CITY OF WAUPUN, WISCONSIN
2006 COMPREHENSIVE PLAN
Adopted November 14, 2006

Prepared by the City of Waupun Comprehensive Plan Committee
with assistance from MSA PROFESSIONAL SERVICES, INC.
2006 Comprehensive Plan

Common Council
Jodi Steger, Mayor
Rohn Bishop, Alderman District 1
Thomas Hodge III, Alderman District 2
Eric Navis, Alderman District 3
Preston O'Steen, Alderman District 4
Arthur Ehlert, Alderman District 5
Robert Tank, Alderman District 6

Plan Commission
Jodi Steger, Mayor
Dick Flynn, Public Works
Robert Tank, Alderman District 6
Scott Aylesworth
Fred Lueck
Tony Holschbach

Comprehensive Planning Committee
Jodi Steger, Mayor
Arthur Ehlert, Alderman District 5
Sheila DeFoe, Business Improvement District
Dick Flynn, Public Works
Zak Bloom, Waupun Utilities
Jon Dobbratz, Assessor / Building Inspector
Jeff Berry, Fire Chief
Dale Heeringa, Chief of Police
Marie & John Loomans, Tourism
Dan Landbo
Kathy Hendricks
Gary Rogers, City Administrator
Bret Jaeger, Library Director

Planning assistance was provided by MSA Professional Services, Inc. and funded by a Comprehensive Planning Grant from the Wisconsin Department of Administration and the City of Waupun.

Consultant Team - MSA Professional Services, Inc.
David S Boyd, FAICP
Reed Dunbar
Lou Rada
Jason Valerius, AICP
TABLE OF CONTENTS

ELEMENT 1 ISSUES AND OPPORTUNITIES ............................................................. PAGE 1
1.1 Introduction ................................................................................................. 1
1.2 Public Process ............................................................................................. 2
1.3 20-Year Vision ............................................................................................ 4
1.4 Population Trends ...................................................................................... 4
1.5 Education .................................................................................................... 6
1.6 Housing Forecasts ..................................................................................... 7
1.7 Employment and Income ........................................................................... 7

ELEMENT 2 HOUSING ................................................................. PAGE 13
2.1 Housing Vision .......................................................................................... 13
2.2 Housing Goals and Objectives .................................................................. 13
2.3 Housing Policies ....................................................................................... 15
2.4 Existing Housing Conditions ................................................................. 15
2.5 Housing Issues Raised During the Planning Process ......................... 18
2.6 Housing Actions ..................................................................................... 18
2.7 Programs .................................................................................................. 20

ELEMENT 3 TRANSPORTATION ......................................................... PAGE 23
3.1 Transportation Vision ............................................................................... 23
3.2 Transportation Goals and Objectives ..................................................... 23
3.3 Transportation Policies ............................................................................ 24
3.4 Existing Transportation Facilities ......................................................... 25
3.5 State and Regional Transportation Plans ............................................. 27
3.6 Transportation Issues Raised During the Planning Process .............. 29
3.7 Transportation Actions .......................................................................... 29

ELEMENT 4 UTILITIES AND COMMUNITY FACILITIES .................. PAGE 31
4.1 Utilities and Community Facilities Vision ............................................. 31
4.2 Utilities and Community Facilities Goals and Objectives .................. 31
4.3 Utilities and Community Facilities Policies ......................................... 33
4.4 Existing Utilities and Community Facilities Conditions .................... 33
4.5 Utilities and Community Facilities Actions ........................................... 49
4.6 Forecasted Utilities and Community Facilities Needs ......................... 49

ELEMENT 5 AGRICULTURAL, NATURAL AND CULTURAL RESOURCES .... PAGE 41
5.1 Agricultural, Natural, and Cultural Resources Vision ......................... 41
5.2 Natural Resources Goals and Objectives .............................................. 41
5.3 Natural Resources Policies ...................................................................... 42
5.4 Cultural Resources Goals and Objectives ............................................. 42
5.5 Cultural Resources Policies ..................................................................... 42
5.6 Agricultural Resources Goals and Objectives ....................................... 42
5.7 Agricultural Resources Policies ............................................................... 43
5.8 Agricultural Inventory ............................................................................. 43
5.9 Natural Resources Inventory ................................................................. 43
5.10 Cultural Resources Inventory ................................................................. 46
5.11 Agricultural, Natural and Cultural Resources Actions ....................... 47
5.12 Programs ............................................................................................... Appendix D
LIST OF TABLES
Table 1.4.1 Age Distribution, 1990-2000 ................................................................. 5
Table 1.4.2 Population Projections, 2025 ............................................................... 6
Table 1.5.1 Educational Attainment, 2000 ............................................................. 6
Table 1.6.1 Housing Needs Projections 2000-2025 ............................................... 7
Table 1.7.1a Workers by Industry, 2000 ................................................................. 8
Table 1.7.1b Median Household Income, 2000 ....................................................... 8
Table 1.7.1c Median Household Income, 2000 ....................................................... 9
Table 1.7.1d Fox Valley Region Occupation Projections, 2010 ......................... 10
Table 1.7.1e South Central Region Occupation Projections, 2010 ..................... 11
Table 2.4.1a Year Structure Built, 2000 ............................................................... 15
Table 2.4.1b Units in Structure, 2000 ................................................................. 16
Table 2.4.1c Housing Values, 2000 ................................................................. 16
Table 2.4.2 Housing Occupancy, 2000 ............................................................... 17
Table 2.4.3 Housing Tenure, 2000 ................................................................. 17
Table 3.4.10 Commuting to Work .............................................................. 27
Table 4.4.16 Waupun Electrical Substations ........................................................ 38
Table 4.4.14: Park and Recreation Facilities ....................................................... 37
Table 4.4.12 Waupun Area School District 2004-2005 Enrollment ................. 36
Table 5.9.9 Rare or Sensitive Species or Ecosystems in the City of Waupun .... 46
Table 6.4.1a Employment Status, 2000 .............................................................. 51
Table 6.4.1b Workforce by Industry, 2000 .......................................................... 52
Table 6.4.1c Where Town of Waupun Employees Live, 2000 ......................... 53
Table 6.4.1d Where Town of Waupun Residents Work, 2000 ......................... 53
Table 6.4.2a Income Characteristics, 1990-2000 .............................................. 54
Table 6.4.2b Fond du Lac County Civilian Labor Force Data ......................... 54
Table 6.5.1 Major Area Employers .............................................................. 54
Table 6.4.10 Commuting to Work .............................................................. 54
Table 8.4.1 Land Cover by Use ....................................................................... 66
Table 8.4.3 Changes in Housing Units, 1990-2000 ........................................... 67
Table 8.7.1 Land Use Projections ................................................................... 70
Table 9.1 City of Waupun Action Plan .............................................................. 82

LIST OF FIGURES
Figure 2.4.1 Year Structure Built, 2000 ............................................................. 15
Figure 8.4.1 Existing Land Use ................................................................. 67
Figure 8.4.3 Commercial and Industrial Building Permits, 1990-2005 .... 68

LIST OF MAPS
Map 3-1 Transportation National Functional Classifications
Map 3-2 Traffic Counts
Map 4-1 Community Facilities
Map 5-1 Environmentally Sensitive Areas
Map 5-2 Prime Farmlands
Map 8-1 Existing Land Use
Map 8-2 Zoning
Map 8-3 Future Land Use
Element 1

ISSUES AND OPPORTUNITIES

1.1 Introduction

1.1.1 Summary
This comprehensive plan is a guidebook for the future of the City of Waupun. It provides the most recent available statistics, documents the important issues of concern identified by City leaders and residents, and sets forth goals, objectives, and actions to be pursued by the Town in the coming years. The plan covers topics mandated by Wisconsin State Statue 66.1001, but the content of the plan reflects local concerns. This plan looks forward 20 years to 2025, but it should be reviewed every five years and fully updated every ten years.

1.1.2 Element Guide
Each element of the City of Waupun Comprehensive Plan includes baseline information gathered from primary (City of Waupun, Fond du Lac County, etc) and secondary (2000 Census, etc.) sources. Each element also includes a vision statement and a set of goals, objectives, and policies. Lastly, for each element there has been determined a series of recommendations for action in achieving the visions and goals identified through the City of Waupun planning process. This section defines visions statements, goals and objectives, policies, and recommendations as follows:

**Vision Statement:** A vision statement is a short paragraph that identifies the preferred end state, or future condition, for each element within the comprehensive plan. The statement is written in present tense and describes an ideal future condition.

**Goal:** A goal is a statement that describes what should happen to improve an existing condition. The statement is written in general terms and offers a desired condition.

**Objective:** An objective is a statement that identifies a course of action to achieve a goal. An objective states what should be done to address an issue.

**Policy:** A policy is a general course of action or rule of conduct that should be followed in order to achieve the goals and objectives of the plan. Policies are written as actions that can be implemented, or as general rules to be followed by decision-makers.

**Actions:** An action is a specific step that should be taken to realize a future vision. There are actions at the end of each element, and a consolidated list of actions in the Action Plan (Table 9.1) located in the Implementation Element. The order of actions listed does NOT establish a hierarchy of importance.
1.2 Public Process

1.2.1 Planning Committee Meetings
A series of Planning Committee Meetings were held to determine implementation strategies, review draft plans and provide guidance on plan recommendations. All meetings were adequately noticed and open to the public.

1.2.2 Community SWOT Exercise
In October 2004 a Community “SWOT” exercise was conducted to identify and understand important local issues. Meeting participants were asked to provide specific examples of Strengths, Weaknesses, Opportunities, and Threats for the City of Waupun community.

1.2.3 Intergovernmental Meeting
On June 20, 2005 there was held an Intergovernmental Forum at the Waupun Public Library. The purpose of the Forum was to solicit input from local and regional entities about the current and future condition of the Waupun Area. Participants were asked to provide a brief introduction of their group/agency and to identify their vision for the Waupun Area. The purpose of this meeting was twofold, first to allow the communities participating in the Waupun Area Comprehensive Plan to meet and interact with service providing/public entities, and secondly it allowed participants to identify ways to increase communication and interaction.

The Forum was attended by: the Fond du Lac Economic Development Corporation, John C. Burke Correctional Institution, Waupun Memorial Hospital, Dodge County Planning Dept, Dodge County Correctional Institution, Waupun Correctional Institution, WisDOT, DNR, Fond du Lac County Planning Department. The towns of Alto, Chester, Waupun, and the City of Waupun were also present.

1.2.4 Open House
Two open house meetings were held to give residents an opportunity to learn about and comment on the draft plan. The first was held on Monday, March 20, 2006 at the Town Hall. Poster-size copies of the plan maps were on display, as was a poster version of the Town’s draft action plan. Full copies of the draft plan were available for review. A brief presentation provided a summary of the major goals identified in the plan, and afterward the planning consultant and plan committee members present answered questions about the plan.

A second open house was held on Monday, April 17, 2006 at the Waupun Public Library for the residents of the City of Waupun and the Towns of Chester, Alto, and Waupun. The maps and action plans for all four communities were on display, and a brief presentation focused on the relationships between the plans.

1.2.5 Public Hearing
A formal public hearing was held before the City Council on Tuesday, July 25, 2006, in accordance with State law.
1.2.6 Other Opportunities for Public Input

Joint Land Use Meeting: In December 2005 there was held a Joint Land Use Planning meeting at the Waupun Utilities Building to discuss the proposed future land use scenarios for each community participating in the Waupun Area Comprehensive Plan (towns of Alto, Chester, Waupun, City of Waupun). This meeting provided an opportunity for each community to review and comment on each plan prior to the public comment period required by law.

Other Opportunities: All residents, local business owners, and individuals concerned about the future of the City of Waupun have the opportunity to submit comments on the comprehensive plan at any point in time.

1.2.7 Issues Identified During the Planning Process

Housing
- **Low assessed value**: the assessed value for properties in the City of Waupun is lower than one might expect for a community of Waupun’s size. While this creates ample opportunities for residents and newcomers to obtain affordable housing, the housing market is not as strong as it could be.
- **Housing Condition**: with a majority of the homes (nearly 56%) built prior to 1960, there is a need for minor exterior repairs on many homes. Unsightly homes can reduce the attractiveness of the community and can depress property values throughout the neighborhood.

Transportation
- **Not maximizing transportation infrastructure**: the City is awash in access opportunities for business development that have not been realized. The railroad is not utilized to its capacity by industrial entities, and many locals feel highway access should position Waupun for increased economic development that is not yet occurring.
- **Highway redevelopment**: the redevelopment and expansion of local highways could potentially harm the City either by reducing traffic near existing businesses or by increasing traffic speeds through dense sections of the City.

Utilities and Community Facilities
- **Lack of a public banquet facility**: residents of Waupun do not currently have a public banquet hall that can be rented for large events or celebrations. The feasibility of combining a new banquet facility and any other long-term need (such as library expansion or police department expansion) should be explored prior to any construction.
- **Sanitary sewer system**: the system is sufficient overall, though there are bottlenecks in the system, all within a five-block radius of downtown. These bottlenecks are due to aged infrastructure and infiltration from sump pumps and basement floor drains. There are plans underway to improve this system.

Economic Development
- **Proximity to other employment centers**: Waupun’s close proximity to other regional centers (Fond du Lac, Oskosh, etc.) increases competition for businesses and industry interested in being located in the region.
• **State-owned land:** the city’s westward and southward expansion is limited by state-owned lands that are not available for development and do not contribute to the tax base.

**Intergovernmental Cooperation**

- **Annexation:** One of the more pressing issues in recent times is annexation. Currently, the City is working with the towns of Alto, Chester, Trenton, and Waupun on a boundary agreement under Wisconsin SS.66.0307.

### 1.3 20-Year Vision

Over the next 20 years, the City of Waupun will continue to have a unique and diverse population. There will be a range of housing options available from affordable to high-end units and a vibrant small business environment in the downtown. Residents and visitors alike will be able to access the extensive regional highway system to visit regional places of interest such as the Horicon Marsh. Waupun will also grow the industrial park to incorporate a range of sustainable-wage paying employers. The City of Waupun will maintain and enhance its local parks and recreational character through increased statuary and facilities development, and the community will continue to explore increased coordination and communication with local and regional governmental entities.

### 1.4 Population Trends

#### 1.4.1 Age Distribution

The City of Waupun’s population grew from 8,207 to 10,718, from 1990 – 2000. This growth in population could be attributed to new housing developments in the City, as well as growth in the prison population. The City only had two age categories that declined during this decade, 0-5 years and 60-64 years of age (see Table 1.4.1). The rest of the population cohorts showed across the board growth. The one point of note for the City may be a weakening growth at the lower end of the population scale. To continue to maintain the current state funding levels for schools in the coming years, there may be a need to bolster the lowest age cohort, to ensure adequate numbers of children for the school district. However, strong growth in the 20-24 year old cohort bodes well for the City, as these are the young people who will begin to have children for the school district, as well as providing the labor force of tomorrow.
### Table 1.4.1: Age Distribution, 1990-2000

<table>
<thead>
<tr>
<th>Age Group</th>
<th>1990 Number</th>
<th>1990 Percent</th>
<th>2000 Number</th>
<th>2000 Percent</th>
<th>Percent Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 5 years</td>
<td>536</td>
<td>6.5%</td>
<td>524</td>
<td>4.9%</td>
<td>-2.2%</td>
</tr>
<tr>
<td>5 to 9 years</td>
<td>608</td>
<td>7.4%</td>
<td>616</td>
<td>5.7%</td>
<td>1.3%</td>
</tr>
<tr>
<td>10 to 14 years</td>
<td>484</td>
<td>5.9%</td>
<td>605</td>
<td>5.6%</td>
<td>25.0%</td>
</tr>
<tr>
<td>15 to 19 years</td>
<td>435</td>
<td>5.3%</td>
<td>725</td>
<td>6.8%</td>
<td>66.7%</td>
</tr>
<tr>
<td>20 to 24 years</td>
<td>473</td>
<td>5.8%</td>
<td>914</td>
<td>8.5%</td>
<td>93.2%</td>
</tr>
<tr>
<td>25 to 34 years</td>
<td>1715</td>
<td>20.9%</td>
<td>1982</td>
<td>18.5%</td>
<td>15.6%</td>
</tr>
<tr>
<td>35 to 44 years</td>
<td>1433</td>
<td>17.5%</td>
<td>1892</td>
<td>17.7%</td>
<td>32.0%</td>
</tr>
<tr>
<td>45 to 54 years</td>
<td>609</td>
<td>7.4%</td>
<td>1281</td>
<td>12.0%</td>
<td>110.3%</td>
</tr>
<tr>
<td>55 to 59 years</td>
<td>306</td>
<td>3.7%</td>
<td>416</td>
<td>3.9%</td>
<td>35.9%</td>
</tr>
<tr>
<td>60 to 64 years</td>
<td>377</td>
<td>4.6%</td>
<td>325</td>
<td>3.0%</td>
<td>-13.8%</td>
</tr>
<tr>
<td>65 to 74 years</td>
<td>631</td>
<td>7.7%</td>
<td>686</td>
<td>6.4%</td>
<td>8.7%</td>
</tr>
<tr>
<td>75 to 84 years</td>
<td>387</td>
<td>4.7%</td>
<td>526</td>
<td>4.9%</td>
<td>35.9%</td>
</tr>
<tr>
<td>85 years and over</td>
<td>213</td>
<td>2.6%</td>
<td>226</td>
<td>2.1%</td>
<td>6.1%</td>
</tr>
<tr>
<td>Total Population</td>
<td>8207</td>
<td></td>
<td>10718</td>
<td></td>
<td>30.6%</td>
</tr>
</tbody>
</table>

1990, 2000 Census, SF-1

### 1.4.2 Institutionalized Population

The City of Waupun includes two maximum-security prisons—The Waupun Correctional Institution, and the Dodge Correctional Institution. Census figures indicate there were 2,732 individuals institutionalized within the City of Waupun jurisdiction in 2000. Census defines “institutionalized” populations as *people under formally authorized, supervised care or custody in institutions at the time of enumeration. Generally, restricted to the institution, under the care or supervision of trained staff, and classified as “patients” or “inmates”*. The institutionalized population is included in many demographic characteristics for the City of Waupun including total population, race, and relationship. Other measures of Waupun’s population that do not include the institutionalized population include household statistics (such as household type, occupancy, and tenure) and employment status (civilian labor force).

### 1.4.3 Population Projections

The following population projections are from “Population Projections for Wisconsin Municipalities: 2000–2025” through the Wisconsin Department of Administration. Shown are projections for the City of Waupun and surrounding communities. Table 1.4.2 indicates that the City is projected to maintain a steady population over the next 20 years if current trends continue.
Table 1.4.2: Population Projections

<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>T ALTO</td>
<td>1,176</td>
<td>1,145</td>
<td>1,103</td>
<td>1,094</td>
<td>1,086</td>
<td>1,077</td>
<td>1,068</td>
<td>1,055</td>
<td>-3.70%</td>
</tr>
<tr>
<td>T CHESTER</td>
<td>981</td>
<td>797</td>
<td>960</td>
<td>972</td>
<td>985</td>
<td>998</td>
<td>1,008</td>
<td>1,017</td>
<td>4.42%</td>
</tr>
<tr>
<td>T WAUPUN</td>
<td>1,492</td>
<td>1,368</td>
<td>1,385</td>
<td>1,410</td>
<td>1,435</td>
<td>1,458</td>
<td>1,481</td>
<td>1,498</td>
<td>5.87%</td>
</tr>
<tr>
<td>C WAUPUN *</td>
<td>8,132</td>
<td>8,844</td>
<td>10,718</td>
<td>10,718</td>
<td>10,728</td>
<td>10,732</td>
<td>10,724</td>
<td>10,699</td>
<td>-0.18%</td>
</tr>
<tr>
<td>DODGE COUNTY</td>
<td>75,064</td>
<td>76,559</td>
<td>85,897</td>
<td>88,192</td>
<td>90,565</td>
<td>92,842</td>
<td>94,882</td>
<td>96,828</td>
<td>8.92%</td>
</tr>
<tr>
<td>FOND DU LAC COUNTY</td>
<td>88,964</td>
<td>90,083</td>
<td>97,296</td>
<td>100,163</td>
<td>103,031</td>
<td>105,777</td>
<td>108,494</td>
<td>110,748</td>
<td>9.56%</td>
</tr>
</tbody>
</table>

*located in both Dodge County and Fond du Lac Counties

Source: Wisconsin Department of Administration Population Projections

1.5 Education

Levels of educational attainment are tied closely with job skills and income level. Education level is also important when a community, and potential employers and investors, consider available labor force. Particular levels of education are frequently required for certain types of employment. The following table lists educational attainment levels for the City of Waupun.

