of the SW of Section 21 directly east of the Village.

COMMUNITY FINANCES

A community must be concerned about its ability to generate sufficient public revenues to provide the types and levels of infrastructure and services expected by businesses and developers. Figure 4.6 provides a history of the taxes levied in the Village of Cascade as officially reported to the Wisconsin Department of Revenue. Generally speaking, the Village's tax base has continued to grow.

Figure 4.6 – Recent History of Property Taxes Levied, Village of Cascade			
Year Levied	Total Property Tax	Village Share of Property Tax	State Tax Credit
2007	\$667,864	\$136,159	\$46,500
2006	\$663,871	\$134,346	\$40,563
2005	\$681,130	\$130,910	\$30,650
2004	\$637,054	\$126,026	\$30,364
2003	\$576,696	\$112,666	\$29,897
2002	\$557,359	\$104,498	\$30,735

Source: Wisconsin Department of Revenue, Town, Village, and City Taxes, for years cited

Figure 4.7 breaks down the total property value in the Village into proportions of residential, commercial, and industrial. This is important because many studies have shown industrial and commercial properties usually generate more in tax revenues than they require back in public expenditures, while most residential properties are just the opposite. Therefore, a community that experiences an increase in residential value as a proportion of its full property value may actually be seeing a decline in its revenues-to-expenditures ratio, which is the opposite of what a community desires.

The Village of Cascade has a significantly higher proportion of property values that were residential, on average, than villages statewide. The ratio of commercial and industrial was significantly lower. Generally speaking, the Village should strive to increase its non-residential ratios, or it may find that it does not have the tax base to support the services that residential uses typically desire.

Figure 4.7 – Partial Breakdown of Full Value, 2002 & 2006 Village of Cascade and State Mean Averages for all Villages				
	Cascade		State Mean for all Villages	
	2002	2006	2002	2006
Percentage of Property Values that were Residential	92.8%	93.5%	74.4%	76.3%
Percentage of Property Values that were Commercial	6.0%	5.4%	19.9%	19.0%
Percentage of Property Values that were Industrial*	0.7%	0.7%	5.2%	4.1%

Source: Wisconsin Department of Revenue, Town, Village, and City Taxes, Statement of Equalized Values, and Statistical Report of Property Values. Note: Table does not include all possible property assessment classifications.

* Classified as "Manufacturing" by WisDOR

As shown in Figure 4.8, the full equalized value of property within the Village increased 35% for the period 2001 to 2006 (about 7% per year). For comparison's sake, the average increase over this same period for all villages in Wisconsin was 71%, and the average increase over the period for all villages in Sheboygan County was 57%. In general, property values increased in the Village of Cascade much less than in other villages in the State and the County.

Figure 4.8 – Recent History of Full Value and Public Indebtedness Village of Cascade				
Year	Full Value	Debt Limit (5% of Full Value)	Existing Debt	Debt Margin
2007	\$37,479,400	\$1,873,970	\$0	\$1,873,970
2006	\$36,875,900	\$1,843,795	\$0	\$1,843,795
2005	\$35,486,600	\$1,774,330	\$0	\$1,774,330
2004	\$32,698,100	\$1,634,905	\$0	\$1,634,905
2003	\$29,233,200	\$1,461,660	\$0	\$1,461,660
2002	\$28,282,100	\$1,414,105	\$0	\$1,414,105

Source: Wisconsin Department of Revenue, Town, Village, and City Taxes and County and Municipal Revenues and Expenditures, for years cited.

The ability to finance community projects is measured in general obligation debt capacity. According to the Wisconsin Constitution, there are limits on how much a municipality may borrow. Municipalities are limited to an amount equal to 5% of the equalized value, or full value, of the unit of government. As indicated by Figure 4.8, the Village of Cascade's total general obligation debt as of December 31, 2006 was \$0, which was 0% of its full value, and 0% of the \$1,843,795 it could legally borrow. Since WisDOR statistics for 2006 show that on average villages in the state have borrowed about 6% of their legally authorized maximum, Cascade has clearly been conservative in its borrowing, which is a sound and legitimate financial strategy. However, it could also be said that the Village has the capacity to more assertively invest in itself by taking advantage of its substantial debt margin to upgrade local infrastructure, provide additional services, or create improvement programs.

Cascade's debt service in 2006 on its existing debt was \$0, which was 0% of its total debt obligation. (The average village in Wisconsin incurred debt service that was approximately 25% of its total debt obligation.)

ECONOMIC DEVELOPMENT PROGRAMS

This section contains a brief explanation of the agencies that could potentially help the Village's businesses with loans and grants.

Local

The Village of Cascade currently has one formal local economic development program. The Village has established its own Revolving Loan Fund for Economic Development through the Department of Commerce.

The Village can also assist local businesses by officially supporting a particular business within the Bay-Lake Regional Planning Commission's *Overall 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, through its participation in the Wisconsin Community Development Grant Program, has retained funds for the establishment of a Business Revolving Loan Fund (RLF). This fund is designed to create employment opportunities, encourage private investment, and provide a financing alternative for small start-up or expanding businesses in the County. The RLF program includes interest rates and loan maturities that are designed to encourage business development, while providing for the recapitalization and growth of the RLF. Eligible activities include 1) acquisition of land, buildings, equipment, and fixed assets, 2) construction or reconstruction of buildings, 3) installation of fixed equipment, 4) working capital, and 5) buy-outs by purchase of assets. Eligible projects must also leverage private dollars, create jobs, and provide collateral. Loans are generally for amounts greater than \$25,000. The RLF helped one business owner in Cascade in 2005.

In addition, Sheboygan County is assisted by the Sheboygan County Chamber of Commerce and UW-Extension on economic development. The County has also been designated a Technology Zone by the Department of Commerce. This program is further described in the Regional portion below.

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 region's attractiveness to high-tech businesses and workers, build on the success of the biotechnology and manufacturing companies in the region, attract auxiliary companies and help existing companies increase productivity. 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. Contact the Department of Commerce for more information on the Technology Zone program.

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

Lakeshore Technical College in Cleveland formed the LTC Center for Entrepreneurship in 2005. The center helps prospective business owners launch new businesses, sustains existing companies, and collaborates with local agencies and governmental bodies to make sure business owners are provided with up-to-date information and resources. The Center's advisory committee is made up of area bankers, attorneys, accountants, businesspeople, and other officials from throughout Sheboygan and Manitowoc Counties. The advice offered is free of charge.

State

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

Tax incremental financing (TIF) is an economic development tool available to cities and villages (and to a much lesser extent towns) in Wisconsin. TIF provides the means for a developer to work together with a community to finance the clean up of a blighted area or to spur job-creating industrial and/or commercial development. For a time period up to 27 years, tax revenues generated by the new development can be allocated to pay for up-front infrastructure and related costs. This subsidy makes it easier for developers to take on large or expensive projects that would otherwise not have been attempted.

Federal

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

USDA Wisconsin Rural Development Programs

- *Rural Business Opportunity Grants Program*
Zero interest loans may be made to any Rural Utilities Service (RUS) to promote economic development and/or job creation projects including, but not limited to, project feasibility studies, start-up costs, incubator projects, and other reasonable expenses. Grants can be provided to rural communities through RUS borrowers to be used for revolving loan funds for community facilities and infrastructure and for assistance in conjunction with rural economic development loans.
- *Rural Business Enterprise Grants Program (RBEG)*
The Rural Business-Cooperative Service makes grants available under the RBEG Program to public bodies, private nonprofit corporations, and federally-recognized Native American Tribal groups to finance and facilitate development of small and emerging private business enterprises located in areas outside the boundary of a city or unincorporated areas of 50,000 people or more and its immediately adjacent urbanized or urbanizing area. The small or emerging business to be assisted must have less than 50 new employees, less than \$1 million in gross annual revenues, have or will utilize technological innovations and commercialization of new products and/or processes to be eligible for assistance. Funds can be used for a variety of things including, but not limited to: construction of buildings and plants, equipment, access streets and roads, parking areas, utility and service extensions, and a variety of other costs.

US Department of Commerce, Economic Development Administration Programs

- *Public Works and Economic Development Program*
The Public Works 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.

ECONOMIC DEVELOPMENT STRATEGY AND RECOMMENDATIONS

The Village of Cascade will seek direction for this element from the vision and goals identified through the public participation process:

Vision

“We envision Cascade as a family-oriented, moderately growing village with small community atmosphere. We value our school and neighborhoods that are safe. Our village will continue to provide affordable services to a mix of residences and small retail businesses that make Cascade a great place to live, work, and play.”

Goals, Objectives, Policies, Programs

1) Cascade will continue to work with existing businesses to ensure Village regulations are not overly burdensome.

- a) *Policy/program:* As much as possible, Village regulations will not restrict reasonable marketing efforts, business hours, remodeling or expansion plans, or similar initiatives that businesses rely on to prosper.
- b) *Policy/program:* As much as possible, Village regulations will not require excessive investments of time, money, and/or other resources from businesses to comply.

2) The Village supports the protection of economically productive areas, including farmland and forests. *(This goal is required under the “planning grants” section of Wisconsin Statutes Chapter 16.)*

- a) *Policy/program:* The Village will generally discourage development in economically productive farming and foresting areas within or near the Village that is incompatible with the continued viability of these industries.

3) As appropriate, the Village will seek to build community identity by revitalizing main streets and enforcing design standards. *(This goal is required under the “planning grants” section of Wisconsin Statutes Chapter 16.)*

- a) *Policy/program:* The Village will be supportive of efforts by landowners to improve their properties along Madison Av/STH 28, as well as efforts of the State to improve the physical corridor.
- b) *Policy/program:* The Village will generally discourage designs that are not compatible with small-town rural character.

4) The Village will strive to promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities. *(This goal is required under the “planning grants” section of Wisconsin Statutes Chapter 16.)*

- a) *Policy/program:* While the range of employment opportunities a small rural village can promote are necessarily limited, the Village will be supportive of economic development initiatives that help new and existing businesses succeed at a level appropriate for a rural community.

CHAPTER 5 – TRANSPORTATION

INTRODUCTION

The way we live — getting to and from work, moving products to market, visiting friends and relatives, traveling for recreation and vacation — depends upon good transportation infrastructure that includes roadways, transit, trails, and other modes. Because we live in a mobile society, we demand a transportation network that is safe, efficient, and dependable. Considerations of clean air, economic development, congestion management, transportation control measures, and a changing village have greatly increased the importance of well planned transportation facilities and policies.

66.1001(2)(c)

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

CHAPTER SUMMARY

The transportation facility inventory conducted for the Village of Cascade indicates the Village currently has approximately 5.1 miles of local roads. The Village's internal transportation system is complemented by STH 28, and one county trunk highway providing access to the local roads within the Village and other roads within Sheboygan County, the region, and the state.

Currently, the Village does not have any sidewalks, paved bicycle lanes or stand-alone trails. However, as long as traffic levels remain low, the Village's existing local road system should be able to serve the needs of local bicyclists and pedestrians.

Data for average daily traffic, vehicle crashes, and road pavement condition do not indicate any significant problems.

The recommendations in this Plan call for a safe and efficient transportation system for all modes of transportation. The practice of linking the existing pavement management system to a five-year capital improvement plan is expected to continue.

INVENTORY OF TRANSPORTATION FACILITIES

Highways

Approximately 0.9 of a mile of STH 28, a two-lane highway, runs roughly east-west through the center of the Village of Cascade. The only County highway that intersects the Village is CTH NN. (See Figure 1.2 for the locations of these highways.)

Streets

There are 17 named streets and approximately 5.1 miles of pavement within the Village limits. (See Figure 1.2 for the locations of streets.)



Typical newer residential street in Cascade (K.S.)

Transportation for the Elderly and Disabled

Elderly and disabled transportation systems are those programs that provide rides through scheduled bus services with paid or volunteer drivers, and volunteer programs with private vehicles and unpaid drivers. Current transportation services for elderly and disabled persons living within the Village of Cascade are provided through programs coordinated and administered by the Sheboygan County Health and Human Services Department's Aging and Disability Resource Center (ADRC). Long-distance medical transport options include Orange Cross Ambulance and Plymouth Ambulance. There are two wheelchair accessible transportation providers: Regional Transit Connection and Wheelchair Taxi. Some other means of transportation that the elderly and disabled can use include Crabby Cabby, Comfort Keepers, Home Instead, Sheboygan County Volunteer Driver Program, and Tender Hearts Senior Care.

Sheboygan County and the City of Sheboygan provide a shared service known as Regional Transit Connection (RTC). There are two separate services that are provided through RTC: the Sheboygan County Elderly and Disabled Transportation, and the Paratransit Service for people with disabilities. The paratransit service is required by the American with Disabilities Act (ADA) and is meant to be complementary to the Sheboygan Transit fixed-route bus system. This service provides transit service to areas within three-fourths of a mile of a fixed bus route in the City of Sheboygan, Village of Kohler, and City of Sheboygan Falls.

Intercity Bus Transportation

In the past, nearly every small community in the state was connected by an intercity bus service that traditionally served the elderly, those who could not drive, students, and those individuals unable to afford alternative forms of transportation. As intercity bus ridership steadily decreased, however, most routes were eliminated.

Electric Personal Assistive Mobility Devices (EPAMD)

As of 2004, there were approximately 160,000 people in the U.S. who used electric powered wheelchairs or scooters. As baby boomers become senior citizens and mobility becomes a concern for this large population, the use of these aids is expected to rise.

Most wheelchairs are designed for use on sidewalks, driveways, and hard, even surfaces. Newer designs are more similar to scooters than to the traditional design of the wheelchair. The impetus for this new design has been people's desire for more independence and mobility, to the point of being able to mount curbs and travel over rough ground.

Because of safety concerns, some communities have begun regulating EPAMDs by requiring reflectors and a headlamp during non-daylight hours, not allowing them on roads with speed limits higher than 25 mph, or restricting them to sidewalks and bike paths. Regulations in the Village of Cascade have been unnecessary thus far due to the small number of individuals owning such devices.

Air Service

Regional

At the regional level, the primary commercial-passenger and air freight service for residents of the Village of Cascade is provided by General Mitchell International Airport located south of the City of Milwaukee. General Mitchell is a medium-hub airport owned and operated by Milwaukee County. Mitchell's 13 airlines offer roughly 235 daily departures (plus 240 daily arrivals). Approximately 90 cities are served nonstop or direct from Mitchell International. This service is considered adequate to meet the air travel needs of most Village residents.

Local

Chartered air service and air freight services are available at the publicly-owned **Sheboygan County Memorial Airport**, which is located about 10-15 miles north of Cascade. This airport is classified as a Transport/Corporate (T/C) Airport. Transport class facilities can serve aircraft weighing as much as 60,000 pounds, provided that approach speeds are less than 121 knots and wing spans are less than 80 feet in length. The primary runway is nearly 5,400 feet in length and 100 feet in width, while the crosswind runway is 5,000 feet by 75 feet. Corporate charter and limited commuter service are available. This airport facility is also capable of handling precision instrument approach operations. The airport averages approximately 65,000 operations per year. Based aircraft at the facility increased from 110 in 1995 to 134 in 2008. Available services include fuel, major airframe and power plant repair, charter, rental, sales and instructional services.

An expansion plan is in place for the airport with a horizon year of 2020. This expansion plan recommends extending the primary runway 1,400 feet (600 feet to the south and 800 feet to the north) and extending the crosswind runway 1,000 feet (300 feet to the east and 700 feet to the west). These runways would be extended to allow for larger aircraft to utilize the airport. The existing terminal site would be expanded under this plan. A significant portion of CTH O would need to be relocated slightly to the south where it meets with CTH TT if the airport plan is implemented; this relocation has been recommended in the *Year 2020 Sheboygan Area Transportation Plan (SATP)*. In addition, a small portion of Highland Road would be relocated if recommended improvements are implemented.

Private airstrips offer minimal services and are generally utilized by recreational fliers. Such facilities are required to obtain a certificate of approval or permit from WisDOT's Bureau of Aeronautics. The permit is issued if the Department determines that the location of the proposed airport is compatible with existing and planned transportation facilities in the area. Generally, permits are granted provided that the proposed airstrip is located to allow approaching and departing aircraft to clear all public roads, highways, railroads, waterways or other traverse ways by a height that complies with applicable federal standards. The permit is issued upon an application review by WisDOT, the county, and the municipality in which the facility is located, and by the appropriate regional planning commission. There are no privately owned airstrips in the Cascade area.

There are two **helipads** within Sheboygan County, both associated with medical facilities. The first of these is owned by St. Nicholas Hospital in Sheboygan, while the second is owned by Aurora Memorial Medical Center in Sheboygan.

Waterborne Transportation

The Village of Cascade is located entirely inland and therefore there are no port, harbor, or marina facilities located within the Village. However, due to its location within Sheboygan County, relative to Lake Michigan, numerous marina and harbor facilities are located within a short driving distance from the Village.

Rail Transportation

There are no rail facilities within Cascade. The nearest track, located about 2.5 miles to the east of the Village, is operated by Wisconsin & Southern and runs in a north-south direction. Wisconsin & Southern has had some success in generating new traffic for the line, and this trend must continue for the track to be sustainable.

Trucking

There are no trucking firms within the Village; however, the Cascade Cheese Company in the southeastern part of the Village generates about 15-20 large truck trips per weekday. Due to the small space and narrow street, there is sometimes a problem with trucks encroaching on neighboring private property.

Bike & Pedestrian

Bicycle Facilities

While there are no formal bicycle facilities within the Village, several neighborhood streets in Cascade are considered adequate for bicycling due to their low traffic volume.

Pedestrian

While there are no sidewalks or formal trails within the Village, several neighborhood streets in Cascade are considered adequate for pedestrian use due to their low traffic volume.

EVALUATION OF CURRENT INTERNAL TRAFFIC CIRCULATION SYSTEM

Functional Class

Roads, which are the principal component of the circulation system, may be divided into three categories: arterial, collector and local. The three categories of roads are determined by the function that the road serves in relation to traffic patterns, land use, land access needs and traffic volumes. The road system for the Village of Cascade has been functionally classified based on criteria identified by WisDOT. (See Figure 5.1.)

Arterial Roads

The function of an arterial road is to move traffic over medium to long distances, often between regions as well as between economic centers, quickly, safely and efficiently. To improve safety and to enhance efficiency, land access from arterial roads should be limited to the greatest extent possible. Arterial roads are further categorized into either principal or minor arterial roads based on traffic volumes. Within or adjacent to the Village of Cascade, STH 28/Madison Avenue is functionally classified as a Minor Arterial.

Collector Roads

Roads classified as collectors primarily provide general area-to-area routes for low to moderate volumes of local traffic at moderate speeds. Collector roads take traffic from the local roads (and the activities adjacent to the local roads) and provide relatively efficient routes to agricultural areas, arterial roads, and other urban areas. Collector roads are further delineated by classification as *major* or *minor* collectors.

Within or near the Village of Cascade, CTH F, just west of the Village and CTH V, north of the Village are functionally classified as Major Collectors. The only road in or near Cascade classified as a Minor Collector is Lake Street/CTH NN.

Local Roads

The primary and most important function of Local Roads is to provide direct access to the properties adjacent to the road, and thus Local Roads are constructed accordingly. Local Roads should be designed to move traffic from an individual lot (e.g., a person's home, cottage, or farm) to Collectors that in turn serve areas of business, commerce, and employment. Local Roads should not be designed or located in such a manner that they would or might be used by through traffic. All roads not classified as Arterial or Collector are classified as Local Roads.

[Map: Figure 5.1 Functional Classifications of Roads]

Traffic Counts

An analysis of past and present traffic volumes is beneficial in determining the traffic conditions in a community. Traffic volumes are usually presented as an Annual Average Daily Traffic (AADT) figure and are calculated for a particular intersection or stretch of roadway. WisDOT provides counts for a community once every three years.

Figure 5.2 – Annual Average Daily Traffic, Village of Cascade, for 2002 and 2005				
Highway Vehicle Counter Location	2002	2005	Change	Percent Change
STH 28				
Madison Ave	4,100	4,100	0	0%
CTH NN				
Lake St	1,200	1,200	0	0%
CTH F				
east of Village limits	1,000	1,000	0	0%

Source: Wisconsin Department of Transportation, Wisconsin Highway Traffic Volume Data 2002, 2005.

The recorded annual average daily traffic numbers in Figure 5.2 show no increases. It is unlikely that any roads or road segments located within the Village are near road design capacity. As determined by the Peak Hourly Traffic (PHT), the capacity peak *per hour* on two-lane, two-way highways is 2,000 vehicles in both lanes. The highest number of vehicles on any road within the Village was only 4,100 *per day*.

Source: Highway Capacity Manual, Highway Research Board of the Division of Engineering and Industrial Research, 1985; Bay-Lake Regional Planning Commission, 2002.

Traffic Crashes

Vehicle crash reports, filed with the Sheboygan County Sheriff's Department and also with WisDOT, are excellent indicators of problems with road alignments, roadway construction, and geometric design of a road. Alterations in road geometry, enlargement of intersection turning radii, sign placement, sight lines, speed changes, and access limits are just a few of the physical alterations and adjustments that can be made to make a specific intersection or stretch of roadway safer.

Figure 5.3 – Vehicle Crashes, Village of Cascade, 2004 - 2006					
Year	Total Crashes	Fatalities	Bike/Pedestrian	Deer/Animal	Alcohol Related
2004	2	0	0	0	1
2005	7	0	0	1	1
2006	7	0	0	1	0
Total	16	0	0	2	2

Source: Wisconsin Department of Transportation, 2007 (intersection and non-intersection crashes only).

For the period between January 1, 2004 through December 31, 2006, 0% of the reported crashes in the Cascade involved bicycles or pedestrians; 12.5% involved a deer or other animal; and 12.5% involved alcohol. A total of 75% did not involve any of these factors. For comparison's sake, the same categories for all of Sheboygan County's villages as a whole were 1.9% bicycles or pedestrians; 18.7% deer or other animal; and 6.1% alcohol. A total of 73% did not involve any of these factors.

Looking at the statistics in Figure 5.3, road safety data in the Village of Cascade does not appear to point to any major problems. (Note: there were no Cascade sites listed in the WisDOT "High Accident Listing" database.)

Road Pavement Condition

Figure 5.4 summarizes the results of the Pavement Surface Evaluation and Rating (PASER) system, where pavement is rated on a scale from 1 to 10, with 1 representing "failed" and 10 representing "excellent," and compares the Village of Cascade to a sample of nearby villages. Average road ratings in Cascade were in the "Very Good" range and the highest among area villages. There were no roads rated less than "Fair."

Figure 5.4 – Local Road Pavement Conditions in Selected Villages, 2007				
Village	Average PASER Rating	Scale Description	Roads Rated < 5	
			Number	Percentage
Cascade	8.3	Very Good	0	0%
Waldo	6.1	Good	1	1%
Adell	6.5	Good	2	2%
Random Lake	7.7	Very Good	1	0.3%
Oostburg	7.7	Very Good	3	6%
Cedar Grove	7.0	Very Good	8	19%

Source: Wisconsin Information System for Local Roads (WISLR), 2008

Access Controls

Access management is a means to maintain the safe and efficient movement of traffic along arterial and major collector highways by controlling the number and location of intersecting roads and driveways. State statutes allow counties, cities, and villages (through an adopted ordinance) to control access on county highways that have traffic counts in excess of 1,000 vehicles daily.

At this time, the Village of Cascade does not have a Controlled Access Ordinance — nor do the Village plan to adopt one. The State of Wisconsin has an access control regulation known as Trans 233 that applies to STH 28, including the portion that runs through Cascade. Trans 233 is part of the Wisconsin Administrative Code and defines requirements that must be met when subdividing lands abutting the state highway system. WisDOT is responsible for enforcing Trans 233 to preserve traffic flow, enhance public safety, and ensure proper highway setbacks and stormwater drainage.

Driveway Permits

Driveways to local roads could impair vehicle safety if improperly sited and/or designed. Wisconsin State Statutes allow villages to issue permits for all new driveways; these permits can allow a village to prohibit driveways that due to location (at the base or top of hills, within a specified distance from an intersection, etc.) are deemed unsafe. The permit process can also regulate the size and design of driveway culverts. Improperly designed and sized culverts can pose traffic safety problems and impede drainage from the road surface.

While Cascade does not have a specific driveway permit, no driveway can be constructed without a building permit. New driveways within subdivisions must conform to the standards described within the Village of Cascade Subdivision Ordinance.

Along all state highways, such as STH 28, WisDOT has jurisdiction of any new driveways to be constructed. This is covered under Trans 231 and a permit is necessary for construction. Driveways along county trunk highways are regulated by the Sheboygan County Highway Department.