The City of Waupun has 79.3% of its residents with a high school degree or higher. 12.7% of the City’s residents have a bachelor’s degree or higher. However, 22.4% of the residents in the State of Wisconsin overall have a bachelor’s degree or higher. To improve economic development capability, the City of Waupun should endeavor to raise the overall education level within the City. Education level affects the City’s ability to attract certain types of employers. Education level is also closely tied to income levels. Income levels affect investment in taxable property, which in turn affects the City’s ability to raise funds to pay for expenditures.

Table 1.5.1: City of Waupun Educational Attainment (2000)

<table>
<thead>
<tr>
<th>EDUCATIONAL ATTAINMENT</th>
<th>Persons</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population 25 years and over</td>
<td>7,337</td>
<td>100</td>
</tr>
<tr>
<td>Less than 9th grade</td>
<td>604</td>
<td>8.2</td>
</tr>
<tr>
<td>9th to 12th grade, no diploma</td>
<td>915</td>
<td>12.5</td>
</tr>
<tr>
<td>High school graduate (includes equivalency)</td>
<td>3,087</td>
<td>42.1</td>
</tr>
<tr>
<td>Some college, no degree</td>
<td>1,372</td>
<td>18.7</td>
</tr>
<tr>
<td>Associate degree</td>
<td>423</td>
<td>5.8</td>
</tr>
<tr>
<td>Bachelor’s degree</td>
<td>661</td>
<td>9.0</td>
</tr>
<tr>
<td>Graduate or professional degree</td>
<td>275</td>
<td>3.7</td>
</tr>
<tr>
<td>Percent high school graduate or higher</td>
<td>79.3</td>
<td>(X)</td>
</tr>
<tr>
<td>Percent bachelor’s degree or higher</td>
<td>12.7</td>
<td>(X)</td>
</tr>
</tbody>
</table>
1.6 Housing Forecasts

The following housing projections are from “Household Projections for Wisconsin Municipalities: 2000–2025” through the Wisconsin Department of Administration. The methodology relies on a set of independently derived county population projections, which are then used as the basis to calculate county household projections, municipal population projections and municipal household population, households and group quarters.

Table 1.6.1 indicates a moderate increase in the number of households in the City of Waupun by the year 2025. Households are expected to increase despite the fact that population is expected to remain steady or decline slightly because the average household size is shrinking. Smaller households are a nationwide trend that is expected to continue over the next two decades, especially due to growth of the senior population.

<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>T ALTO</td>
<td>344</td>
<td>348</td>
<td>353</td>
<td>355</td>
<td>356</td>
<td>353</td>
</tr>
<tr>
<td>T CHESTER</td>
<td>280</td>
<td>287</td>
<td>296</td>
<td>307</td>
<td>316</td>
<td>324</td>
</tr>
<tr>
<td>T WAUPUN</td>
<td>472</td>
<td>491</td>
<td>510</td>
<td>524</td>
<td>538</td>
<td>549</td>
</tr>
<tr>
<td>C WAUPUN *</td>
<td>3,351</td>
<td>3,422</td>
<td>3,512</td>
<td>3,611</td>
<td>3,694</td>
<td>3,756</td>
</tr>
<tr>
<td>DODGE COUNTY</td>
<td>31,417</td>
<td>32,751</td>
<td>34,272</td>
<td>35,760</td>
<td>36,999</td>
<td>38,221</td>
</tr>
<tr>
<td>FOND DU LAC COUNTY</td>
<td>36,931</td>
<td>38,787</td>
<td>40,776</td>
<td>42,444</td>
<td>44,019</td>
<td>45,285</td>
</tr>
</tbody>
</table>

*located in both Dodge County and Fond du Lac Counties

Source: Wisconsin Department of Administration Population Projections

1.7 Employment and Income

Table 1.7.1 lists employed residents over age 16 by industry for the City of Waupun. The City of Waupun’s largest employer, by industry, is manufacturing (26.9%). The next largest sectors of the economy are Educational, health, and social services (18.6%), Public administration (12.3%), and Retail trade (10.8%). These four sectors of the economy make up nearly 70% of the City’s overall employment base. The large Educational, health, and social service employment is most likely due to the fact that Waupun acts as a regional service center for the surrounding rural areas. The Public administration employment reflects employment at the state prison facilities.
Table 1.7.1a
City of Waupun Employment by Industry (2000)

<table>
<thead>
<tr>
<th>INDUSTRY</th>
<th>Persons</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture, forestry, fishing and hunting, and mining</td>
<td>73</td>
<td>1.8%</td>
</tr>
<tr>
<td>Construction</td>
<td>153</td>
<td>3.9%</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>1,064</td>
<td>26.9%</td>
</tr>
<tr>
<td>Wholesale trade</td>
<td>114</td>
<td>2.9%</td>
</tr>
<tr>
<td>Retail trade</td>
<td>427</td>
<td>10.8%</td>
</tr>
<tr>
<td>Transportation and warehousing, and utilities</td>
<td>130</td>
<td>3.3%</td>
</tr>
<tr>
<td>Information</td>
<td>53</td>
<td>1.3%</td>
</tr>
<tr>
<td>Finance, insurance, real estate, and rental and leasing</td>
<td>149</td>
<td>3.8%</td>
</tr>
<tr>
<td>Professional, scientific, management, administrative, and waste management services</td>
<td>137</td>
<td>3.5%</td>
</tr>
<tr>
<td>Educational, health and social services</td>
<td>737</td>
<td>18.6%</td>
</tr>
<tr>
<td>Arts, entertainment, recreation, accommodation and food services</td>
<td>276</td>
<td>7.0%</td>
</tr>
<tr>
<td>Other services (except public administration)</td>
<td>160</td>
<td>4.0%</td>
</tr>
<tr>
<td>Public administration</td>
<td>485</td>
<td>12.3%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>3,958</strong></td>
<td></td>
</tr>
</tbody>
</table>

Tables 1.7.1b and 1.7.1c provide income ranges and median household income for the Towns of Alto, Chester, Waupun, the City of Waupun, Fond du Lac and Dodge Counties, and the State of Wisconsin as a whole.

The Towns of Alto ($53,235), Chester ($49,688), and Waupun ($55,071) all have a higher median household income levels than the State of Wisconsin ($43,791), Dodge County ($45,190) and Fond du Lac County ($45,578). However, the City of Waupun’s median household income level is lower ($40,597) than all of the comparison communities. This is most likely due to the fact that housing for residents of lower incomes is more readily available in the City.

Table 1.7.1b Median Household Income (2000)

<table>
<thead>
<tr>
<th>Income Range</th>
<th>Town of Alto</th>
<th>Town of Chester</th>
<th>Town of Waupun</th>
<th>City of Waupun</th>
<th>City of Waupun</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Households</td>
<td>%</td>
<td>Households</td>
<td>%</td>
<td>Households</td>
</tr>
<tr>
<td>Less than $10,000</td>
<td>12</td>
<td>3.5%</td>
<td>9</td>
<td>3.3%</td>
<td>20</td>
</tr>
<tr>
<td>$10,000 to $14,999</td>
<td>7</td>
<td>2.0%</td>
<td>9</td>
<td>3.3%</td>
<td>11</td>
</tr>
<tr>
<td>$15,000 to $24,999</td>
<td>21</td>
<td>6.1%</td>
<td>25</td>
<td>9.2%</td>
<td>31</td>
</tr>
<tr>
<td>$25,000 to $34,999</td>
<td>36</td>
<td>10.4%</td>
<td>44</td>
<td>16.2%</td>
<td>58</td>
</tr>
<tr>
<td>$35,000 to $49,999</td>
<td>71</td>
<td>20.5%</td>
<td>50</td>
<td>18.4%</td>
<td>90</td>
</tr>
<tr>
<td>$50,000 to $74,999</td>
<td>137</td>
<td>39.6%</td>
<td>92</td>
<td>33.8%</td>
<td>145</td>
</tr>
<tr>
<td>$75,000 to $99,999</td>
<td>36</td>
<td>10.4%</td>
<td>23</td>
<td>8.5%</td>
<td>75</td>
</tr>
<tr>
<td>$100,000 to $149,999</td>
<td>24</td>
<td>6.9%</td>
<td>13</td>
<td>4.8%</td>
<td>34</td>
</tr>
<tr>
<td>$150,000 to $199,999</td>
<td>0</td>
<td>0.0%</td>
<td>3</td>
<td>1.1%</td>
<td>8</td>
</tr>
<tr>
<td>$200,000 or more</td>
<td>2</td>
<td>0.6%</td>
<td>4</td>
<td>1.5%</td>
<td>6</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>346</strong></td>
<td></td>
<td><strong>272</strong></td>
<td></td>
<td><strong>478</strong></td>
</tr>
</tbody>
</table>

Median household income (dollars)

<table>
<thead>
<tr>
<th>Town of Alto</th>
<th>Town of Chester</th>
<th>Town of Waupun</th>
<th>City of Waupun</th>
<th>City of Waupun</th>
</tr>
</thead>
<tbody>
<tr>
<td>53,235</td>
<td>(N/A)</td>
<td>49,688</td>
<td>(N/A)</td>
<td>55,071</td>
</tr>
</tbody>
</table>

City of Waupun 2006 Comprehensive Plan 8
Table 1.7.1c Median Household Income (2000)

<table>
<thead>
<tr>
<th>Income Range</th>
<th>Fond du Lac County Households</th>
<th>Fond du Lac County %</th>
<th>Dodge County Households</th>
<th>Dodge County %</th>
<th>Wisconsin Households</th>
<th>Wisconsin %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than $10,000</td>
<td>2,175</td>
<td>5.9%</td>
<td>1,659</td>
<td>5.3%</td>
<td>148,964</td>
<td>7.1%</td>
</tr>
<tr>
<td>$10,000 to $14,999</td>
<td>2,210</td>
<td>6.0%</td>
<td>1,627</td>
<td>5.2%</td>
<td>121,964</td>
<td>5.8%</td>
</tr>
<tr>
<td>$15,000 to $24,999</td>
<td>4,495</td>
<td>12.2%</td>
<td>3,579</td>
<td>11.4%</td>
<td>264,897</td>
<td>12.7%</td>
</tr>
<tr>
<td>$25,000 to $34,999</td>
<td>4,479</td>
<td>12.1%</td>
<td>4,434</td>
<td>14.1%</td>
<td>276,897</td>
<td>13.3%</td>
</tr>
<tr>
<td>$35,000 to $49,999</td>
<td>7,344</td>
<td>19.9%</td>
<td>6,420</td>
<td>20.4%</td>
<td>377,749</td>
<td>18.1%</td>
</tr>
<tr>
<td>$50,000 to $74,999</td>
<td>9,757</td>
<td>26.4%</td>
<td>8,326</td>
<td>26.4%</td>
<td>474,299</td>
<td>22.7%</td>
</tr>
<tr>
<td>$75,000 to $99,999</td>
<td>3,882</td>
<td>10.5%</td>
<td>3,305</td>
<td>10.5%</td>
<td>226,374</td>
<td>10.9%</td>
</tr>
<tr>
<td>$100,000 to $149,999</td>
<td>1,784</td>
<td>4.8%</td>
<td>1,605</td>
<td>5.1%</td>
<td>133,719</td>
<td>6.4%</td>
</tr>
<tr>
<td>$150,000 to $199,999</td>
<td>371</td>
<td>1.0%</td>
<td>338</td>
<td>1.1%</td>
<td>30,598</td>
<td>1.5%</td>
</tr>
<tr>
<td>$200,000 or more</td>
<td>397</td>
<td>1.1%</td>
<td>220</td>
<td>0.7%</td>
<td>32,305</td>
<td>1.5%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>36,894</strong></td>
<td><strong>31,513</strong></td>
<td><strong>2,086,304</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Median household income (dollars)</td>
<td>45,578 (N/A)</td>
<td>45,190 (N/A)</td>
<td>43,791 (N/A)</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Employment forecasts are not available for local towns, municipalities, or counties. However, the Wisconsin Department of Workforce Development prepares employment projections for 11 geographic regions within the State. The City of Waupun falls within two regions: South Central and Fox Valley. The following are analyses from the Wisconsin Department of Workforce Development “County Profiles” for Dodge, and Fond du Lac counties.

The **Fox Valley region** is composed of seven counties in the East Central area of Wisconsin: Calumet, Outagamie, Waupaca, Winnebago, Fond du Lac; Green Lake, and Waushara Counties. Three of these seven counties comprise the Appleton-Oshkosh-Neenah metropolitan statistical area (MSA). The MSA portion of the region accounts for 32 percent of the region's labor force and employment, and consistently records levels of unemployment lower than both the state and national rates. With employment in excess of 20,000 individuals, the paper industry is the largest industrial sector in this area with the majority of these jobs located in the Fox Cities portion of the region.

As shown in Table 1.7.1d, most of the fastest growing job sectors in the Fox Valley region require an associate or bachelor’s degree. The sectors with the most openings, on the other hand, typically require little or no education and offer lesser incomes. The large number of openings for these jobs reflects both the larger size of these sectors and the relatively high turnover of low-paying jobs.
The **South Central region** is composed of six counties; Columbia, Dane, Dodge, Jefferson, Marquette, and Sauk. Heavy manufacturing and sharper business cycles characterize Dodge and Jefferson counties, while lighter manufacturing, (particularly plastics), and tourism are found in Sauk and Columbia counties. Marquette and Dane Counties sit at opposite ends of the region and on opposite ends of many measures. Dane County boasts high wages, low unemployment, a flagship university and a mild business cycle. Compared to its neighbors, it attracts more students and young workers. Less than 6 percent of Dane County's working residents work in another county.

Dodge County is part of Wisconsin’s south central region. Table 1.7.1e lists those occupations projected to experience the fastest proportional growth between 2000 and 2010. An occupation starting with few jobs doesn’t need to add many to grow quickly. Altogether, the fastest-growing occupations accounted for 1.4 percent of the region’s jobs in 2000 and are expected to
account for 2.0 percent of the region’s jobs in 2010, so it is not an exhaustive list of opportunities. The list does not support the notion that most jobs require a bachelor’s degree. In its lower portion, the table lists those occupations projected to generate the most openings between 2000 and 2010. The less training a job requires, the less likely an employer is to invest in retention incentives (such as wage or benefit increases). Nursing requires more training than the other occupations generating the most openings. Challenging work schedules and conditions raise turnover, yet nursing programs have long waiting lists. As many nurses and nursing instructors approach retirement, aging baby-boomers will increase demand.

Table 1.7.1e: Occupation Projections, 2010

<table>
<thead>
<tr>
<th>South Central Region Occupation Projections: 2010</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Top Ten Occupations</strong></td>
</tr>
<tr>
<td>Computer Soft Engrs Sysms Soft</td>
</tr>
<tr>
<td>Computer Support Specialists</td>
</tr>
<tr>
<td>Computer Software Engrs Apps</td>
</tr>
<tr>
<td>Desktop Publishers</td>
</tr>
<tr>
<td>Network Sysms/Data Comm Anal</td>
</tr>
<tr>
<td>Network/Computer Systems Admin</td>
</tr>
<tr>
<td>Medical Assts</td>
</tr>
<tr>
<td>Medical Records/Health Info Techs</td>
</tr>
<tr>
<td>Fitness Trainers/Aerobics Instruct</td>
</tr>
<tr>
<td>Database Administrators</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Education &amp; Training Typically Required</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Bachelor’s degree</td>
</tr>
<tr>
<td>Associate degree</td>
</tr>
<tr>
<td>Bachelor’s degree</td>
</tr>
<tr>
<td>Postsecondary voc. trng</td>
</tr>
<tr>
<td>Bachelor’s degree</td>
</tr>
<tr>
<td>1-12 mo. on-the-job training</td>
</tr>
<tr>
<td>Associate degree</td>
</tr>
<tr>
<td>Postsecondary voc. trng</td>
</tr>
<tr>
<td>Bachelor’s degree</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Average Wage</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>$30.38</td>
</tr>
<tr>
<td>$20.03</td>
</tr>
<tr>
<td>$30.31</td>
</tr>
<tr>
<td>$14.98</td>
</tr>
<tr>
<td>$24.96</td>
</tr>
<tr>
<td>$25.79</td>
</tr>
<tr>
<td>$12.75</td>
</tr>
<tr>
<td>$13.33</td>
</tr>
<tr>
<td>$11.63</td>
</tr>
<tr>
<td>$25.64</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Fastest Growth</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Comb Food Prep/Serv Wrk/Incl Fast</td>
</tr>
<tr>
<td>Retail Salespersons</td>
</tr>
<tr>
<td>Cashiers</td>
</tr>
<tr>
<td>Waiters/Waitresses</td>
</tr>
<tr>
<td>Registered Nurses</td>
</tr>
<tr>
<td>Office Clerks/General</td>
</tr>
<tr>
<td>Labrs/Frght/Stock/Matri Movers/Hand</td>
</tr>
<tr>
<td>Customer Service Reps</td>
</tr>
<tr>
<td>Janitors/Cleanrs Ex Maids/Hskpng</td>
</tr>
<tr>
<td>Stock Clerks/Order Fillers</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Most Openings</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>I-month or less training</td>
</tr>
<tr>
<td>I-month or less training</td>
</tr>
<tr>
<td>I-month or less training</td>
</tr>
<tr>
<td>I-month or less training</td>
</tr>
<tr>
<td>Bachelor’s degree</td>
</tr>
<tr>
<td>I-month or less training</td>
</tr>
<tr>
<td>I-month or less training</td>
</tr>
<tr>
<td>I-month or less training</td>
</tr>
<tr>
<td>I-month or less training</td>
</tr>
<tr>
<td>I-month or less training</td>
</tr>
</tbody>
</table>

* The most common way to enter the occupation, not the only way
** Wages from Occupation Employment Statistics survey responses for region, 2001
Element 2

HOUSING ELEMENT

This element provides a baseline assessment of the City of Waupun’s current housing stock. The housing characteristics of a community are an important element of a comprehensive plan. First, the physical location of housing often determines where municipal service provisions need to be concentrated. Second, the condition of housing stock is often a good indicator of social and economic conditions present within a community. Finally, identifying housing clusters of new development will often indicate where future housing is likely to locate, and what capital improvements might be necessary to accommodate new populations. The information presented in this element of the City of Waupun’s Comprehensive Plan will provide officials with information about the current housing stock and detail occupancy characteristics. It will also list housing issues and recommendations to help guide future housing development.

2.1 Housing Vision

The City of Waupun will offer a wide array of housing choices in excellent condition. Residents will find adequate housing easily and affordably within the City and be able to stay throughout their life cycle, as their income, family, and individual needs change.

2.2 Housing Goals and Objectives

2.2.1 Goal: Identify additional home repair programming monies to address aging housing stock.

Objectives:
- Acquire additional monies and promote home improvement programming by advertising to local residents who may have code violations.
- Work with appropriate agencies to apply for grant monies to achieve desired results (exterior repair, homeownership, etc.)

2.2.2 Goal: Determine appropriate locations where new residential lots should be developed.

Objective:
- Provide developers with preferred development areas to build new homes
- Plan for development of infrastructure to service new locations
- Determine ability to offer lands at reduced-rates for development of desired residential structures (such as high-end homes).
- Develop incentives to encourage and attract desired residential growth.

2.2.3 Goal: Continue single-family homes as the predominant residential structure type.

Objective:
- Recommend single-family home construction during the site approval process
• Determine the need for minimum housing dimensions, or square footage, for new residential construction.
• Explore developing exterior design guidelines to ensure rehabilitation and new construction fits in with the identity of a neighborhood.

2.2.4 Goal: Improve condition of rental community within the City.
Objectives:
• Explore opportunities for offering property management seminars.
• Investigate need for rental-property registration which will include periodic property inspection for licensure, and license fee.
• Increase inspection and citing of properties in substandard condition.
• Invite owners of substandard properties to meet with City officials to discuss remedies for substandard residences.

2.2.5 Goal: Increase diversity in housing options.
Objectives:
• Explore ability to attract high-end housing and possible incentives for investment.
• Perform a housing analysis to determine gaps in the current housing market.
• Determine availability of grant funding to help increase housing diversity.

2.2.6 Goal: Improve the appearance of housing stock.
Objectives:
• Explore feasibility of adopting design guidelines for certain structures, or neighborhoods.
• Identify specialized housing grants for historic preservation and restoration.
• Identify precedents for condominium housing design, amenities, or appearance.
• Continue to acquire and utilize grant monies to assist in restoration of existing, non-historic homes.

2.2.7 Goal: Increase housing options for seniors, special needs populations.
Objectives:
• Explore opportunities for expansion of existing senior or special needs housing facilities.
• Identify availability of grant monies to help develop new housing for senior or special needs persons.
• Perform a housing analysis to determine gaps in the senior housing market (independent- or assisted-living facilities).
• Identify locations for the development of new housing facilities.

2.2.8 Goal: Develop a housing plan.
Objectives:
• Determine the long-term need for mixed-use (commercial/residential) housing in commercial areas.
• Identify housing areas to focus resources.
• Determine where the housing market contains gaps based upon residential absorption rates and anticipated demand for housing.
• Consolidate housing programs for quick reference.
2.3 Housing Policies

2.3.1 The City will work to provide home improvement funding to qualified residents.

2.3.2 New residential development will be directed to areas that are appropriate for that use.

2.3.3 Waupun encourages the development of primarily single-family homes.

2.3.4 The City encourages proper rental property management.

2.3.5 Efforts to enhance the local housing market, including the addition of high-end housing, will be encouraged.

2.3.6 Residential housing codes will be enforced.

2.3.7 The City encourages the development of senior, special needs housing in appropriate locations.

2.4 Existing Housing Conditions

A majority of the information listed in the following section was taken directly from US Census 2000 sample data collected on April 1, 2000. Where possible, current information is also incorporated. Note: these numbers do not include shelter provisions for the institutionalized population within the City of Waupun’s jurisdiction.

2.4.1 Housing Stock Characteristics
Table 2.4.1 shows the age of local housing stock by the year the structure was built. As of March 2000, there were 3,505 residential structures within the City. Many of these residences, almost 30 percent (1,047) were built prior to 1939. Nearly 80 percent of the housing stock was constructed before 1980. The significant age of most residential structures may indicate a need for housing repair programming or increased maintenance.

<table>
<thead>
<tr>
<th>Table 2.4.1a: Year Structure Built, 2000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Year to March</td>
</tr>
<tr>
<td>1999 to March 2000</td>
</tr>
<tr>
<td>1995 to 1998</td>
</tr>
<tr>
<td>1990 to 1994</td>
</tr>
<tr>
<td>1980 to 1989</td>
</tr>
<tr>
<td>1970 to 1979</td>
</tr>
<tr>
<td>1960 to 1969</td>
</tr>
<tr>
<td>1940 to 1959</td>
</tr>
<tr>
<td>1939 or earlier</td>
</tr>
</tbody>
</table>

2000 Census, SF-3

Figure 2.4.1: Year Structure Built, 2000

Structures
As indicated in Table 2.4.1a, most residential structures (67%) are single-unit detached homes. There is also a good mix of other housing options located within the City including 282 two-unit structures, and over 400 units containing from 5-19 units. The City of Waupun comprises a great majority of the housing diversity within immediate proximity. Most surrounding towns offer primarily single-unit housing.

### Table 2.4.1b: Units in Structure, 2000

<table>
<thead>
<tr>
<th>Number</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-unit, detached</td>
<td>2,337</td>
</tr>
<tr>
<td>1-unit, attached</td>
<td>97</td>
</tr>
<tr>
<td>2 units</td>
<td>282</td>
</tr>
<tr>
<td>3 or 4 units</td>
<td>131</td>
</tr>
<tr>
<td>5 to 9 units</td>
<td>217</td>
</tr>
<tr>
<td>10 to 19 units</td>
<td>222</td>
</tr>
<tr>
<td>20 or more units</td>
<td>182</td>
</tr>
<tr>
<td>Mobile home</td>
<td>37</td>
</tr>
<tr>
<td>Total housing units</td>
<td>3,505</td>
</tr>
</tbody>
</table>

Housing values for the City generally fall below $100,000. In 2000, the median value for a home in the City was $88,600. Most homes, 61 percent, range in value between $50,000 and $99,999. See Table 2.4.1b below. In 2000, the Wisconsin Board of Realtors reported a median selling price of $95,300 for single-family homes in Fond du Lac County, and $94,500 in Dodge County.

### Table 2.4.1c: Housing Values, 2000

<table>
<thead>
<tr>
<th>Number</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than $50,000</td>
<td>149</td>
</tr>
<tr>
<td>$50,000 to $99,999</td>
<td>1,313</td>
</tr>
<tr>
<td>$100,000 to $149,000</td>
<td>501</td>
</tr>
<tr>
<td>$150,000 to $199,999</td>
<td>142</td>
</tr>
<tr>
<td>$200,000 to $299,999</td>
<td>55</td>
</tr>
<tr>
<td>$300,000 to $499,999</td>
<td>7</td>
</tr>
<tr>
<td>$500,000 to $999,999</td>
<td>0</td>
</tr>
<tr>
<td>$1,000,000 or more</td>
<td>0</td>
</tr>
</tbody>
</table>

Median (dollars) | 88,600

2.4.2 Occupancy Characteristics

According to the 2000 Census, the City of Waupun had 3,512 total housing units. Of these, 95 percent (3,351) were occupied at the time of the Census. See Table 2.4.2. There were 161 vacant housing units, and 3 units were used for seasonal, recreational, or occasional use.
### Table 2.4.2: Housing Occupancy, 2000

<table>
<thead>
<tr>
<th>Number</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Housing Units</td>
<td>3,512</td>
</tr>
<tr>
<td>Occupied Housing Units</td>
<td>3,351</td>
</tr>
<tr>
<td>Vacant Housing Units</td>
<td>161</td>
</tr>
<tr>
<td>Homeowner Vacancy rate (percent)</td>
<td>1.1</td>
</tr>
<tr>
<td>Rental Vacancy rate (percent)</td>
<td>7.1</td>
</tr>
</tbody>
</table>

2000 Census, SF-1

### 2.4.3 Housing Tenure

The City had 3,351 occupied housing units in 2000. Owner-occupied units accounted for 69 percent (2,295) and renter-occupied units for 31 percent (1,056). The average household size for owner-occupied units was 2.61, and 1.89 for renter-occupied units. See Table 2.4.3.

### Table 2.4.3: Housing Tenure, 2000

<table>
<thead>
<tr>
<th>Number</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Occupied Housing Units</td>
<td>3,351</td>
</tr>
<tr>
<td>Owner-occupied housing units</td>
<td>2,295</td>
</tr>
<tr>
<td>Renter-occupied housing units</td>
<td>1,056</td>
</tr>
</tbody>
</table>

Average household size (owner-occupied) | 2.61 |
Average household size (renter-occupied) | 1.89 |

2000 Census, SF-1

### 2.4.4 Senior Housing

Waupun contains a number of senior housing facilities including Gateway Senior Housing (120 Gateway Drive), Prairie Ridge Assisted Living (819 Wilcox Street), Christian Home Assisted Living Center (331 Bly Street), and Christian Homestead (1001 W. Brown Street) for the advanced aged. In addition, there are a number of other senior-specific facilities located in nearby jurisdictions like Mayville, Beaver Dam, and Ripon.

### 2.4.5 Special Needs Housing

Special needs housing within the City of Waupun includes community based residential facilities (CBRFs) like Daybreak Inc Waupun (631 S. Madison) offering programs for alcohol and drug addiction, developmentally disabled, and mentally ill; Friendship Haven (10 Pluim Drive) which offers care for the advanced aged. The City also contains specialty facilities like Mahlstedt Adult Family Home (W10004 CTY RD TC) that offers housing for the developmentally disabled.

### 2.4.6 Affordable Housing

The City of Waupun does not contain any public housing. However, there is a great diversity in housing options from mobile homes to single-family housing, to 20+ unit apartment buildings. The City also offers housing programming at the local level through CDBG, HOME, and HCRI funding for recipients who have incomes at 80% or less of the County Median Income to help provide safe and affordable housing.
2.5 Housing Issues Raised During Planning Process

Low assessed value: the assessed value for properties in the City of Waupun is lower than one might expect for a community of Waupun’s size. While this creates ample opportunities for residents and newcomers to obtain affordable housing, the housing market is not as strong as it could be.

Housing Condition: with a majority of the homes (nearly 56%) built prior to 1960, there is a need for minor exterior repairs on many homes. Unsightly appearance of homes can lessen the attractiveness of the community, and may play a role in property values for homes located next to deteriorating properties.

2.6 Housing Actions

Wisconsin’s Comprehensive Planning Law requires communities engaging in the comprehensive planning process to provide an adequate supply of housing needs to meet existing and forecasted housing demand.

Waupun’s current housing stock meets the demand for current residents, however major demographic shifts such as an influx of retirement-age populations, may strain the supply of affordable and senior housing facilities. If current land use continues, the City can be expected to increase in housing units by 16 percent (121 units) by 2025. It is also likely that increases of this magnitude will require annexation for development of new homes outside existing borders.

The following actions will allow the City of Waupun to provide for future housing needs, improve the quality of the current supply, and increase the quantity of senior housing options.

Actions:

2.6.1 Work with appropriate entities to qualify and apply for state and federal grant monies for local housing repair and home ownership programs.

2.6.2 Direct new housing developments to areas that are easily served with utilities and other service provisions.

2.6.3 Identify sites for desired housing types, such as high-end condominiums, and consider preparing and promoting the site for private development. Identify the site in the land use plan as “high end multi-unit development” to promote condominium or luxury apartment-style development.

2.6.4 Explore developing residential guidelines in specified neighborhoods (especially historic). Determine if the guidelines should be voluntary and if rehabilitation dollars are available to help property owners meet guidelines.

2.6.5 Recommend single-family home construction to developers interested in developing residential sites.
2.6.6 Contact local business entities, apartment associations, or UW-Extension to determine interest in providing property management courses, especially for residential rental properties.

2.6.7 Establish a committee to determine the feasibility of instituting municipal rental-property registration. Determine parameters of the policy including registration fee, inspection, and policies for non-compliance. These policies could include:

- Yearly inspection of all rental properties by a licensed, City approved inspector;
- Licenses issued on a yearly basis and only re-issued after a satisfactory inspection by the City approved inspector;
- Require all rental property owners to register and license their properties with the City;
- Develop a policy and procedure for addressing consistently non-compliant rental property owners. This could consist of:
  - Fines that escalate on a regular basis for issues that are not addressed from an inspection;
  - Follow-up and enforcement for collection of delinquent fines through the property tax system.

2.6.8 Determine interest in performing a housing market analysis to determine gaps in the housing market and to identify demand for additional housing units by type, price, or amenities. The analysis may be a component of a housing plan that sets priorities for housing development by type, price or other feature, identify preferred building sites for redevelopment, and consolidate available financing tools. Publicize the results of this housing analysis with local residential developers.

2.6.9 Work with Dodge and Fond du Lac Counties departments on aging or senior resources to determine the need for additional senior housing development locally, and if there is funding available to develop facilities.

2.6.10 Communicate with existing senior housing facilities on whether they are interested in expanding and determine avenues for municipal aid (financing, land acquisition, etc.).

2.6.11 Continue to work with adjacent towns to determine areas for municipal expansion and establish phasing agreements for annexations that occur over time.

2.6.12 Develop criteria for possible future City participation in the development of senior or special needs housing. These criteria could include:

- Construction of new senior housing units, of which, 40% are set aside for low-income elderly occupants;
- Requiring a development agreement between the City and investor(s) prior to commitment of City funds;
- Ensuring the developer has a plan in place to allow all residents adequate access to pedestrian and vehicular transportation options;
2.6.13 Meet with downtown property owners and stakeholders to develop a long-term plan to revitalize both the business and residential aspects of the downtown. This could include:

- Developing incentives for downtown property owners to revitalize their existing residential units. These incentives could include:
  - City sponsored loan guarantees;
  - BID sponsored matching funds for revitalization;
  - Housing grants (CDBG, HOME, etc.);
- Investigating and publicizing the connection between a strong downtown residential housing market and a strong downtown commercial sector.

2.6.14 Require that future housing developments occur in a phased manner to minimize services being extended in a leap-frog fashion.

2.7 Programs

2.7.1 WHEDA Home Ownership Mortgage Homes (HOME)
The Wisconsin Housing and Economic Development Authority (WHEDA) offers the HOME loan for income-qualified applicants. In Waupun, the HOME loan featured assistance for down payment, closing costs, and rehabilitation for new home purchasers. The HOME program did not require a home purchaser to match the down payment assistance received by the program but did require a $1,000 down payment from the home purchaser. Home Purchaser counseling was also required for home purchasers. The average HOME loan amount was $8,652. A total of 27 households were assisted with these funds through 2001. For more information contact WHEDA at 1-800-334-6873, or visit www.wheda.com.

2.7.2 Community Development Block Grant (CDBG)
The City of Waupun has been the recipient of Community Development Block Grant (CDBG) Funds 4 times – 1993 (application date- program began in 1994), 1994 (1995 program), 1996 (1997 program), 1999 (2000 program)- Project funds totaled $2,125,000. The CDBG funds were used for 3 types of projects: homeowner, landlord, and home purchaser. All funds were loans to the property owner.

Homeowner loans were all 0% interest loans with no payments required until the home was sold or no longer utilized as a primary residence.

Landlord loans initially carried a 3% interest rate, with a monthly payment with a 10-year term. The landlord loans funded in 1999 were 0% interest loans because of a change in State CDBG policy.

Home purchaser loans funded down payment, closing costs, and rehabilitation for a new home purchaser. The program paid for up to ½ of down payment (not to exceed 10% of the loan) and closing costs. The home purchaser had to match the down payment funds provided for by the program. Rehabilitation funds were also available to assist the home purchaser in making necessary repairs or replacements.
A total of 233 households have been assisted with CDBG funds since 1994. 52% of the households were Female Head of Households, 48% of the households had children, 30% of the households were elderly. 12% of the households made less than 30% of the County Median Income, 20% of the households made less than 50% (with the VLI total is 32%) of the County Median Income. The average loan amount is around $10,000.

Statewide, close to $8 million is awarded each year for 22 month grants. The maximum grant to an applicant is $500,000. Approximately 15 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. This program is a part of the Bureau of Housing, Division of Community Development, Department of Commerce. It is federally funded through HUD's Small Cities CDBG Program. Information regarding the Community Development Block Grant Program can be obtained by calling Caryn Stone (608) 267-3682.

2.7.3 Housing Cost Reduction Initiative (HCRI)
Local sponsors compete annually for state HCRI funds to provide assistance to reduce the housing costs of low- and moderate-income households and encourage the purchase of affordable housing units. The money may be used for a wide variety of housing activities, from closing costs and down payment assistance for home buyers, to rent and security deposit assistance for renters and homeless persons. The program uses funds to help people stabilize their housing situation, enabling individuals and families to obtain affordable housing.

In Waupun, the HCRI funds were used for down payment and closing cost assistance. The HCRI loan amount for down payment and closing costs in the City of Waupun for the 2 programs funded average $2,619 per home purchaser. A total of 21 households were assisted with these funds.

Organizations that are eligible to compete for funds include local governments, housing authorities, non-profit and for-profit corporations, and Native American Indian Tribes. Information regarding the Housing Cost Reduction Initiative Program can be obtained by calling Betty Kalscheur (608) 267-6904.

2.7.4 Special Needs—State Shelter Subsidy Program (SSSG)
The State Shelter Subsidy Program (SSSG) provides grants to support homeless and emergency shelter program's operations. SSSG funds cannot exceed 50% of an agency's annual operating budget. Eligible applicants are a county or municipal governing body or agency, for-profit entities, an Indian tribal government, a community action agency, or other private non-profit organization. Only generic emergency facilities and voucher programs are eligible. DHIR distributes funds throughout the State by formula, based on past shelter use and anticipated need, to the three "regions" of the State defined by statute (Milwaukee County, Dane County and the remainder of the State).

This program is part of the Bureau of Housing, Division of Housing and Intergovernmental Relations, Wisconsin Department of Administration. It is funded through the State of Wisconsin. Information regarding the State Shelter Subsidy Program may be obtained by calling Patti Glassburn (608) 266-8273.
Element 3

TRANSPORTATION

This element includes a compilation of background information, visions, goals, objectives, policies, maps, and recommendations to guide the future development and maintenance of various modes of transportation in the City of Waupun.

3.1 Transportation Vision

The City of Waupun seeks to provide a diverse network of transportation options for its residents, including safe streets, interconnected pedestrian and biking facilities, and local and intercity transit services. The city also seeks to support the local economy by providing convenient rail and freeway access for shipping and manufacturing businesses, and a safe and hospitable pedestrian environment with adequate parking options for retail business.

3.2 Transportation Goals and Objectives

3.2.1 Goal: Increase amount of pedestrian and bike trails within the City and provide connections to regional trail systems.

Objectives:
- Establish trail linkages to the Wild Goose State Trail through Meadowview Park.
- Examine trail options by developing a long-term trail plan.
- Coordinate with other jurisdictions and authorities, including the WDNR and WDOT, to determine access points to, and extensions of, existing facilities.
- Explore development of a bike trail near USH 151 up to Oksana Road to increase access to the Wild Goose State Trail.

3.2.2 Goal: Continue to provide transportation options for elderly and disabled residents.

Objectives:
- Apply for grants to maintain shared-ride taxi service in the City.
- Determine long-term need for municipal-operated transit system development.
- Work with county authorities to promote existing shared-ride system and develop a list of volunteers for a transportation escort service.

3.2.3 Goal: Maintain transportation facilities important to local businesses.

Objectives:
- Maintain convenient access to highways 26 and 151 for local trucking companies.
- Maintain local rail lines and spurs to support local industries.
3.2.4 Goal: Improve vehicular access and pedestrian safety along Main Street.
Objectives:
- Study the possibility of a bypass for STH 49 to reduce traffic on Main Street.
- Perform a study to determine if there is adequate parking in the Central Business District.
- Conduct regular maintenance of pedestrian facilities.
- Survey pedestrians in the downtown area to determine type and location for pedestrian access and safety improvements.

3.2.5 Goal: Provide adequate, but not excessive street lighting in residential areas.
Objectives:
- Amend subdivision ordinance to include street lighting standards.
- Determine extent of lighting desired in residential neighborhoods through community participation exercises.

3.2.6 Goal: Ensure the continued viability of the Waupun Landing Field for small plane air traffic.
Objective:
- Discourage residential development near the Waupun Landing Field runways.

3.2.7 Goal: Provide intercity transit options.
Objective:
- Attract a regular intercity bus route through Waupun operated by Greyhound Lines, Inc. or an affiliated regional bus line.

3.2.8 Goal: Formalize policies for property acquisition necessary for future transportation Rights of Way.
Objectives:
- Publicize plans for possible future property acquisition early in the planning phase.
- Involve the affected property owners in meaningful plan development meetings.

3.3 Transportation Policies

3.3.1 New residential developments shall include sidewalks and shall provide connections to existing pedestrian facilities.

3.3.2 Any new development that includes an existing or planned bicycle/pedestrian trail shall incorporate that trail into the site plan.

3.3.3 Residential development shall not be permitted within 1000 feet of the Waupun Landing Field runways, nor within 2500 feet of the ends of the runways.

3.3.4 The City will continue to use an annual roadway evaluation system to provide a basis for possible street upgrades.
3.3.5 Waupun will continue to utilize an annual system of funding allocation, such as capital improvement plan (CIP), to ensure adequate funding and programming for needed upgrades and repair.

3.3.6 Explore alternate sources of funding, especially transportation enhancement grants [Transportation Enhancement Program (TE), or Surface Transportation Discretionary Program (STP-D)], to improve facilities slated for redevelopment.

3.4 Existing Transportation Facilities

3.4.1 Street Network (National Functional Classification – NFC)
The City of Waupun’s road system contains principal arterials, minor arterials, collectors, and local roads. Principal arterials include USH 151 along the eastern border, and STH 49 which splits the City running west to east (2.26 miles). Minor arterials include STH 26, and portions of Madison Street, Lincoln Street, S. Beaver Dam Street, and STH 68 (5.2 miles). Collectors include portions of Business 151, CTH MM, and County Park Road (3.96 miles). The remainder of the network consists of local roads. See Map 3-1.

Principal arterials are at the top of the NFC hierarchical system. Principal arterials generally carry long distance, through-travel movements. They also provide access to important traffic generators, such as major airports or regional shopping centers. EXAMPLES: Interstate and other freeways; other state routes between large cities; important surface streets in large cities.

Minor arterials are similar in function to principal arterials, except they carry trips of shorter distance and to lesser traffic generators. EXAMPLES: State routes between smaller cities; surface streets of medium importance in large cities; important surface streets in smaller cities.

Collectors tend to provide more access to property than do arterials. Collectors also funnel traffic from residential or rural areas to arterials. EXAMPLES: County, farm-to-market roads; various connecting streets in large and small cities.

Local roads primarily provide access to property. EXAMPLES: Residential streets; lightly-traveled county roads.

3.4.2 Transit Service
The City of Waupun has a demand service for transit. Shared-ride taxi services, through Waupun Taxi Service, offer a public transportation alternative in smaller communities lacking traditional fixed-route bus service. Users call in advance for taxi rides that may be shared with other riders.