Speed Limit Controls

Local units of government can change speed limits for their roads under the authority and guidelines of the Wisconsin Statutes. Local officials play a key role in setting speed limits. They must balance the competing concerns and opinions of a diverse range of interests, including drivers (who tend to choose speeds that seem reasonable for conditions) and landowners or residents (who frequently prefer and request lower speed limits than those posted), law enforcement agencies with statutory requirements, and engineering study recommendations.

The prevailing speed — the one most drivers choose — is a major consideration in setting appropriate speed limits. Engineers recommend setting limits at the 85th percentile speed, which is the speed 85% of the freely flowing traffic travels at or below. An engineering study measuring average speeds is required to determine the 85th percentile. Another consideration is the road's design limit, which is the highest and safest speed the road was designed for and takes into account the road type, geometry, and adjoining land uses.

Speeds should be consistent, safe, and reasonable; and enforceable. When 85% of the drivers voluntarily comply with posted speed limits, it is reasonable to enforce the limits with the 15% who drive too fast. Unreasonably low speed limits, however, tend to promote disregard for posted limits and make enforcement much more difficult. Such limits may also promote a false sense of security among residents and pedestrians expecting the speeds of drivers to decrease.

INTEGRATION OF THIS PLAN WITH TRANSPORTATION PLANS OF OTHERS

The following section compares the Village of Cascade's objectives, policies, goals and programs to state and regional transportation plans and identifies how this Plan will incorporate state, regional, and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans, and rail plans into its own planning.

State Highway Plan

The *Wisconsin State Highway Plan 2020* states that, "Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating at the same time traffic congestion is increasing." In response to this critical issue, the *State Highway Plan 2020* considers the highway system's current condition, analyzes future uses, assesses financial constraints, and outlines strategies to address traffic movement and safety needs.

The *Wisconsin State Highway Plan 2020* addresses three key elements or issues of concern relative to the state highway system:

- Preserving the system by improving or replacing aging pavements and bridges;
- Facilitating movement of people and goods through an efficiently designed system, and with programs that reduce traffic congestion; and
- Improving highway safety through combined strategies of engineering, education and enforcement.

The Village of Cascade's transportation goals and policies compare favorably with the objectives of the *Wisconsin State Highway Plan 2020*, and none of the Village's objectives, policies, goals, or programs intentionally conflict with the state highway plan.

Regional Transportation System Plan

There is no current regional transportation plan that includes the Village of Cascade; however, the *2030 Regional Comprehensive Plan* for the Bay-Lake Region, adopted in 2005, contains the following regional transportation goal:

- To provide an efficient, integrated and intermodal transportation system for the Bay-Lake Region.

Six objectives and 54 policies support this goal. While none of the Village's objectives, policies, goals, or programs intentionally conflict with the regional objectives or policies that are applicable to the Village, it could be argued that the Village's lack of sidewalks does not advance the regional transportation goal. The Village, however, has decided it is a reasonable trade-off to allow developers to design neighborhoods without certain infrastructure like sidewalks in order to advance other goals, such as providing affordable housing. Furthermore, 56.6% of respondents to the 2008 Citizen Input Survey answered that additional sidewalks were not needed.

Transportation Corridor Plans

There are no existing transportation corridor plans for any part of the road system within the Village of Cascade.

County Functional and Jurisdictional Studies

There are no existing county functional or jurisdictional transportation plans for the road system within Cascade. While acknowledging that such a study for the roads in the surrounding area of Lyndon is overdue, no functional/jurisdictional study is planned at this time according to a statement made in March 2009 by the Sheboygan County Highway Commissioner. Studies sometimes result in roads changing from local jurisdiction to county or vice versa. Changes are generally based on traffic numbers and types of vehicles.

Rural Transportation Plans

There are no rural transportation plans for the road system located within Cascade.

State Airport Plans

The Wisconsin State Airport System Plan 2020 (SASP 2020) provides a framework for the preservation and enhancement of the system of public-use airports adequate to meet current and future aviation needs of Wisconsin. The plan determines the number, location and type of aviation facilities required to adequately serve the state's aviation needs over a 21-year planning period, 2000 through 2020. The plan defines the State Airport System and establishes the current and future role of each airport in the system.

There are no specific recommendations in the Wisconsin State Airport System Plan 2020 that apply to Cascade.

State Railroad Plans

In lieu of an update to the *State Rail Plan*, the *Wisconsin Rail Issues and Opportunities* report was recently completed. This report highlights key rail issues, but it defers specific recommendations until the *Connections 2030* plan is completed.

There are no specific recommendations in the Wisconsin State Airport System Plan 2020 that apply to Cascade.

State, Regional, and Local Bicycle Plans

State Bicycle Plan

The *Wisconsin Bicycle Transportation Plan 2020* has as its two primary goals . . .

- Increase levels of bicycling throughout Wisconsin, doubling the number of trips made by bicycles by the year 2010 (with additional increases achieved by 2020).
- Reduce crashes involving bicyclists and motor vehicles by at least 10% by the year 2010 (with additional increases achieved by 2020).

Recommended actions include 1) developing local bicycle transportation plans; 2) providing suitable space for bicyclists when designing roadway projects; 3) following accepted bikeway guidance and standards; and 4) routinely considering bicyclists when developing roadway projects. None of the Village's objectives, policies, goals, or programs intentionally conflict with the state bicycle plan, although due to the rural, low-density nature of the Village it may not be practical to double the number of trips made by bicycles by the year 2010.

Regional Bicycle Plan

The *Bicycle Facility Transportation Plan for the Bay-Lake Region* identifies a system of connecting routes and needed improvements connecting all municipalities and major destination points throughout the eight-county region including Sheboygan County and the Village of Cascade. The regional plan proposes transportation facility improvements (paving road shoulders to a width of four or five feet) to provide safe and efficient travel paths between communities located within Sheboygan County. None of the Village's objectives, policies, goals, or programs intentionally conflict with the regional bicycle plan.

Sheboygan County Pedestrian/Bicycle Plan

The *Sheboygan County Pedestrian/Bicycle Comprehensive Plan* was adopted by the County in 2007. The purpose of the Plan is to identify and recommend programs and actions that guide and encourage the development of pedestrian and bicycle facilities and ultimately increase both walking and bicycling as viable modes of transportation throughout the County.

Specific non-motorized recommendations of the County Plan for the Village of Cascade include:

Short-Term Facilities		
Road Name	Area Description	Facility Designation
STH 28	Village Limits to Lake Street	 Bicycle Lane
Lake Street	STH 28 to Village Limits	 Bicycle Lane
STH 28	Lake Street to Village Limits	 Bicycle Lane
Clark Street (CTH NN)	Village Limits to STH 28	 Bicycle Lane
Long-Term Facilities		
Road Name	Area Description	Facility Designation
All areas missing sidewalk connections	Village-wide	 Sidewalk

The Village is not opposed to the Short-Term Facilities as funding and right-of-way becomes available. The Long-Term Facilities are not supported due to the presence of low-traffic streets in the Village, which form an adequate bicycle and pedestrian network. Additional considerations were stated earlier in this chapter (see page 5-10).

Areas of Concern (AOC) target locations such as intersections where multiple crashes, speed, site distance, and/or the amount of traffic are problematic. No AOCs were identified in Cascade.

TRANSPORTATION FUNDING PROGRAMS

There are a wide variety of state and federal programs for funding local transportation projects, including:

- General Transportation Aid (GTA)
- Local Mileage Certification
- Local Roads Improvement Program (LRIP)
- Local Bridge Program
- Traffic Signing and Marking Enhancement Program
- Rural and Small Urban Area Public Transportation Assistance Program - Section 5311
- Local Transportation Enhancement Program (TE)
- Surface Transportation Program - Discretionary (STP-D)
- Transportation Demand Management Programs
 - TDM Grant Program
 - Wisconsin Employment Transportation Assistance Program (WETAP)
- Transportation Economic Assistance (TEA Grant) Program
- Federal Highway Administration Programs
 - Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users Program (SAFETEA-LU)

Additional information about these programs is available in Appendix 5A.

Six-Year Highway Improvement Program: 2008-2013

Administered by WisDOT, this highway improvement program addresses the *rehabilitation* of Wisconsin's state highways. Rehabilitation falls into three major categories (*resurfacing, reconditioning and reconstruction*) giving it the often used abbreviation 3-R Program.

- *Resurfacing* entails provision of a new surface for a better ride and extended pavement life.
- *Reconditioning* entails addition of safety features such as wider lanes, or softening of curves and steep grades.
- *Reconstruction* entails complete replacement of worn of roads including the road base and rebuilding roads to modern standards.

There are no projects in the Six-Year Highway Improvement Program within or near the Village of Cascade.

TRANSPORTATION STRATEGY AND RECOMMENDATIONS

The Village of Cascade will seek direction for this element from the vision and goals identified through the public participation process:

Vision

“We envision Cascade as a family-oriented, moderately growing village with small community atmosphere. We value our school and neighborhoods that are safe. Our village will continue to provide affordable services to a mix of residences and small retail businesses that make Cascade a great place to live, work, and play.”

Goals, Objectives, Policies, Programs

1) Cascade will continue to maintain and improve adequate and safe streets and roads.

- a) *Policy/program:* Local road systems should be designed, sized, and signed to minimize through traffic movement.
- b) *Policy/program:* In order to promote traffic safety and maintain the efficiency of STH 28, the Village should work with WisDOT to minimize, as much as possible, direct access to this principle arterial. This can be achieved by requiring adequately spaced access points and frontage roads for access to numerous properties, or driveway accesses that are able to serve more than one property.
- c) *Policy/program:* New roads should be built to acceptable state standards. Vision triangles at intersections should be kept clear and the vision clearance regulations should be upheld per Village ordinances.
- d) *Policy/program:* Continue to utilize a pavement management system (WISLR) to monitor the physical condition of roadways. Tie this data into a five-year plan for maintenance and capital improvements as needed.
- e) *Policy/program:* Provision for bicycling and walking will continue to be made in the Village through a network of low traffic streets.

2) Cascade will monitor transportation needs of the Village, especially with respect to the Village’s aging and disabled populations. *(This goal is required under the “planning grants” section of Wisconsin Statutes Chapter 16.)*

- a) *Policy/program:* Pay attention to the level and location of electric personal assistive mobility device usage within the Village, and, if appropriate, consider infrastructure improvements and/or regulations to ensure public safety.
- b) *Policy/program:* Work with Sheboygan County and appropriate agencies to implement, when feasible, the *Sheboygan County Pedestrian/Bicycle Comprehensive Plan* Short-Term Facilities recommendations for Cascade (see p. 5-12 of this Plan).
- c) *Policy/program:* Continue to rely on services provided by Sheboygan and West Bend municipal airports, Milwaukee Mitchell International Airport, and the Port of

Milwaukee to meet the needs of Town residents and businesses for air and water transportation.

- d) *Policy/program:* Support the efforts of the Sheboygan County Health and Human Services Transportation Program, especially the accommodations offered for disabled persons.

3) The Village will encourage neighborhood designs that support a range of transportation choices. *(This goal is required under the “planning grants” section of Wisconsin Statutes Chapter 16.)*

- a) *Policy/program:* New subdivisions will continue to feature small lots and short cul-de-sacs, and will be located within walking and/or biking distance of the business district and elementary school.
- b) *Policy/program:* When subdivision plats and development plans are submitted, the Village will consider requiring trails for improving internal and/or external pedestrian movement.

APPENDIX 5A

Transportation Programs

General Transportation Aid (GTA)

Local road improvements, construction and maintenance are funded, in part, through the state's disbursement of general transportation aids. The state provides a payment to each county and municipality, which pays a portion of local governments' costs for such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, marking pavement, and repair of curb and gutters. The statutory "rate per mile" was \$1,850 for 2004. Beginning in 2000, each municipality was required to establish and administer a separate segregated account from which moneys may be used only for purposes related to local highways and must deposit into that account all state or federal money for local highway purposes.

Local Mileage Certification

Each local government that increased or decreased the mileage of its roads and streets is required to file a certified plat with DOT by December 15 of each year. Local governments that have no changes in total local road miles are required to file a certified plat or a certified statement that no mileage statements have occurred. Local road certification also includes the requirement to report major road rehabilitation and improvements, new construction and reconstruction of existing roads. Asphalt overlays of 1-inch or more are considered major improvements to the road. The community does not have to report crack filling or seal-coating projects.

Local Roads Improvement Program (LRIP)

This program provides funding to local units of government for the costs associated with improving seriously deteriorating county highways, town roads, and municipal streets in cities and villages under the authority of the local unit of government. Projects are required to have a minimal design life of 10 years. This is a biennial program and all funds are distributed the first year. Applications are submitted through the county highway commissioners by November 15 of the odd numbered years.

There are three entitlement components for funding road improvements: 1) County Highway Improvement component (CHIP); 2) Town Road Improvement component (TRIP); and 3) cities and villages under Municipal Street Improvement component (MSIP).

In addition, LRIP funds three discretionary programs; CHIP-D County Highway Discretionary Improvement Program; 2) Trip-D Town Road Discretionary Improvement Program; and 3) MISP-D Municipal Street Discretionary Improvement Program for cities and villages.

All LRIP projects are locally let, with up to 50% of the cost reimbursed by WisDOT upon completion, and the remainder matched by the local unit of government. Eligible projects include, but are not limited to, design and feasibility studies, bridge replacement or rehabilitation, reconstruction, and resurfacing. Ineligible projects include, but are not limited to: new roads, seal coats, ditch repair, and/or curb and gutter construction.

Local Bridge Program

This program includes two separate programs 1) a statewide local bridge entitlement program and 2) a high cost local bridge program (high cost bridges are those that cost more than \$5 million and exceed 475 feet in length). This program funds 80% of project costs to replace and rehabilitate structures on the Federal Bridge Register, in excess of 20 feet. Bridges with

sufficiency ratings of less than 50 are eligible for replacement, and those with sufficiency ratings of less than 30 are eligible for rehabilitation.

Counties set priorities for funding within their area, with projects funded on a statewide basis.

Local bridge projects are solicited by local WisDOT transportation Office (District 3) staff in winter of odd numbered years, with program approval in summer of odd numbered years. The program has a three-year cycle.

Traffic Signing and Marking Enhancement Program

This WisDOT program is available to local governments to enhance the visibility of traffic signs and roadway markings in an effort to assist older drivers and pedestrians. Eligible projects include updating to larger, brighter, and more reflective signs, and increasing the reflectivity of yellow centerlines and white edge “fog lines” on roadway pavement. The program pays up to 75% of total eligible costs, with the local government contributing matching funds equal to at least 25% of the total eligible costs.

Rural and Small Urban Area Public Transportation Assistance Program - Section 5311

Allocations to the State of Wisconsin are set at the federal level. Funds may be used for operating assistance and capital assistance. Eligible public transportation services include public transportation service operating or designed to operate in non-urbanized areas (a non-urbanized area is one that has a population of 50,000 or less).

Local Transportation Enhancement Program (TE)

Administered by WisDOT, the TE program provides funding to local governments and state agencies for projects that enhance a transportation project. There are 12 eligible categories:

- providing facilities for bicycles and pedestrians;
- providing safety and educational activities for pedestrians and bicyclists;
- acquiring scenic easements and scenic or historic sites;
- sponsoring scenic or historic highway programs; including the provision of tourist and welcome centers;
- landscaping and other scenic beautification;
- preserving historic sites;
- rehabilitating and operating historic transportation buildings and structures;
- preserving abandoned railway corridors;
- controlling and removing outdoor advertising;
- conducting archaeological planning and research;
- mitigating water pollution due to highway runoff or reducing vehicle caused wildlife mortality; and
- establishing transportation museums.

Federal funds will cover up to 80 percent of the project, while the project sponsor is responsible for providing at least a 20 percent match.

Surface Transportation Program - Discretionary (STP-D)

This program encourages projects that foster alternatives to single occupancy vehicle trips. Such as rehabilitation and purchase of replacement vehicle for transit systems, facilities for pedestrians and bicycles, system-wide bicycle planning, and a wide range of transportation demand management (TDM) projects. Communities over 5,000 are eligible to apply for the funds through the competitive application process.

Transportation Demand Management Programs

Transportation Demand Management consists of policies and programs designed to reduce the number of single occupant vehicles (SOV) trips in a region, especially during peak travel periods.

There are two grant programs: TDM Grant Program; and Wisconsin Employment Transportation assistance Program (WETAP).

TDM Grant Program

The TDM Grant program provides funding to successful grant recipients to implement projects that encourage innovative solutions and alternatives to reducing Single Occupancy Vehicle (SOV) trips. WisDOT accepts applications annually. Eligible applicants may include local governments, chambers of commerce, and others as defined by the program. The required local match is 20 percent of the project costs.

Wisconsin Employment Transportation Assistance Program (WETAP)

As a joint program between the Wisconsin Department of Workforce Development (DWD) and WisDOT, it provides funding to help low-income people access, or retain or advance in employment with the goal of meeting the entire population's transportation needs. This program is funded with combined federal and state dollars, and requires a local match.

Application requirements include the development of regional job access plans that identify the need for transportation services and illustrate the alternatives proposed for the program. Plans should be developed between public transit providers, local units of government, transportation planners, human service agencies, low-income individuals and other interested parties

Transportation Economic Assistance (TEA Grant) Program

This program provides a 50% state grant to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that are necessary to help attract employers to Wisconsin, or to encourage business and industry to remain and expand in Wisconsin.

Federal Highway Administration Programs

Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users Program (SAFETEA-LU)

The SAFETEA-LU program is an initiative that assists communities as they work to solve interrelated problems involving transportation, land development, environmental protection, public safety and economic development. SAFETEA-LU represents the largest surface transportation investment in the Nation's history. Built as an off-spring to the pilot program, the

Transportation Equity Act for the 21st Century (TEA-21), the bill was signed into law by President Bush on August 10, 2005.

The SAFETEA-LU program is administered by the U.S. Department of Transportation's Federal Highway Administration in partnership with the Environmental Protection Agency and the Department's Federal Transit Administration, Federal Railroad Administration, and Research and Special Programs Administration. Funding for this program has been authorized through 2009.

Funds are used to help achieve locally determined goals such as improving transportation efficiency; reducing the negative effects of transportation on the environment; providing better access to jobs, services and trade centers; reducing the need for costly future infrastructure; and revitalizing underdeveloped and brownfields sites. Grants also can be used to examine urban development patterns and create strategies that encourage private companies to work toward these goals in designing new developments. The grants will help communities become more livable by preserving green space, easing traffic congestion and employing smart growth strategies while promoting strong, sustainable economic growth.

Grants may be awarded to improve conditions for bicycling and walking; better and safer operation of existing roads, signals and transit systems; development of new types of transportation financing and land use alternatives; development of new programs and tools to measure success; and the creation of new planning tools and policies necessary to implement SAFETEA-LU-related initiatives. Implementation activities may include community preservation activities to implement transit oriented development plans, traffic calming measures or other coordinated transportation and community and system preservation practices.

There is no local match required under this program; projects are fully funded, although priority is given to those applications that demonstrate a commitment of non-federal resources.

For further information on these programs, see <http://www.dot.wisconsin.gov/localgov/>

CHAPTER 6 - UTILITIES AND COMMUNITY FACILITIES

INTRODUCTION

As part of the comprehensive planning program, the Village of Cascade 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 other representatives throughout the community.

To maintain a high level of public services, the community must continually monitor and upgrade their existing facilities as population increases. The 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.

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, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.

CHAPTER SUMMARY

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

Major services/facilities, such as the garbage disposal, street maintenance and lighting, snow removal, park maintenance, public sewer and water, stormwater management, and to some extent the volunteer fire department — which are direct, internal responsibilities of the Village — are deemed adequate or above adequate. Other important services/facilities, such as library, schools, child care, elder care, and health care are provided by entities outside Village government; the Village will strive to work with these entities as necessary to ensure adequate provision of services.

Due to changes in society and overall affluence, increases in utility usages have become a trend throughout the United States. The Cascade area is no different. Recent We Energies upgrades have occurred in electric service capacity and an upgrade is planned in the near future for the wastewater treatment plant as well. While changes in society have made it more challenging to adequately staff the volunteer fire department during weekdays, the department is otherwise adequately staffed.

The Village remains committed to providing basic services, either directly or indirectly, to its residents and has adopted policies to ensure this is the case.

PUBLIC FACILITIES INVENTORY AND ANALYSIS

Electric Service

The Village of Cascade is within the electrical utility service territory of We Energies (a/k/a Wisconsin Electric Power Company). Overhead transmission lines are owned by American Transmission Company; a major (345 kV) line runs just west of Cascade. Recent utility upgrades driven not as much by population growth as by the demand for energy: people are building larger homes and filling them with multiple electronic devices. We Energies, which is increasing its capacity by about 2-3% per year to keep up with demand throughout its service area, uses several different fuel sources to produce electricity: coal 59.7%; nuclear 25%; purchased power 13.8%; renewables 1.1%; and natural gas 0.4%.

According to the American Transmission Company's 20-Year Analysis for Zone 4 (which includes Sheboygan County) completed in 2006, there are no significant limitations or upgrades planned for the Cascade area. Although there have been complaints from some residents of occasional electrical surges or dimming lights, and the overhead lines serving the majority of the Village are susceptible to storm damage, the electrical service provided to the Village is considered adequate for current and future needs.

Natural Gas

A major natural gas line passes less than a mile northwest of the Village. Residents of Cascade are provided with natural gas by We Energies (a/k/a Wisconsin Gas). This service is considered to be adequate, with appropriate maintenance and upgrades to be performed by the utility as necessary during the planning period.



Public Water System

The Village is served by its own Cascade Waterworks, which draws on a high capacity municipal well within the Village at a depth of 428 feet. The most recent Consumer Confidence Report, filed with the WDNR in 2008, revealed no violations for the contaminants required to be tested.

The WDNR's most recent (10/31/07) Source Water Assessment for the Cascade Waterworks identified the system is susceptible to contamination by volatile organic compounds, ethylene dibromide, nitrate, and antimony. The system has moderate susceptibility to contamination by microbes. The system has low susceptibility to synthetic organic compounds. Source water protection activities should focus on whether there is

a need to update the Village's wellhead protection plan or the ordinance to further protect the recharge area around the well. This may include obtaining additional information on any new potential sources of contamination to evaluate their risk to the water supply and identifying and managing improperly abandoned wells or other features that may provide direct pathways for contamination of the aquifer.

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. Originally drilled in 1971, the municipal well pumps approximately 43,000 gallons per day (gpd), but has a maximum pumping capacity of 518,000 gpd. The requirements for a second (backup) well have been met; this well is scheduled to be put into service sometime in 2010, pending final WDNR approval.

The following water system assessment was provided by the Village's engineering consultant, Strategic Municipal Services, Inc.

1. **Service Area.** The Village only provides public water service to properties within the Village corporate limits.
2. **Existing Infrastructure.** The Village is served with one limestone bedrock well (350 gpm), six and eight inch distribution mains and a 100,000 gallon elevated reservoir. The Village injects polymer for both corrosion control and to stabilize sulfur compounds. Chlorine is injected into raw water at well house number 1. The infrastructure has capacity to accommodate existing and future growth within the Village corporate limits.
3. **Deficiencies.**
 - a. **Water Quality.** Water from the existing well is corrosive / aggressive based on 2009 water quality testing. Sulfur levels require polymer addition to provide aesthetically acceptable water. The Village is monitoring and adjusting existing treatment to address Federal copper and lead standards.
4. **Proposed Improvements.**
 - a. The Village is not under orders to improve their water system.
 - b. The Village voluntarily began planning to develop well number 2. A test well at the Village Park (Clark Street and North Avenue) will provide improved water quality. The existing well will be used as backup once well 2 is placed in service.

Wastewater Treatment and Sanitary Sewage Collection System

The Village of Cascade is served by the Cascade Wastewater Treatment Facility, which also provides service for Lake Ellen Sanitary District No. 1. The facility began operation in 1972 and discharges into the North Branch Milwaukee River.

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. According to the 2007 CMAR, the Cascade Wastewater Treatment Facility had a grade C rating (2.64 GPA), which placed it in the "marginal" range, with recommendations for corrective action that needs to be followed. The Village is in the process of addressing these issues.

The plant's monthly design flow capacity is 0.167 million gallons per day; after a planned upgrade to be completed by 2010, the capacity will increase to 1,500 RUE (Residential User Equivalents) and the treatment of wastes will be improved. The proposed reconstruction will update the aerated lagoon system. There are currently three open lagoons at the facility that are used to treat wastewater. After the reconstruction phase, the lagoon to the east will be a covered lagoon operating as the primary treatment system. The two lagoons on the north side will be dry and used as backup lagoons.

The facility uses a considerable amount of energy to run the aeration system. This cost (approximately \$2,000 per month) is passed on to property owners who are hooked up to the system. As an alternative, the Village will begin using a renewable energy source to offset electricity costs. According to a 2008 report by Kettle View Renewable Energy, two wind turbines erected on the treatment plant property could generate 116% of the total electric energy needs of the plant. Each turbine would be constructed as a 120 feet monopole tower with rotor diameter of 69 feet, for a total structure height of 154 feet. The Village is pursuing financial assistance for the project, and if successful the turbines could pay for themselves within 11 years. The Kettle View report identified the site, which sits atop a hill, as being an excellent site for this type of project. Average wind speeds at hub height have been calculated to be 12.3 mph, which is sufficient to make the project viable.