3.4.3 Rail Road Service
The Wisconsin & Southern Railroad Co. and Wisconsin Central LTD. serve the City of Waupun. There is daily switching service within the jurisdiction daily, although the nearest piggyback service is located 19 miles away. Passenger rail service is available in several nearby communities via Amtrak, the nearest station being in Columbus.
3.4.4 Aviation Service
Waupun has a private airport with 3,200 ft. of paved two-runway system. Small aircraft can also use the nearby Dodge County Airport in Juneau. Charters and freight service are available at the Fond du Lac County Airport. Commercial airport service is available at the Wittman Regional Airport in Oshkosh, General Mitchell International Airport in Milwaukee, and the Dane County Regional Airport near Madison. Both Fond du Lac County Airport and Wittman Regional Airport are located within a 60 mile radius of the City.

3.4.5 Pedestrian and Bicycle Transportation
Pedestrian travel through the City is accommodated on sidewalks in most locations. There is also a sidewalk policy that requires new residential or commercial developments to install sidewalks within one-year of construction. Bicycles are restricted to roadways in most locations and are subject to automobile signage and facilities.

The Wild Goose State Trail is a 32-mile county-operated trail skirting the western edge of the vast Horicon Marsh from the City of Fond du Lac to Clyman Junction. The marsh is famous for its migrant waterfowl. Recreation includes hiking, bike touring, skiing, and snowmobiling.

3.4.6 Highways
The City is served by exceptional highway access. STHs 26, 49, 68, and USH 151 (a limited access 4-lane divided highway) all enter Waupun and USH 41 is approximately 15 miles to the east of corporate limits via STH 49.

3.4.7 Transportation Facilities for the Elderly and Disabled
Specialized transportation services serve the needs of commuters whose transportation needs are not met by traditional services. Each of the counties in southeast Wisconsin offer some type of specialized services. Specialized transit services include elderly and disabled services, shared ride taxi and Wisconsin Employment Transportation Assistance Program (WETAP). For the City of Waupun, Fond du Lac County provides regional elderly and disabled transportation services. For more information call (920) 929-3113.

3.4.8 Trucking
There are a number of trucking firms located in the City of Waupun. Regionally, there are also a fair number of trucking firms taking advantage of the regional highway system and rail access via the Wisconsin & Southern Railroad.

3.4.9 Water Transportation
There are no local water transportation or port services. The nearest port service is located in Green Bay, 85 miles to the northeast.

3.4.10 Commute to Work
Table 3.4.10 shows commuting choices for resident workers over age 16. Over 90 percent of local workers use automobiles to commute to work, of these almost 10 percent report carpooling. There were 160 people who reported walking for their commute to work in 2000. With multiple access opportunities to the state highway system, most residents can travel to work in about 17 minutes, this is lower than the State of Wisconsin overall with a mean travel time to work of 21 minutes.
Table 3.4.10: Commuting to Work

<table>
<thead>
<tr>
<th>Mode</th>
<th>Number</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Workers 16 years and over</td>
<td>3905</td>
<td>100.0</td>
</tr>
<tr>
<td>Car, truck, or van--drove alone</td>
<td>3216</td>
<td>82.4</td>
</tr>
<tr>
<td>Car, truck, or van--carpoled</td>
<td>380</td>
<td>9.7</td>
</tr>
<tr>
<td>Public transportation (including taxicab)</td>
<td>5</td>
<td>0.1</td>
</tr>
<tr>
<td>Walked</td>
<td>160</td>
<td>4.1</td>
</tr>
<tr>
<td>Other means</td>
<td>56</td>
<td>1.4</td>
</tr>
<tr>
<td>Worked at home</td>
<td>88</td>
<td>2.3</td>
</tr>
<tr>
<td>Mean travel time to work (minutes)</td>
<td>17.0</td>
<td></td>
</tr>
</tbody>
</table>

2000 Census, SF-3

3.4.11 Street Evaluation System

The City of Waupun hires a consultant to utilize the Pavement Condition Index (PCI) standard method of evaluating pavement condition. The American Public Works Association, US Army Corps of Engineers, and many other groups support PCI. PCI is a way of observing pavement distress and reducing the observations to a 0-100 rating. A PCI of 0 indicates totally failed pavement and a PCI of 100 means brand new pavement with no defects. Specifically:

- 85-100 Excellent
- 70-85 Very Good
- 55-70 Good
- 40-55 Fair
- 5-40 Poor
- 10-25 Very Poor
- 0-10 Failed

This information is then added to the INFRA/PAVE (copyrighted software through Earth Tech) to manage the PCI information and produce improvement plans for a pavement system. The consultant then adds this data to the State of Wisconsin’s PASER evaluation forms on a biennial basis.

3.5 State and Regional Transportation Plans

3.5.1 US 151 Corridor Plan

US 151 is a major east-west arterial route through Fond du Lac County. The roadway is an essential commercial and agricultural transportation corridor serving the Midwest. Projects to improve and enhance the corridor began in 2002 including the WIS 49 to WEIS 26 project located between Waupun and Fond du Lac in western Fond du Lac County. The 3.35 mile project extends from the US 151/WIS 49 interchange to the US 151/WIS 26 near the City of Waupun. Work on this section finished up in 2004. Other improvements to the corridor include County D to WIS 175, WIS 175 to US 41, and the Fond du Lac bypass, which are yet to be completed.

3.5.2 State Trunk Highway 23 Corridor (Fond du Lac to Plymouth)

The Wisconsin Department of Transportation is preparing plans to expand State Trunk Highway (STH) 23 from 2-lanes to a 4 -lane divided highway from about the City of Fond du Lac in Fond du Lac County, to the City of Plymouth in Sheboygan County.

The East Central Wisconsin Regional Planning Commission and Bay-Lake Regional Planning Commission are working with the Wisconsin Department of Transportation and the Highway 23
Local Advisory Committee, representing Fond du Lac and Sheboygan Counties, and all jurisdictions adjacent to STH 23, to develop a long-range vision for the corridor. The Highway 23 Committee and the public are considering what the land use and local road system adjacent to the highway might look like over the next 20 or 30 years. This plan does not include recommendations for the City of Waupun.

3.5.3 WIS 26 Corridor study
The Wisconsin Department of Transportation (WisDOT) is studying 48 miles of WIS 26 between I-90 at Janesville and the WIS 60 East intersection north of Watertown.

The WIS 26 study was initiated to determine how to best meet the long-term transportation needs of this corridor. A preferred alternative for the corridor has been selected that includes improvement of the existing route to a four-lane highway as well as bypasses of the cities of Milton, Jefferson and Watertown.

Public input on alternatives was solicited throughout the duration of the project. Over 30 study committee meetings with representatives of communities likely to be impacted were held to discuss issues and findings from the study.

Selection of the Preferred Alternative for WIS 26 was made after evaluating engineering and environmental factors for the various corridor alternatives, and careful consideration of comments from various agencies, affected communities and property owners.

Funding for improvement of WIS 26 has been approved, and construction of the route could begin in the Jefferson area as early as 2008. Although the local impact to this corridor for the Waupun community is not known, the potential to bring increased traffic north from Janesville may have long-term impacts on the City of Waupun, especially as it relates to US 151 linkages.

3.5.4 Wisconsin State Highway Plan (2000)
The Plan pertains to State Roads in Wisconsin (STH). There are no specific projects identified within the Plan, though it does recommend strategies and actions to improve the State’s highway system. The Plan emphasizes preservation of pavement and bridges, traffic movement, and improved safety. Implementation of this plan is very important to the City of Waupun because of its extensive state highway system. Waupun will seek to remain active in highway planning regionally, and in the Waupun area.

3.5.5 Wisconsin Bicycle Transportation Plan 2020
WisDOT encourages planning for bicyclists at the local level, and is responsible for developing long-range, statewide bicycle plans. Guidelines for accommodating travel by bicycles when roadways are reconstructed, or new roads are built, are available and their use is encouraged. The development of WisDOT’s statewide long-range bicycle plan, Wisconsin Bicycle Transportation Plan 2020, involved many people, including an advisory committee. This bicycle planning document is intended to help both communities and individuals in developing bicycle-friendly facilities throughout Wisconsin. Although specific projects in the Waupun area are not specified, the recommendations within the Plan are worth considering locally if development of a regional bicycle plan occurs.
3.5.6 Wisconsin Pedestrian Policy Plan 2020

The Wisconsin Pedestrian Policy Plan 2020, created by the Wisconsin Department of Transportation (WisDOT), was established to make pedestrian travel a viable, convenient and safe transportation choice throughout Wisconsin. While the Policy Plan primarily aims to minimize the barrier to pedestrian traffic flow from State Trunk Highway expansions and improvements, it provides guidance to local communities on how to encourage pedestrian travel through the creation of pedestrian plans, increasing enforcement of pedestrian laws, adopting and implementing sidewalk ordinances, and addressing pedestrian issues through the public participation component of Comprehensive Smart Growth Planning. Waupun’s objectives, policies, goals, and programs are consistent with this plan because this comprehensive plan seeks to improve pedestrian safety and mobility throughout Waupun.

3.6 Transportation Issues Raised During Planning Process

Not maximizing transportation infrastructure: the City is awash in access opportunities that go partially unrealized in terms of business development. The railroad is not utilized to its capacity by industrial entities, and many locals feel highway access should position Waupun for increased economic development that is not occurring.

Highway redevelopment: the redevelopment of local highways to control access and provide efficient routes for transportation could potentially harm the City through limited access to highways or increased traffic speeds through dense sections of Waupun.

3.7 Transportation Actions

Waupun’s current transportation system is adequate for existing users. However, with recent improvements made to area highways, it will be important for the City to remain active in providing adequate access and extensions to these new facilities. Additionally, if development is to occur within the planning area, planning for extension of current infrastructure and connections must be an ongoing practice.

The following actions will allow the City of Waupun to provide for future transportation needs and improve the quality and ease of use of the current system. See Map 3-2.

Actions:

3.7.1 Work with the Wisconsin DOT to develop long-term studies for the possibility of a bypass for STH 49. This should include meaningful public input and community involvement of stakeholders including business managers along Main Street and area residents.

3.7.2 Work with the Wisconsin DOT to study the possibility of diverting STH 26 to US 151. This study should evaluate possible changes to traffic density and type along the corridor, and the impact on existing land uses in the area.
3.7.3  Study parking supply and demand in the Central Business District. Work with area businesses to establish a committee to determine needs for more parking spots and/or better signage to improve utilization of existing parking supply.

3.7.4  Contact Greyhound Lines, Inc. to request consideration for a bus stop in Waupun.

3.7.5  Apply for grants to maintain shared-ride taxi service in the City. Periodic monitoring of the need for a municipal-operated local transit system should also be performed to ensure adequate transportation to area commercial, education, and health centers.

3.7.6  Amend subdivision ordinance to include street lighting standards. This should include determining appropriate lighting levels and spacing of streetlights, and should also indicate the cost and responsible party for payment and installation of lighting facilities.

3.7.7  Continue to utilize an annual system of roadway analysis (like the PCI, or PASER systems) to determine the locations of the most in-need roadways and to prioritize the scheduling for repair.

3.7.8  Continue to develop five-year capital improvement plans (CIP) that identify and budget for annual infrastructure improvements. This process should include public meetings to unveil proposed planning efforts and to help gauge the adequacy of prioritization.

3.7.9  Develop a long-term bike and pedestrian transportation plan to help identify routes and facilities for multimodal transportation options. Consider extensions of the proposed system to future locales within the planning area, and to existing regional trails like the Wild Goose State Trail.

3.7.10  Maintain and improve existing crosswalks throughout the City by regularly painting crosswalk areas and installing pedestrian signage.

3.7.11  Consider establishing regular meetings dates with Fond du Lac County, Dodge County, and the WDOT to discuss planning efforts, repair, and sufficiency of the local highway system.

3.7.12  Work with the WDOT to secure transportation enhancement grant funding to improve the quality and design of lighting and pedestrian access along Main Street and other commercial corridors.
Element 4

UTILITIES AND COMMUNITY FACILITIES

This element includes background information, visions, goals, objectives, policies, and recommendations to guide the future development of utilities and community facilities in the City of Waupun. As required by Section 66.1001 of the Wisconsin Statutes, the element describes location, use and capacity of existing public utilities and community facilities that serve the City and includes recommendations for future utilities needs and upgrades.

4.1 Utilities and Community Facilities Vision

The City of Waupun will offer affordable water, sewer, and electric services that operate efficiently and effectively. Fire and police services respond to the local community quickly and are properly staffed and equipped. The City will also support the local library, community center facilities, and the Waupun School District, all of which are highly valued and utilized by the community.

4.2 Utilities and Community Facilities Goals and Objectives

4.2.1 Goal: Maintain current utility infrastructure (water, sewer, electric).

Objective:

- Ensure timely and efficient delivery of services.
- Perform routine maintenance and testing to ensure optimum utility provision.
- Continue to sustain and grow Waupun Utilities.
- Develop a long-term plan to consolidate the number of electric substations.
- Replace aging municipal water infrastructure on an on-going basis.
- Plan for future municipal water needs with careful consideration to preferred level of residential growth.

4.2.2 Goal: Develop appropriate stormwater facilities.

Objective:

- Continue inclusion of retention and detention ponds in new developments.
- Explore the acquisition of utility easements in locations prone to flooding to develop increased stormwater infrastructure.
- Promote the idea of best management practices on private properties to enhance pervious surfaces and decrease run-off.
- Complete and adopt a stormwater utility to pay for increased development of stormwater infrastructure.
4.2.3 Goal: Maintain vitality of local public and semi-public facilities.
Objective:
• Work with the Waupun School District to ensure adequate funding and operation of school facilities.
• Enhance community participation and utilization of school facilities by increasing community and youth programming at school facilities.
• To encourage viability of local private cemetery operations.

4.2.4 Goal: Provide appropriate levels of recreation facilities for residents.
Objective:
• Maintain existing parks and public open spaces.
• Continue to promote and maintain the collection of municipal sculptures.
• Review recommendations set forth in the City of Waupun Park, Outdoor Recreation and Open Space Plan (2000).
• Update the Park, Outdoor Recreation and Open Space Plan to include recommendations for a linear trail system connecting area parks, community facilities, and other locales and link this trail to the Wild Goose State Trail.
• Acquire grant funding for and develop a skateboard park.

4.2.5 Goal: Maintain local emergency response facilities and resources.
Objective:
• To ensure proper funding and maintenance for facilities.
• Work with fire department and police department to continue to provide sufficient community service levels.
• Continue to work with contracted ambulance service providers to delivery appropriate levels of service.

4.2.6 Goal: Ensure adequate availability of recycle and waste services.
Objective:
• To continue private contracting with waste collection entities.
• Explore development of an extended-hour operation to dispose of yard waste.
• Initiate an annual mailing campaign to disseminate information about waste and recycle collection, disposal of hazardous materials, and other related services/options.

4.2.7 Goal: Increase vibrancy and utilization of Waupun Public Library.
Objective:
• To continue to strive for greater levels of service.
• To increase free access to information, services and programs.
• Develop an ad hoc committee, or long-term plan, to increase library partnerships, donations, and other efforts to improve resource availability.
• Continue to explore increasing partnerships with other libraries.
4.2.8 Goal: Develop a banquet facility.
Objective:
• To solicit community input concerning the development of a banquet facility and the types of facilities/capacities for the center.
• Form an ad hoc committee to oversee the planning and phasing development of the facility and to serve as a point of contact for inquiries and comments.
• Explore sources of funding, including private donation, for site acquisition, plan development, and construction.
• Determine fee schedule for banquets, community gatherings, specialized programming and special facilities provisions (such as computer lab).

4.3 Utilities and Community Facilities Policies
4.3.1 The City will maintain and correct deficiencies in existing utilities and facilities in a timely and efficient manner.
4.3.2 The City will maintain the longevity of current community facilities until which time that development of new facilities is warranted.
4.3.3 Waupun will encourage private property owners to engage in best management practices to limit uncontrolled runoff.
4.3.4 Waupun will provide sufficient emergency services in the most cost effective manner appropriate.
4.3.5 Waupun will continue to develop and improve Waupun Utilities to ensure adequate delivery of service.

4.4 Existing Utilities and Community Facilities Conditions
4.4.1 Sanitary Sewer System
The City currently provides sanitary sewer service to all homes and businesses within the city’s corporate limits. The wastewater treatment plant, located at the corner of Fond du Lac Street and Gateway Drive, was updated in 2004. Current capacity is 2.11 million gallons per day (mgd) average flow and 10.1 mgd maximum daily flow. This is adequate for a 2021 design population of 12,300 people, including 8,350 City residents and an institutional population of 3,956. Current flow in 2005 is 1.5 to 1.6 mgd.

The wastewater collection system is generally adequate for system demand, though there are bottlenecks in the system, all within a five block radius of downtown. These bottlenecks are due to aged infrastructure and infiltration from sump pumps and basement floor drains. All known restrictions in the collection system are scheduled for upgrades in coming years in conjunction with street reconstruction projects.
There are at present no known wastewater system limitations that would affect growth in the areas northwest, northeast, and southeast of downtown Waupun. Additional development southwest of downtown would utilize those pipes that pass through downtown. Growth in this area will need to be coordinated with street and sewer line improvement projects in central Waupun.

4.4.2 Water Supply
The City is currently served by six municipal wells with a combined capacity to pump 5,200 gallons per minute. The wells are currently tied to a single water treatment facility that conditions, clarifies, and fluoridates all water before it is distributed to users. The treatment facility, located at Forest and Monroe, can handle up to 2.0 million gallons per day, or 1,390 gallons per minute. A water plant feasibility study is currently underway.

<table>
<thead>
<tr>
<th>Well</th>
<th>Capacity</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>Well No. 1</td>
<td>650 gpm</td>
<td>Behind water treatment facility</td>
</tr>
<tr>
<td>Well No. 2</td>
<td>1,050 gpm</td>
<td>In water treatment facility</td>
</tr>
<tr>
<td>Well No. 3</td>
<td>650 gpm</td>
<td>Corner of Vliet Street and Taylor Street</td>
</tr>
<tr>
<td>Well No. 4</td>
<td>1,375 gpm</td>
<td>Corner of Spring Street and Autumn Avenue</td>
</tr>
<tr>
<td>Well No. 5</td>
<td>1,475 gpm</td>
<td>Corner of Autumn Avenue and Hawthorne Street</td>
</tr>
</tbody>
</table>

The water system currently serves approximately 8,000 residents – this is the year 2000 population of 10,718, minus the average inmate population at the three correction facilities, which have their own system and use city water only for emergency backup purposes. On average, the water utility pumps 793,000 gallons per day and supplies 657,000 gallons per day to customers (136,000 gpd are system losses). The average per capita flow into the system is 99 gallons per day, and the average per capita flow delivered to customers is 82 gallons per day. For future facility design purposes, the City plans to provide capacity adequate to supply water to the projected populations of both the city and the three corrections facilities in 2025, about 10,700 people.

The City is currently working to develop a well head protection ordinance. When adopted, this ordinance will protect the municipal supply of drinking water by restricting land uses and activities near the City wells that pose a high risk for groundwater pollution.

4.4.3 Storm Sewer System
City of Waupun storm sewers discharge into the South Branch of the Rock River and flow east into the nearby Horicon Marsh. The river, the marsh, and local groundwater resources can be degraded by the volume, temperature, and/or pollutant loading of the stormwater runoff. The City passed two stormwater ordinances in February, 2005 that seek to reduce the negative effects of stormwater on local water resources. The first, Stormwater Management Ordinance Chapter 22, establishes long-term, post- construction runoff management requirements that will diminish the threats to public health, safety, welfare and the aquatic environment. The second, Construction Site Erosion Control Ordinance Chapter 23, requires use of best management practices to reduce the amount of sediment and other pollutants resulting from land disturbing construction activities on sites that do not include the construction of a building. These ordinances complement the existing controls for construction site erosion on sites that do include the construction of a building, provided by the Wisconsin Department of Commerce in ss. COMM 21.125 or COMM 50.115, Wis. Adm. Code.
4.4.4 Solid Waste Disposal/Recycling Facilities
Residents use private waste collection firms which transport to a Fond du Lac transfer station and
to the landfill located in the City of Mayville.

The City does have a recycling program. Recyclables are collected curbside every week by a private
contractor.

4.4.6 Post Office
There is one post office within the City located at 400 E. Franklin Street. The post office is a 1st
Class facility with 24-hour express delivery.