Cascade has a sanitary sewer system in place that serves all of the homes within the Village and Sanitary District No. 1 adjacent to Lake Ellen in the Town of Lyndon. Repairs and maintenance to the sewage collection system are performed in the Village by Village work crews as well as by Strategic Municipal Services, an engineering firm whose services are contracted by the Village. Repairs and maintenance within the Lake Ellen Sanitary District are the responsibility of the District.

The following water system assessment was provided by Strategic Municipal Services, Inc.

1. **Service Area.** The wastewater treatment system serves properties within both the Village corporate limits and Lyndon Sanitary District No. 1 [aka Lake Ellen Sanitary District].
2. **Existing Infrastructure.** The Village is served with eight inch collection mains (majority PVC), one pump station and an aerated lagoon wastewater treatment facility. A four inch forcemain discharges at the treatment facility. The Village collection system does not "leak" significant surface and groundwater (inflow / infiltration). There are no major reports or concerns of infiltration or deficiencies in the existing system. The system is continuously monitored by the Village, should anything occur.
3. **Deficiencies.**
 - a. **Wisconsin Department of Natural Resources.** The Department issued a new WPDES permit (2008) that required the Village upgrade their treatment facilities. The permit targeted reducing ammonia and phosphorous effluent discharges.
4. **Proposed Improvements.**
 - a. The Department approved the Village's Facility Plan to upgrade their existing treatment facilities. The Plan will provide capacity to accommodate historical residential and business growth in the Village and District over the next 20 years.

- b. The Plan includes high performance aerated lagoon improvements that will provide reliable year-round effluent discharges.
- c. The Department approved the Village's construction plans in September 2009. The improvements will be in operation by September 2010.

Storm Sewer System

The Village of Cascade has curb/gutter and storm sewers in place for part of the Village, particularly along Madison Avenue, Clark Street, and Francis Avenue. Stormwater is discharged into Nichols Creek (aka North Branch Milwaukee River) and the Cascade Mill Pond. There are no reported instances of backup or flooding in the recent past.

Stormwater management in the remainder of the Village is handled through a network of culverts and ditches.

Solid Waste and Recycling Facilities

The Village of Cascade currently contracts out all of its solid waste collection to Veolia Environmental Services for weekly curbside pickup. Every other week a wide variety of recyclables are also collected. Both of these services are adequate for the Village, and contracting with private companies is likely to continue as the best way to provide these services.

Most of the solid waste currently collected in Sheboygan County by Veolia is deposited in the Hickory Meadows Landfill in Chilton, located in Calumet County or the Glacier Ridge Landfill in Horicon, located in Dodge County. These landfills receive solid waste from sources throughout the State of Wisconsin, but primarily from the counties in which they are located and the adjacent counties.

The Hickory Meadows Landfill is owned by Veolia Environmental Services. The landfill has a capacity of 7.5 million cubic yards. As of June 2009, the landfill had 3.3 million cubic yards remaining. This capacity is predicted to last until approximately 2014, but Hickory Meadows has begun the process with the WDNR to request additional air space for expansion. It is thought that Hickory Meadows will expand by no less than an additional 7.5 million cubic yards.

The Glacier Ridge Landfill is also owned by Veolia Environmental Services. This landfill has a capacity of 9.2 million cubic yards. As of May 2009, the landfill had 8.2 million cubic yards remaining at its current use.

Sheboygan County annually runs a hazardous household waste collection program with Saturday drop-off sites in Plymouth and Sheboygan. Cascade residents are eligible for this program.

Telecommunications Service

Telephone

Land-line telephone service to the Town is provided by Verizon North. This is an older system that occasionally leads to unreliable service. Cuts in staffing levels have increased system down-time and repair schedules. Verizon North has not provided any assurances of upgrading the system, citing high costs in proportion to the area's low population density.

There is a 185-foot tall cellular tower located less than one-quarter mile from the Village's eastern boundary. Reception varies, depending on location, topography, and service provider.

Internet

Some residents access the Internet through dial-up services, while others gain access through high-speed cable modems offered by Time Warner Cable of Southeastern Wisconsin. These options are generally considered adequate.

Television

Cable television service in the Village is provided by Time Warner. Residents without cable service use satellite packages or rely on antennas to pick up broadcasts from a handful of Milwaukee stations. This service is generally considered adequate.

COMMUNITY FACILITIES INVENTORY AND ASSESSMENT**Village Hall**

The Cascade Village Hall is located at 301 First Street, on a one-acre parcel owned by the Village. The building contains an office for the Village Clerk, restrooms, and a medium sized room for board and similar meetings. The structure was originally built in the 1970s and reconstructed in the 1980s to include a garage. There are a moderate number of off-road parking spaces. This facility is generally adequate for the needs of the Village — no expansion is currently planned — but the building is not as energy efficient as it could be or in full compliance with the Americans With Disabilities Act.

**Road and Other Maintenance**

The Village has its own public works department for its street maintenance needs. The department is located next to the Village Hall. The facility may need to be expanded and/or updated to meet the needs of the Village over the next 20 years. Vehicles/equipment owned by the Village include a loader tractor, a 32-hp diesel tractor with mower, a zero-turn lawn mower, a 1-ton dump truck with plow, a 3/4 ton pickup truck, a tar kettle, and a wood chipper. None of these items currently needs replacing. It is expected that the Village will budget for replacements as needs arise over the planning period.

The Village crew's duties include asphalt paving, crack sealing, unclogging of culverts, removing of debris in ditches, and shouldering, snowplowing, and salting. The Village rents additional equipment as needed or contracts with the County Highway Department or a private company. This combination of maintenance strategies has worked reasonably well for the Village and is expected to continue for the foreseeable future.

Postal Services

Postal services for Cascade are provided by the U.S. Post Office located at 205 Lake Street. The building is a small structure leased by the federal government since the 1960s and has a front door at sidewalk/street level that would appear to satisfy ADA requirements. Limited parking is available on the street and in front of the building. Although a larger loading area would be preferred, no improvements are planned for the near future.

Cemeteries

Currently, there are three cemeteries within the Village limits, two of which are owned by churches. Both of church cemeteries have a moderate amount of unused space. Further, the need for plot space has decreased somewhat due to an upward trend in the use of cremation. Therefore, it is anticipated that the current cemetery facilities are adequate for the planning period. (Village residents may also use space available in cemeteries located elsewhere in Sheboygan County and beyond.) There are no future plans for development of another cemetery within Cascade.



Lady of the Lakes Cemetery

Figure 6.1 – Cemeteries in the Village of Cascade		
Name	Location	Approximate Size
St. Paul's Evangelical Lutheran Church Cemetery	North Avenue	6.7 acres
St. Mary's Cemetery	Madison Avenue/STH 28	2.4 acres
Buffin Cemetery	CTH NN and Milwaukee Avenue	< 1 acre

Law Enforcement

The Village of Cascade has its own police department, funded in part by fees collected from the Villages of Waldo and Adell, and the Town of Lyndon, which contract with the Village of Cascade for part-time patrol and complaint service. The department consists of a part-time chief and two part-time officers, a squad car, an office located in the Village Hall, and a radar speed sign. The department is part of the County's 911 system and has entered into a mutual aid agreement with the Sheriff's Department. Future needs will include a new squad car sometime around 2012.

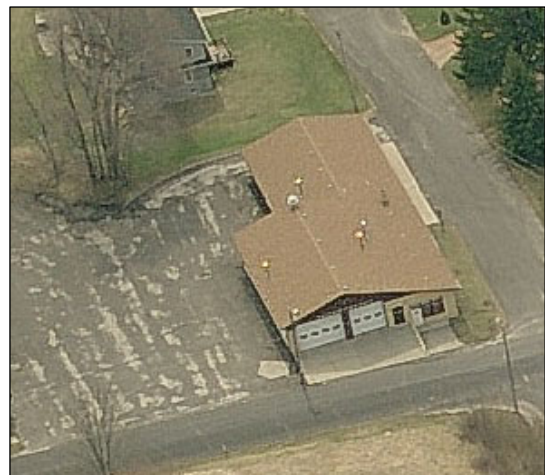
Protective services are also provided by the Sheboygan County Sheriff's Department, located in the City of Sheboygan. The Department, which is currently allowed to have 39 deputies, anticipates having adequate manpower for the next few years, although cuts in shared revenues might create challenges. Under standard enforcement procedures, the Department can make arrests under County ordinances and State laws. In areas where the Department has been contracted by a local municipality it can also enforce local ordinances. The Department consists of several patrol divisions, including highway patrol, motorcycle patrol, boat patrol, snowmobile/ATV patrol, and bike patrol. The Department also consists of a SWAT (Special Weapons and Tactics) Team, a Dive Team and a Multi-jurisdictional Enforcement Group (MEG Unit) specializing in drug enforcement.

The Sheboygan County Sheriff's Department also utilizes several community policing activities. One such activity, used to educate the public, is called CounterAct, which is an active effort in place to address current and future concerns of drug abuse in the community. Several other joint activities between the Sheboygan County Sheriff's Department and the community include Neighborhood Watch and Crime Stoppers, which encourage citizens to police their communities and alert the Sheriff's Department of any suspicious activities.

The Sheboygan County Sheriff's Department also utilizes several correctional facilities. The Sheboygan County Jail is located on the second floor of the Sheboygan County Law Enforcement Center, located in the City of Sheboygan. The Jail is a 40-bed facility that primarily houses adult female inmates. The Sheboygan County Detention Center, located in Sheboygan is a 286-bed facility that houses adult male inmates. The Juvenile Detention Center, also located on the second floor of the Law Enforcement Center, is a 27-bed facility that houses both male and female juvenile inmates. These capacities are currently sufficient; in fact, the County often houses inmates from other counties and states. In the next few years there is a possible expansion for the County Detention Center. This expansion would add a third and fourth floor to the current facility and also double the capacity of the facility.

Fire Station

The Cascade Fire Department, formed in 1915, is located on a one-acre parcel along Milwaukee Avenue near the center of the Village. The current (5,000 sq. ft) fire station was remodeled in the 1960s and again in the 1980s; it is adequate for the current needs of the Village. The Fire Department serves the entire Village, part of the Town of Lyndon and part of the Town of Mitchell. Additionally, there are mutual aid agreements with all of the surrounding municipalities.



The Fire Department consists of 44 fire personnel and is part of the county-wide 911 system. Although the Department does not have its own Hazardous Materials (HAZMAT) team, it is part of the Sheboygan County HAZMAT. The Cascade Fire Department currently owns the following trucks and equipment for its operations.

- 2 pumpers
- Grass fire truck
- Jaws utility van
- 2 tankers
- First responder unit
- Gator rescue unit

Besides the replacement of one of the pumpers in the next few years, it is likely that one of the challenges for the Department, as in many communities, will be 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.

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 fighting services.

The grading is obtained by ISO by its Municipal Survey Office based upon their analysis of several components of fire protection including:

- Fire department equipment;
- Alarm systems;
- Water supply system;
- 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 ten, with one representing the best protection and ten representing an unprotected community. In 2008, Cascade was rated a 7 by the ISO, which is considered good for a community its size.

Emergency Rescue Services

Emergency services are provided by the Cascade First Responders, which was established in 1986 and has 18 EMS members. Ambulance service is provided to the Village by the Plymouth Ambulance Service (PAS). PAS has been providing emergency medical services to the City of Plymouth and surrounding areas for over 20 years. Today, PAS provides pre-hospital paramedic-level care. Four Advance Life Support ambulances serve the northwestern section of Sheboygan County, which covers 244 square miles, including the City of Plymouth; Towns of Greenbush, Lyndon, Mitchell, and Plymouth; Villages of Cascade, Elkhart Lake, Greenbush, Glenbeulah, and Waldo; also portions of the Towns of Herman, Lima, Rhine, Russell, and Sheboygan Falls. A staff of 30 full-time and on-call EMTs respond to over 1,300 incidents a year. Mutual aid agreements with nearby communities are in place in the event of major emergencies. Future needs include maintaining staffing levels and ongoing training to stay current with new equipment and procedures.

The Village is served by the 911 system that is routed through Sheboygan County telecommunicators and relayed to emergency services. Telecommunicators set off tones to activate paging systems for all of the first responder units in the County.

Library

Although the Village of Cascade does not have a library located within its borders, it is adequately served by the Plymouth Public Library, which is about an eight mile drive from the Village. The 16,790 square foot library houses 77,756 print materials; 19,173 non-print and electronic materials;

and 164 magazine and newspaper subscriptions. Public Internet access is available. There is one meeting room, which has a capacity of 75 with tables and chairs and 150 without. Future space needs are currently being looked at and discussed with the Library Board and may include adding a floor or addition at some point; future technology needs will probably include additional Internet stations, particularly in the lower level (youth area); future financial needs will depend upon the funding levels received from the City of Plymouth, the County of Sheboygan, and surrounding counties, and state and federal funding and grants.

In addition, Village residents are 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 that makes scheduled stops in Cascade; in 2005 the Bookmobile had an annual circulation of 2,813 at its Cascade stop.

Schools

The Village of Cascade is entirely within the Plymouth School District, which serves about 2,400 students from a variety of locations throughout the City of Plymouth and the surrounding area. The Plymouth School District has a high school, a middle school, and three elementary schools, all in the City of Plymouth. Horizon



Figure 6.2 – Student Enrollment, Plymouth School District

School Year	Enrollment
1993-1994	2453
1994-1995	2533
1995-1996	2513
1996-1997	2590
1997-1998	2576
1998-1999	2559
1999-2000	2535
2000-2001	2503
2001-2002	2500
2002-2003	2470
2003-2004	2474
2004-2005	2424
2005-2006	2417
2006-2007	2436
2007-2008	2444

Elementary School is the most recent addition to the school district, having been built in 1991. Recent upgrades to Riverview Middle School included changes to the auditorium and remodeling the gymnasium. The Plymouth School District's enrollment has been holding steady since 1993, with a slight increase in the late 1990s and then a gradual decline from 2000 to 2008 (See Figure 6.2).

A referendum to exceed state imposed revenue limits by approximately \$6 million through 2013 failed at the November 4, 2008 election by a margin of 3,775 (yes) to 4,919 (no). The additional funds would have been used to pay for basic educational and maintenance needs.

The School District closed Parnell Elementary School at the end of the 2003-2004 school year and Cascade Elementary School at the end of the 2008-2009 school year, due to budget constraints. The closing of the school in Cascade was unpopular in the Village, as the school was considered a major

part of the community and the opportunity to attend an elementary school within walking distance was one of the reasons some young families had moved to the Village.

The Cascade Elementary School building was constructed in 1965. In order to accommodate increased enrollment, a sixth room was added in 1971. A tornado shelter was added in the late 1980s.

Child Care Facilities

According to the 2000 U.S. Census, there were 46 children under five years of age living in the Village and 45 children between the ages of 5-9. 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.

Figure 6.3 – Child Care Facilities in the Village of Cascade Area		
Name	Location	Capacity
Michelle's Family Day Care	Adell	8
Our Lady of the Lakes Child Care	Random Lake	40
Bonnie's Kids	Random Lake	8
Spring Day Care	Random Lake	8
A Children's Garden	Waldo	50

Source: Wisconsin Department of Children & Families, September, 2008

Several facilities are also located in Sheboygan, Plymouth, and West Bend. Nevertheless, the Resource Specialist for Family Connections, Inc. in Sheboygan indicated in September of 2008 that there were likely "more children than we have placements for in our County."

Elder Care Facilities

According to the 2000 U.S. Census, there were 96 adults over 65 years of age living in the Village of Cascade. 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 at the Cascade Village Hall on Mondays and at the nearby Adell Senior Center every Monday through Friday.

A countywide study of senior citizen housing needs versus public and private facility capacities has not been undertaken. Even if the current capacity of public and private facilities is sufficient to meet existing needs, it is likely that based on the aging population new and/or expanded facilities will be needed in the future. In the meantime, there are a variety of care and living options in the area:

- *Retirement Community.* Self-contained housing communities designed for older adults. These communities offer meal programs and typically have a focus on social and recreational activities. Many other amenities may be available depending on the site. Facilities/Location: South Horizon Apartments, Plymouth
- *Continuing Care Retirement Communities (CCRCs).* Refers to a facility that is able to respond to an individual's need for different levels of care as needs change. Levels of care may range from independent living to skilled nursing care. These services may also be

augmented by assisted or supportive living, home health care, and/or adult day services, allowing one to select the level of care most appropriate for an individual's changing circumstances. Facilities/Location/Beds: Landmark Square, Sheboygan; Pine Haven Christian Home, 135; Sheboygan Senior Community, 60; Terrace Estates, Sheboygan, 88

- *Community Based Residential Facilities (CBRFs)*. State licensed elderly group homes for five or more unrelated adults. CBRFs provide assisted living and health care services above normal room and board. A limited amount of skilled nursing care is available. The philosophy of a CBRF is to provide a home-like environment and to keep each resident as dignified and independent as possible, while maintaining a feeling of safety and security. The environment may be a house that has been renovated or a newly constructed building with private apartments for a large number of residents. Some facilities furnish all but the residents clothing while others have the residents fully furnish the apartment. Facilities/Location/Beds: Brookside of Wisconsin, Waldo, 8; Beechwood Rest Home, Beechwood, 10; KindredHearts, Plymouth, 15.
- *Residential Care Apartment Complexes (RCACs)*. Offer each resident care and services unique to his or her needs. This type of assisted living is based in individual apartments and as each person's need for care increases, services can increase accordingly. This gives residents an opportunity to remain in the apartment setting for a greater length of time. RCACs offer private residences with the features of a traditional apartment. Unit sizes vary from studio to one bedroom and larger. All units must have a kitchenette with cooking facilities. Apartments are generally furnished by the individual, however, some facilities may offer furnished or partially furnished apartments. Facilities/Location/Units: Terrace Estates, Sheboygan, 25 one-bedroom units.
- *Adult Day Services*. An option to a nursing home, these services were designed for adults who are experiencing a serious decrease in physical, mental, and/or social functioning and need a protective environment. Professional staff may include nurses, social workers, therapists, and other staff specially trained. Facilities/Location/Beds: Greendale Health and Rehabilitation Center, Sheboygan, 64; Judy's Adult Day Care, Sheboygan, 6; Project Independence/Goodwill, Sheboygan, 30.
- *Skilled Nursing Facilities*. Offer long-term care for residents who require daily assistance. Some type of rehabilitation program also usually available. Facilities/Location/Beds: Beechwood Rest Home, Beechwood, 26; Plymouth Care Center, Plymouth, 60; Rocky Knoll Health Care Center, Plymouth, 158.

As can be seen from the list, *elder care facilities* mean more than "nursing home care." According to Gunderson and Graham Healthcare Consulting (April 2, 2004 report to Sheboygan County Health Care Citizens' Task Force), the elderly are becoming healthier, better educated, more consumer savvy, and expect a variety of health care alternatives to be available. The least desirable option is nursing home care. The last ten years have seen a proliferation of assisted living and senior housing development. For local communities, especially small ones, this means it is possible to meet many of the housing needs of senior citizens without a large nursing home or similar type of facility.

Health Care Facilities

Due to its small population, there are no hospital or clinic facilities within the Village of Cascade. Needs assessments done by private care providers have not identified Cascade 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 and the Aurora Sheboygan Clinic – Cedar Grove are both primary care facilities 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 beginning construction on a new and larger (\$12 million, 80,000 sq. ft.) clinic 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.
- Columbia St. Mary's Ozaukee Campus, built in 1994, is a full-service medical center located on Port Washington Road in Mequon. This facility is part of the Columbia St. Mary's organization, which includes four campuses and 26 clinics located throughout southeastern Wisconsin.

OUTDOOR RECREATION INVENTORY

Community Facilities

According to the *Sheboygan County Comprehensive Outdoor Recreation and Open Space Plan (2007)*, the Village's existing recreational facilities include:

- *Cascade Elementary School site*, located on Lake Street. This 5.4-acre public facility has a baseball field, basketball court, and playground equipment.
- *Cascade Memorial Park*, located along Milwaukee Avenue and Lake Street on the south side of the Village. This 8-acre Village-owned parcel includes a picnic area, two barbecues, park benches, shelter, eight pieces of playground equipment, lighted basketball diamond and bleachers, combination tennis and basketball court, restroom facilities, general purpose building, and passive recreation area.
- *Cascade Millpond*, located at Clark Street and CTH NN on the north side of the Village. This 7-acre public facility has one barbecue, playground equipment, and a passive recreational area.

The standard ratio of 12 acres of recreational space per 1,000 persons is easily met by these facilities. The “Analysis and Recommendations” section of the *Sheboygan County Comprehensive Outdoor Recreation and Open Space Plan* for Cascade confirms this with its determination that “The park and open space needs of the Village are currently being met.”

National, State and County Facilities

There are no national, state, or county recreation 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.

UTILITIES AND COMMUNITY FACILITIES STRATEGY AND RECOMMENDATIONS

The Village of Cascade will seek direction for this element from the vision and goals identified through the public participation process:

Vision

“We envision Cascade as a family-oriented, moderately growing village with small community atmosphere. We value our school and neighborhoods that are safe. Our village will continue to provide affordable services to a mix of residences and small retail businesses that make Cascade a great place to live, work, and play.”

Goals, Objectives, Policies, Programs

1) Cascade will strive to provide and maintain affordable municipal services.

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 Village of Cascade Smart Growth/Long Range Planning Citizen Input Survey, respondents generally expressed a high level of satisfaction with a variety of public services. From a practical and fiscal standpoint, many of the needs of the Village’s residents will have to be met by regional facilities in other communities with more population and resources. Nevertheless, there are still several steps the Village can take to further its goals.

- a) *Policy/program:* Continue the policies and programs that have led to high satisfaction ratings for the 13 categories 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.
- b) *Policy/program:* Regularly monitor the quality and quantity of water pumped by the Village’s two high capacity wells.
- c) *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.
- d) *Policy/program:* The Wisconsin Department of Commerce administers the *Wisconsin Community Development Block Grant Program* to provide cities, villages and towns with a population of less than 50,000 and all counties except Milwaukee, Dane and Waukesha to obtain matching grants for the installation, upgrade or expansion of municipal drinking water and wastewater systems. Successful applications are based on a distress score, documentation of need, ability to repay, matching fund availability and project readiness.
- e) *Policy/program:* Continue to explore and implement, if appropriate, innovative ways to limit costs and provide necessary services.

2) Cascade will provide adequate infrastructure, community facilities, and public services sufficient for the needs of its residents, partnering with surrounding communities when beneficial. *(This goal is required under the “planning grants” section of Wisconsin Statutes Chapter 16.)*

- a) *Policy/program:* Continue to consider opportunities to share equipment and facilities between the Village and neighboring communities.
- b) *Policy/program:* The Federal Emergency Management Administration (FEMA) offers over \$100 million in annual grant awards to fire departments in six specific areas: training, fitness programs, vehicles, firefighting equipment, and fire prevention programs. Applicants must come from communities that serve a population of less than 50,000 and must provide a 5% match.
- c) *Policy/program:* Work with the Volunteer Fire Department and/or area businesses to explore offering a length of service award and other incentives. The Village may consider participating in the Wisconsin Length of Service Award Program (LOSA), which provides retirement benefits to volunteer firefighters.
- d) *Policy/program:* The lakes, rivers, downhill, and similar recreational facilities located elsewhere in the region are considered adequate to meet the recreational needs of most Cascade residents.
- e) *Policy/program:* Conduct periodic assessments of Village facilities to ensure they are in proper condition and meeting the needs of local residents and businesses.
- f) *Policy/program:* Consider *Rural Development Community Facility Grants*. The USDA Rural Development also offers grants to communities seeking to build or improve their community buildings (i.e., halls, libraries, community center, and fire departments). These grants are awarded to communities with a population up to 10,000 based on a competitive application process.

CHAPTER 7 - INTERGOVERNMENTAL COOPERATION

INTRODUCTION

In general terms, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as sharing information, or it can involve formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue. It can even involve consolidating services, jurisdictions, or transferring territory.

Many issues cross jurisdictional boundaries, affecting more than one community. For example, air and water pass over the landscape regardless of boundaries. Consequently, certain activities may impact other jurisdictions downwind or downstream. Today, increased communication and personal mobility mean that people, money, and resources also move across jurisdictions, as quickly and freely as air and water. Persons traveling along roadways use a network of transportation routes, moving between jurisdictions without even realizing it. This is why intergovernmental cooperation is a critical component of every community's comprehensive plan, for without it even the best intentions of a plan can be undermined, even unintentionally, by an adjacent community with contradictory policies.

Wisconsin ranks thirteenth nationwide in total number of governmental units and third nationwide in governmental units per capita. Having so many governmental units allows for very local representation and means that Wisconsin residents have numerous opportunities to participate in local decision-making. However, the sheer number of governmental units with overlapping decision-making authority presents challenges. More governmental units can make communication, coordination, and effective action more difficult, creating a greater potential for conflict. More governmental units may also mean unwanted and wasteful duplication in the delivery of community services. Cooperation can help to avoid this.

The Village of Cascade's relationship with neighboring communities, Sheboygan County, the Bay-Lake Regional Planning Commission, the Plymouth School District, the Lake Ellen Sanitary District, and the state and federal government can impact Village residents in terms of taxation, planning, provision of services, and siting of public facilities. An examination of these relationships and opportunities to work together, as well as the identification of existing or potential conflicts, can help the Village address these situations in a productive manner.

66.1001(2)(g)

Intergovernmental Cooperation Element. A compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units, and to the region, the state and other governmental units. The element shall incorporate any plans or agreements to which the local governmental unit is a party under 66.0301, 66.0307, 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.

CHAPTER SUMMARY

The Village of Cascade interacts with a number of other governmental entities, most notably the surrounding Town of Lyndon, Villages of Waldo and Adell, Sheboygan County, the Plymouth School District, WisDOT, and the Lake Ellen Sanitary District. Existing relationships with these entities is generally workable. The Village shares several public services already, and has made it a goal to maintain existing partnerships while remaining on the lookout for additional opportunities.

Currently, the Village exercises neither extraterritorial platting review nor extraterritorial zoning. There is no official mapping, boundary agreement, or revenue sharing arrangement with the Town of Lyndon. There is, however, a sewer service area.

Although existing and potential intergovernmental conflicts remain limited, several steps have been suggested to help resolve conflicts that might arise.

EXISTING ACTIVITIES

Adjacent Municipalities

The Village of Cascade has historically bordered only the Town of Lyndon. Although the Town of Mitchell is approximately a mile-and-a-quarter to the west, it is not anticipated that future Village growth will extend the Village limits into Mitchell during the 20-year planning period. Likewise, it is highly unlikely that Cascade and the Village of Waldo, two miles to the northeast, will encroach upon each other within the next 20 years.

Relationship

The Village of Cascade has a good working relationship with the Town of Lyndon. For examples of cooperative efforts, see “Sharing Public Services” below.

Siting Public Facilities

Due to the small populations of Cascade, Waldo, Lyndon, and Mitchell, and the limited need for major community facilities, there have not been any recent opportunities for the cooperative siting of public facilities involving Cascade.

Sharing Public Services, Equipment, and Facilities

Cascade provides part-time police protection to the Villages of Waldo and Adell, and the Town of Lyndon. The Towns of Lyndon and Mitchell contract with the Village for fire protection and first responder services. Some public works equipment is shared between Cascade and Adell. The Village’s wastewater treatment plant serves the Lake Ellen Sanitary District, which is located in the Town of Lyndon. All of these initiatives have been generally positive and are expected to continue, at least in the short term.

Sanitary Commission

The Cascade Wastewater Treatment Plant serves Cascade as well as the Lake Ellen Sanitary District in the Town of Lyndon, which contracts with the Village for sewer service. The Sanitary Commission is advisory to the Village Board. This has worked well since the Plant opened in 1976. Upcoming upgrades are expected to include two small wind turbines to generate electricity; the Village is hoping to partner with Wisconsin’s Focus on Energy program to offset costs.

School District

The Village of Cascade is located entirely within the Plymouth School District. There were 143 children in the Village under the age of 15 (2000 U.S. Census); the relationship between the Village and the School District is best described as business-like.

Siting School Facilities

The siting of school facilities is mainly conducted by school districts. There was some contention related to the possible closing of Cascade Elementary School as part of consolidation efforts by the Plymouth School District to address a million dollar budget shortfall in 2009-10. Since the school is an important part of the Cascade community, most residents were opposed to its closing (86% of respondents to Question 5 on the “2008 Village of Cascade Smart Growth/Long Range Planning Citizen Input Survey”). While it appears the school will remain open in the short-term, the School District has decided to add a 4K program to the school and transfer fifth graders to Riverview Middle School in Plymouth to save money on teacher salaries.

Sharing School Facilities

The elementary school has occasionally been used by the Town of Lyndon and the Village of Cascade for special events and meetings.

County

The Village of Cascade has cooperated and/or partnered with Sheboygan County in the past and intends to continue to do so in the future. Examples include 1) working with Sheboygan County UW-Extension to survey Village residents and write the Village’s comprehensive plan, 2) partnering with the Sheboygan County Planning & Resources Department to prepare maps for the Village’s comprehensive plan, 3) using the Sheboygan County Sheriff’s Department to supplement local law enforcement, and 4) contracting with the Sheboygan County Highway Department for snow removal and street construction.

Region

The Village of Cascade is located in Sheboygan County, which is located in the northeast region of the State of Wisconsin. Sheboygan County is a member of the Bay-Lake Regional Planning Commission (BLRPC), which is the regional entity the Village is involved with. The BLRPC has a number of programs and plans in place covering natural resources, population projections, traffic counts, transportation plans, bike plans, etc., several of which have been used in the preparation of this comprehensive plan.

State

The Village’s relationship with the State of Wisconsin is one which deals mainly with issues related to transportation (WisDOT), and natural resources, sewage treatment, and municipal well water (WDNR). Relationships in the past with these two agencies have been adequate.

Federal

The Village has been supportive of accommodating a U.S. Post Office within Cascade. The current rented facility at 205 Lake Street has met the needs of the Postal Service since the 1960s, although a larger loading area would be preferred.

INVENTORY OF PLANS AND AGREEMENTS

Cooperative Boundary Plan

Currently, the Village of Cascade has not entered into a formal boundary agreement with any municipality. State Statutes 66.0307 and 66.0301 allow municipalities to enter into agreements regarding the location of municipal boundaries. The Cooperative Boundary Plan is any combination of cities, villages, and towns that may determine the boundary lines between themselves under a cooperative plan approved by the WisDOA. The cooperative plan must be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the territory covered by the plan which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or general welfare. Additionally, Cooperative boundary agreements are a tool that could also be used for service sharing between local units of government.

Annexation

Annexation is the process for transferring lands from unincorporated areas (towns) to contiguous incorporated areas (cities and villages). Annexations are typically initiated by landowners, and not by villages or cities. There are two primary methods by which annexation may occur.

1.) Direct annexation by unanimous approval

This is the most common form of annexation. It involves a single property owner or group of contiguous property owners who decide to have property they own in a town annexed to an adjacent city or village. This process begins with a petition signed by all of the qualified electors residing in the territory to be annexed and the owners of all of the property included within that territory.

2.) Direct petition for annexation by one-half approval

A one-half approval annexation begins when a landowner or group of landowners publish in a newspaper a class 1 notice of “intention to circulate an annexation petition.” This petition must be signed by a majority of qualified electors in the territory to be annexed and either the owners of one-half of the real property in value or in land area. This type of annexation process makes it possible for a majority of landowners who are not directly adjacent to a city or village to “force” other landowners in between them and the city or village to be a part of the annexation.

There are also other less frequently used methods, including annexation by court-ordered referendum and annexation as a result of a boundary agreement. Annexation by court-ordered referendum allows a city or village to initiate an annexation proceeding for contiguous, unincorporated territory by asking the circuit court to order a referendum. This method is rarely successful, since a majority of the electors and landowners within the territory proposed to be annexed must vote in favor of the annexation.

Since there are a number of developable areas with the current Village limits, the Village of Cascade does not have, nor does it expect to have, an aggressive annexation policy. However, in certain cases, where a development proposal is adjacent to the Village and the type of the development would be more appropriate for public sewer and water, an annexation petition would be worthy of consideration.

Extraterritorial Platting Jurisdiction (ETP)

State Statutes allow an incorporated village or city to extend land division review over surrounding unincorporated areas. This helps cities or villages ensure that development near its boundaries is compatible with existing development and that such development is designed in a way that promotes efficient delivery of public services in the future if the development ever becomes part of the city or village. The extraterritorial area can extend up to 1.5 miles for villages like Cascade. The Village intends to use this review authority as allowed by the statutes.

Extraterritorial Zoning Jurisdiction (ETZ)

Villages have been given by statute a 1.5-mile extent of zoning control outside their corporate boundaries if the proper cooperative steps with the adjoining town are followed. This allows a village to exercise land use control over new development that otherwise might be incompatible with the village's future growth. This power is most useful in areas where there is a substantial amount of development or redevelopment occurring on the outskirts of a village. This has not been the case around Cascade, and consequently it does not currently exercise extraterritorial zoning.

EXISTING OR POTENTIAL CONFLICTS

On May 26, 2009, the Village of Cascade Smart Growth Committee sat down with UW-Extension Sheboygan County staff and to identify 1) existing and/or potential areas of intergovernmental concern, and 2) possible ways to help address these areas of concern.

Existing or Potential Conflicts

- A. Siting of new infrastructure for energy generation, communication, utilities, etc.
- B. Burdensome County or State regulations, mandates, or controls.

Proposed Conflict Resolution Process

For "A" listed above: Use the Village newsletter, the *Plymouth Review*, and/or agenda postings to help make proposed plans known and associated documents available to the public in a timely manner. Hold listening sessions, educational forums, and/or public hearings as needed. Consider other options if appropriate.

For "B" above: When appropriate, representatives from the Village will communicate concerns with area legislators and offer alternatives if possible.

For "B" above: To ensure continued consistency and compatibility between plans, ordinances, regulations, and policies, proposed amendments to the Village's Comprehensive Plan will be communicated to Sheboygan County and appropriate State agencies well in advance of the required public hearing.

INTERGOVERNMENTAL STRATEGY AND RECOMMENDATIONS

The Village of Cascade will seek direction for this element from the vision and goals identified through the public participation process:

Vision

“We envision Cascade as a family-oriented, moderately growing village with small community atmosphere. We value our school and neighborhoods that are safe. Our village will continue to provide affordable services to a mix of residences and small retail businesses that make Cascade a great place to live, work, and play.”

Goals, Objectives, Policies, Programs

1) Cascade will maintain and explore future options to provide cost-effective services and programs for its citizens.

Almost 74% of Village respondents to the 2004 Citizen Input Survey agreed that “Intergovernmental cooperation between the Village of Cascade and surrounding units of government is important to our mutual future.” When asked to be specific, respondents most often selected “Police protection,” “Ambulance/first responders,” and “Fire protection” from a list of 10 possibilities.

- a) *Policy/program:* Cooperate with Sheboygan County on its comprehensive planning efforts and Non-Motorized Transportation Pilot Program.
- b) *Policy/program:* Continue to work with the Sheboygan County Highway Department for the maintenance of area roadways, especially CTH NN/Clark Street north of STH 28 and CTH F/Lake Street south of STH 28. Strive to work with the County on any future needs regarding the Highway Shed located in the Village.
- c) *Policy/program:* Continue to work with state agencies such as WisDOT and WDNR to promote wise management of State Highway 28 and proper stewardship of natural resources such as groundwater and environmental corridors.
- d) *Policy/program:* Keep the Town of Lyndon apprised of any significant development proposals or changes to the Village of Cascade 20-Year Land Use Map.
- e) *Policy/program:* Continue to not only be aware of and act on opportunities for future shared initiatives, services and/or facilities, but also notify other nearby communities of upcoming purchases or initiatives that might be suitable for cost sharing.
- f) *Policy/Program:* Consider establishing a regular and ongoing intergovernmental forum to discuss boundary issues, shared service opportunities, and any other items of mutual concern.

CHAPTER 8 - LAND USE

INTRODUCTION

The land use portion of this plan is intended to present information on land uses within the Village of Cascade. The input of Village officials and residents, along with the data, principles, goals, and policies found throughout this plan document, are used to develop projections of potential future land use demands and assist in guiding the selection of future locations for specific types of land uses. Existing land use controls are also inventoried to assist in the development of the 20-Year Potential Land Use Map.



The plan and maps provide direction to residents, the business community, and government officials along with their staff. Specifically, the 20-Year Potential Land Use Map will serve as a practical guide to the Village Plan Commission members and the Village Board in their decision making process.

66.1001(2)(h)

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

Due to the statutory requirement that zoning and subdivision decisions must be consistent with the adopted comprehensive plan, and if not the plan must be amended, and due to the often unpredictable nature of land development, the 20-Year Potential Land Use Map in this chapter identifies potential areas of development rather than only probable areas of development. This strategy is intended to 1) provide as much information for decision making as possible to developers and future residents of the Village, 2) give Village officials flexibility and limit plan amendments.

CHAPTER SUMMARY

Although the Village of Cascade has not previously had a comprehensive plan, it has had zoning and subdivision ordinances in place for a number of years.

The current land use inventory for Cascade shows approximately 28% of the Village as being developed and 72% as undeveloped. About two-thirds of the developed land is in residential use, and a bit over two-thirds of the undeveloped land is considered to be natural areas.

The supply of land within Cascade is constrained somewhat by substantial areas of environmental corridors. The most suitable land for development is located in the northeastern quadrant of the Village. Although a small subdivision was platted recently, demand for developable land has historically been low, and this is not likely to change during the 20-year planning period.

The 20-Year Potential Land Use Map shows three small areas outside Cascade that might eventually be annexed into the Village, depending on landowner preferences and the need for public water and/or sewer service. One of these areas includes the Village-owned wastewater treatment plant.

Recommendations for land use and development are consistent with policies stated in earlier chapters of this Comprehensive Plan and place a high priority on moderate, managed growth that does not damage important natural areas.

INVENTORY OF EXISTING LAND USE CONTROLS

This section lists and briefly describes some of the major state, county, and local land use plans, ordinances, and controls that currently impact the Village of Cascade, and which may affect or restrict the way land can be developed.

Existing Comprehensive Plan or Land Use Plan

Prior to this effort, the Village has not had a comprehensive plan in the past. However, in 1997 UW-Extension Sheboygan County, in cooperation with the Cascade Long Range Planning Committee, prepared a report entitled “Village of Cascade Long Range Planning Program: Report of Trends, Survey Results, and Recommendations.” This report contained demographic information, identified community issues and values, presented community survey and “consensus mapping” results, and offered 25 recommendations. This report has provided some guidance in land use decision making.

Village Zoning Ordinance

The Zoning Ordinance - Village of Cascade was originally adopted in 1972 and has been reviewed and amended a number of times since then. Section 1.2 states, “It is the purpose of this Ordinance to promote the public health, safety, morals, and general welfare within the Village of Cascade, and it is the intent of this Ordinance to:

- lessen congestion in the streets,
- secure safety from fire and other damages,
- provide adequate light and air,
- assure adequate living areas by preventing overcrowding and by providing lots of adequate size,

- prevent blight and slum development through the prevention of incompatible land uses,
- conserve and properly utilize the natural scenic beauty,
- assure sound commercial development and discourage strip commercial development along streets and highways by providing commercial areas of sufficient size and proper location to serve the needs of the people,
- regulate the location and size of buildings and other structures and to encourage the most appropriate use of land,
- and to divide the Village of Cascade into districts for the purpose of implementing the aforementioned.

Refer to the Zoning Ordinance itself for detailed information on the permitted uses and restrictions within each of the zoning districts listed below. See Figure 8.2 for mapped locations of districts.

Figure 8.1: Village of Cascade Zoning Districts and Key Regulations	
Agricultural District	One-acre minimum lot size
Conservancy District	Conditional uses only
Residential District	15,000 sq. ft. minimum lot size
Business District	Conditional uses only

“Section 3.3 - Site Restrictions” states: No land shall be used or building erected where the land is held unsuitable for such use or structure by the Village Plan Commission by reason of, including but not limited to, flooding, concentrated runoff, inadequate drainage, adverse soil or rock formation, unfavorable topography, low percolation rate or bearing strength, erosion susceptibility, or any other feature likely to be harmful to the health, safety, prosperity, aesthetics, and general welfare of this community.

[Map: Figure 8.2 – General Zoning]

Village Subdivision Ordinance

The Village adopted its Subdivision Ordinance in 1979. Subsequent amendments have set standards for the installation of streets (specifically grades), the installation of utilities underground, culverts, and street surfacing.

Official Map

An Official Map under Ch. 62.23(6), 61.35, 60.10(2)c of state statutes is intended to implement a town, village, or city master plan for streets, highways, parkways, parks and playgrounds, and drainageways. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use. The Village of Cascade uses an Official Map to reserve street right-of-way.

Extraterritorial Jurisdiction

Wisconsin statutes allow a village like Cascade to adopt extraterritorial zoning and extraterritorial platting jurisdiction within 1.5 miles of its boundaries. Beginning in 2010, Cascade intends to administer its extraterritorial plat review jurisdiction.

Highway Access

Highway access restrictions can impact development patterns by making it difficult to site buildings along highways. At this time, neither Sheboygan County nor the Village of Cascade has a Controlled Access Ordinance that regulates roadways within the Village. The State has an access control ordinance along STH 28 known as Trans 233. Trans 233 is part of the Wisconsin Administrative Code and defines requirements that must be met when subdividing lands abutting the state highway system. The Wisconsin Department of Transportation (WisDOT) is responsible for enforcing Trans 233 to preserve traffic flow, enhance public safety, and ensure proper highway setbacks and stormwater drainage.

The rule (as revised by a Wisconsin legislative committee in 2004) applies to landowners who intend to divide land abutting a state highway into five or more lots that are each 1.5 acres or less in size within a five-year period.

Floodplain Regulations

If development is allowed to take place in flood-prone areas it is susceptible to storm damage and can have an adverse effect on water quality and wildlife habitat. In addition, it can also result in increased development and maintenance costs such as providing flood proofing, repairing damage associated with flooding and high water, increased flood insurance premiums, extensive site preparation, and repairing water-related damage to roads, sewers, and water mains. Cascade's *Floodplain Zoning Ordinance*, adopted in 2009, specifies nine purposes intended to protect life, health, and property, including to "discourage development in a floodplain if there is any practicable alternative to locate the activity, use or structure outside of the floodplain."

The Ordinance defines three districts, with different standards of development for each. The first district, the mapped Floodway District, limits development to non-habitable structures and uses. The second district, the mapped Floodfringe District, has less stringent regulations on development. Residential, commercial, industrial and utilities may be within the Floodfringe District upon complying with the standards in the Ordinance. The third district, the General Floodplain District, is

for proposals in areas for which flood profiles are not available or where they are available but floodways have not been delineated.

Shoreland-Wetlands

Wetlands act as natural pollution filters, making many lakes and streams cleaner and drinking water safer. They also act as groundwater discharge areas and retain floodwaters. Filling or draining of wetlands is costly, destroys the productive capacity of the ecosystem and can adversely affect surface water quality and drainage. Finally they provide valuable and irreplaceable habitat for many plants and animals.

Shoreland-wetlands are those wetlands that are five acres in size or larger, and are located in the shoreland zone. The shoreland zone is land located with 1,000 feet of the ordinary high water mark of a lake, pond, or flowage; or within 300 feet of the ordinary high water mark of a river or stream; or to the landward side of the floodplain, whichever distance is greater. Counties, cities, and villages are required to adopt shoreland-wetland zoning ordinances to regulate activities in shoreland-wetlands. Communities may decide to also zone those wetlands that are smaller than five acres or outside the shoreland zone.

Historic Preservation

There may be some areas within Cascade where development is either not desired or should be carefully designed due to the special historic character of the location.

A detailed field inventory of land uses in the Village of Cascade was conducted in the summer of 2002 by the Bay-Lake Regional Planning Commission (see Figures 8.3 and 8.4).

Figure 8.3: Village of Cascade Land Use Amount and Intensity, 2002

	Acres	Percentage of Undeveloped Land	Percentage of Total Land
UNDEVELOPED	360.4	100%	72.3%
Outdoor Recreation	13.4	3.7%	2.7%
parks	13.4	3.7%	2.7%
Agriculture	100.1	27.8%	20.1%
open space	1.8	0.5%	0.4%
croplands; pastures	94.7	26.3%	19.0%
farm buildings/accessories	3.6	1.0%	0.7%
Natural Areas	246.9	68.5%	49.6%
reservoirs; ponds	6.1	1.7%	1.2%
rivers; streams	0.2	0.06%	0.04%
other natural areas	95.1	26.4%	19.1%
woodlands	145.5	40.4%	29.2%
TOTAL LANDS	498	n/a	100%

Source: Bay-Lake Regional Planning Commission, 2002; Village of Cascade

Analysis of Current Land Use

The vast majority of **residential** land (90.8 acres) is single-family residential, which is scattered throughout the Village. Residential lots are generally less than a half-acre in size, but a few lots are substantially larger.

Almost all of the **commercial** development in the Village is found on small lots along STH 28/Madison Avenue.

The only use in the Village that could be considered **industrial** is the small food processing plant on the corner of Milwaukee Avenue and East Water Street.

Institutional uses include one church, the village hall, the fire department, and the elementary school.

Public lands consist of the 5.4-acre Cascade Elementary School site, the 8-acre Cascade Memorial Park, and the 7-acre Cascade Millpond area.

[Map: Figure 8.4 – 2002 Land Use]

LAND SUPPLY

Amount

Within Village Limits

At first glance, with 72% of the land in the Village of Cascade categorized as “undeveloped” as of 2002, there would appear to be an over-abundance of developable vacant land within the Village; however, much of this land lies in environmental corridors (see Figure 2.12) and would therefore be difficult to develop, even if such activity would be permitted by WDNR or feasible from an engineering or design standpoint. Once these lands are removed from consideration, approximately 100 acres of vacant but developable land remains for potential consideration. Subtracting the standard 15% for road right-of-ways and infrastructure, about 85 acres would remain for actual residential or commercial uses. This figure is about 20 acres shy of the entire amount of land that has been used for residential, commercial, or industrial development within Cascade throughout its history. Therefore, it would appear that there is an adequate supply of land for development if it is desired. Nevertheless, due to the inadequate size and/or location of various undeveloped lands, there could still be a need in the future to look at lands outside the Village limits.

Adjacent to Village Limits

Although there appears to be an adequate supply of vacant, potentially developable land within the Village limits, certain factors could constrain this supply. For example, owners of vacant lands might not want to develop or sell their land for development. Other factors such as access and location could come into play. As an alternative, lands adjacent to the Village might have to be considered to satisfy new proposals. There are substantial areas immediately northeast of the Village and along the Village’s eastern and western boundaries. Somewhere between 100-200 total acres in these areas might be suitable for development at some point in the future.

Price

According to the 2000 U.S. Census, the median value of an owner-occupied home in Cascade was \$99,100, compared to an average value for area villages of \$115,150. Prices in Cascade would seem to be lower than “average.” Aside from the Millpond, there is no lake or river frontage or similar amenities within the Village to drive up prices.

Demand

The overall residential vacancy rate for Cascade was 5.2% for owner occupants (U.S. Census, 2000). The Village’s rate, only slightly higher than the 5% ideal, indicates an adequate supply of housing within Cascade to satisfy demand.

Aside from a small number of new residential lots in the far northeast part of the Village (North Meadows), there has not been any significant demand for substantial new tracts for development.

Redevelopment Opportunities

According to the WDNR database, there are no open contaminated sites within Cascade, nor are there any brownfields within the Village that need redevelopment. There is, however, an inactive gravel pit property located in the far southwest of the Village that could undergo reclamation and be converted to a different use. Any redevelopment that might take place should be done in a way that maintains the small town atmosphere of the Village, including scale, architectural styles, etc.

LAND USE ISSUES AND CONFLICTS

Small businesses within the Village have been in proximity to residential areas for many years. Little, if any, buffering between these uses is in place. Some conflicts, such as traffic, noise, and lighting have been occasional issues. In an effort to be proactive, the Village's zoning ordinance has limitations on signage and off-street parking. These situations should continue to be monitored and opportunities for landscaping/buffering should be considered when appropriate.

There are no large livestock operations or other intensive land uses in the Town of Lyndon that are close enough to Cascade to have an impact.

ANTICIPATED LAND USE TRENDS

It is anticipated that over the next 20 years Cascade will grow at a slow to moderate, managed rate and that most new development will be primarily single-family residential along the Village's northern boundary. Some small-scale commercial development might occur along the STH 28 corridor. Existing commercial uses in the traditional downtown area will hopefully continue. This is typical for villages similar to Cascade in size and location.

Possible external impacts on local land use are expected to include 1) the overall aging population, which will drive more diverse housing options (condominiums, assisted living, etc.), 2) the increasing ability due to technological innovations to telecommute or start a home-based business, 3) the desire for passive recreation options, such as biking and walking trails, and 4) increasing emphasis on renewable energy options.