4.4.7 Fire Protection
The Waupun City and Country Fire Departments operate out of the Safety Building at 16 East
Main Street that is shared with the Waupun Police Department. The building, built in 1986,
provides nine vehicle bays for the two fire departments. There are no immediate expansion plans.
The City Fire Department is responsible for approximately six square miles inside the Waupun
City limits. The department is staffed by 29 paid on call firefighters and a full time chief and one
administrative secretary. The Waupun Country Fire Department, which pays rent to the city to use
part of the facility, provides fire protection for all of the Town of Chester and parts of the Towns
of Waupun and Trenton.

4.4.8 Law Enforcement
The Waupun Police Department is located in the Safety Building at 16 E. Main Street, a building
shared with the Waupun City and Country Fire Departments. The department employs 17 sworn
officers and is responsible for law enforcement inside the corporate limits of the City of Waupun.

The department is in the early stages of plans for expanded facilities. The building is short on
space for storage and interview rooms.

4.4.9 Emergency Medical Services/Transit
EMS services are provided by Brooks Ambulance Service, located at 426 E. Main St. Brooks
Ambulance Inc. is a State of Wisconsin Licensed Advanced Life Support (ALS) service with a fleet
of nine ambulances and a coverage area of 164 square miles containing 14,486 residents. Brooks
contracts 911 emergency calls with the townships of Waupun, Alto, and Oakfield in southern Fond
du Lac County and parts of the townships of Chester and Trenton in northern Dodge County.
Brooks Ambulance also contracts emergency ambulance services with the City of Waupun and the
Wisconsin Department of Corrections. Brooks averages approximately 2,200 calls per year.

4.4.10 Health Care Facilities
There are 6 clinics and one hospital serving the community. Waupun Memorial Hospital is a 70-
bed acute care hospital serving the health care needs of the city of Waupun and surrounding
counties of Dodge, Fond du Lac, Green Lake, Columbia, and Marquette. The hospital was
nationally honored in 1996 as a top hospital with fewer than 250 beds.

Waupun is also within close proximity to some prominent health care facilities including the
University of Wisconsin Hospital and Clinics (less than 60 miles to the southwest). One of the
hospital's greatest assets is the breadth of its services. UW physicians are among the finest in the
world and, with a complete team of nurses, pharmacists, therapists, dietitians, social workers and more, provide users with one of Wisconsin's most versatile levels of service.

4.4.11 Library
The Waupun Public Library located at 120 South Mill Street serves the Waupun area. The library was built in 1968 and expanded in 1998, and houses about 70,000 items. Space is currently getting tight, and a second story addition over the 1998 expansion is planned to occur, possibly in 2012.

Materials available for checkout include books, videos, DVDs, CD-ROM software, books on tape, books on CD, magazines, newspapers, vertical file materials and some genealogical materials. The library has reference books, genealogical materials, telephone books and Waupun High School yearbooks (for various years) that can be utilized in the library. The Waupun Public Library also offers the free use of technological equipment (with the exception of 10¢ per page copy charge), such as a typewriter, word processing computers, Internet computers, microfilm reader/printer, microfiche reader and two copy machines. The Waupun Public Library is directly connected with 9 other libraries in Dodge and Jefferson Counties in a consortium called LAUNCH.

4.4.12 Schools
The Waupun Public School District is comprised of a senior high school, middle school (grades 6-8), and four elementary schools: Jefferson K-5, Washington K-5, and Alto K-5, and Fox Lake K-5 located outside the city of Waupun. Private schools in the area include Central Wisconsin Christian High School and Waupun Christian Elementary School. Enrollments for the 2004-2005 school year were:

<table>
<thead>
<tr>
<th>School</th>
<th>2004-2005 Enrollment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alto Elementary</td>
<td>120</td>
</tr>
<tr>
<td>Fox Lake Elementary</td>
<td>122</td>
</tr>
<tr>
<td>Jefferson Elementary</td>
<td>305</td>
</tr>
<tr>
<td>Washington Elementary</td>
<td>381</td>
</tr>
<tr>
<td>Waupun Middle School</td>
<td>504</td>
</tr>
<tr>
<td>Waupun High School</td>
<td>741</td>
</tr>
<tr>
<td>Pre-Kindergarten</td>
<td>35</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2,208</strong>*</td>
</tr>
</tbody>
</table>

* There were 2,297 students living in the district in the 2004-2005 school year. This figure includes the 2,208 students attending school in Waupun, plus the difference between the 116 students who lived in the district but attended school elsewhere, and the 27 students who lived elsewhere but attended school in the Waupun Public School District.

Adult educational opportunities within close proximity to the City of Waupun include college course work, vocational and technical courses. The University of Wisconsin-Oshkosh and Fond du Lac campuses, Marian College, Ripon College and Moraine Park Technical College are all located just a short commuting distance from Waupun.

4.4.13 Child Care Facilities
There are licensed daycare facilities within the City. As in many communities there also exists an informal network of private daycare providers through friends and family.
4.4.14 Parks and Recreation Facilities

The City of Waupun takes great pride in its 26 public and private parks and recreational facilities totaling 380 acres. Table 4.4.14 lists each facility with its acreage. For a complete description of each facility and a broader review of the City’s park system, see the City of Waupun Park, Outdoor Recreation and Open Space Plan, 2000.

Table 4.4.14: Park and Recreation Facilities

<table>
<thead>
<tr>
<th>Facility</th>
<th>Classification</th>
<th>Acreage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Zoellner Park</td>
<td>Neighborhood Playground</td>
<td>0.3</td>
</tr>
<tr>
<td>Buwalda Park</td>
<td>Neighborhood Playground</td>
<td>0.3</td>
</tr>
<tr>
<td>Fern St. Park</td>
<td>Neighborhood Park</td>
<td>1.0</td>
</tr>
<tr>
<td>Richard Holmes Park</td>
<td>Neighborhood Park</td>
<td>0.5</td>
</tr>
<tr>
<td>Heritage Park</td>
<td>Neighborhood Park</td>
<td>1.0</td>
</tr>
<tr>
<td>Meadow View Heights</td>
<td>Neighborhood Park</td>
<td>8.0</td>
</tr>
<tr>
<td>Pine Street Park</td>
<td>Neighborhood Park</td>
<td>2.3</td>
</tr>
<tr>
<td>*Howard Field</td>
<td>Community Playfield</td>
<td>10.0</td>
</tr>
<tr>
<td>Dodge Park</td>
<td>Community Playfield</td>
<td>4.5</td>
</tr>
<tr>
<td>McCune Park</td>
<td>Community Playfield</td>
<td>7.5</td>
</tr>
<tr>
<td>Schlieve Field</td>
<td>Community Playfield</td>
<td>4.0</td>
</tr>
<tr>
<td>Spring Street Park</td>
<td>Community Playfield</td>
<td>3.0</td>
</tr>
<tr>
<td>Johnson's West End Park</td>
<td>Community Playfield</td>
<td>3.0</td>
</tr>
<tr>
<td>Tanner Park</td>
<td>Community Park</td>
<td>5.0</td>
</tr>
<tr>
<td>Wilcox Park</td>
<td>Community Park</td>
<td>2.8</td>
</tr>
<tr>
<td>Shaler Park</td>
<td>Special Purpose</td>
<td>4.5</td>
</tr>
<tr>
<td>Rock River Country Club</td>
<td>Special Purpose</td>
<td>128.0</td>
</tr>
<tr>
<td>Waupun County Park Playground</td>
<td>Special Purpose</td>
<td>40.0</td>
</tr>
<tr>
<td>Waupun County Park Campground</td>
<td>Special Purpose</td>
<td>63.0</td>
</tr>
<tr>
<td>Waupun High School</td>
<td>Community Playfield</td>
<td>43.0</td>
</tr>
<tr>
<td>Waupun Middle School</td>
<td>Community Playfield</td>
<td>23.5</td>
</tr>
<tr>
<td>Jefferson School (Fields)</td>
<td>Community Playfield</td>
<td>7.5</td>
</tr>
<tr>
<td>Jefferson School (Playground)</td>
<td>Community Playground</td>
<td>5.5</td>
</tr>
<tr>
<td>Washington Elementary</td>
<td>Community Playground</td>
<td>4.6</td>
</tr>
<tr>
<td>Christian Elementary</td>
<td>Community Playground</td>
<td>1.8</td>
</tr>
<tr>
<td>Central Wisconsin Christian High School</td>
<td>Community Playfield</td>
<td>5.5</td>
</tr>
<tr>
<td>Harris Mill Park</td>
<td>Community Park</td>
<td>2.5</td>
</tr>
<tr>
<td>Community Center</td>
<td>Special Purpose</td>
<td>-</td>
</tr>
</tbody>
</table>

*located within township

Winter recreation opportunities include the Waupun to Brandon Snowmobile Trail. The Wild Goose State Trail, which runs from Fond du Lac to Clyman Junction east of the City, is a popular year-round recreation resource that can be used for hiking, biking, jogging or cross country skiing.

The City also has multiple tennis courts, including four courts by the Middle School, two in Dodge Park and two courts in Johnson’s West End Park. Waupun has swimming available at McCune Beach and Waupun County Park Pool. Te Beest Trail connects Pine Street Park to Waupun County Park.
The City has a parkland dedication requirement as part of the subdivision ordinance (Ch. 17). The requirement is for dedication of lands planned for in the Comprehensive Plan, or on the official map by the subdivider of the land at the rate of 5 percent of the total plan area or a fee in lieu of dedication.

4.4.15 Sculpture
Known as the “City of Sculpture”, Waupun has a rich collection of public statuary, including 7 bronze statues commissioned or sculpted by Waupun native Clarence Shaler. The sculpture can be seen throughout the City, and today Waupun has one of the highest concentrations of public art per capita in the United States including "The End of the Trail" (pictured at right) located in Shaler Park on Madison Street.

4.4.16 Electricity and Natural Gas
The City owns, operates, and maintains its own electric enterprise – Waupun Utilities. Waupun Utilities provides electric service to all residential, commercial, and industrial customers in the City of Waupun corporate limits. Waupun Utilities owns and operates a 69kV transmission loop around the City that receives electricity from its power provider and diverts it to five distribution substations.

<table>
<thead>
<tr>
<th>Substation</th>
<th>Capacity</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>West Substation</td>
<td>5 mVA</td>
<td>Intersection of Brown and Harris</td>
</tr>
<tr>
<td>Prison Substation</td>
<td>5 mVA</td>
<td>Intersection of Lincoln and Railroad Tracks</td>
</tr>
<tr>
<td>Main Substation</td>
<td>10 mVA</td>
<td>Behind water treatment facility (Forest and Monroe)</td>
</tr>
<tr>
<td>South Substation</td>
<td>5 mVA</td>
<td>Behind utility headquarters (Industrial Drive)</td>
</tr>
<tr>
<td>Federal Mogul Substation</td>
<td>5 mVA</td>
<td>Industrial Park behind Federal Mogul</td>
</tr>
</tbody>
</table>

Natural gas is provided to City of Waupun users by Alliant Energy.

4.4.17 Telephone and Communication Services
SBC provides telephone service to the area and is linked to a fiber optics / digital microwave network. The City is served by Charter Cable TV (internet and broadband), it also has one local AM radio station, and is served by two newspapers.

4.4.18 Cemeteries
Forest Mound Cemetery is located on North Madison Street. This cemetery is privately maintained. Other cemeteries in the area include the Calvary Cemetery on Highway M north of the City and Cattaragas Cemetery off 151N northeast of the community.

4.4.19 Horicon Marsh
Horicon Marsh is the largest freshwater cattail marsh in the United States. Located in the Waupun area, this vast wetland is less than 5 miles from Waupun. Due to its importance to wildlife,
Horicon Marsh has been designated as a "Wetland of International Importance" and a "Globally Important Bird Area." Horicon Marsh is both a state wildlife area and national wildlife refuge.

4.5 Community Utilities and Facilities Actions

Waupun’s current sanitary and electric utilities currently meet its existing and future demand. However, the current water system would require upgrade to meet demand if there were a large increase in users. There is a desire to maintain the park system, which is a source of pride for the community, and to expand facilities to include an increased network of trails. There is also a desire to develop a banquet facility to provide a venue for banquets and youth activities.

The following actions will allow Waupun to maintain and improve services and facilities for community residents.

Actions:

4.5.1 Continue to update Waupun Utilities as appropriate. This includes developing a long-term plan to consolidate the number of electric substations, and replacing some of the older municipal water infrastructure.

4.5.2 Propose and adopt a stormwater utility.

4.5.3 Minimize uncontrolled runoff from private properties and encourage use of best management practices to increase absorption of stormwater locally.

4.5.4 Work with Waupun School District to promote school facilities for community activities and identify methods to increase enrollment.

4.5.5 Continue appropriate maintenance of existing parks and public open spaces.

4.5.6 Update the 2000 Park, Outdoor Recreation and Open Space Plan. This should include development of recommendations for facilities construction for a linear trail system and connection to the Wild Goose State Trail.

4.5.7 Develop a skateboard park.

4.5.8 Continue to provide necessary support for sufficient operation of police and fire services.

4.5.9 Continue to provide private contracting with waste and recycle for residential curb-side collection.

4.5.10 Explore development of an extended-hour operation to dispose of yard waste.

4.5.11 Develop a long-term plan for the Waupun Public Library including increasing utilization and availability of services. Continue to explore increased partnership opportunities to increase resource availability.
4.5.12 Develop a long-term plan for the development of a banquet facility. This should include a public participation campaign, exploration of private donations, and determination of a reasonable fee schedule for facility use.

4.6 Forecasted Utilities and Community Facilities Needs

Although population is not expected to increase over the next twenty years, there is anticipated housing growth forecasted. This anomaly is due to decreasing household size, and increases in single households (including seniors). As such, many services and facilities are likely to be upgraded over time with increases in housing development. Gradual upgrading of the utility system, including municipal sewer, is occurring with street improvements and other infrastructure repair. See Table 4.6.1.

Table 4.6.1: Forecasted Utilities and Community Facilities Needs

<table>
<thead>
<tr>
<th>Department</th>
<th>Need</th>
<th>Approximate Timeframe</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Waupun Public Library</td>
<td>Expansion</td>
<td>Mid-Term</td>
<td>Second-floor addition over 1997 expansion</td>
</tr>
<tr>
<td>Waupun Police Department</td>
<td>Expansion</td>
<td>Mid-Term</td>
<td>Current facility lacks adequate storage space and interview rooms</td>
</tr>
<tr>
<td>Sanitary Sewer Collection System</td>
<td>Replace constricted pipes in downtown area</td>
<td>Short-Term</td>
<td>Several bottlenecks in older parts of collections system</td>
</tr>
<tr>
<td>Water Treatment Plant</td>
<td>Expansion</td>
<td>Short-Term</td>
<td>Treatment plant feasibility study currently under way</td>
</tr>
<tr>
<td>Department of Public Works</td>
<td>Expansion</td>
<td>Short-Term</td>
<td>Garage addition and new siding</td>
</tr>
<tr>
<td>Waupun Fire Department</td>
<td>Sirens</td>
<td>Short-Term</td>
<td></td>
</tr>
<tr>
<td>Community Center</td>
<td>Expansion</td>
<td>Mid-Term</td>
<td>Addition depending on funds (locker rooms, etc.)</td>
</tr>
</tbody>
</table>

Short-Term: approximately 1-4 years in the future
Mid-Term: approximately 5-8 years in the future
Long-Term: approximately 9+ years in the future
Element 5

AGRICULTURAL, NATURAL & CULTURAL RESOURCES

This element includes an analysis of existing agricultural, natural and cultural resources in and around the City of Waupun. The chapter presents existing conditions, visions, goals, objectives, policies and programs for the conservation and promotion of effective management of agricultural, natural and cultural resources in the City.

5.1 Agricultural, Natural and Cultural Resources Vision

The City of Waupun maintains unique open space areas that are carefully preserved and utilized to help create a community identity. Historic buildings, statues and places are embraced and local festivals add to the rich heritage of the City. Agricultural preservation in outlying areas with local economic resources creates a symbiotic relationship between Waupun and its rural neighbors.

5.2 Natural Resources Goals and Objectives

5.2.1 Goal: Continue to provide opportunities for safe access and activity along the Rock River.
Objective:
- Maintain access points along Rock River for canoes and other small watercraft.
- Discuss designating canoe trails with the WDNR and local organizations.

5.2.2 Goal: Maintain and improve quality of the Rock River corridor.
Objective:
- Work with WDNR to enhance long-term viability of the resource.
- Work with local communities to identify priority runoff properties and work for solutions.
- Explore riverbank stabilization and beautification methods.
- Continue periodic water quality monitoring of the waterway.

5.2.3 Goal: Maintain and enhance public conservancy areas.
Objective:
- Encourage preservation of privately owned natural areas.
- Continue to maintain and monitor public areas along the Rock River.
- Explore developing recreational trails through wetland areas.
- Maintain current ratio of parks and open spaces to other developed lands.
5.3 Natural Resources Policies

5.3.1 Maintain appropriate access and viewsheds to the Rock River.

5.3.2 Waupun will grow the public park system with substantial population increases.

5.4 Cultural Resources Goals and Objectives

5.4.1 Goal: Preserve historical structures, places, and events within the City.
Objective:
- Work with the Waupun Historic Society to identify key structures for rehabilitation or preservation.
- Encourage rehabilitation of historic structures using appropriate design elements and materials.
- To continue working with local organizations to ensure the longevity of local festivals, concerts, and fairs.

5.4.2 Goal: Maintain and encourage development of outdoor art.
Objective:
- Continue to perform periodic maintenance of Waupun’s statuary.
- Explore community support for purchase and development of more outdoor art, statues, and displays.
- Work with local organizations to develop festivals, fundraisers, and to disseminate existing information about Waupun’s collection of statuary.

5.5 Cultural Resources Policies

5.5.1 Waupun will act to preserve historically significant structures and locales within the jurisdiction.

5.5.2 Waupun will continue to provide a forum for local culture, the arts, and festivals.

5.6 Agricultural Resources Goals and Objectives

5.6.1 Goal: Support active agriculture in unincorporated areas.
Objective:
- Encourage continued agricultural uses in outlying areas.
- Continue to provide agricultural support- and service businesses within the City for active agricultural operations.
- Encourage proper manure management especially along the Rock River watershed.
5.7 Agricultural Resources Policies

5.7.1 The City of Waupun will encourage development of agricultural enterprises in unincorporated areas.

5.7.2 Waupun will report instances of improper manure management practices to the appropriate authorities in order to maintain quality surface water resources.

5.8 Agricultural Resource Inventory

5.8.1 Active Agriculture
There is no agricultural category of land use within the City of Waupun’s zoning ordinance. There are also very limited areas where cropland does exist, and in these areas the use is considered temporary.

5.8.2 Productive Agricultural Soils
Prime farmland soils are plentiful within the city’s corporate area, especially in areas not adjacent to the Rock River. The prime farmland designation indicates Class 1 or 2 soils. These class designations refer to the quality of soils for growing crops and are based on United States Department of Agriculture (USDA) classifications. Class 1 soils are the best soils in Fond du Lac and Dodge counties for growing all crops. Class 2 soils are also very good agricultural soils, however, they may be prone to wetness and are therefore less desirable than Class 1 soils. It should be noted that not all prime farm soils are used for farming; some have been developed with residential or other uses. This is especially true within incorporated areas, such as the City of Waupun. The “prime farmland” designation simply indicates that these soils are good for productive farming. See Map 5-2.

5.9 Natural Resource Inventory

5.9.1 Topography
Waupun is not very hilly overall, due both to the last ice age and the more recent leveling effects of development by humans. Minor changes in elevation can be found sporadically throughout the jurisdiction, with major changes located near existing waterways.

5.9.2 Watershed/River Basins
The Upper Rock River Watershed is divided roughly in half by a county boundary, with the northern portion of the watershed in Fond du Lac County and the southern portion in Dodge County. As in most other watersheds in this basin, the streams have low gradients. The watershed contains both the West and South branches of the Rock River as well as all of Horicon Marsh. The primary land use is agricultural (59%), but urbanization continues to spread. There are many sizable wetland complexes in this watershed in addition to the Horicon Marsh. There are three municipal wastewater facilities discharging into the watershed: Brandon, Burnett and Waupun. Waupun is the largest city in the watershed. The city operates an activated sludge wastewater treatment plant that discharges to the West Branch Rock River. In 2001, the City of Waupun
requested Nonpoint Source Program grant funding to develop a Stormwater Management Plan. Increased storm water flow from urbanizing areas is causing problems for down gradient landowners in the Basin. The storm water runoff problems in the area are being looked at by the City and the adjacent townships. In 2001, the city, area townships, and the Rock River Headwaters, Inc. hosted a meeting to begin developing a strategy for managing the area’s stormwater runoff.