DEVELOPMENT CONSIDERATION AND CONSTRAINTS

Environmental, Financial, Transportation, and Public Utility Considerations and Constraints

A significant amount of environmental corridors (i.e., wetlands, floodplain, steep slopes) weave through and around the Village (see Figure 8.5), and these features have constrained development in the past and will probably continue to do so. In most cases, this is an appropriate constraint.

The Village of Cascade's total general obligation debt as of December 31, 2007 was \$0, which was only 0% of its full value, and 0% of the \$1,873,970 it could legally borrow. Therefore, the Village has the capacity to borrow for infrastructure for future development projects if it so desires. Further, the Village has no existing TIF obligations, which means this development financing option is fully available if needed.

It has been determined that an adequate transportation network of collector and arterial roads are already in place within or near the Village to serve future traffic flows generated from new growth, and the Village subdivision ordinance makes adequate provision for the construction of local roads to serve new development.

No official hydrological study has been performed to determine the inventory, consumption, and ongoing supply of acceptable groundwater in the Cascade area, but no significant problems have been reported with public well water quantity or quality to date. Given the general abundance of this resource in the area and the relatively small current and projected populations and industrial

[Map: Figure 8.5 – Development Constraints]

usages for the area, it is not anticipated that water supply will be a constraint, especially considering that a second “backup” well will soon be operational. If more development were to occur east of the North Meadows residential development, the water supply would be adequate, but a booster pump would be needed to get water to this area.

The wastewater treatment plant’s monthly design flow capacity is 0.167 million gallons per day; after a planned upgrade to be completed by 2010, the capacity will increase to 1,500 RUE, which will easily be able to accommodate the residential growth projections in this Comprehensive Plan, since it approximately doubles the current capacity.

Gas and electrical supply continues to be upgraded by We Energies as necessary and is not considered to be a constraint to further development.

20-YEAR LAND USE PROJECTIONS

This section of the chapter is based on a citizen opinion survey mailed to all households in Cascade in 2008; discussions with the Village’s Smart Growth Committee, a “consensus map” compiled by UW-Extension Sheboygan County following a survey mailed to all households in Cascade in 1997; emerging trends, and the constraints or lack thereof described in the previous section.

Five-Year Incremental Land Use Projections

Residential Projections

No statistical methods were used to project the five-year residential land use projections in Figure 8.6. Instead, projections were based on recent development proposals and a local understanding of the Village’s “build-out” potential as supplied by Village officials. This strategy is deemed to be more useful than relying on WisDOA’s largely linear population and household projections.

Commercial Projections

Commercial land use projections were calculated by comparing the current ratio of commercial land use acreage to the current ratio of residential land use acreage in the Town (1:18). Assuming this ratio has been satisfactory, it can be used to project appropriate commercial acreages in the future by holding the commercial ratio steady with residential growth.

Industrial Projections

Industrial land use projections were estimated in the same manner as the commercial lands, with the ratio calculated at 1:34.

Agricultural Projections

Most of the acres projected to be needed for residential development are likely to come from existing agricultural uses. This makes the agricultural projections a series of negative numbers, which is consistent with the overall decline in agricultural land over the last several years in Sheboygan County.

Figure 8.6 – Land Use Projections for the Village of Cascade in Five-Year Increments

Land Use	<u>2002</u> Total acres and % of total land	<u>2010</u> Total acres and % of total land	<u>2015</u> Total acres and % of total land	<u>2020</u> Total acres and % of total land	<u>2025</u> Total acres and % of total land	<u>2030</u> Total acres and % of total land
Residential	110.8 22.2%	124.9 24%	180 31%	236 37%	292 41%	348 44%
Commercial	6 1.2%	6 1.1%	10 1.7%	13 2%	16 2.2%	19 2.4%
Industrial	3.3 0.6%	3.3 0.6%	5.3 0.9%	7.3 1.1%	9.3 1.3%	11.3 1.4%
Agricultural	82.4 17%	83.2 16%	68.3 12%	52.7 8%	52.7 7%	52.7 7%
Other	295.5 59%	310.8 59%	322.3 55%	333.8 52%	345.3 48%	356.8 45%
TOTAL	498 100%	528.2 100%	585.9 100%	642.8 100%	715.3 100%	787.8 100%

Important Note: The projections in Figure 8.6 are made to satisfy Ch. 66.1001(2)(h) Wisconsin Statutes. These are estimates only and the Village is not required to meet these projections.

20-Year Potential Land Use Map Comments and Policies

Solid colors indicate existing uses, while cross-hatched areas indicate potential future uses.

Solid yellow areas on the Map cover existing **residential** developments scattered throughout the Village. These uses are expected to remain, and in some cases, if acreage allows, limited infilling or re-divisions may occur. Home-based businesses, as allowed by the Village zoning ordinance, may also appear in these areas. Cross-hatched yellow areas indicate either existing residences outside the current Village limits that might be annexed into the Village in the future as part of a need for Village sewer and/or water, or potential future residential development. New development would be mostly single-family, but some two-family or accommodations for older residents might be included. Lot sizes would generally be similar to what already exists in the Village. An effort should be made to encourage layouts that connect new subdivisions to existing parts of the Village using thru-streets, sidewalks, and/or paths. Woodlands and other natural features should be integrated into the development.

Solid red areas cover existing **commercial** businesses, and the gray colored area covers the existing **industrial** use within the Village. These uses are anticipated to remain, and in some cases, if acreage allows, limited expansions may occur. While no additional areas are specifically identified on the 20-Year Potential Land Use Map for either future commercial or industrial uses, the right type of development would be welcomed, possibly in one of the areas projected for residential. In that case, an amendment to the 20-Year Potential Land Use Map would be required.

Solid orange areas include facilities for **utilities** such as the water tower, well house, wastewater treatment plant, and the natural gas substation, which are expected to remain. Any other new utility uses requiring rezoning would require an amendment to the 20-Year Potential Land Use Map.

[Map: Figure 8.7 – 20-Year Potential Land Use]

Solid purple areas in the Village include **governmental or institutional** uses such as the village hall, elementary school, fire department, church, and cemeteries. These uses are anticipated to either remain or be adapted to some other use, as happened to the former Catholic church. The purple cross-hatched area to the west of the Village is the County Highway Shed.

Solid brown areas cover existing **transportation** uses. These uses are expected to remain. Possible new corridors for streets are not indicated on the Map in order to allow flexibility for developers. However, new streets that are intended to serve a new development would be considered a part of that development and therefore would not require an amendment to the 20-Year Potential Land Use Map.

Dark green areas cover existing **recreational** uses. These uses are expected to remain. Any new recreational uses that require a rezoning would also require an amendment to the 20-Year Potential Land Use Map.

Light green areas indicate **natural areas**, which, for the most part, are expected to remain.

White areas encompass **agricultural** areas. These uses are expected to gradually transition to other uses more appropriate for a village.

COORDINATION BETWEEN 20-YEAR LAND USE MAP AND ZONING MAP

The 20-Year Potential Land Use Map in this chapter is meant to be used as a guide for making decisions about rezonings and future development. Since it would be impractical to analyze in detail every individual parcel within and adjacent to the Village, the map is somewhat general in nature. When a request for rezoning or development comes before the Plan Commission and Village Board, these bodies should refer to the 20-Year Potential Land Use Map for initial guidance in responding to the request.

If the request is in harmony with the 20-Year Potential Land Use Map and this Comprehensive Plan, and further investigation and input does not uncover impediments, the rezoning and/or development can likely proceed. If, on the other hand, the request is *not* in harmony with this Plan and the 20-Year Potential Land Use Map, the rezoning and/or development should be rejected, until compatibility with this Plan can be achieved, if that proves to be possible.

Since the 20-Year Potential Land Use Map and the entire Plan is primarily a guide and not parcel specific, it is possible the applicant could present data and compelling reasons why his/her proposal is appropriate and compatible. In such a case, it might make sense for the Comprehensive Plan and 20-Year Potential Land Use Map to be amended to allow the proposal.

Any amendments to this Comprehensive Plan must be evaluated in the context of all nine required plan elements, especially the vision, goals, objectives, and policies/programs described in this Plan. The amendment process includes a formal public hearing and distribution according to the requirements of Wisconsin's Comprehensive Planning Law. Any amendment must be recommended by the Village Plan Commission and approved by the Village Board before permits may be issued and development can begin.

DEVELOPMENT / DESIGN STANDARDS

Development will adhere to the standards laid out in the Village of Cascade zoning and subdivision ordinances.

LAND USE STRATEGY AND RECOMMENDATIONS

The Village of Cascade will seek direction for this element from the vision and goals identified through the public participation process:

Vision

“We envision Cascade as a family-oriented, moderately growing village with small community atmosphere. We value our school and neighborhoods that are safe. Our village will continue to provide affordable services to a mix of residences and small retail businesses that make Cascade a great place to live, work, and play.”

Goals, Objectives, Policies, Programs

1) Cascade is receptive to expanding the village boundaries to accommodate future growth and to preserve and protect woodlands and wetlands.

About 72% of respondents to the 2008 Vision and Goals Survey supported this statement.

- a) *Policy/program:* In the spirit of intergovernmental cooperation between the Village of Cascade and the Town of Lyndon, priority has been placed on development within the Village limits. Nevertheless, annexation requests that are compatible with the Village’s vision and small town character will be given appropriate consideration.

2) Cascade will strive to promote the redevelopment of lands with existing infrastructure and public services, and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.

Just under 73% of respondents to the 2008 Vision and Goals Survey supported this statement.

- a) *Policy/program:* Any redevelopment that might take place should be done in a way that maintains the small town atmosphere of the Village, include scale, architectural style, etc.

3) Cascade will encourage land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.

Just over 82% of respondents to the 2008 Vision and Goals Survey agreed with this statement.

- a) *Policy/program for Commercial:* Village officials and residents would like to see new businesses develop and existing businesses continue in the downtown area, but they recognize the local market may not be sufficient to support all of the businesses desired. A “node” of commercial development on the outskirts of the Village, although not identified on the 20-Year Projected Land Use Map, would be considered through the statutory plan amendment process.

- b) *Policy/program for Communication/Utilities:* While only one parcel of land is specifically allocated on the 20-Year Projected Land Use Map for communication or utility uses, many of these uses do not typically require large tracts of land; it is therefore difficult to predict their future locations. The Village is not opposed to allocating small parcels of land for these purposes as needed through the statutory plan amendment process.
- c) *Policy/program for Industrial:* Based on survey results and the Village's vision, there are no lands allocated on the 20-Year Projected Land Use Map for industrial development. The Village is not opposed, however, to considering appropriate allocations of land for this purpose through the statutory plan amendment process.
- d) *Policy/program for Governmental/Institutional:* Existing governmental and institutional uses within the Village are considered to be adequate to meet current and future needs during the 20-year planning period. Unanticipated needs resulting in development requests can be handled through the statutory plan amendment process.
- e) *Policy/program for Residential:* The land use and zoning maps should continue to provide adequate area for residential development. The Residence District of the Zoning Ordinance should continue to allow for a variety of lot sizes and housing types. New subdivisions should be constructed in phases, if appropriate, and designed so as to minimize street lengths. Residential development should meet the needs of families as well as older adults in the community without overburdening public services or negatively impacting the Village's small town atmosphere.
- f) *Policy/program for Agriculture:* It is anticipated that agricultural land within the Village will continue to gradually transition to residential or other development.
- g) *Policy/program for Natural Areas:* The Village does not anticipate intensive development in any of its existing natural areas. It is the Village's goal to preserve natural areas within the Village and on annexed lands and encourage their integration as a valued amenity into surrounding development.
- h) *Policy/program for Transportation:* The Village recognizes the importance of adequate and appropriate transportation infrastructure to serve new development. Locations of future streets were not mapped in order to allow developers flexibility in how future subdivisions will be laid out.

4) Cascade will strive to balance individual property rights with community interests and goals.

Approximately 87% of respondents to the 2008 Vision and Goals Survey supported this statement.

- a) *Policy/program:* The Village of Cascade will avoid using its powers of eminent domain to condemn land unless there are no other reasonable alternatives.
- b) *Policy/program:* The Village of Cascade will revise its Zoning Ordinance to allow at least one permitted use in the Conservancy and Business Districts, respectively.

5) Cascade supports land uses that create or preserve varied and unique aspects of the community.

Over 83% of respondents to the 2008 Vision and Goals Survey agreed with this statement.

- a) *Policy/program:* New land uses or expansions should continue to be monitored and opportunities for landscaping/buffering should be considered when appropriate.
- b) *Policy/program:* New, expanded, or existing land uses should not have negative impacts on the Cascade millpond, dam, or creek.

6) Land use decisions involving the Village will incorporate the data, principles, goals, and policies found throughout this plan in order to ensure all of the elements are integrated into a consistent decision making approach.

These references include but are not limited to:

- The Village supports the protection of significant natural areas, including wetlands, wildlife habitats, lakes, stream corridors, woodlands, open spaces, and groundwater resources. (Ch. 2)
- The Village supports preservation of important cultural, historic, and archaeological sites. (Ch. 2)
- The Village supports the conservation of productive agricultural areas. (Ch. 2)
- Non-metallic mining sites will limit negative impacts to the environmental features within the Village of Cascade as well as its existing developments. (Ch. 2)
- The Village will strive to promote the availability of land for the development or redevelopment of low-income and moderate-income housing as appropriate for a rural community. (Ch. 3)
- The Village favors a managed growth scenario for the foreseeable future. (Ch. 3)
- The Village supports the protection of economically productive areas, including farmland and forests. (Ch. 4)
- The Village will encourage neighborhood designs that support a range of transportation choices. (Ch. 5)

CHAPTER 9 – IMPLEMENTATION

INTRODUCTION

Since this is the Village of Cascade’s first comprehensive plan, it will be important that Village officials understand the connection between planning and land use controls (e.g., zoning and subdivision ordinances). Planning by itself accomplishes little; only when the recommendations made in the plan are *implemented* through actions — such as amending a map, adopting a new policy, or revising an ordinance, for example — does real change come about.

66.1001(2)(i)

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

This chapter also provides information on the Comprehensive Plan amendment/update process and its overall use by the Village of Cascade. More detailed information on various statutory powers that the Village may utilize to implement this 20-Year Comprehensive Plan are also included in this chapter (under specific powers, the plan has identified recommendations for the Village to consider in order to best bring about the vision identified in Chapter 1 of this document).

ROLE OF THE COMPREHENSIVE PLAN

Wisconsin Statute 66.1001 (3) stipulates that the land controls governing a community be consistent with the community’s adopted comprehensive plan. The Village of Cascade Plan Commission’s primary responsibility is to implement this Comprehensive Plan and to ensure that all supporting Village ordinances are consistent with the Plan. When reviewing any petition or when amending any land controls within the Village, the Plan shall be reviewed, and a recommendation will be derived from its vision statement, goals, objectives, policies, programs, and 20-Year Potential Land Use Map. **If a decision is one that needs to be made in which it is inconsistent with the Comprehensive Plan, then before the decision can take effect, the Comprehensive Plan must be amended to include this change in policy.**

ROLE OF LOCAL OFFICIALS

Elected Officials

The Village’s elected officials should strive to become familiar with the contents of this Comprehensive Plan. It should be their primary guide, although not their only guide. Village Board members must make their decisions from the standpoint of overall community impact— tempered by site specific factors. In this task, board members must balance the recommendations made in this

Plan with the objectives of developers and residents, the technical advice of Village staff, and the recommendations of advisory boards, along with their own judgment on the matter at hand.

This Comprehensive Plan will provide much of the background and factual information the Board needs in making its decisions. Information from landowners and the Plan Commission will provide much of the site specific information for the Board. Thus, while the initial responsibility of implementing and updating a comprehensive plan falls on the Plan Commission, the Village Board must see that community support and resources are maintained to ensure the Cascade Comprehensive Plan stays current and viable.

Plan Commission

The Cascade Plan Commission should promote good planning practices within the Village, in addition to keeping the public and the Village Board well-informed on planning issues. Plan commissioners need to become very familiar with this Plan's maps and text, as well as its stated vision, goals, objectives, policies, and programs. A biennial review of these components is recommended to keep them current. The Plan Commission will likely need to make appropriate amendments to the Plan from time to time in order to adapt to changing circumstances. The Commission should also ensure that existing and future ordinances (or other Village land controls) are consistent with the Comprehensive Plan. Finally, the Commission will need to be sure that the Comprehensive Plan is updated at least once every 10 years (section 66.1001(2)(i), *Wisc. Stats.*).

Board of Appeals

Unlike a plan commission, a board of appeals is a quasi-judicial body. It has the power to interpret the wording of a land use control ordinance; review an administrative decision where it is contended the administrative official made an error in applying a land use control to a particular property; and issue area-related variances from the standards of an ordinance when it finds that strict enforcement would cause a hardship or be unnecessarily burdensome. Like the recommendations of the Village Plan Commission and the decisions of the Village Board, the decisions of the Cascade Board of Appeals need to be consistent with the Village's adopted Comprehensive Plan.

ROLE OF LAND USE PLANNING CONTROLS

Zoning

The Village of Cascade has an established Zoning Ordinance. Several of the potential land use recommendations may ultimately need re-zoning in order to take place. This Comprehensive Plan recognizes the preferred land use has a horizon year of 15 to 20 years in the future, while zoning's authority is immediate upon adoption and posting. Therefore, instances of current use and planned use may conflict, yet it would *not* be prudent to immediately make a current use non-conforming to meet the preferred land use. Much of the timing of re-zoning will depend heavily on market forces, the current political climate, and the accuracy of this Plan's assumptions.

The Comprehensive Plan's preferred land uses need to be compared to the zoning map to determine compatibility and realignment within various districts. The Village Plan Commission and Village Board will need to judge when re-zoning will occur, for it is not the intent that a zoning ordinance become a direct reflection of a plan in all instances. A comprehensive plan looks out to the future while an ordinance deals with present day.

Other Controls

The Village has a number of standards that impact land use planning. They include floodplain zoning, building permits, and commercial parking regulations.

While this Plan includes a number of specific implementation activities directly related to some of these standards, it is also understood that informal reviews of these standards — as they compare to the Plan’s vision, goal, and policy statements — should be ongoing as the Village conducts its business.

Further, additional standards may be developed by the Village in order to meet the vision and policies throughout this Plan.

IMPACT OF ECONOMIC DEVELOPMENT

Government Economic Development Initiatives

Economic development programs and initiatives are often a primary means of implementing goals in a comprehensive plan. While there is no local Chamber of Commerce, Main Street Program, or similar local entity or program operating in Cascade, there are a number of programs listed at the end of “Chapter 4 – Economic Development” that may be able to help implement the goals of the Village.

The implementation of most, if not all, of these economic development initiatives will be planned in advance by local officials; therefore, there should be ample opportunity to make sure the impacts of these initiatives will be in harmony with the Comprehensive Plan. It is important that such a comparison takes place. Much of the time the impacts are positive and welcomed, but there may also be downsides. In some communities, economic development initiatives are quite successful at attracting businesses and spurring growth; however, when the development period tapers off, residents find their community has become something far different than what they had always envisioned.

If it is anticipated that an economic development program or initiative being considered for the Village may significantly change the character of the Village — and therefore run counter to the vision and goals of the Plan, the economic development program should either be adjusted, or the Comprehensive Plan should be revisited and amended to allow for the change in character.

Non-Government Economic Development Activities

Sometimes, economic development takes place unexpectedly. A small business might greatly expand seemingly overnight, a highway interchange might be constructed, or similar economic catalyst may occur. It is difficult to stop the momentum generated by such activities, and indeed it is often best to encourage such activities. Nevertheless, it is once again possible that this type of economic development can change community character. Further, since it is unplanned by the local government, this kind of economic development frequently outstrips the community’s existing infrastructure and begins a sometimes never-ending cycle of “catching up,” as the community tries to provide adequate services.

If it becomes increasingly apparent that a privately initiated economic development “boom” is underway, the Village must analyze whether the character of the community will be significantly

altered and then decide how to respond in a proactive rather than reactive way. It is likely that at least some of the elements in the Comprehensive Plan would have to be revisited and amended.

ROLE OF PUBLIC INVESTMENT

Capital Improvements Program (CIP)

A CIP is a tool used to ensure a community regularly budgets for and schedules the construction and maintenance of infrastructure. This is typically a major tool in implementing the recommendations made throughout a comprehensive plan — especially the “Transportation” and “Utilities and Community Facilities” chapters.

Impact Fees and Land Dedications

Defined as cash contributions, contributions of land or interests in land, or any other items of value imposed on a developer by a municipality, impact fees and land dedications are an appropriate mechanism for financing improvements directly related to new development. The Village of Cascade uses this mechanism and expects to continue to use it as an implementation tool for this Comprehensive Plan.

Impact fees and land dedications may be used to finance the capital costs of constructing roads and other transportation facilities, sewage treatment facilities, storm and surface water handling facilities, water facilities, parks and other recreational facilities, solid waste and recycling facilities, fire and police facilities, emergency medical facilities, and libraries. The law expressly prohibits the use of impact fees to finance facilities owned by a school district.

Special Assessments

Special assessments are a tool that local governments have commonly used in Wisconsin for financing public facilities since the late nineteenth century. Special assessments are important because unlike impact fees, special assessments can be applied to existing development and can be used to fund existing deficiencies.

Special assessments are not considered exactions, because they are not imposed on developers as a condition of development. Under Wisconsin law, “any city, town or village may, by resolution of its governing body, levy and collect special assessments upon property in a limited and determinable area for special benefits conferred upon such property by any municipal work or improvement; and may provide for the payment of all or any part of the cost of the work or improvement out of the proceeds of such special assessments.”

Because of the need to show special benefit to property caused by the improvement, special assessments are traditionally used to fund improvements abutting the land that is ultimately assessed for such capital expenditures as sewer and water mains, sidewalks, street paving, curbs and gutters. The construction of “off site” improvements is seen as generally benefiting the entire community rather than a specific area and therefore must be financed by other means.

Development Review Cost-Recovery

Many communities can begin to achieve some of their goals and carry out associated policies by requiring developers to reimburse the community for expenses related to ensuring a quality

development is constructed. For example, while a community may strongly support the preservation of critical habitat areas, it may not have the means to follow through. However, by requiring a developer to pay for an independent study identifying these areas prior to breaking ground, the community is able to take the first step toward realizing a goal and implementing a policy without having to allocate funding or personnel.

Currently, the Village of Cascade uses this tool to recoup costs for engineering studies for new development. In this way, the Village is able to take the first steps toward implementing its goals and policies regarding stormwater management and sound transportation and utility infrastructure.

ROLE OF INTERGOVERNMENTAL COOPERATION

Boundary Agreements

Boundary agreements are formal efforts to identify precisely which extraterritorial areas may be attached to a village or city. They may also spell out terms for revenue sharing of current and future property taxes in specified areas, among other things. As an implementation tool, their ultimate purpose is to promote the goal of harmonious relations between adjacent communities. Although Cascade currently has a positive relationship with the Town of Lyndon, which surrounds the vast majority of the Village, a boundary agreement might some day be considered if substantial growth began to occur.

Official Maps

Official maps help communities implement goals and policies regarding safe and efficient transportation systems. They may also be used to reserve land for other future public uses, in particular those identified in a community's comprehensive plan, recreation plan, or other plans. The Village of Cascade uses this implementation tool to reserve street right-of-way.

COMPREHENSIVE PLAN INTERNAL CONSISTENCY

This Comprehensive Plan was developed as a unified whole under a single vision statement with supportive goals, objectives, policies, and programs. Sheboygan County UW-Extension and the Village of Cascade's Smart Growth Committee participated in nominal group sessions to identify key issues within each of the nine elements of the Plan and created community survey questions regarding these issues. Using the survey results, along with information regarding natural features, past population and housing data, and infrastructure information, the Committee and UW-Extension used the identified vision, goals, and recommendations expressed within this Plan to draft the 20-Year Potential Land Use Map as well as the implementation actions the Village will undertake throughout the 20-year planning period.

In several instances, a single goal applies to more than one element of the Plan and is restated in multiple chapters. Therefore, when preparing any amendments to this Comprehensive Plan or its individual elements, the Village Plan Commission should undertake an overall review of all nine elements, along with their identified goals, objectives, policies, and programs, in order to ensure consistency within and between elements before any amendment that might affect more than one element is approved.

IMPLEMENTATION SCHEDULE

Figure 9.1 – Village of Cascade Implementation Activities	
Agricultural, Natural and Cultural Resources	
ACTIVITY	LAUNCH DATE
1- Continue to utilize the Conservancy zoning district in appropriate areas of the Village as a means to protect critical natural resources.	Ongoing
2- Encourage site plans to include layouts and designs that buffer important natural resources and habitats (especially Nichols Creek) from development impacts.	Ongoing
3- Continue to obtain input on management strategies for the Mill Pond, and strive to be aware of funding options.	Ongoing
4- Management strategies will strive to keep the aesthetic/scenic value of the Mill Pond as a priority.	Ongoing
5- Upon request and submittal of appropriate fees for time and materials, the Village will forward appropriate records of historical value to interested organizations.	Ongoing
6- Use the conditional use permit option in the Zoning Ordinance when appropriate and continue to work with landowners to minimize impacts on historic structures and archaeological sites.	Ongoing
7- Continue enhancing Village landmarks and entryways with special signage, lighting, and/or landscaping.	Ongoing
8- The Village will strive to work with ag-related businesses looking to locate or expand in Cascade.	Ongoing
9- Since residential growth in the area is preferred to take place in Cascade rather than in the agricultural areas of the Town of Lyndon, the Village will be open to working with subdivision developers, as long as the Village can retain its small-town atmosphere.	Ongoing
10- The Village will be flexible with its zoning when possible to allow for some large lots and open space in new subdivisions within the Village in order to attract people who might otherwise seek to buy a lot out in the Town of Lyndon.	Ongoing
11- The Village will continue to work with the public and private sectors, as appropriate, to ensure park lands and recreational resources within the Village are maintained and enhanced as needed.	Ongoing
12- Non-metallic mining sites will comply with existing ordinances and carry out applicable reclamation plans.	Ongoing
13- The Village recognizes the value of non-metallic resources and will notify all non-metallic mining interests who have asked the Village to do so before making any rezoning decision that would affect an area of significant potential gravel resources as identified on Figure 2.14. (This policy is required under Wisconsin Statutes Chapter 66.)	Ongoing

Housing	
ACTIVITY	LAUNCH DATE
14- The Village will strive to include a variety of carefully considered options regarding lot sizes, accessory structures, in-law suites, setbacks, building materials, and related items in its zoning ordinance and building code to allow builders and remodelers flexibility in meeting the reasonable needs and preferences of residents.	Mid-Term
15- The Village will continue to operate the Cascade Housing Authority as a means to provide affordable housing for senior citizens and low-income families.	Ongoing
16- The Village will remain open to the possibility of low-density multi-family housing options, but it would prefer that larger cities and villages in the area provide these options.	Ongoing
17- The Village will continue to strive to keep residential growth to a manageable number of new homes each year in order to maintain the Village's small-town character and to ensure that the resources of the Village and other affected entities, such as local school districts and fire departments, can adequately serve additional growth.	Ongoing
18- The Village will continue to encourage new subdivisions to be done in phases.	Ongoing
19- Strive to keep fees as low as possible for building permits for remodeling.	Ongoing
20- The HOME Rental Rehabilitation Program (RRP) assists existing residential rental property owners in obtaining low interest loans to help defray rehabilitation expenses. Loans may be for up to 75% of the cost of repairs. The loans are available through selected local non-profit and local government sponsors that compete annually for funds. Owners are required to lease HOME-assisted units at or below HUD determined Fair Market Rent (FMR) levels and keep them affordable for a specified time based on the amount of HOME assistance. At least 90% of the units assisted under this program must be occupied by households with incomes at or below 60% of the County's median household income. The average cost of repairs for a HOME-assisted project must be between \$1,000 and \$24,999 per unit.	Ongoing
21- Rural Development - United States Department of Agriculture (USDA-RD) provides a variety of housing and community development programs for rural areas. Its programs are generally available in areas with populations of 10,000 or less. It provides support for rental housing development, direct and guaranteed mortgage loans for home buyers, and support for self-help and cooperative housing development. USDA-RD has district offices serving parts of Wisconsin.	Ongoing
22- Wisconsin's federally-funded CDBG Housing program assists towns and villages. These units can compete annually for CDBG funds that are used for housing and neighborhood improvement activities principally benefiting low- and moderate-income households. The maximum grant to an applicant is \$750,000. Approximately 15 state communities are awarded funds yearly. CDBG funds are used for various housing and neighborhood revitalization activities including housing rehabilitation, acquisition, relocation, demolition of dilapidated structures, and handicap accessibility improvements.	Ongoing

Economic Development	
ACTIVITY	LAUNCH DATE
23- As much as possible, Village regulations will not restrict reasonable marketing efforts, business hours, remodeling or expansion plans, or similar initiatives that businesses rely on to prosper.	Ongoing
24- As much as possible, Village regulations will not require excessive investments of time, money, and/or other resources from businesses to comply.	Ongoing
25- The Village will generally discourage development in economically productive farming and foresting areas within or near the Village that is incompatible with the continued viability of these industries.	Ongoing
26- The Village will be supportive of efforts by landowners to improve their properties along Madison Av/STH 28, as well as efforts of the State to improve the physical corridor.	Ongoing
27- The Village will generally discourage designs that are not compatible with small-town rural character.	Ongoing
28- While the range of employment opportunities a small rural village can promote are necessarily limited, the Village will be supportive of economic development initiatives that help new and existing businesses succeed at a level appropriate for a rural community.	Ongoing

Transportation	
ACTIVITY	LAUNCH DATE
29- Local road systems should be designed, sized, and signed to minimize through traffic movement.	Ongoing
30- In order to promote traffic safety and maintain the efficiency of STH 28, the Village should work with WisDOT to minimize, as much as possible, direct access to this principle arterial. This can be achieved by requiring adequately spaced access points and frontage roads for access to numerous properties, or driveway accesses that are able to serve more than one property.	Ongoing
31- New roads should be built to acceptable state standards. Vision triangles at intersections should be kept clear and the vision clearance regulations should be upheld per Village ordinances.	Ongoing
32- Continue to utilize a pavement management system (WISLR) to monitor the physical condition of roadways. Tie this data into a five-year plan for maintenance and capital improvements as needed.	Ongoing
33- Provision for bicycling and walking will continue to be made in the Village through a network of low traffic streets.	Ongoing

34- Pay attention to the level and location of electric personal assistive mobility device usage within the Village, and, if appropriate, consider infrastructure improvements and/or regulations to ensure public safety.	Mid-Term
35- Work with Sheboygan County and appropriate agencies to implement, when feasible, the Sheboygan County Pedestrian/Bicycle Comprehensive Plan Short-Term Facilities recommendations for Cascade (see p. 5-12 of this Plan).	Mid-Term
36- Continue to rely on services provided by Sheboygan and West Bend municipal airports, Milwaukee Mitchell International Airport, and the Port of Milwaukee to meet the needs of Town residents and businesses for air and water transportation.	Ongoing
37- Support the efforts of the Sheboygan County Health and Human Services Transportation Program, especially the accommodations offered for disabled persons.	Ongoing
38- New subdivisions will continue to feature small lots and short cul-de-sacs, and will be located within walking and/or biking distance of the business district and elementary school.	Ongoing
39- When subdivision plats and development plans are submitted, the Village will consider requiring trails for improving internal and/or external pedestrian movement.	Ongoing

Utilities and Community Facilities	
ACTIVITY	LAUNCH DATE
40- Continue the policies and programs that have led to high satisfaction ratings for the 13 categories 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.	Ongoing
41- Regularly monitor the quality and quantity of water pumped by the Village’s two high capacity wells.	Ongoing
42- 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.	Long-Term
43- The Wisconsin Department of Commerce administers the Wisconsin Community Development Block Grant Program to provide cities, villages and towns with a population of less than 50,000 and all counties except Milwaukee, Dane and Waukesha to obtain matching grants for the installation, upgrade or expansion of municipal drinking water and wastewater systems. Successful applications are based on a distress score, documentation of need, ability to repay, matching fund availability and project readiness.	Ongoing
44- Continue to explore and implement, if appropriate, innovative ways to limit costs and provide necessary services.	Ongoing
45- Continue to consider opportunities to share equipment and facilities between the Village and neighboring communities.	Ongoing

46- The Federal Emergency Management Administration (FEMA) offers over \$100 million in annual grant awards to fire departments in six specific areas: training, fitness programs, vehicles, firefighting equipment, and fire prevention programs. Applicants must come from communities that serve a population of less than 50,000 and must provide a 5% match.	Mid-Term
47- Work with the Volunteer Fire Department and/or area businesses to explore offering a length of service award and other incentives. The Village may consider participating in the Wisconsin Length of Service Award Program (LOSA), which provides retirement benefits to volunteer firefighters.	Mid-Term
48- The lakes, rivers, downhill, and similar recreational facilities located elsewhere in the region are considered adequate to meet the recreational needs of most Cascade residents.	Ongoing
49- Conduct periodic assessments of Village facilities to ensure they are in proper condition and meeting the needs of local residents and businesses.	Ongoing
50- Consider Rural Development Community Facility Grants. The USDA Rural Development also offers grants to communities seeking to build or improve their community buildings (i.e., halls, libraries, community center, and fire departments). These grants are awarded to communities with a population up to 10,000 based on a competitive application process.	Long-Term

Intergovernmental Cooperation	
ACTIVITY	LAUNCH DATE
51- Cooperate with Sheboygan County on its comprehensive planning efforts and Non-Motorized Transportation Pilot Program.	Ongoing
52- Continue to work with the Sheboygan County Highway Department for the maintenance of area roadways, especially CTH NN/Clark Street north of STH 28 and CTH F/Lake Street south of STH 28. Strive to work with the County on any future needs regarding the Highway Shed located in the Village.	Ongoing
53- Continue to work with state agencies such as WisDOT and WDNR to promote wise management of State Highway 28 and proper stewardship of natural resources such as groundwater and environmental corridors.	Ongoing
54- Keep the Town of Lyndon apprised of any significant development proposals or changes to the Village of Cascade 20-Year Land Use Map.	Ongoing
55- Continue to not only be aware of and act on opportunities for future shared initiatives, services and/or facilities, but also notify other nearby communities of upcoming purchases or initiatives that might be suitable for cost sharing.	Ongoing
56- Consider establishing a regular and ongoing intergovernmental forum to discuss boundary issues, shared service opportunities, and any other items of mutual concern.	Mid-Term

Land Use	
ACTIVITY	LAUNCH DATE
57- In the spirit of intergovernmental cooperation between the Village of Cascade and the Town of Lyndon, priority has been placed on development within the Village limits. Nevertheless, annexation requests that are compatible with the Village's vision and small town character will be given appropriate consideration.	Ongoing
58- Any redevelopment that might take place should be done in a way that maintains the small town atmosphere of the Village, include scale, architectural style, etc.	Ongoing
59- Village officials and residents would like to see new businesses develop and existing businesses continue in the downtown area, but they recognize the local market may not be sufficient to support all of the businesses desired. A "node" of commercial development on the outskirts of the Village, although not identified on the 20-Year Projected Land Use Map, would be considered through the statutory plan amendment process.	Ongoing
60- While only one parcel of land is specifically allocated on the 20-Year Projected Land Use Map for communication or utility uses, many of these uses do not typically require large tracts of land; it is therefore difficult to predict their future locations. The Village is not opposed to allocating small parcels of land for these purposes as needed through the statutory plan amendment process.	Ongoing
61- Based on survey results and the Village's vision, there are no lands allocated on the 20-Year Projected Land Use Map for industrial development. The Village is not opposed, however, to considering appropriate allocations of land for this purpose through the statutory plan amendment process.	Ongoing
62- Existing governmental and institutional uses within the Village are considered to be adequate to meet current and future needs during the 20-year planning period. Unanticipated needs resulting in development requests can be handled through the statutory plan amendment process.	Ongoing
63- The land use and zoning maps should continue to provide adequate area for residential development. The Residence District of the Zoning Ordinance should continue to allow for a variety of lot sizes and housing types. New subdivisions should be constructed in phases, if appropriate, and designed so as to minimize street lengths. Residential development should meet the needs of families as well as older adults in the community without overburdening public services or negatively impacting the Village's small town atmosphere.	Ongoing
64- It is anticipated that agricultural land within the Village will continue to gradually transition to residential or other development.	Ongoing
65- The Village does not anticipate intensive development in any of its existing natural areas. It is the Village's goal to preserve natural areas within the Village and on annexed lands and encourage their integration as a valued amenity into surrounding development.	Ongoing
66- The Village recognizes the importance of adequate and appropriate transportation infrastructure to serve new development. Locations of future streets were not mapped in order to allow developers flexibility in how future subdivisions will be laid out.	Ongoing

67- The Village of Cascade will avoid using its powers of eminent domain to condemn land unless there are no other reasonable alternatives.	Ongoing
68- The Village of Cascade will revise its Zoning Ordinance to allow at least one permitted use in the Conservancy and Business Districts, respectively.	Immediate
69- New land uses or expansions should continue to be monitored and opportunities for landscaping/buffering should be considered when appropriate.	Ongoing
70- New, expanded, or existing land uses should not have negative impacts on the Cascade millpond, dam, or creek.	Ongoing
71- Land use decisions involving the Village will incorporate the data, principles, goals, and policies found throughout this plan in order to ensure all of the elements are integrated into a consistent decision making approach.	Ongoing

“Ongoing” indicates the activity has already likely been underway and will continue to be carried out as necessary; “Immediate” generally indicates the activity should be initiated before the end of 2011 if possible; “Mid-Term” generally indicates the activity should be initiated sometime before 2016; and “Long-Term” generally indicates the activity should be initiated some time toward the latter half of the 20-year planning period. Detailed step-by-step instructions on how to accomplish each of the activities are beyond the scope of this Plan. It is recommended, however, that local officials develop their own “plan of action” to ensure the activities listed above have a chance to be accomplished.

PLAN REVIEW TIMELINE

Approximately five years after the initial adoption of the Comprehensive Plan, the Village Plan Commission will review the vision, goals, objectives, policies, and programs in the Plan to determine whether they are still applicable, and if so whether progress has been made in accomplishing them. The Commission and Village Board will consider adjustments as necessary.

No more than ten years after the initial adoption of the Comprehensive Plan, the Village Plan Commission will update and amend the Plan as required by ch. 66.1001(2)(i).

PROCESS FOR ADOPTING OR AMENDING THE PLAN

As directed by 66.1001, *Wisconsin Statutes*, a plan commission may recommend by resolution the adoption or amendment of a comprehensive plan only by majority vote of the entire commission. The vote shall be recorded in the official minutes of the plan commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of a comprehensive plan. One copy of an adopted or amended comprehensive plan shall be sent to all of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the Village of Cascade.
2. The clerk of every local governmental unit that is adjacent to the Village of Cascade.
3. The Wisconsin Land Council. [No longer in existence.]
4. The Wisconsin Department of Administration.

5. The Bay-Lake Regional Planning Commission.
6. The local public library.

No comprehensive plan that is recommended for adoption or amendment may take effect until the political subdivision enacts an ordinance that adopts the plan or amendment. The political subdivision may not enact an ordinance unless the comprehensive plan contains all of the elements specified in ch. 66.1001. An ordinance may be enacted only by a majority vote of the members-elect, as defined in 59.001 (2m), *Wisconsin Statutes*, of the governing body. An ordinance that is enacted, and the plan to which it relates, shall be filed with at least all of the entities specified in the list numbered 1-6 above.

No political subdivision may enact an ordinance unless the political subdivision holds at least one public hearing at which the proposed ordinance is discussed. That hearing must be preceded by a class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The political subdivision may also provide notice of the hearing by any other means it considers appropriate. The class 1 notice shall contain at least the following information:

1. The date, time and place of the hearing.
2. A summary, which may include a map, of the proposed comprehensive plan or amendment to such a plan.
3. The name of an individual employed by the local governmental unit who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed comprehensive plan or amendment to such a plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained.

At least 30 days before the hearing is held, a local governmental unit shall provide written notice to all of the following:

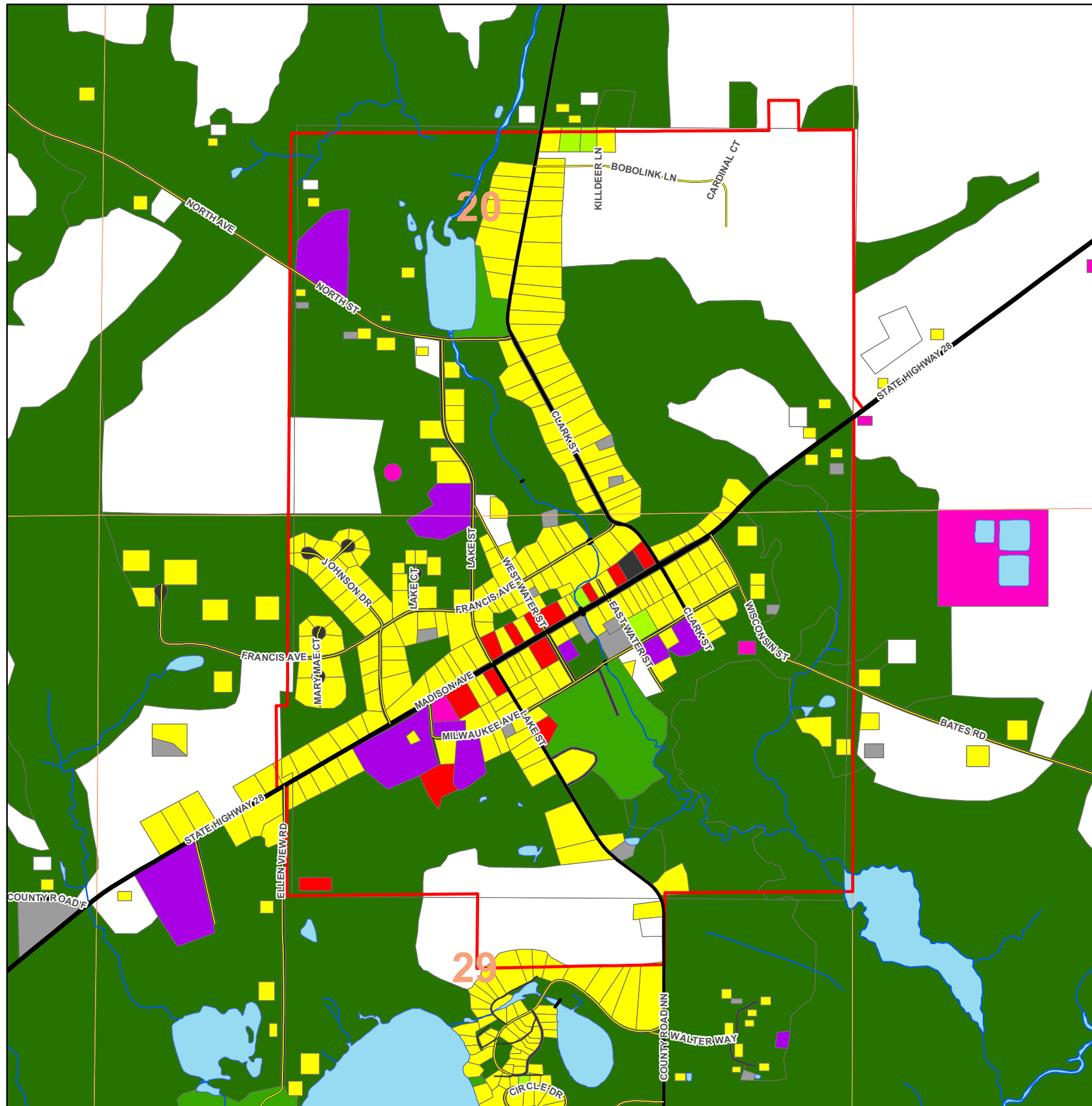
1. An operator who has obtained, or made application for, a permit that is described under s.295.12 (3) (d).
2. A person who has registered a marketable nonmetallic mineral deposit under s.295.20.
3. Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the local governmental unit provide the property owner or leaseholder notice of the hearing.

A political subdivision shall maintain a list of persons who submit a written request to receive notice of any proposed comprehensive plan ordinance that affects the allowable use of the property owned by the person. At least 30 days before the public hearing is held, a political subdivision shall provide written notice, including a copy of the proposed ordinance, to all such persons. The notice shall be by mail or in any reasonable form that is agreed to by the person and the political subdivision. The political subdivision may charge each person on the list who receives a notice a fee that does not exceed the approximate cost of providing the notice to the person.

Additional Plan Amendment Considerations

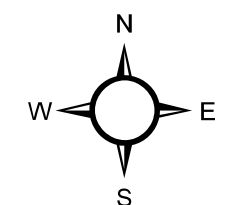
In addition to the requirement in ch. 66.1001 for amending a comprehensive plan at least once every ten years, it is possible that more limited amendments for specific issues may arise for consideration at any time. The Village of Cascade, in planning cooperatively with Sheboygan County, realizes that certain specific amendments to its Comprehensive Plan might have significant ramifications for other governmental units. Therefore, the Village of Cascade will strive to 1) communicate in advance all proposed Village of Cascade 20-Year Comprehensive Plan amendments, and 2) invite the participation of other governmental units in the decision making process for amendments that might affect them.

Figure 8.4
2002 Land Use
Village of Cascade
 Sheboygan County, WI



Legend

- Residential
- Commerical
- Industrial
- Roads & Transportation
- Communitation/Utilities
- Governmental/Institutional
- Parks & Recreation
- Open Space
- Agricultural
- Water Features
- Woodlands, Wetlands
- Land Under Development
- Village of Cascade
- State Highway
- County Road
- Town / Local Road
- Private Road
- Bridges
- Dams
- Railroads
- Rivers, Streams
- Road / Bridge
- Section Lines
- Lakes



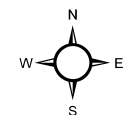
1" equals 800'



Figure 8.5
Development Constraints
Village of Cascade
 Sheboygan County, WI

Legend

-  Village of Cascade
-  Publicly Owned Lands
-  Areas of 12% or greater Slope
-  DNR Wetlands < 2 Ac
-  DNR Wetlands
-  Preliminary 100 Year Floodplain
-  State Highway
-  County Road
-  Town / Local Road
-  Private Road
-  Bridges
-  Dams
-  Railroads
-  Rivers, Streams
-  Road / Bridge
-  Section Lines
-  Lakes
-  Parcels



1" equals 1,100'



Prepared for the Village of Cascade by the
 Sheboygan County Planning Department

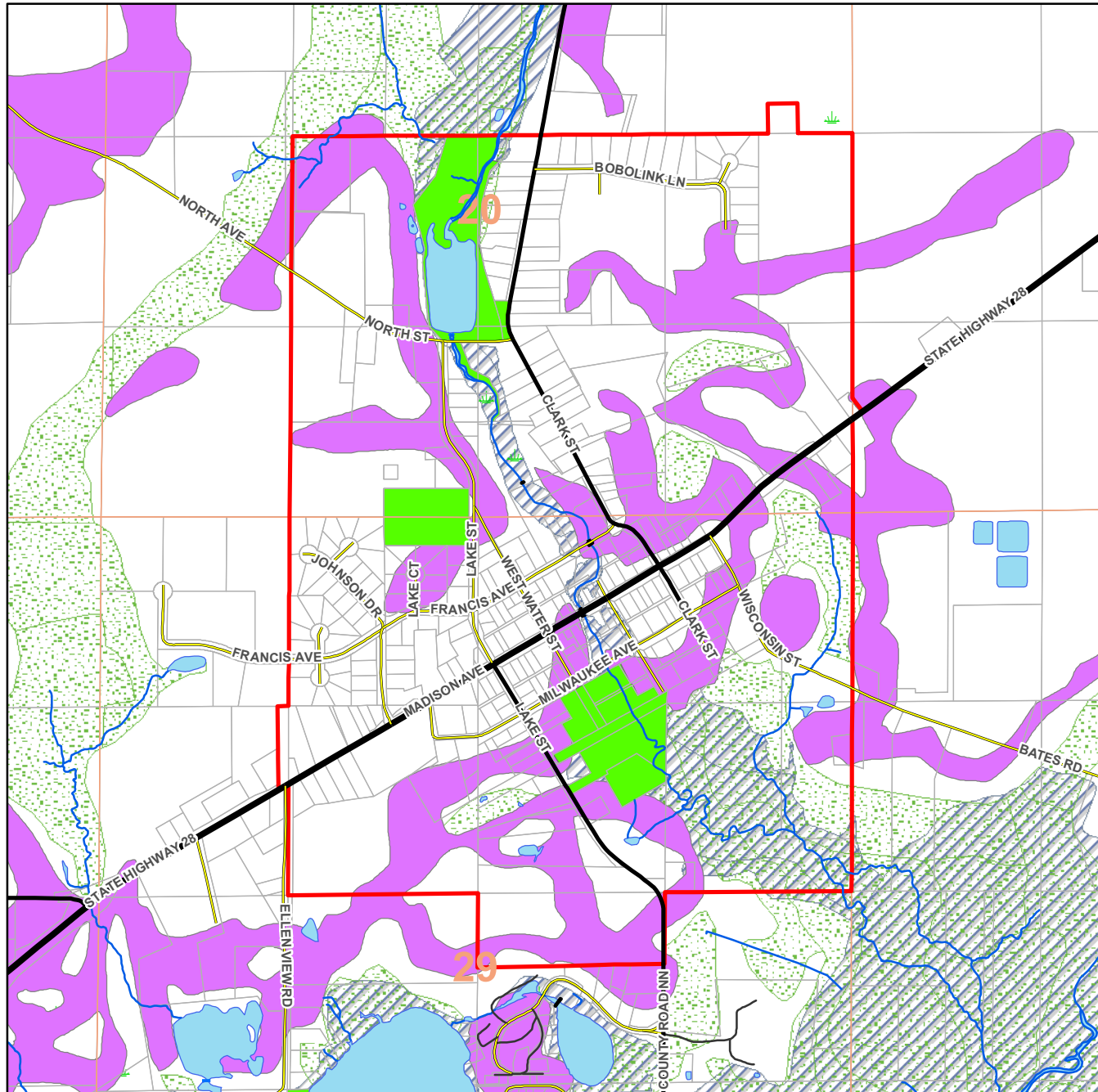


Figure 2.9 Environmental Corridors Village of Cascade

Sheboygan County, WI

Legend

-  Environmental Corridors
-  Village of Cascade
-  State Highway
-  County Road
-  Town / Local Road
-  Private Road
-  Bridges
-  Dams
-  Railroads
-  Rivers, Streams
-  Road / Bridge
-  Section Lines
-  Lakes