5.9.3 Groundwater
Groundwater is the primary source of drinking water for Waupun residents. Its protection from chemical contamination is important for maintaining a safe supply of drinking water. The City is currently served by six municipal wells with a combined capacity to pump 5,200 gallons per minute. The wells are currently tied to a single water treatment facility that conditions, clarifies, and fluoridates all water before it is distributed to users. The City is currently working to develop a well head protection ordinance. When adopted, this ordinance will protect the municipal supply of drinking water by restricting land uses and activities near the City wells that pose a high risk for groundwater pollution.

5.9.4 Stream Corridors/Surface Water
The South Branch Rock River is the primary surface water within the city. This river flows east for 17 miles through Fond du Lac county and joins with the West Branch of the Rock River just east of Waupun where it enters Horicon Marsh. Stream corridors to this resource include the Alto Tributary, a shallow, narrow stream with average depth less than 3 feet, and Willow Creek in the Town of Waupun.

5.9.5 Floodplains
Floodplain areas are designated by the Federal Emergency Management Agency (FEMA). Designated areas are those that are prone to flooding during a 100-year storm event adjacent to navigable waters. Floodplains within the city are located along the Rock River running west to east through the city proper. See Map 5-1.

5.9.6 Wetlands
Wetlands are areas in which the water table is at, near, or above the land surface and which are characterized by both hydric soils and by the hydrophytic plants such as sedges, cattails, and other vegetation that grow in an aquatic or very wet environment. Wetlands generally occur in low-lying areas and near the bottom of slopes, particularly along lakeshores and stream banks, and on large land areas that are poorly drained. Under certain conditions wetlands may also occur in upland areas.

Wetlands accomplish important natural functions, including stabilization of lake levels and streamflows, entrapment and storage of plant nutrients in runoff (thus reducing the rate of nutrient enrichment of surface waters and associated weed and algae growth), contribution to the atmospheric oxygen and water supplies, reduction in stormwater runoff (by providing areas for floodwater impoundment and storage), protection of shorelines from erosion, entrapment of soil particles suspended in stormwater runoff (reducing stream sedimentation), provision of groundwater recharge and discharge areas, provision of habitat for a wide variety of plants and animals, and provision of educational and recreational activities.

The City of Waupun is located within close proximity of the Horicon Marsh. This marsh consists of both the Horicon National Wildlife Refuge (HNWR), is primarily administered by the U.S. Fish
and Wildlife Service and the Horicon Marsh Wildlife Area (HMWA) which is administered by the Wisconsin WDNR. The HNWR covers 20,976 acres in the northern 2/3 of the marsh and the HMWA covers 10,928 acres in the southern 1/3 of the marsh for a combined total of 31,904 acres. The size of the marsh makes it one of the largest freshwater wetlands in the United States. There are 216 species of birds which use Horicon Marsh as well as 32 other bird species which have been reported in the marsh (USFWS, 1994). There is also a wide variety of fish, aquatic animals and mammals which utilize the marsh. Due to the extremely large size of the marsh, as well as other factors such as the diversity of flora and fauna and the large populations of waterfowl it supports, Horicon Marsh has been designated as a "Wetland of International Importance". This recognition affirms the high natural resource value of Horicon Marsh not only for Wisconsin, but nationally and internationally as well.

Wetlands in and near the City of Waupun generally occur adjacent to the South Branch of the Upper Rock River and its tributary streams. These wetlands are depicted in Map 5-1.

5.9.7 Woodlands
Waupun County Park contains State Natural Area (No. 51). This area, also called Waupun Park Maple Forest, features an outstanding old-growth remnant of southern mesic forest – a deciduous community type that originally covered an estimated 3.4 million acres in southern Wisconsin. The nearly level site is underlain by rich silt loam soils over calcareous till that supports many mature trees well over 2 feet in diameter. Sugar maple is the dominant canopy species, but there is a diversity of other large trees including red oak, white oak, basswood, white ash, and black walnut. Smaller mid-canopy trees are also present including slippery elm, eastern hop-hornbeam, black cherry, and bitternut hickory. There is abundant reproduction of sugar maple and a striking absence of shrubs in the understory. The northwestern portion of the site is drier and contains a higher amount of oaks including black oak. There is a diversity of herbaceous plants with a rich mixture of spring flowers including white and red baneberry, bloodroot, blue cohosh, sharp-lobed hepatica, jack-in-the-pulpit, may-apple, phlox, spring-beauty, toothwort, large-flowered trillium, white trout-lily, violets, Virginia water-leaf, and wood anemone. Waupun Park Maple Forest is owned by Fond du Lac County and was designated a State Natural Area in 1967.

5.9.8 Steep Slopes
There is only one area in the city with steep slopes: a small area just north of the Rock River and south of Edgewood/Woodland roads contains slopes between 12-20%. This area is bordered on one side by the floodplain areas north of the Rock River. There is also an area located north of Fond du Lac Street that contains steep slopes. All other areas within the city contain less than 12% slope; there are no areas with slopes greater than 20%. See Map 5-1.

5.9.9 Rare Species Occurrences/Wildlife Habitat
The following table lists sensitive elements that may be located in the City of Waupun. Information presented is from the Wisconsin Natural Heritage Inventory database available through the Department of Natural Resources and is described at the township level.
Table 5.9.9 Rare or Sensitive Species or Ecosystems in the City of Waupun

<table>
<thead>
<tr>
<th>Group</th>
<th>Scientific Name</th>
<th>Common Name</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community</td>
<td>Mesic Prairie</td>
<td>Mesic Prairie</td>
</tr>
<tr>
<td>Community</td>
<td>Southern Mesic Forest</td>
<td>Southern Mesic Forest</td>
</tr>
<tr>
<td>Fish</td>
<td>Lythrurus Umbratilis</td>
<td>Refin Shiner</td>
</tr>
<tr>
<td>Invertebrate</td>
<td>Stygobromus Putealis</td>
<td>Wisconsin Dells Amphipod</td>
</tr>
<tr>
<td>Plant</td>
<td>Lithospermum Latifolium</td>
<td>American Gromwell</td>
</tr>
<tr>
<td>Bird</td>
<td>Tyto Alba</td>
<td>Barn Owl</td>
</tr>
<tr>
<td>Bird</td>
<td>Nycticorax Nycticorax</td>
<td>Black-Crowned Night-Heron</td>
</tr>
<tr>
<td>Community</td>
<td>Wet-Mesic Prairie</td>
<td>Wet-Mesic Prairie</td>
</tr>
<tr>
<td>Fish</td>
<td>Opsopoeodus Emiliae</td>
<td>Pugnose Minnow</td>
</tr>
<tr>
<td>Invertebrate</td>
<td>Chlosyne Gorgone</td>
<td>Gorgone Checker Spot</td>
</tr>
<tr>
<td>Mammal</td>
<td>Sorex Hoyi</td>
<td>Pigmy Shrew</td>
</tr>
</tbody>
</table>

5.9.10 Open Space/Environmental Corridors
The City of Waupun is located just outside the Horicon Marsh (see description in 5.9.6 Wetlands). This entire resource is considered an important environmental corridor within the Upper Rock River Watershed. Preserving this vital resource, and ensuring the health of the corridor has been identified as a primary goal.

5.9.11 Nonmetallic Mineral Resources
There are no active, inactive, or planned mining activities in the City of Waupun. However, there is one inactive limestone quarry located west of Gateway Drive that is part of the Town of Waupun. There are also active gravel and limestone mines immediately northwest of the City in the Town of Alto.

5.10 Cultural Resources Inventory

5.10.1 Historic Resources
The Wisconsin Historical Society’s Architecture & History inventory database lists at least 130 unique historic structures, sites, or sculptures within the City of Waupun. These include the Central State Hospital Historic District on Lincoln St., many Wisconsin State Prison buildings, and important public statuary such as the End of the Trail. A full listing can be located at www.wisconsinhistory.org/ahi.

5.10.2 Archeological Resources
There are no known archeological sites in the City of Waupun.

5.10.3 Community Design
Waupun is designed in a traditional grid system with a central Main Street that serves as the economic and cultural heart of the city. With over half (57%) of the existing housing stock built prior to 1960, there are a lot of traditional two-story homes, especially in the older, urbanized sections of Waupun. Inherent in this design are walkable neighborhoods replete with sidewalks, boulevard trees, and street lighting. Preservation/continuation of this style is an important means of maintaining the character of the city.
5.10.4 Recreational Resources
The City of Waupun takes great pride in its 26 public and private parks and recreational facilities totaling 380 acres. Known as the “City of Sculpture”, Waupun also has a rich collection of public statuary, including 7 bronze statues commissioned or sculpted by Waupun native Clarence Shaler. A complete description of these facilities is located in Element 4: Utilities and Community Facilities.

5.10.5 Area Festivals and Events
The City of Waupun is home to many events each year, some of these include:
- Waupun Truck-N-Show: Waupun’s salute to the trucking industry. This event is held in August and includes trucking displays, food, music, and a “Lights of the Night” parade. More information is available at: http://www.waupuntrucknshow.com
- Volksfest German Festival: This ethnic festival is held in September and includes traditional ethnic food, music, dancing and the Stumpf Fiddle Contest.
- Concerts in the Park: This series of outdoor concerts is held at Dodge Park throughout the month of July.

5.11 Agricultural, Natural, and Cultural Actions
The following actions, if implemented, will allow the City of Waupun to preserve and enhance the local agricultural, natural and cultural resources that define the community.

Actions:

5.11.1 The City of Waupun should review its stormwater management policy, plans and facilities, and take steps to address increased stormwater flows from developing and recently developed neighborhoods. From DNR Upper Rock River Watershed Management Plan (2002)

5.11.2 The City of Waupun should consider acquisition of river corridor lands in the watershed using the state Urban Rivers and/or Streambank Protection funds under the state’s Stewardship Program. From DNR Upper Rock River Watershed Management Plan (2002)

5.11.3 Work with UW-Extension and Fond du Lac/Dodge County to address uncontrolled runoff from overuse of fertilizers and other chemicals.

5.11.4 Determine local support for establishing and maintaining a “canoe trail”. Work with the WDNR to advertise and design the trail or route, and promote the trail in local media.

5.11.5 Maintain all local access points along the Rock River to ensure safe and easy access to this resource. Consider developing specialized signage to indicate boat landings, or canoe trail locations.

5.11.6 Work with local agencies or land trust organizations to encourage preservation of privately owned natural areas.

5.11.7 Maintain a system of open space areas that preserve significant natural, cultural or historical resources of the City. This includes acquiring or encouraging acquisition of...
environmentally sensitive and unique lands and designing park and recreation facilities with the natural environment in mind. *From City of Waupun Park, Outdoor Recreation, and Open Space Plan (2000).*

5.11.8 Work with the Waupun Historic Society to identify and inventory significant structures. Consider applying for grants to help preserve these resources, and advertise these unique places with literature pertaining to the City’s statuary.

5.11.9 Encourage the Waupun Historic Society to work with other local communities to record historic sites and help interested properties owners obtain information on their property if they feel it is historically significant. This may include celebrating historic regional sites with a pamphlet or other materials for dissemination.

5.11.10 Work with local community groups and organizations to ensure longevity of community festivals within the community. This may include providing sites, assistance, or advertising help for community events that promote the Waupun area.

5.11.11 Encourage development, donation, and recognition of outdoor art. This includes maintaining current statuary, and entertaining proposals for additional statues, sculpture, or other artistic features for public enjoyment. Community fundraisers for development of public art, including art fairs or other events may be held in conjunction with planning and development efforts.

5.11.12 Contact local agencies, including UW-Extension, to communicate desires for long-term agricultural viability in outlying areas from the city proper.

5.11.13 Work with surrounding agricultural townships to ensure provision of adequate business and services to help sustain the local farm economy while working to grow Waupun’s economy.

5.11.14 Work with the WDNR to encourage proper manure management especially along the Rock River Corridor.

**5.12 Programs**

A complete list of Agricultural, Natural and Cultural Resource Programs is provided in Appendix D.
Element 6
ECONOMIC DEVELOPMENT

The Economic Development element includes visions, goals, objectives, policies and recommendations to help guide development of economic resources within the City. This element also includes an assessment of local strengths and weaknesses with respect to attracting and retaining businesses, and identifies possible environmentally contaminated sites.

6.1 Economic Development Vision

The City of Waupun will contain many unique businesses, a variety of services, and ample employment opportunities for local workers. The local economy will be vibrant and residents will patronize many of the local establishments for basic needs, entertainment, and for services. The downtown will also be renewed with activity, containing many revitalized facades, and maintaining a unique identity within the region.

6.2 Economic Development Goals and Objectives

The following goals and objectives build upon concepts set forth in the City of Waupun Comprehensive Plan (1988).

6.2.1 Goal: Increase the number of partnerships with all economic development entities to spur local economic development.

Objective:

- Continue close working relationship with various local entities including Fond du Lac County Economic Development Corp.
- Proactively seek partnerships and opportunities to enhance working relationships with regional and state entities.

6.2.2 Goal: Improve the City’s labor supply.

Objective:

- Develop programs within the school system that are tailored to the needs of local industries.
- Work with local interest groups to relate the programs at Moraine Park Technical Institute to the needs of local businesses and industries.
- Encourage the school system to assess the needs of young people regarding their job seeking and job attainment skills as they may pertain to Waupun industries.
6.2.3 Goal: Provide an adequate framework for the future expansion of commercial development in Waupun.

**Objective:**
- Designate certain prime areas for commercial use, particularly downtown (TID), along strategic highway corridors and at highway interchanges.
- Encourage the clustering and coordinated development of compatible and mutually beneficial commercial uses.

6.2.4 Goal: Preserve, improve, and develop appropriate commercial facilities serving the inhabitants and providing increased sales and earnings.

**Objective:**
- Consolidate and expand the existing commercial centers.
- Discourage unplanned, unsightly, unsafe, and marginal commercial highway development.
- Develop, adopt and implement a long-term development plan for the downtown.
- Encourage existing businesses to continually monitor and change to accommodate the retail market.

6.2.5 Goal: Place major emphasis on industrial development.

**Objective:**
- Communicate with industry on a regular basis.
- Increase and maintain communication between Waupun Industrial Development Corporation and the City.
- Develop a comprehensive marketing plan for the Industrial Park.
- Investigate the development of an incubator/venture capital project.
- Explore purchasing Department of Corrections land (proposed 260 acres) for business and industrial development.

6.2.6 Goal: Improve existing industrial development consistent with compatibility to adjacent uses.

**Objective:**
- Provide land for new construction and the expansion of existing industries.
- Reuse vacant or under-utilized industrial buildings.
- Remove obsolete industrial buildings.

6.3 Economic Development Policies

6.3.1 The City of Waupun will work with developers to find and allocate appropriate venues for economic development and expansion.

6.3.2 The City of Waupun is committed to redevelopment of the downtown by encouraging growth, reconstruction, and technical assistance where viable.

6.3.3 Waupun will work with local, regional and state entities to increase the economic appeal of the entire Waupun community.
6.4 Economic Development Existing Conditions

6.4.1 Labor Market
Table 6.4.1 details employment status for the City of Waupun as compared to Dodge and Fond du Lac counties and the State. The City has a very high percentage of the population that is not in the labor force (almost 54%). This is considerably higher than Dodge County (34%), Fond du Lac County (29%), and the State (31%). The most likely explanation for this surfeit of individuals not in the labor force is the prison population who are counted in certain census enumerations. The City also has nearly double the percentage of workers who are employed by the government (20%). Again, this is likely due to the presence of the Waupun and Dodge Correctional Institutions.

Table 6.4.1a: Employment Status, 2000

<table>
<thead>
<tr>
<th></th>
<th>Waupun</th>
<th></th>
<th>Dodge County</th>
<th></th>
<th>Fond du Lac County</th>
<th></th>
<th>State of Wisconsin</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
<td>Percent</td>
<td>Percent</td>
<td>Percent</td>
<td>Percent</td>
<td>Percent</td>
</tr>
<tr>
<td>Population 16 years and over</td>
<td>8,804</td>
<td>100.0</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>In labor force</td>
<td>4,078</td>
<td>46.3</td>
<td>66.5</td>
<td>70.7</td>
<td>69.1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Civilian labor force</td>
<td>4,074</td>
<td>46.3</td>
<td>66.5</td>
<td>70.6</td>
<td>69.0</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Employed</td>
<td>3,958</td>
<td>45.0</td>
<td>64.3</td>
<td>67.6</td>
<td>65.8</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Unemployed</td>
<td>116</td>
<td>1.3</td>
<td>2.2</td>
<td>3.0</td>
<td>3.2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Percent of civilian labor force</td>
<td>2.8</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>4.7</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Armed Forces</td>
<td>4</td>
<td>0.0</td>
<td>0.0</td>
<td>0.0</td>
<td>0.1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Not in labor force</td>
<td>4,726</td>
<td>53.7</td>
<td>33.5</td>
<td>29.3</td>
<td>30.9</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Females 16 years and over</td>
<td>3,392</td>
<td>100.0</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>In labor force</td>
<td>1,931</td>
<td>56.9</td>
<td>64.1</td>
<td>64.3</td>
<td>64.1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Civilian labor force</td>
<td>1,931</td>
<td>56.9</td>
<td>64.0</td>
<td>64.3</td>
<td>64.1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Employed</td>
<td>1,866</td>
<td>55.0</td>
<td>62.2</td>
<td>61.5</td>
<td>61.4</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Own children under 6 years</td>
<td>645</td>
<td>100.0</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>All parents in family in labor force</td>
<td>421</td>
<td>65.3</td>
<td>71.9</td>
<td>74.5</td>
<td>68.4</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Private wage and salary workers</td>
<td>3,004</td>
<td>75.9</td>
<td>82.3</td>
<td>83.2</td>
<td>81.1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Government workers</td>
<td>793</td>
<td>20.0</td>
<td>10.0</td>
<td>10.7</td>
<td>12.5</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Self-employed workers in own not incorporated business</td>
<td>161</td>
<td>4.1</td>
<td>7.2</td>
<td>5.7</td>
<td>6.1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Unpaid family workers</td>
<td>0</td>
<td>0.0</td>
<td>0.4</td>
<td>0.4</td>
<td>0.3</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

2000 Census, SF-3

Table 6.4.1a details the employment status of workers in the City as compared to Dodge and Fond du Lac counties and the State. The greatest portion of local workers (1,000, 27%) are employed in the Manufacturing industry. The Educational, health and social services industry is the second-
largest employment category, comprising almost 19 percent of the workforce (737). The percentages of workers in each category are similar to county and state averages, except for the public administration category. Local public administration employment is three times higher than average.

Table 6.4.1b: Workforce by Industry, 2000

<table>
<thead>
<tr>
<th>Industry</th>
<th>Waupun</th>
<th>Dodge County</th>
<th>Fond du Lac County</th>
<th>State of Wisconsin</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
<td>Percent</td>
<td>Percent</td>
</tr>
<tr>
<td>Agriculture, forestry, fishing and hunting, and mining</td>
<td>73</td>
<td>1.8</td>
<td>5.0</td>
<td>4.2</td>
</tr>
<tr>
<td>Construction</td>
<td>153</td>
<td>3.9</td>
<td>6.6</td>
<td>6.5</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>1064</td>
<td>26.9</td>
<td>33.2</td>
<td>27.1</td>
</tr>
<tr>
<td>Wholesale trade</td>
<td>114</td>
<td>2.9</td>
<td>2.6</td>
<td>2.7</td>
</tr>
<tr>
<td>Retail trade</td>
<td>427</td>
<td>10.8</td>
<td>10.8</td>
<td>11.4</td>
</tr>
<tr>
<td>Transportation and warehousing, and utilities</td>
<td>130</td>
<td>3.3</td>
<td>3.7</td>
<td>4.9</td>
</tr>
<tr>
<td>Information</td>
<td>53</td>
<td>1.3</td>
<td>1.8</td>
<td>1.5</td>
</tr>
<tr>
<td>Finance, insurance, real estate, and rental and leasing</td>
<td>149</td>
<td>3.8</td>
<td>3.5</td>
<td>4.1</td>
</tr>
<tr>
<td>Professional, scientific, management, administrative, and waste management services</td>
<td>137</td>
<td>3.5</td>
<td>3.9</td>
<td>4.9</td>
</tr>
<tr>
<td>Educational, health, and social services</td>
<td>737</td>
<td>18.6</td>
<td>16.0</td>
<td>17.4</td>
</tr>
<tr>
<td>Arts, entertainment, recreation, accommodation and food services</td>
<td>276</td>
<td>7.0</td>
<td>5.2</td>
<td>6.3</td>
</tr>
<tr>
<td>Other services (except public administration)</td>
<td>160</td>
<td>4.0</td>
<td>3.6</td>
<td>4.5</td>
</tr>
<tr>
<td>Public administration</td>
<td>485</td>
<td>12.3</td>
<td>4.0</td>
<td>4.5</td>
</tr>
<tr>
<td>Employed civilian population 16 years and over (or total %)</td>
<td>3958</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Tables 6.4.1c and 6.4.1d illustrate the relationship between where people live and where they work. Among those workers that live in the city (6.4.1d), just over half (52%) also work in the city. Most other residents with jobs work somewhere else within Dodge County or Fond du Lac County. Just under five percent work elsewhere in the state, outside those counties.