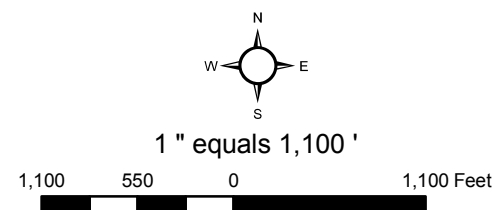
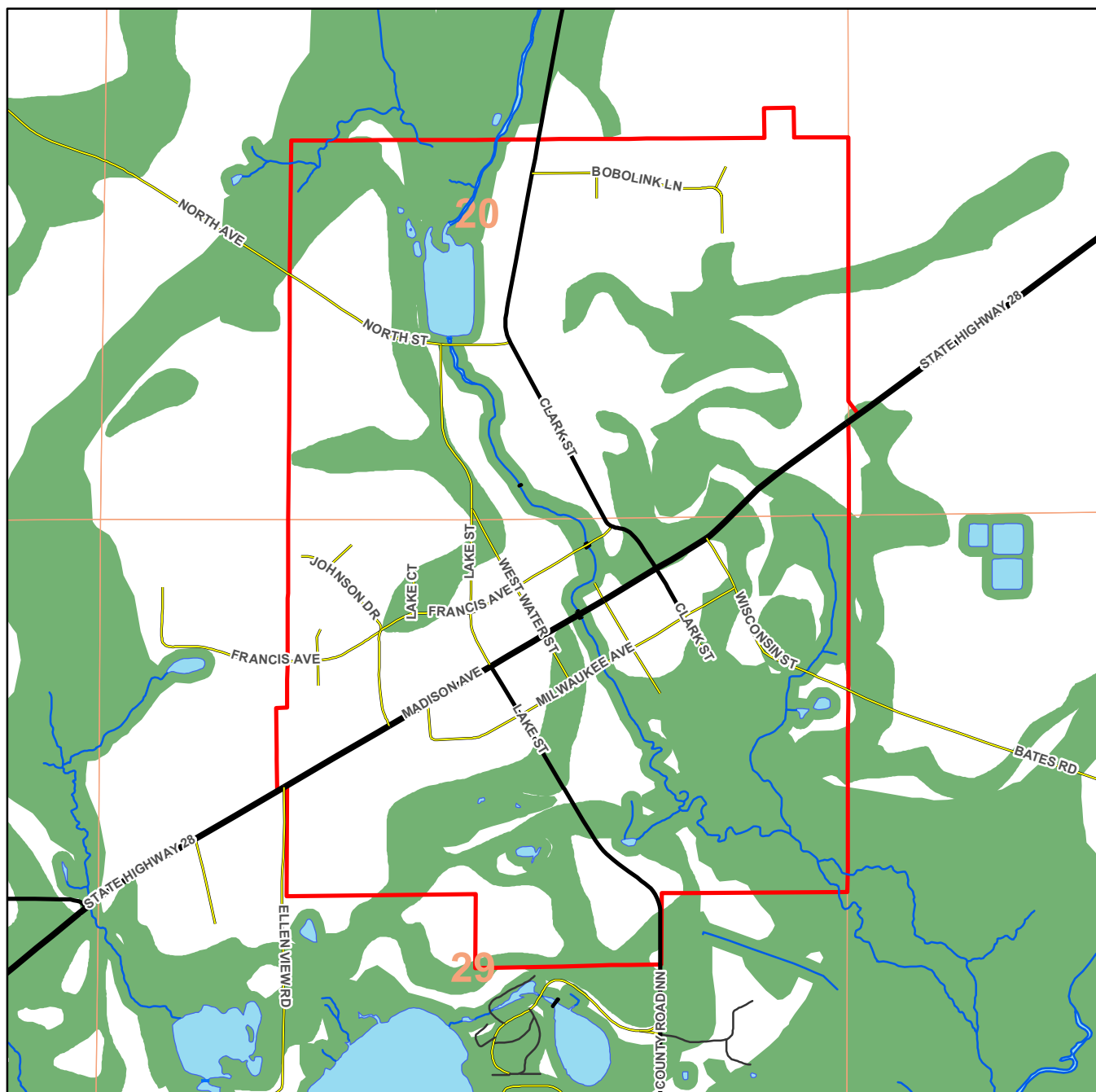
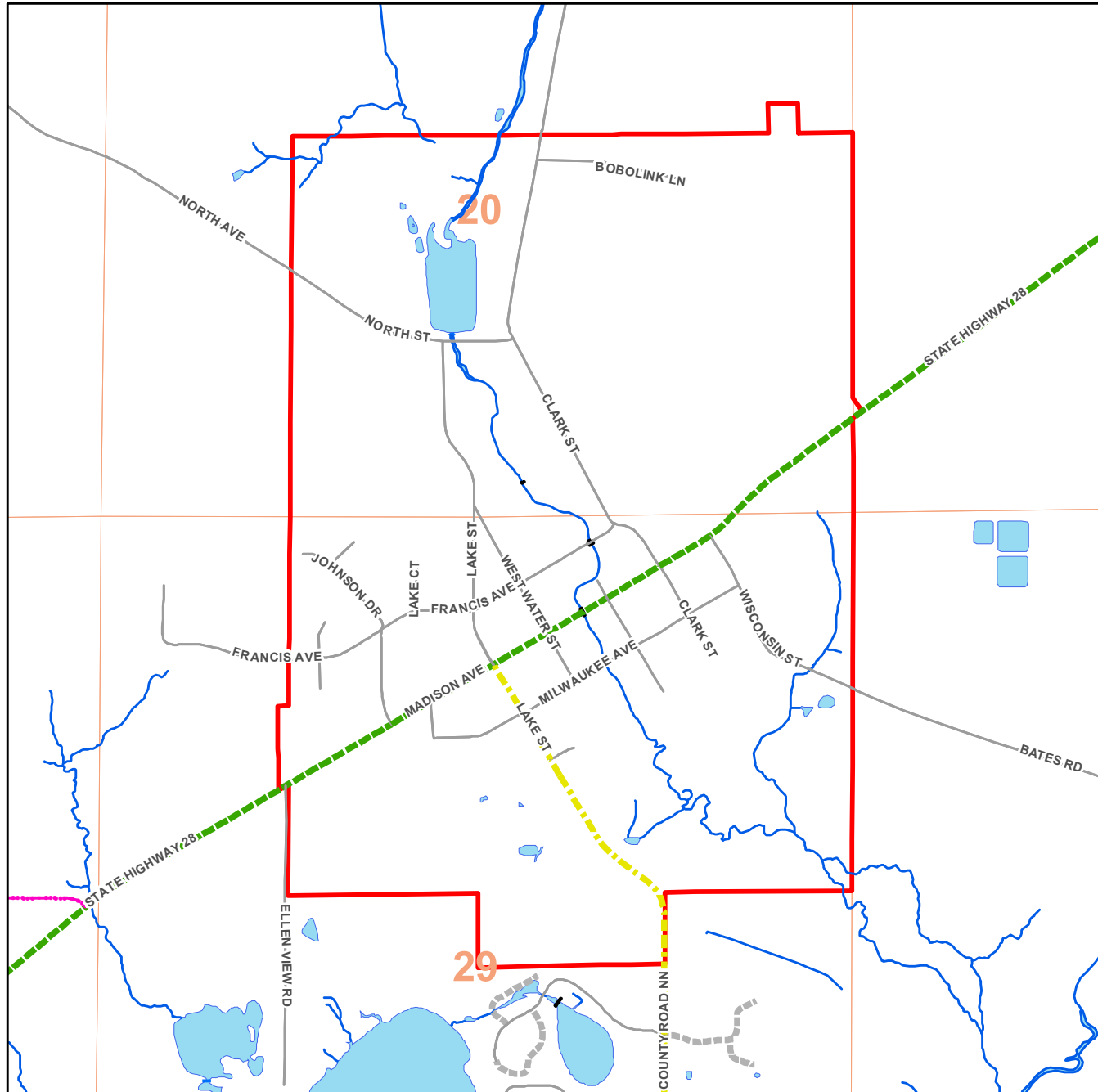
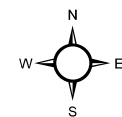


Figure 5.1
Functional Road Classes
Village of Cascade
 Sheboygan County, WI

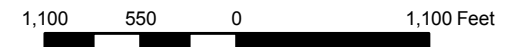


Legend

- No Value Assigned
- Principal Arterial - Interstate
- Minor Arterial
- Major Collector
- Minor Collector
- Local Road or Street
- Principal Arterial
- Collector
- Village of Cascade
- Bridges
- Dams
- Railroads
- Rivers, Streams
- Road / Bridge
- Section Lines
- Lakes

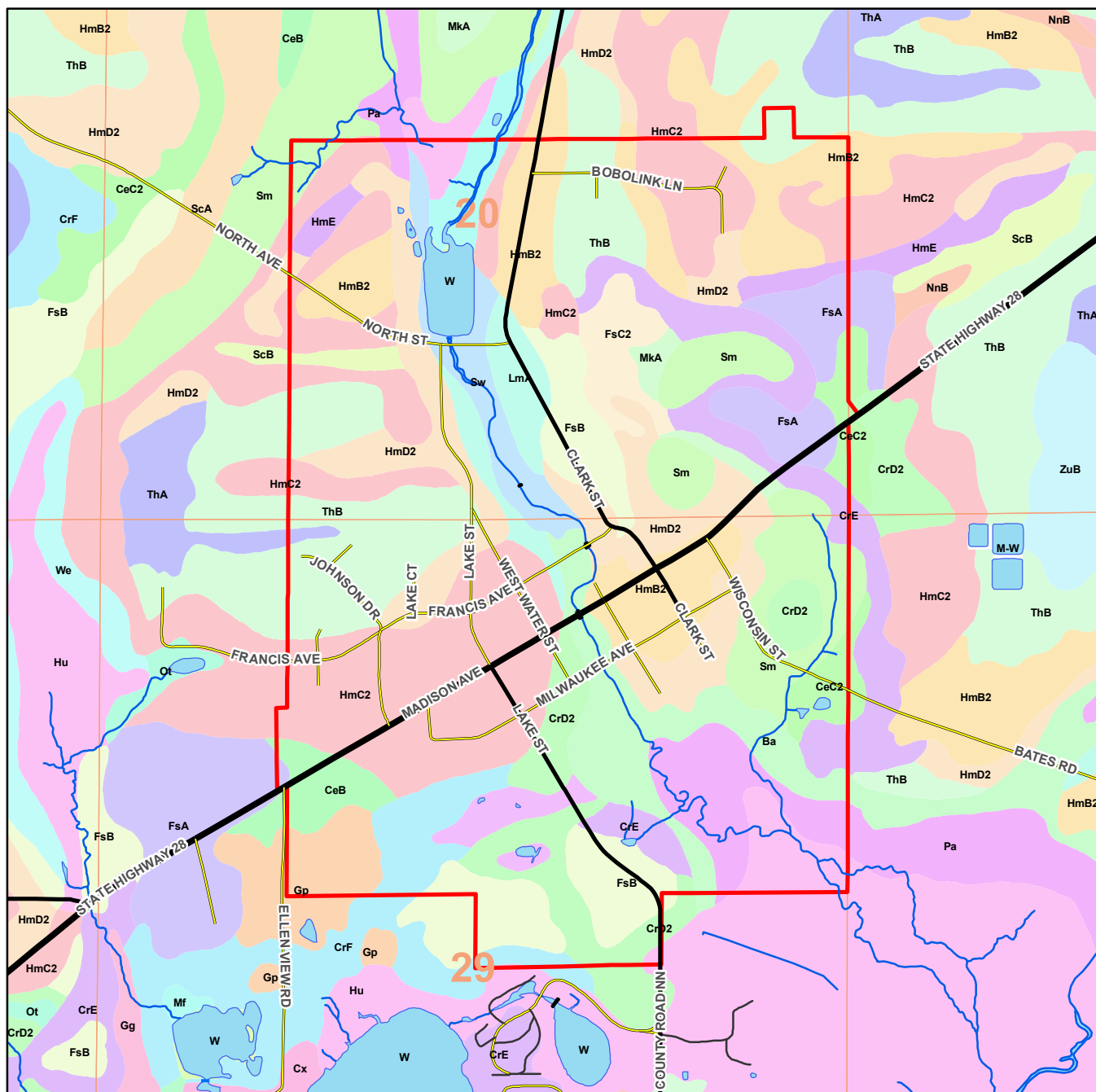


1" equals 1,100'



Sheboygan County, WI

-  Village of Cascade
-  State Highway
-  County Road
-  Town / Local Road
-  Private Road
-  Bridges
-  Dams
-  Railroads
-  Rivers, Streams
-  Road / Bridge
-  Section Lines
-  Lakes



Source : NRCS & Sheboygan County

Prepared for the Village of Cascade by the
Sheboygan County Planning Department

Figure 1.1
Location Map
Village of Cascade
 Sheboygan County, WI

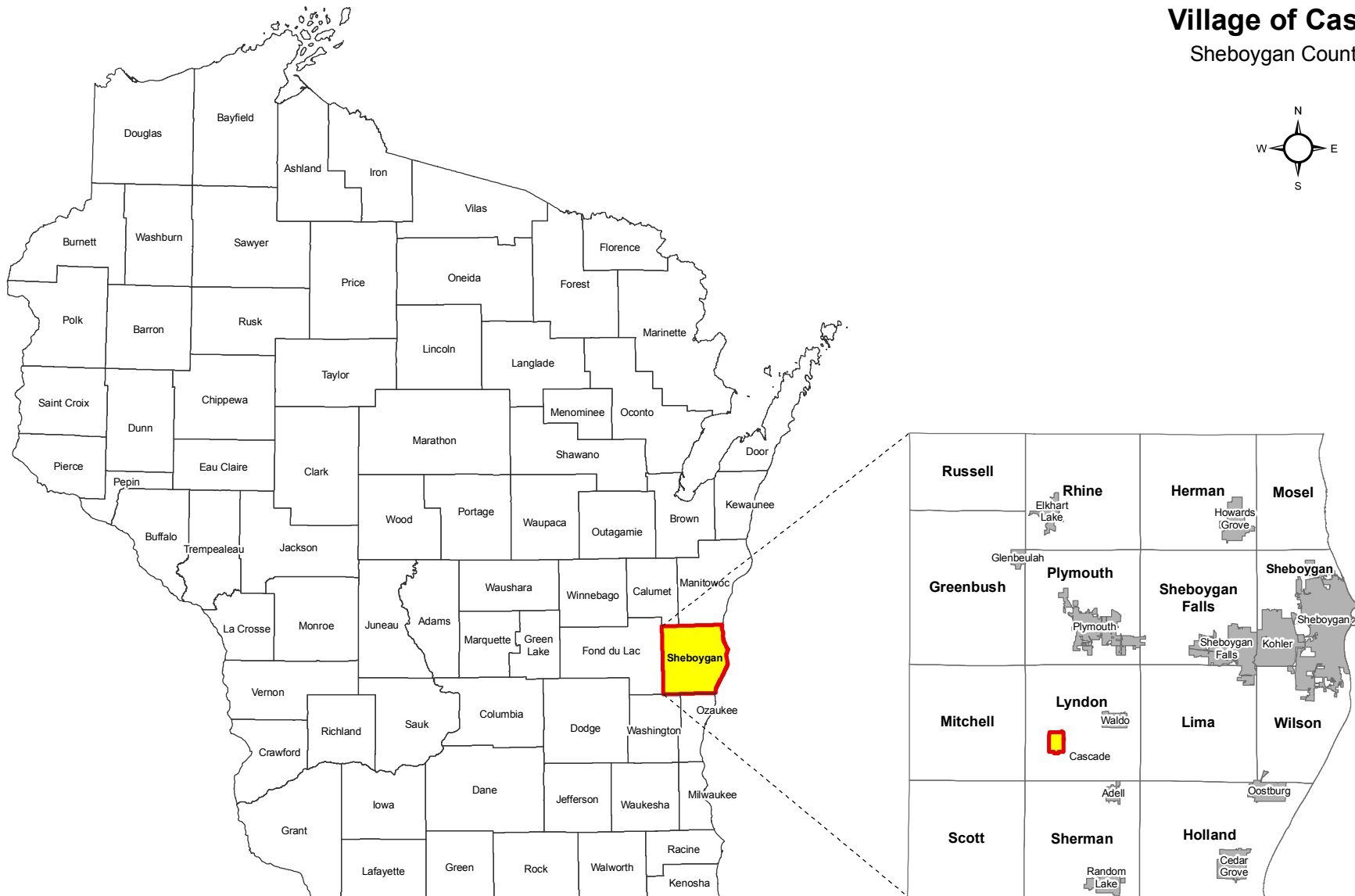
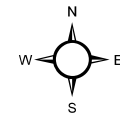
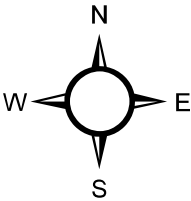


Figure 1.3
2008 Orthophotograph
Village of Cascade
Sheboygan County, WI



Legend

-  Village of Cascade
-  State Highway
-  County Road
-  Town / Local Road
-  Private Road
-  Bridges
-  Dams
-  Railroads
-  Rivers, Streams
-  Road / Bridge
-  Section Lines
-  Lakes



1 " equals 800 '



Source : Sheboygan County

Prepared for the Village of Cascade by the
Sheboygan County Planning Department

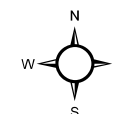
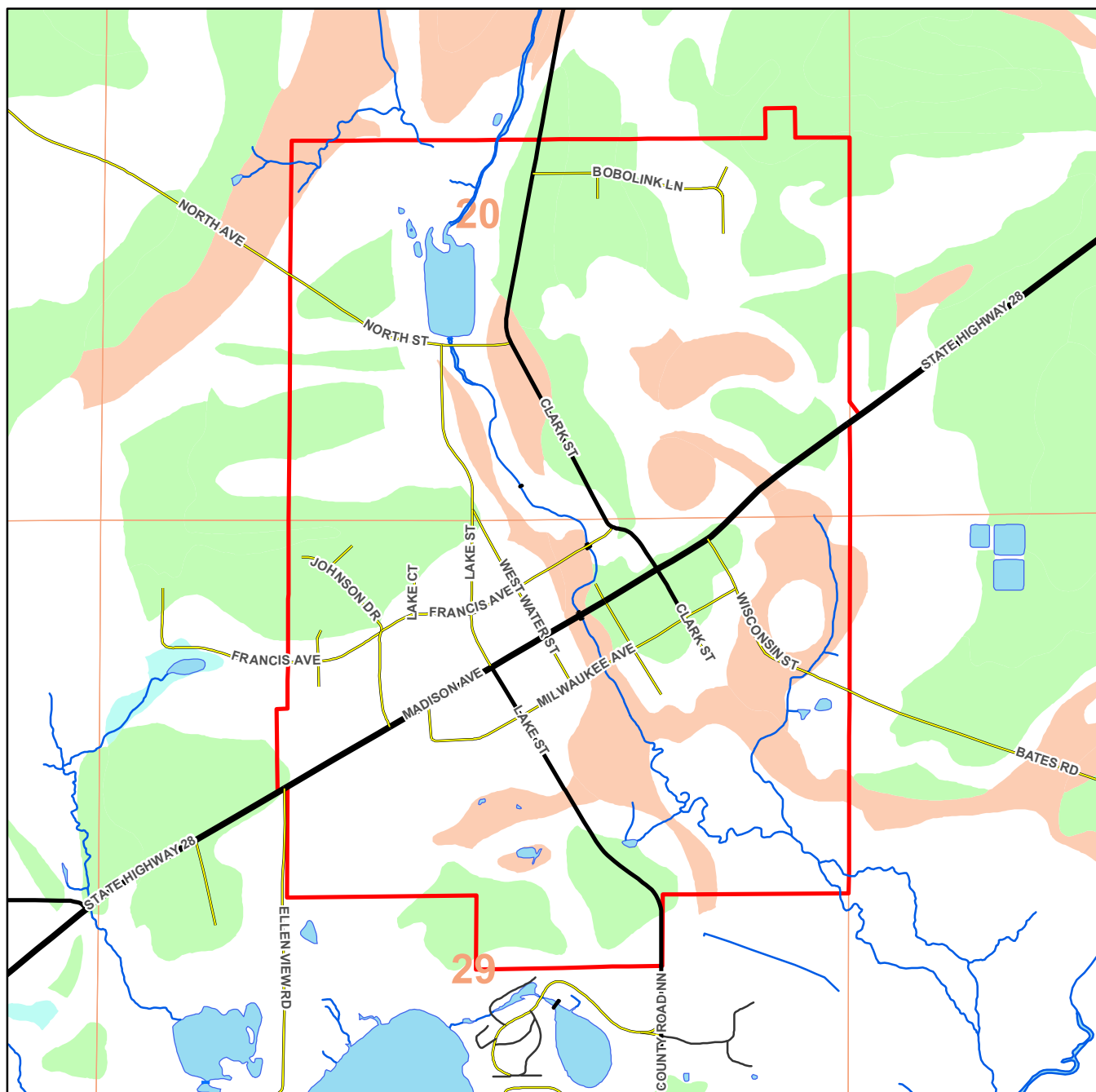
Figure 2.6 Prime Agricultural Soils Village of Cascade

Sheboygan County, WI

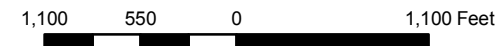
Legend

Not Prime Agricultural Soils

-  All areas
-  Where drained
-  Where protected from flooding
-  Where drained & protected from flooding
-  Village of Cascade
-  State Highway
-  County Road
-  Town / Local Road
-  Private Road
-  Bridges
-  Dams
-  Railroads
-  Rivers, Streams
-  Road / Bridge
-  Section Lines
-  Lakes



1" equals 1,100'



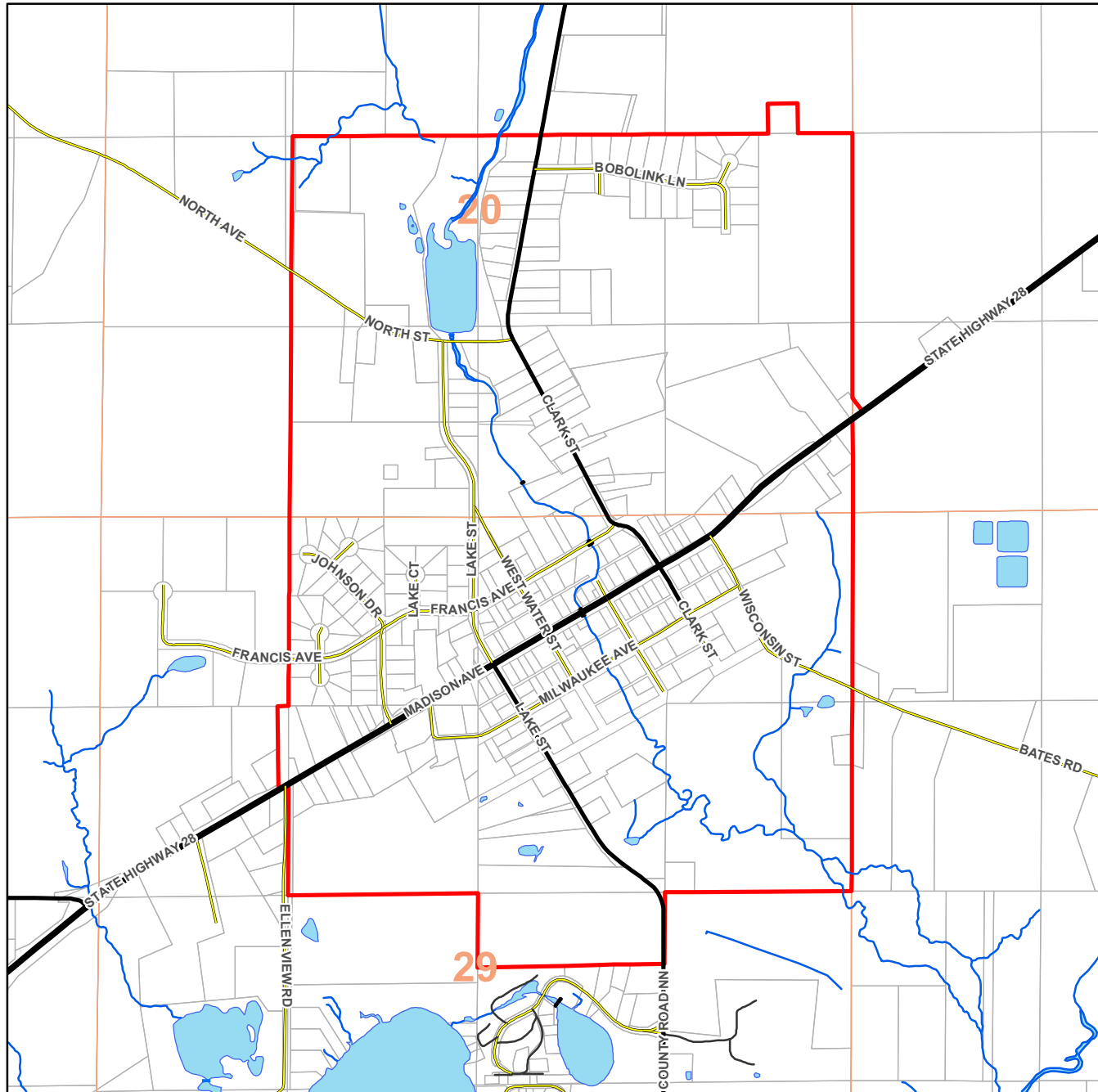
Source : NRCS & Sheboygan County

Prepared for the Village of Cascade by the
Sheboygan County Planning Department

Figure 1.2
Project Area
Village of Cascade
 Sheboygan County, WI

Legend

-  Village of Cascade
-  Parcels
-  State Highway
-  County Road
-  Town / Local Road
-  Private Road
-  Bridges
-  Dams
-  Railroads
-  Rivers, Streams
-  Road / Bridge
-  Section Lines
-  Lakes



Source : Sheboygan County

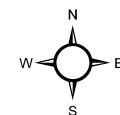
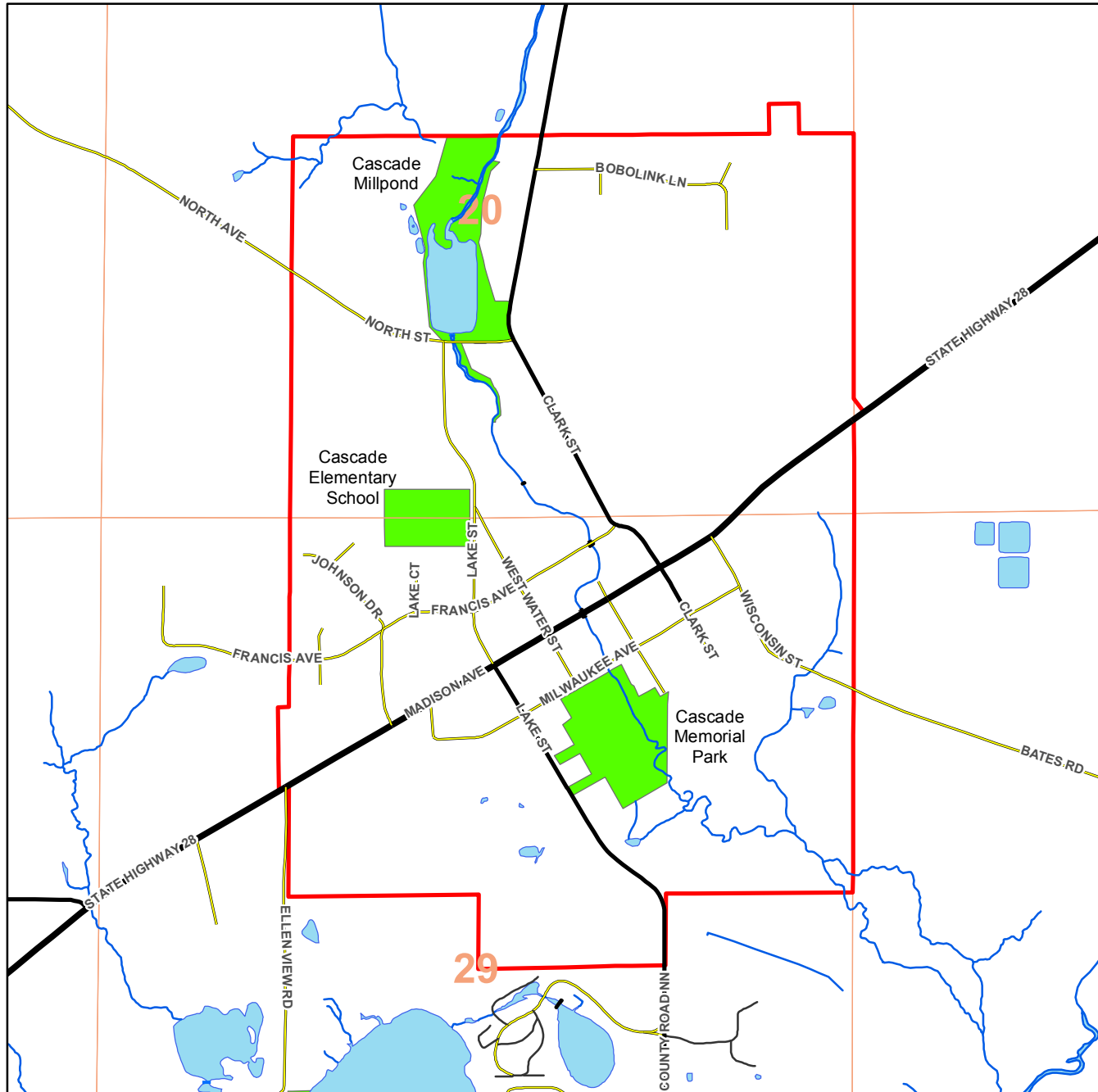
Prepared for the Village of Cascade by the
 Sheboygan County Planning Department

Figure 2.10
Publicly Owned Lands
Village of Cascade

Sheboygan County, WI

Legend

- Publicly Owned Lands
- Village of Cascade
- State Highway
- County Road
- Town / Local Road
- Private Road
- Bridges
- Dams
- Railroads
- Rivers, Streams
- Road / Bridge
- Section Lines
- Lakes



1" equals 1,100'

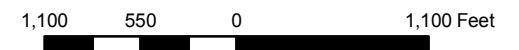
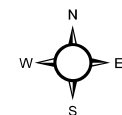


Figure 2.8
Non-Metallic Mining Sites
& Potential Gravel Sources
Village of Cascade

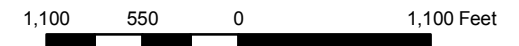
Sheboygan County, WI

Legend

-  Active Gravel or Sand Pit
-  Inactive Gravel or Sand Pit
-  Probable
-  Improbable - Probable
-  Improbable
-  Village of Cascade
-  State Highway
-  County Road
-  Town / Local Road
-  Private Road
-  Bridges
-  Dams
-  Railroads
-  Rivers, Streams
-  Road / Bridge
-  Section Lines
-  Lakes



1" equals 1,100'



Prepared for the Village of Cascade by the
 Sheboygan County Planning Department

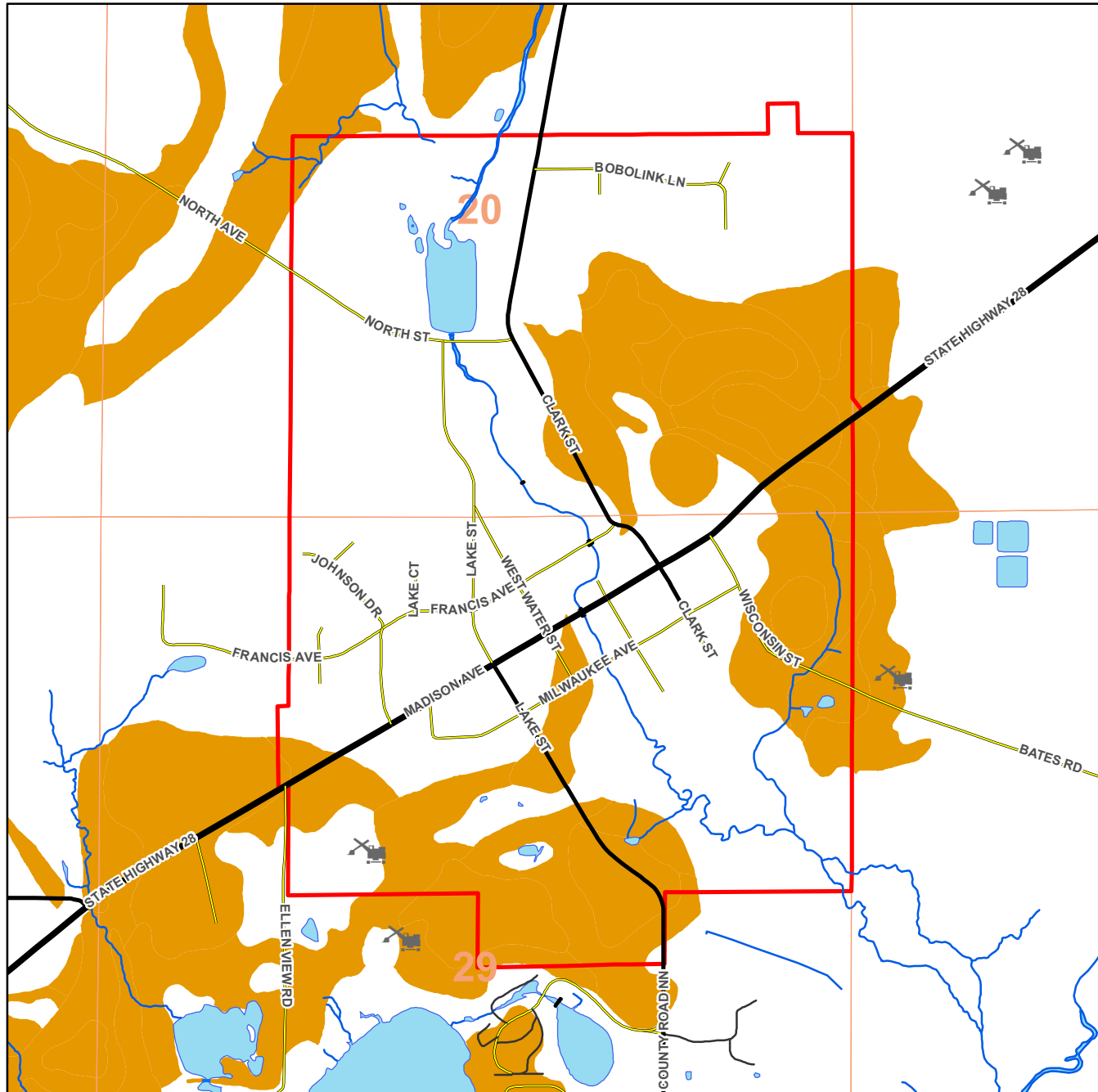
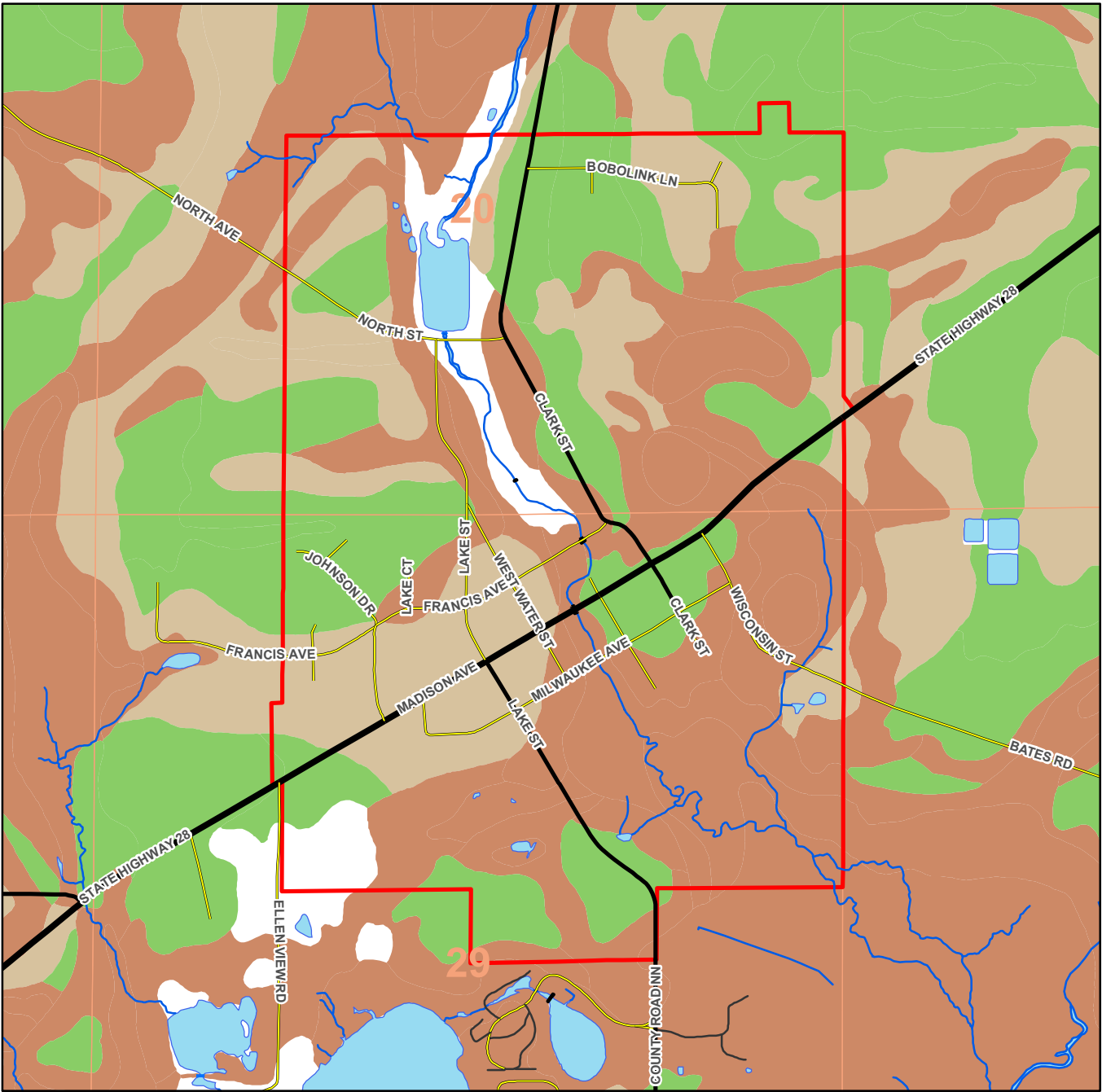
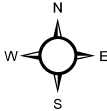


Figure 2.4
Soil Limitations for
Dwellings with Basements
Village of Cascade
 Sheboygan County, WI



Legend

- No Values
- Slight
- Moderate
- Severe
- Village of Cascade
- State Highway
- County Road
- Town / Local Road
- Private Road
- Bridges
- Dams
- Railroads
- Rivers, Streams
- Road / Bridge
- Section Lines
- Lakes



1" equals 1,100'

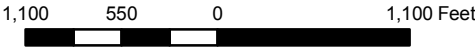
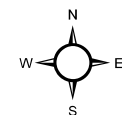
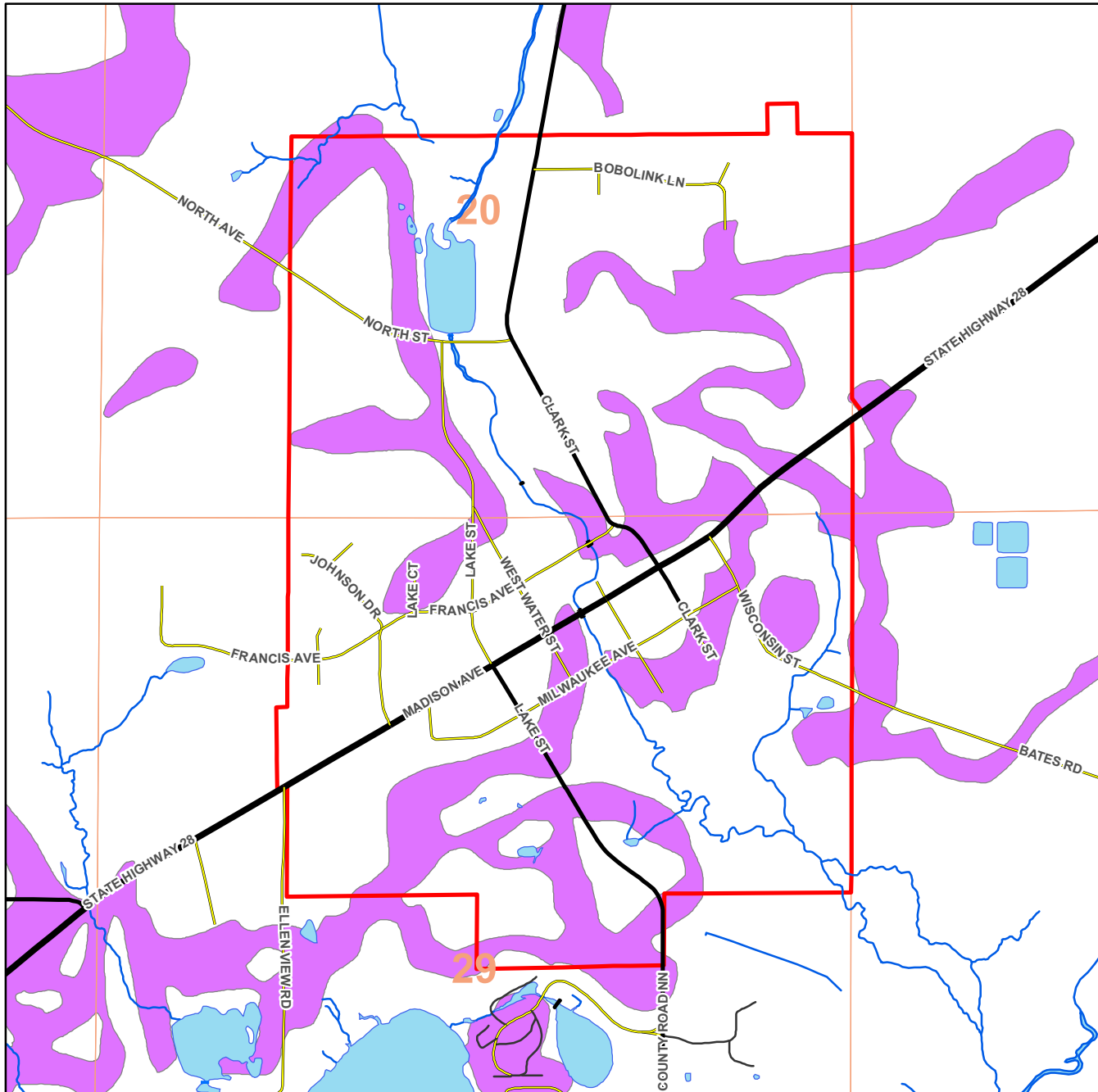


Figure 2.2
Steep Slopes
Village of Cascade
 Sheboygan County, WI

Legend

-  Areas of 12% or greater Slope
-  Village of Cascade
-  State Highway
-  County Road
-  Town / Local Road
-  Private Road
-  Bridges
-  Dams
-  Railroads
-  Rivers, Streams
-  Road / Bridge
-  Section Lines
-  Lakes



1" equals 1,100'

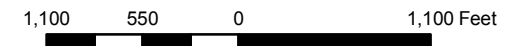
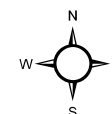
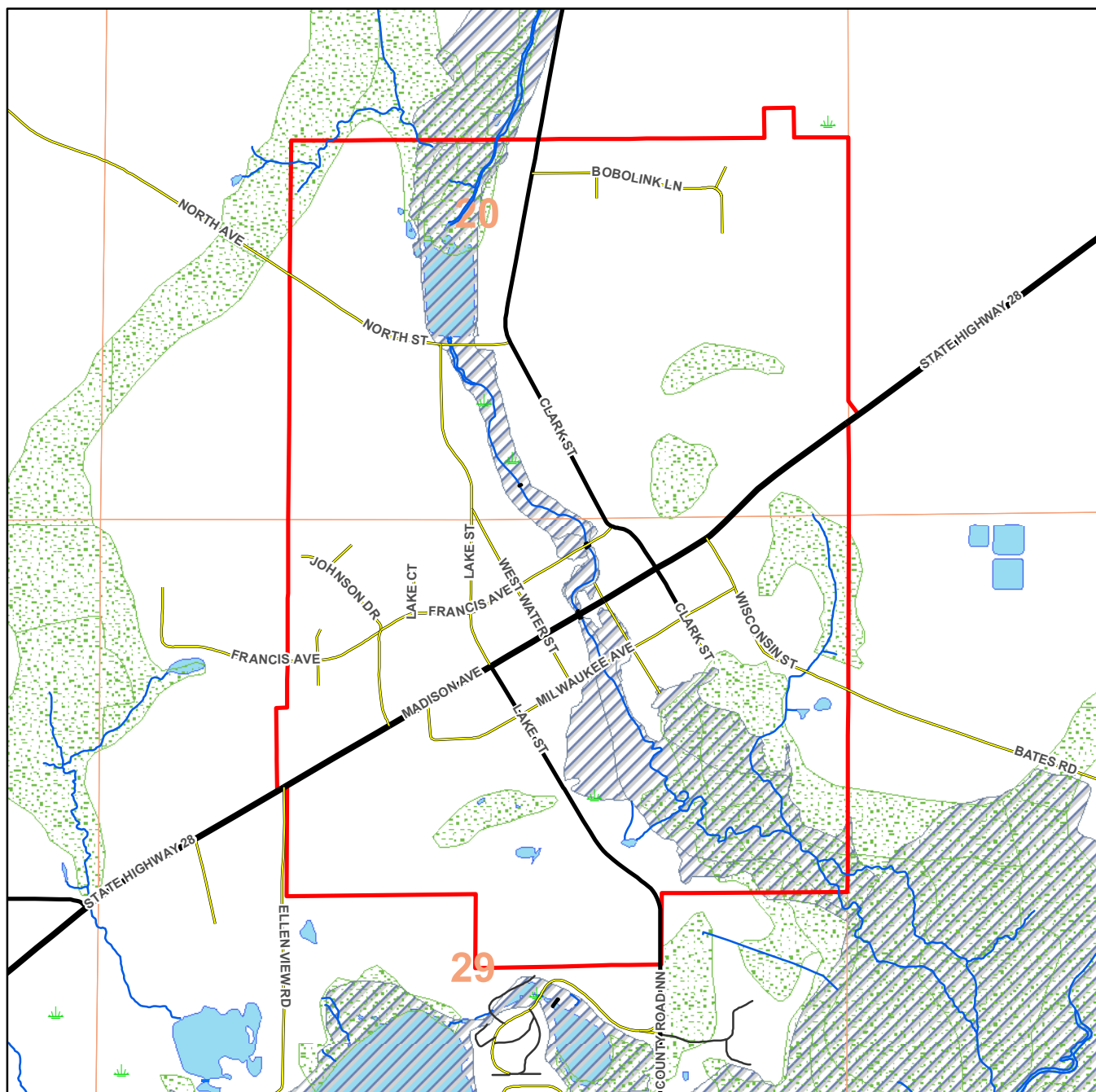


Figure 2.7 Wetland & Floodplain Village of Cascade

Sheboygan County, WI

Legend

-  Preliminary 100 Year Floodplain
-  DNR Wetlands
-  DNR Wetlands < 2 Ac
-  Village of Cascade
-  State Highway
-  County Road
-  Town / Local Road
-  Private Road
-  Bridges
-  Dams
-  Railroads
-  Rivers, Streams
-  Road / Bridge
-  Section Lines
-  Lakes



1" equals 1,100'

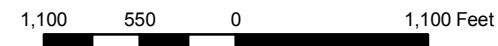
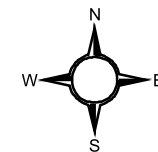


Figure 8.2 General Zoning Village of Cascade

Sheboygan County, WI

Legend

- Residential
- Business
- Agricultural
- Conservancy



1" equals 900'

500 0 500 1000 Feet

Prepared for the Village of Cascade by
UW-Extension Sheboygan County