Among those who are employed within the corporate limits of the City of Waupun, just under half (48%) are city residents. The remaining 52% live elsewhere in Dodge or Fond du Lac County, except 4.3% who live in Green Lake County and 3.1% who live in other Wisconsin counties.
Table 6.4.1c
Place of Residence:
Where City of Waupun Employees Live (2000)

<table>
<thead>
<tr>
<th>Place of Residence</th>
<th>Number</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>City of Waupun</td>
<td>1,941</td>
<td>48.6%</td>
</tr>
<tr>
<td>City of Beaver Dam</td>
<td>214</td>
<td>5.4%</td>
</tr>
<tr>
<td>Town of Waupun</td>
<td>273</td>
<td>6.8%</td>
</tr>
<tr>
<td>City of Fond du Lac</td>
<td>231</td>
<td>5.8%</td>
</tr>
<tr>
<td>Town of Alto</td>
<td>162</td>
<td>4.1%</td>
</tr>
<tr>
<td>Town of Chester</td>
<td>105</td>
<td>2.6%</td>
</tr>
<tr>
<td>Town of Trenton</td>
<td>80</td>
<td>2.0%</td>
</tr>
<tr>
<td>Elsewhere in Dodge County</td>
<td>367</td>
<td>9.2%</td>
</tr>
<tr>
<td>Elsewhere in Fond du Lac County</td>
<td>327</td>
<td>8.2%</td>
</tr>
<tr>
<td>Green Lake County</td>
<td>172</td>
<td>4.3%</td>
</tr>
<tr>
<td>Other Wisconsin Counties</td>
<td>123</td>
<td>3.1%</td>
</tr>
<tr>
<td>Total</td>
<td>3,995</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

Bureau of Transportation Statistics, 2000

Table 6.4.1d
Place of Work:
City of Waupun Residents (2000)

<table>
<thead>
<tr>
<th>Place of Work</th>
<th>Number</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>City of Waupun</td>
<td>1,941</td>
<td>52.4%</td>
</tr>
<tr>
<td>City of Fond du Lac</td>
<td>268</td>
<td>7.2%</td>
</tr>
<tr>
<td>City of Beaver Dam</td>
<td>267</td>
<td>7.2%</td>
</tr>
<tr>
<td>Town of Alto</td>
<td>136</td>
<td>3.7%</td>
</tr>
<tr>
<td>City of Mayville</td>
<td>132</td>
<td>3.6%</td>
</tr>
<tr>
<td>City of Juneau</td>
<td>115</td>
<td>3.1%</td>
</tr>
<tr>
<td>Elsewhere in Dodge County</td>
<td>445</td>
<td>12.0%</td>
</tr>
<tr>
<td>Elsewhere in Fond du Lac County</td>
<td>222</td>
<td>6.0%</td>
</tr>
<tr>
<td>Other Wisconsin Counties</td>
<td>181</td>
<td>4.9%</td>
</tr>
<tr>
<td>Total</td>
<td>3,707</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

Bureau of Transportation Statistics, 2000

6.4.2 Economic Vitality: Income and Unemployment

Table 6.4.2a shows income characteristics of City residents as compared to Dodge County, Fond du Lac County, and the State. The City shows lower income levels across all categories than the counties and the State. Similarly, the percentage change in income between 1990-2000 is lower than the State and counties overall in all income categories, especially in per capita income (47%) which grew considerably less than the State overall at 60%.
Table 6.4.2a: Income Characteristics, 1989-1999

<table>
<thead>
<tr>
<th></th>
<th>Waupun County</th>
<th>Dodge County</th>
<th>Fond du Lac County</th>
<th>Wisconsin</th>
</tr>
</thead>
<tbody>
<tr>
<td>Median Family Income</td>
<td>$50,820</td>
<td>$52,205</td>
<td>$53,325</td>
<td>$52,911</td>
</tr>
<tr>
<td>Median Household Income</td>
<td>$40,597</td>
<td>$45,190</td>
<td>$45,578</td>
<td>$43,791</td>
</tr>
<tr>
<td>Per Capita Income</td>
<td>$16,947</td>
<td>$19,574</td>
<td>$20,022</td>
<td>$21,271</td>
</tr>
<tr>
<td>Percentage Change 1989-1999</td>
<td>55%</td>
<td>56%</td>
<td>56%</td>
<td>51%</td>
</tr>
</tbody>
</table>

1990, 2000 Census: SF-3

Historical unemployment rates for localities the size of Waupun are not available. County unemployment rates rose from 2000 and 2003, see Table 6.4.2b. Estimates indicate unemployment was higher in Dodge County (6% in 2003) than in Fond du Lac County (5.4% in 2003).

Table 6.4.2b: County Civilian Labor Force Data

<table>
<thead>
<tr>
<th></th>
<th>2000</th>
<th>2001</th>
<th>2002</th>
<th>2003</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Dodge</td>
<td>Fond du Lac</td>
<td>Dodge</td>
<td>Fond du Lac</td>
</tr>
<tr>
<td>Labor force</td>
<td>48,195</td>
<td>54,993</td>
<td>48,402</td>
<td>56,605</td>
</tr>
<tr>
<td>Employed</td>
<td>46,660</td>
<td>53,230</td>
<td>45,843</td>
<td>54,214</td>
</tr>
<tr>
<td>Unemployed</td>
<td>1,535</td>
<td>1,763</td>
<td>2,559</td>
<td>2,391</td>
</tr>
<tr>
<td>Unemployment rate</td>
<td>3.2%</td>
<td>3.2%</td>
<td>5.3%</td>
<td>4.2%</td>
</tr>
</tbody>
</table>

WI Department of Workforce Development, Local Area Unemployment Statistics, revised July 28, 2004

6.5 Major Area Employers

The major employers in the City of Waupun are the correctional institutions (Waupun, Dodge). Together these facilities employed almost 1,200 employees in 2003. Other major local employers are shown in Table 6.5.1.

Table 6.5.1: Major Area Employers

<table>
<thead>
<tr>
<th>Name</th>
<th>Product/Service</th>
<th>Employment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Waupun Correctional Institution</td>
<td>Corrections</td>
<td>602</td>
</tr>
<tr>
<td>Dodge Correctional Institution</td>
<td>Corrections</td>
<td>586</td>
</tr>
<tr>
<td>Alto Dairy</td>
<td>Processed milk, cheese</td>
<td>420</td>
</tr>
<tr>
<td>Waupun School District</td>
<td>Education</td>
<td>314</td>
</tr>
<tr>
<td>Federal Mogul</td>
<td>Automotive parts</td>
<td>220</td>
</tr>
<tr>
<td>National Rivet</td>
<td>Rivets/setting equipment</td>
<td>173</td>
</tr>
<tr>
<td>Waupun Memorial Hospital</td>
<td>Hospital Care</td>
<td>150</td>
</tr>
<tr>
<td>Waupun Christian Home</td>
<td>Elderly care</td>
<td>144</td>
</tr>
<tr>
<td>Siligan Containers</td>
<td>Metal cans</td>
<td>120</td>
</tr>
</tbody>
</table>

2003 Waupun, WI "Community Profile"
6.6 New Businesses Desired by Waupun Residents

The City of Waupun acts as a gateway to the Horicon Marsh and would benefit from increased hotel and lodging facilities (possibly on the Department of Corrections lands Waupun is interested in purchasing). Redevelopment of the downtown would also give these tourist populations incentive to stay within the community for shopping and dining. Additional new businesses desired by residents include clothing stores, a banquet hall facility, and increased manufacturing-type employers. With the access to USH 151 and inclusion in the Northeast Wisconsin Regional Economic Partnership Technology Zone, Waupun is also well positioned to develop a research or technology park for new businesses.

6.7 Strengths and Weaknesses for Economic Development

**Strengths:** Waupun has exceptional highway access (STH 26, 49, USH 151), and access to existing rail lines. The City also provides good infrastructure, including a new school, and access to local medical facilities. There is also good proximity to natural resource attractions including the Horicon Marsh (to lure workers and residents who are also nature lovers).

**Weaknesses:** Waupun’s close proximity to other regional centers (Fond du Lac, Oskosh, etc.) increases competition for businesses and industry interested in being located in the region. Waupun is also limited in expansion due to a predominance of state-owned land, which are also tax-exempt properties (prisons, etc.) that limit tax base to dedicate to economic development. The relationship with the local airport is also an unrealized economic opportunity that might be justifiably retarded by close proximity to larger regional airports.

6.8 Opportunities for Redevelopment

There are a number of opportunities for redevelopment within Waupun. The Gingerbread Mall (Parcel #11027 Dodge Co.) project is an area located in TID #3 that is planned first floor commercial with the possibility of second-floor residential. The former gas station site (Parcel #7544 Fond du Lac Co.) also located within TID #3 provides an excellent opportunity for redevelopment once remediation of the site is complete. There are other areas and sites within the City that also afford Waupun the opportunity to improve local economic conditions including the former ElectaWire building, Westra building, and various commercial properties and strip malls.

6.9 Environmentally Contaminated Sites

The Wisconsin Department of Natural Resources has identified 122 sites within the immediate Waupun area that may contain contamination. Additional details and current data can be found online on the DNR's Bureau for Remediation and Redevelopment Tracking System (BRRTS) on the Web (June 2006 address: [http://apps.dnr.state.wi.us:7787/botw/Welcome.do](http://apps.dnr.state.wi.us:7787/botw/Welcome.do)).
There are several grant programs available through state and federal agencies to help ameliorate environmental contamination issues. One of these, the Blight Elimination and Brownfields Redevelopment (BEBR) program, provides up to $100,000 for environmental assessments, and $500,000 for environmental remediation projects to eligible communities. Grant communities are required to provide at least 25 percent of the project funding. Additional details can be found online at the following link: http://www.commerce.state.wi.us/CD/CD-bfi-programs.html.

6.10 Local, County & Regional Programs

6.10.1 City of Waupun
Waupun has two active tax increment finance districts to aid in economic development by allowing for (re)development of the areas by reinvesting local tax dollars into the districts. Other specific programs include a Building Improvement Program to help businesses modernize and improve their structures through the Community Development Authority. Similarly, the Waupun Business Improvement District offers a Façade Improvement Program to allow for external maintenance of structures within the BID.

6.10.2 Dodge and Fond du Lac Counties
Dodge County Planning and Development operates a revolving loan program for local businesses and industry. The Revolving Loan Fund program provides low-interest loans for proposed projects that will create new jobs, help businesses maintain or expand existing operations, and advance the county’s economic development goals and objectives. The Fund is intended to provide a financial incentive for business and industries to invest in their own growth by providing “leverage”. The funds, therefore, are meant to serve an important, secondary role to the private financing available. The County also runs a Business Retention Program. For additional information contact the Dodge County Planning and Development at 127 East Oak Street, Juneau, WI 53039. Phone: 920-386-3700.

Fond du Lac County Economic Development Corp (FCEDC) also provides a Revolving Loan Fund (RLF) similar to Dodge County. This includes incorporation of Waupun’s RLF program in 2004. In addition, FCEDC provides services in the areas of Existing Business Development, Business Attraction and Recruitment, Entrepreneurial Assistance, Workforce Initiatives, and Community Services. The FCEDC will also help businesses to acquire financing, and participate in labor training programs and start-up services. For additional information contact FCEDC at 140 N. Main St., P.O. Box 1303, Fond du Lac, WI 54936-1303 or Phone: 920-929-2928 • Email: info@fcedc.com

6.10.3 Dodge, Fond du Lac County University of Wisconsin - Extension
With an office in each Wisconsin county, Cooperative Extension develops practical educational programs tailored to local needs and based on university knowledge and research. County-based Extension educators are University of Wisconsin faculty and staff who are experts in agriculture and agribusiness, community and economic development, natural resources, family living and youth development. The Dodge County - UW Extension is located in the County Administration Building in Juneau. The Fond du Lac County – UW Extension is located at 400 University Drive, Fond du Lac.
6.11 State of Wisconsin Economic Development Programs

6.11.1 State Economic Programs
A complete list of economic development programs is available in Appendix C.

6.12 Economic Development Actions

The following actions, if implemented, will allow the City to increase its role as a commercial center within the region.

Actions:
6.11.1 Develop and enhance relationships with local, regional and state economic development agencies.

6.11.2 Encourage local businesses to remain within the community by providing timely information and communication delivery. This includes discussions about possible expansions of local industries and the possibility of providing public incentives.

6.11.3 Direct development interests to existing redevelopment areas (TID) and other economic development areas (Industrial Park).

6.11.4 Develop a direct and actionable downtown redevelopment plan. This may include establishment of an ad hoc downtown action committee and cooperation with existing economic development entities.

6.11.5 Work with the Waupun School District to develop programs within the school system that are tailored to the needs of local industries. Developing partnerships with local interest groups to relate the programs at Moraine Park Technical Institute will also strengthen access of skilled workers to local businesses and industries.

6.11.6 Encourage local businesses to work with FCEDC to identify local and state programming to help aid in business development and recruitment. This includes development of business plans, employee training, and other business-related education.

6.11.7 The City should focus on “selling” the virtues of Waupun to prospective businesses and clients. Assets include affordable housing, local health care, available workforce, and proximity to the Horicon Marsh and other attractions.

6.11.8 Explore the possibility of identifying the downtown area through unique design characteristics, signage, or statuary.

6.11.9 Charge local committees, or develop one, to focus on developing a downtown festival (such as “Sculpture Days”) to help promote the area.
Element 7
INTERGOVERNMENTAL COOPERATION

This element of the comprehensive plan analyzes the relationship of the City of Waupun in terms of planning and decision making to adjacent local governmental units and quasi-public, regional, state, and federal governmental entities. It looks at these governmental entities’ planning and land use control/growth management documents, agreements, and programs and how they relate to the City.

7.1 Intergovernmental Cooperation Vision Statement

The City of Waupun will work to improve communication and cooperation with the surrounding towns, share many local services and distribute costs equally for community facilities. Communication with both Fond du Lac and Dodge counties will remain strong, as will cooperation and interaction with State agencies including the WDNR and WDOT. The City will also continue to work with local organizations, the Wisconsin Department of Corrections, the Waupun School District, and others to ensure a timely stream of information delivery between all parties.

7.2 Intergovernmental Cooperation Goals and Objectives

7.2.1 Goal: Increase communication with local entities.
Objective:
- To explore holding periodic meetings with more local agencies and groups to discuss local goings-on.
- To continue to make meeting agendas available to the public online.
- To explore interest in holding quarterly, or periodic, meetings with other local jurisdictions to discuss long-term planning.

7.2.2 Goal: Remain active on committees working to improve and enhance the Horicon Marsh.
Objective:
- To attend all meetings of the WDNR where protection and enhancement of the Horicon Marsh is discussed.
- To encourage continuation of existing committees and groups working to protect and improve the Marsh.
- To further efforts by existing groups (Recreation Board, etc.) developing trails and other connections to the marsh from Waupun.
7.2.3 Goal: Work with the WDOT to increase transportation connections to local communities and attractions.

Objective:
- To discuss trail development along highways and other transportation corridors to connect to the Wild Goose Trail and other local attractions.
- To participate in direct communication with the WDOT on transportation issues on a periodic basis.

7.2.4 Goal: Continue working relationships with other local governments.

Objective:
- To continue emergency service response and mutual aid assistance to other local governments.
- To continue to work with Fond du Lac County on the development of mapping resources.
- To explore working with Dodge County on the development of a transportation corridor plan along STH 49. This plan would also include consultation with the WDOT.

7.2.5 Goal: Increase interaction with the Waupun School District.

Objective:
- To continue cooperative efforts with the District to provide programming for Public Access Channel 7.
- To explore consolidation of services or equipment and supplies purchasing, operation, or maintenance.

7.2.6 Goal: Sustain active communication with the Waupun, Dodge County, and John Burke Correctional Institutions.

Objective:
- To continue active participation in periodic meetings with the correctional institutions.
- To propose additional activities for work release opportunities within the community.
- To continue to provide support for prison activities that enhance community involvement and provide positive benefits to the entire Waupun area.

7.3 Intergovernmental Cooperation Policies

7.3.1 To formally invite pertinent groups, agencies, or entities to public meetings where the topics discussed are of known importance to the invitee.

7.3.2 To remain active on regional committees and boards of local interest.

7.3.3 To communicate development proposal details to surrounding towns on a timely basis.
7.4 Waupun’s Intergovernmental Relationships

7.4.1 Wisconsin Department of Natural Resources
The Wisconsin DNR is currently working in the region on a number of priority programs including the Glacial Habitat Restoration Area, and continuing efforts to preserve and protect the Horicon Marsh. Because of Department agendas to expand local habitat areas, the DNR has been active in purchasing land within the region. This has presented conflict within some of the rural communities between DNR acquisition of property and farmer’s who feel they cannot outbid the state to expand their farming operations.

The Wisconsin DNR wishes to continue to promote the Horicon Marsh as an important and vital resource in the region. This falls inline with the desires of the City to promote and provide access to this resource. Further, the DNR wishes to make the Marsh prominent in local comprehensive plans. Increased coordination and support for this resource is identified within this document.

The City has also had contact with the National Parks Service and National Wildlife Service concerning the Horicon Marsh. There are existing relationships between these entities and some working committees within Waupun such as the Recreation Board.

7.4.2 Wisconsin Department of Transportation
There has been extensive local transportation project development in the past few years within the Waupun Area. In the Northeast Region of the DOT, these include STH 26 rebuilding in 2000, STH 49 redevelopment, and completion of USH 151 expected to be completed to Fond du Lac by the end of 2006. The bypass around Fond du Lac is anticipated to be completed by 2007. More regional plans include STH 23 from Fond du Lac to Sheboygan to be upgraded to four lanes, and a review of the STH 49 / USH 151 interchange for possible upgrade between 2012-2016. Communication with the DOT has been good, and recent upgrades in the highway system are anticipated to help spur economic development. The DOT would like to be more active in the development of land use plans at the local level especially as they related to highway access and increased traffic impacts.

7.4.3 Fond du Lac County
The working relationship with Fond du Lac County occurs on a regular basis. Currently, the City utilizes the mapping resources of the County Planning Department. Other opportunities for cooperation include development of a regional agricultural plan that focuses maintaining agriculture in the Waupun periphery, and building necessary service and shopping capacity within the City to sustain rural and urban population needs. The County provides a number of specialized and regulation services to townships including a subdivision ordinance for unincorporated communities. Members from Fond du Lac County also sit on the Joint Review Board.

7.4.4 Dodge County
The relationship with Dodge County is limited in most areas. Dodge County Planning, Development, and Parks Department is currently working on a multi-jurisdictional comprehensive plan including 19 communities like the Town of Trenton located adjacent to the City. There is an opportunity to work with Trenton on development of the City’s land use plan. The Department views the City as the gateway to the Horicon Marsh, containing hospitality entities to support...
recreational tourism for this natural resource. Opportunities for increased coordination exist not only in the comprehensive planning effort but also for corridor studies along STH 49, and planning for commercial growth, especially in the Waupun Industrial Park. Members from Dodge County also sit on the Joint Review Board, and Waupun works with the Dodge County Court System.

7.4.5 Waupun School District
The District is in transition as this plan is being developed with the exit of the former superintendent. However, interaction with the District has remained quite good with public use of the high school to all residents, and the ongoing operation of Public Education Channel 7. This local community channel is provided through financial support from the city and is staffed by the District. The City is interested in discussing opportunities for increased sharing opportunities in the future which may include snow plowing, purchase of paper products, vehicle maintenance, etc.

7.4.6 Surrounding Municipalities
Towns of Chester, Trenton, Waupun: The local communities utilize services and amenities located within the City of Waupun including post office facilities, Brooks Ambulance Service, health care (Waupun Memorial Hospital), library, and other shopping and service facilities. The towns also have good cooperation with the City of Waupun Fire Department that offers emergency response aid. Many of the local towns also share verbal snow plowing agreements where borders are shared. This arrangement has been working well for many years. The City and adjoining jurisdictions, located within the Waupun Planning Area, are developing boundary agreements under Wisconsin SS.66.0307.

Town of Alto: Although the town does not share any borders with the City, it does receive service and aid in the form of mutual aid agreements, and fire service assistance when needed. Alto is working on a boundary agreement with the City. An opportunity for future cooperation includes economic development assistance with Alto Dairy. This business is important for the local economy and the City of Waupun would like to work with local entities to ensure its longevity.

7.4.7 Local Area Organizations
Fond du Lac County Economic Development Corporation: the Corporation is the primary resource for Waupun on economic development projects. The FCEDC administers a revolving loan fund available to all parts of the City and has been helping with downtown redevelopment with the Community Development Authority to promote local economic development. Cooperation has been quite good, and maintaining the relationship is important to Waupun.

Waupun Correctional: this facility currently houses 1,240 inmates and employs 400 staff. The City would like to continue the good working relationship with this facility, a major local employer. Opportunities for increased cooperation include the possibility of purchasing state-owned land for economic development purposes, and to identify a future location for a firing range.

Dodge County Correctional: this facility currently detains 1,500 inmates and employs 600 staff, many of whom live or near Waupun. The facility operates a number of community programs, including the Maximum Security Restorative Justice Program, that raise money for Waupun Memorial Hospital and other local needs by making and selling chemo caps, diapers, and other
products. The City works with the prison system through a community relations board. Cooperation and interaction are very good.

John Burke Correctional Center: this female-only facility is very active in a work release program including manual labor, custodial services, nature trail development, and other community activities. The Center provided disaster relief services after the tornado that hit Waupun in 2004. The Center would like to expand the workforce program. Coordination and cooperation with City staff and the business community is very good.

### 7.4.8 Existing or Potential Conflicts
One of the more pressing issues in recent times is annexation. Currently, the City is working with the towns of Alto, Chester, Trenton, and Waupun on a boundary agreement under Wisconsin SS.66.0307. This process was initiated to ease tensions between all local governments and to allow for quicker decision-making concerning municipal land use. At the time this Plan is being written, the agreements remain unsigned. The City of Waupun does not have an adopted process for conflict resolution. Conflicts are addressed on an individual basis and elected officials and the city attorney decide upon a course of action.

### 7.5 Intergovernmental Cooperation Actions

As with most communities, the intergovernmental communication between the City and area agencies and entities is not as strong as it could be. If the City is to keep abreast of important developments or opportunities there will need to be a more concerted effort made to increase contact with pertinent agencies.

The following actions will help Waupun to achieve greater intergovernmental cooperation in handling local issues.

**Actions:**

7.5.1 Renew discussions with the adjacent townships concerning adoption of the boundary agreement.

7.5.2 The Recreation Board should consult the WDNR to increase focus on enhancement and promotion of the Horicon Marsh. The Board should also coordinate with appropriate entities to increase access from the City to the Marsh using multiple forms of transportation.

7.5.3 Work with state and federal agencies to increase the availability and construction of multi-use trails throughout the Waupun Area. Connections to the Wild Goose State Trail are particularly important.

7.5.4 Hold periodic meetings with local agencies and groups to strengthen communication and opportunities for sharing of information, programs, and concerns of mutual interest.
7.5.5 Continue current practices of sharing information development and delivery with Fond du Lac County. Likewise, explore working with Dodge County on ways to increase interaction which may include development of a STH 49 corridor plan within the Waupun Planning Area. This effort should include participation with appropriate WDOT personnel.

7.5.6 Continue cooperative arrangements with the Waupun School District. Explore development of an ad hoc committee to focus on identifying opportunities for consolidation, sharing, or privatization to save costs for both entities. Continue to operate Public Education Channel 7 with the District.

7.5.7 Continue meeting with the Wisconsin Department of Corrections as part of the Community Relations Committee concerning interaction and involvement activities for the local prisons. These discussions should include identifying additional activities for work release programs, and other community involvement activities.
Element 8

LAND USE

This element contains visions, objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element also contains types and densities of existing land uses within the City and analyzes trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land use conflicts. The chapter also includes maps and land use projections.

8.1 Land Use Vision

The City of Waupun will implement many tools to help preserve the character of the community. Residential growth will be steady and occur in planned locations that are sensitive to the existing environment. Commercial corridors will be thriving, as will the industrial park. The local economy will also benefit from a clearly defined commercial district that complements surrounding land uses.

8.2 Land Use Goals and Objectives

8.2.1 Goal: Create a balanced pattern of related urban land uses.
Objective:
• Ensure that adjacent land uses are compatible with regard to such factors as smoke, noise, odor, traffic, activity, and appearance.
• Develop land that will be compatible with state lands and institutions.

8.2.2 Goal: Provide adequate amounts of land in a variety of sites suitable for each type of urban use, and allowing for anticipated change and growth based on economic forecasts.
Objective:
• Utilize land that is adequately drained, relatively free of shallow bedrock, and reasonably level for urban purposes.
• Provide adequate water supply and sanitary waste disposal to developed areas.
• Build on soils which have adequate bearing capacity and are suitable for excavation and site preparation as much as possible.
• Restrict development in flood hazard areas.

8.2.3 Goal: Utilize vacant land within Waupun to its maximum potential.
Objective:
• Develop land adjacent to existing capital assets such as the developed infrastructure.
• Reserve potentially scenic areas such as land along the waterways as public recreation areas.
• Utilize State of Wisconsin land not needed for state institutions.
8.3 Land Use Policies

8.3.1 Work with adjacent communities on issues of annexation and future land use. Renewing boundary agreement discussions on a periodic basis.

8.3.2 Preserve natural areas and wildlife corridors that contribute to the character of the Waupun Area.

8.3.3 Closely adhere to adopted policies and ordinances in determination of current and future land use development.

8.3.4 Review and amend the zoning code, land division ordinance, and other land use implementation tools as appropriate on a periodic basis.

8.4 Existing Land Use

8.4.1 Land Cover

Table 8.4.1 shows the breakdown of City land by use. This table was generated using base information from Dodge and Fond du Lac counties. It was then compared against city zoning classifications to determine and approximation of current land use.

The City of Waupun is dominated by residential use. As shown in Table 8.4.1, single-family uses comprise 42 percent (1,023 acres), and multi-family and mobile homes an additional 5 percent (121 acres) of the total land area within Waupun. Not surprisingly, transportation is the next leading land use category with 14 percent of the total land area (345 acres); industrial and public uses are fourth and fifth, respectively. Note public and park uses are separated into two different categories, if these uses were combined into one “public” or “tax exempt” classification, the total would be the 19 percent of the total land use in Waupun and place behind only residential uses in terms of total land area. See the Existing Land Use Map, Map 8-1.

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Acres</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commercial</td>
<td>142.4</td>
<td>6%</td>
</tr>
<tr>
<td>Industrial</td>
<td>302.9</td>
<td>12%</td>
</tr>
<tr>
<td>Mobile Home Park</td>
<td>37.1</td>
<td>2%</td>
</tr>
<tr>
<td>Multi-family</td>
<td>84.2</td>
<td>3%</td>
</tr>
<tr>
<td>PUD</td>
<td>48.8</td>
<td>2%</td>
</tr>
<tr>
<td>Parks</td>
<td>190.3</td>
<td>8%</td>
</tr>
<tr>
<td>Public</td>
<td>256.2</td>
<td>11%</td>
</tr>
<tr>
<td>Single Family</td>
<td>1023.2</td>
<td>42%</td>
</tr>
<tr>
<td>Transportation</td>
<td>345.2</td>
<td>14%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>2430.3</td>
<td>100%</td>
</tr>
</tbody>
</table>
8.4.2 Net Residential Density
Based upon residential land use consumption in 2005, and the total number of households (2000 est.) there was one residential unit for every 0.34 acres of residential land. The net residential density is therefore 2.9 units per residential acre.

8.4.3 Land Use Trends
**Housing:** The City gained approximately 677 housing units between 1990-2000. As shown in Table 8.4.3, single-family detached housing units remained the primary residential structure over the decade. There were increases in every other type of housing structure, save for 2-unit and “other”, during this same period. The greatest increase in housing units were large multi-unit structures and mobile homes, both of which generally offer reduced housing costs compared with single-family homes. In terms of land use, there appears to be a great increase in residential land to accommodate the growth in the number of units (24%) between 1990-2000.

<table>
<thead>
<tr>
<th>Table 8.4.3: Changes in Housing Units, 1990-2000</th>
</tr>
</thead>
<tbody>
<tr>
<td>------</td>
</tr>
<tr>
<td>total units</td>
</tr>
<tr>
<td>1-unit detached</td>
</tr>
<tr>
<td>1-unit attached</td>
</tr>
<tr>
<td>2 units</td>
</tr>
<tr>
<td>3 or 4 units</td>
</tr>
<tr>
<td>5 to 9 units</td>
</tr>
<tr>
<td>10 to 19 units</td>
</tr>
<tr>
<td>20 or more units</td>
</tr>
<tr>
<td>Mobile home</td>
</tr>
<tr>
<td>Other</td>
</tr>
</tbody>
</table>

1990,2000 Census STF-3
**Commercial/Industrial:** Chart 8.4.3 below shows the number of permits issued for construction of, or additions to, commercial and industrial properties within the City. This chart indicates that there has been periodic industrial development over the past 15 years with 5 permits issued in both 1990 and 1994. There have been more permits issued for commercial properties overall, with a high of 13 issued in 1997. This chart indicates there is a more consistent demand for commercial construction/additions than for industrial. Furthermore, we can see that in most years there has been both commercial and industrial development occurring within the City.

![Figure 8.4.3: Commercial and Industrial Building Permits (1990-2005)](image)

8.4.4 Building Permits
The building inspector issues building permits for single- and two-family homes. Any other use requires an approved site development plan determined by the Plan Commission.

8.4.5 Land Divisions
The City of Waupun has a subdivision ordinance (Chapter 17, Code of Ordinances). This ordinance requires all land divisions within the Waupun jurisdiction (including the 1.5-mile extraterritorial area) to be approved by the Plan Commission. The ordinance requires, among other things, that applicants for subdivisions provide a dedication of public lands and fund infrastructure improvements necessary to service the development. A certified survey map can be submitted for small land divisions resulting in 2 parcels or building sites, any one of which is less than 4 acres in size, or when it is proposed to divide a block, lot or outlot into not more than 2 parcels or building sites within a recorded subdivision plat without changing the boundaries of said block, lot or outlot.

8.4.6 Equalized Values
According to the Wisconsin Department of Revenue, in 2005 the total assessed value in the City was $352,197,400. This represents a 4% increase in real estate value from 2004 ($340,008,200).
8.5 Redevelopment Opportunities

As mentioned in the Economic Development Element, there are a number of opportunities for redevelopment within Waupun. The Gingerbread Mall (Parcel #11027 Dodge Co.) project is an area located in TID #3 that is planned first floor commercial with the possibility of second-floor residential. The former gas station site (Parcel #7544 Fond du Lac Co.) also located within TID #3 provides an excellent opportunity for redevelopment once remediation of the site is complete. There are other areas and sites within the City that also afford Waupun the opportunity to improve local economic conditions including the former ElectaWire building, Westra building, and various commercial properties and strip malls.

From a land use perspective it is likely that parcels that are currently in commercial or industrial use will remain with those uses into the future. Major changes to the overall development pattern are not forecast—even in the Planning Area located outside the City, most planned uses follow existing patterns of land use (mostly residential). The built-out nature of Waupun lends itself toward redevelopment of existing parcels, as existing traffic patterns, infrastructure, and natural and artificial boundaries already exist.

8.6 Land Use Conflicts

The planning process identified no land use conflicts between existing uses within the City. Waupun has been developing more planned unit developments to maximize use of available lots and to provide for a wide array of land uses within this context. This practice is likely to continue into the future as Euclidean Zoning does not necessarily provide the best means for redevelopment of lots located within the City due to limitations in lots sizes by use and the mixing of uses.

In terms of conflicts resulting from the annexation of land from adjacent townships, the current boundary agreement discussions aim to establish a protocol for information delivery and contestation of annexation petitions. The City of Waupun has met with all adjacent townships concerning their future land use plan, and continues to push for the development of agreeable boundary agreements that streamline the process for property owners who want to annex.

8.7 Land Use Projections

The Wisconsin Department of Administration projects steady household growth throughout Dodge and Fond du Lac counties over the next 20 years. The residential land use requirements through year 2025 are shown in Table 8.7.1 below. The calculations utilize an estimated residential acreage consumption of 2.9 units/acre as estimated in 2005. Commercial development is expected to grow proportionally with residential increases. If the current ratio of commercial to residential land use holds constant, there will be 14 additional acres of commercial land developed by 2025. Agricultural land does not officially exist within the City of Waupun as a land use classification, however, while there exists the opportunity for urban or community gardens to be platted in residential neighborhoods, these would not require a change in land use and will not be calculated for this exercise. The City of Waupun does support continued agricultural production in rural
communities surrounding the jurisdiction. Industrial development is likely to increase at the same rate as projected residential growth over the next 20 years. To this end, there is likely to be an additional 31 acres of industrial land developed by 2025.

Table 8.7.1: Land Use Projections

<table>
<thead>
<tr>
<th>Land Use</th>
<th>2005</th>
<th>2010</th>
<th>2015</th>
<th>2020</th>
<th>2025</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>1168</td>
<td>1199</td>
<td>1233</td>
<td>1261</td>
<td>1282</td>
</tr>
<tr>
<td>Agricultural*</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Commercial</td>
<td>145</td>
<td>149</td>
<td>153</td>
<td>156</td>
<td>159</td>
</tr>
<tr>
<td>Industrial</td>
<td>308</td>
<td>317</td>
<td>325</td>
<td>333</td>
<td>339</td>
</tr>
</tbody>
</table>

*City of Waupun does not expect to maintain agricultural land uses within the jurisdiction

Source: Adapted from Wisconsin Department of Administration Household Projections 2000-2025

8.8 Future Land Use Plan

Map 8-3 shows the location of desired future land use patterns for the City and the Planning Area immediately outside corporate limits. Descriptions for each land use are presented below.

8.8.1 Waupun Growth Area

Map 8-3 shows an orange line surrounding the city, generally about one mile beyond the current corporate limits. This line represents the boundary within which the city will exercise its 1.5-mile extraterritorial plat review authority. The line also represents the area within which the city will consider petitions for annexation. Annexation petitions outside this area will not be approved by the city. It is important to note that the location of this line corresponds to the terms of the various draft boundary agreements between the City and the adjacent Towns. At the time of adoption of this plan those boundary agreements have not yet been finalized or adopted. If an approved and adopted boundary agreement differs from the Waupun Growth Area boundary as illustrated on map 8-3, the boundary agreement shall supersede the Comprehensive Plan.

8.8.2 Single-Family Residential

Single-family and duplex housing will continue to be allowed in most parts of the City. Most of the anticipated single-family housing is projected to occur through annexation because of Waupun’s current density and lack of available land. As such, the area immediately north of the city will likely continue to be developed with single-family units especially west of CTH M, east of STH 49. Pockets of single-family development may also develop, or be annexed into Waupun over the next 20 years exist through the City including the area immediately west and south of Waupun High School.

8.8.3 Multi-Family Residential (Senior Housing)

Areas of multi-family development (especially senior-type housing) that may occur within the jurisdiction are located immediately north of STH 68, and areas west of Waupun High School. There are also opportunities for enhanced, or multi-unit residential units as part of Planned Unit Development projects planned for within and just outside Waupun corporate limits.
8.8.4 Mixed Use (PUD)
The PUD areas identified on the map provide developers with a wide margin of freedom in submitting development proposals. These areas were so chosen because of various locational limitations that exist within the site that may preclude traditional boundaries, zoning, and effective land use separation. For example, the quarry site located in Section 33 currently Town of Waupun’s jurisdiction, could be creatively reclaimed and developed to include interesting multi-unit condominium units, retail, and office buildings or other such uses where surface conditions allow for development. The area immediately east of this site (Section 34, south of the Rock River) and the area bordered by Savage Road and the rail road tracks also offer site challenges that may require development flexibility PUD approval would provide to better serve local residents and spur development.

8.8.5 Commercial
Commercial areas are largely clustered around existing transportation corridors. These include nodes surrounding STH 49 on the western portion of Waupun, land immediately north of the Waupun Industrial Park, and areas surrounding STH 26 and west of USH 151 (including the possibility of developing city-owned land east of Waupun High School).

8.8.6 Parks and Open Space
The area surrounding Waupun County Park is planned for additional park and open space development. This may include preservation of natural areas, especially those surrounding local waterways. Other public space may be provided by approval in new housing developments.

8.8.7 Industrial
Future industrial development will be directed to the location of the Waupun Industrial Park located in the southernmost portion of the City. Expansion of these industrial uses further to the south is also a long-term plan and may occur with future demand.

8.9 Land Use Actions
The following actions, if carried out, will allow the City of Waupun to more effectively control the pattern of land development in the future.

Actions:
8.9.1 Continue to promote the Waupun Industrial Park site as the best area for both industrial and business development.

8.9.2 Coordinate with the State of Wisconsin (Dept. of Corrections) as appropriate to ensure the City of Waupun has adequate time to plan for future land uses of released state sites. Waupun should also have the first option on acquisition of sites released by the State.

8.9.3 Focus downtown redevelopment around small retail uses, office uses and specialty uses.

8.9.4 Work cooperatively with neighboring towns on annexation issues and inform adjacent jurisdictions of pending annexation plans.
8.9.5 Recognize environmental constraints when reviewing future land use developments. This includes depth of bedrock and floodplain zones.

8.9.6 Explore development of overlay regulations for commercial corridors (especially downtown) to include design, access, and use guidelines.

8.9.7 Continue to encourage creative land use developments through planned unit developments (Planned Community Developments) in both redeveloping and newly developing locations inside the City and Planning Area.

8.9.8 Explore creative reuse of structures and locations to enhance the usability of lots. This may require rezoning outdated parcels to better fit the changing image of certain areas within Waupun, or amending current regulations to allow for a wider range of mixed uses or other market-driven demands.

8.10 Land Use Programs

8.10.1 Zoning Regulations
The City of Waupun’s Zoning Ordinance was adopted in 1988. It includes descriptions and requirements for residential, business, manufacturing, conservancy, and institutional zones. One of the more interesting components within the residential code is the R-4 zone which includes provisions for the older, existing subdivision within the urban core. There are also separate requirements for mobile home parks and manufacture home districts. The Conservancy District was established to preserve natural areas within the city. The code is sufficient for current land use needs. See Map 8-2.

8.10.2 Land Division/Subdivision Regulations
Waupun does have a subdivision ordinance. Specifics of this ordinance are described in Chapter 17 of the Code of Ordinances. There is also a description of land division requirements provided within this element under section 8.4.5. The ordinance is sufficient for current land use needs.

8.10.3 Official Mapping
An official map reflects a community’s fixed decision to locate streets, parks, and other facilities as indicated on the map. Once adopted, the community reserves the property for later acquisition. The community pays the owner no compensation until and unless it exercises its power of condemnation over the property. The city is not obligated to obtain the sites shown on the official map but has, in a sense, a “first option” on them at the time of their sale or subdivision. The purpose of an official mapping policy is to keep the land at its current state of development and thus encourage both effective planning and lower condemnation costs. The city does not currently have an official map.

8.10.4 Historic Preservation
Historic preservation is important for maintaining Waupun’s character. The City has an historical society (Waupun Historic Society) that works to identify key structures for rehabilitation. Revitalization of historic areas, especially downtown areas, has been identified as a priority within this plan.
8.10.5 Extraterritorial Controls
To ensure orderly development and use of land in areas adjacent to a municipality, Wisconsin law grants communities under 10,000 population extra-territorial zoning and platting jurisdiction for areas within one and one-half miles of the corporate limits. Extraterritorial zoning power allows any community that has a planning commission and has adopted a zoning ordinance to prepare and provide for the enforcement and administration of and extraterritorial zoning ordinance. In addition, extraterritorial platting power allows municipalities to grant plat approval of any subdivision within its extraterritorial jurisdiction. Also, under Wisconsin Statutes, municipalities are allowed to cooperate in planning for the growth and development of the lands within the extraterritorial area. This includes the ability to establish municipal boundaries and determine in advance the provision of municipal services. Waupun and the surrounding townships are working to develop a boundary agreement establishing a perimeter wherein the City would review proposals for development.
Element 9

IMPLEMENTATION

The implementation of the City of Waupun Comprehensive Plan requires a commitment by local leaders and residents to adhere to the goals, objectives, and policies established by this document. These goals, objectives, and policies are the culmination of significant effort by the Waupun Comprehensive Planning Committee, they have been reviewed by City residents at public forums, and they have been adopted by the Common Council as the official vision for the future of the community. Implementation also requires proactive efforts to complete the many actions recommended in this plan. Those actions are collected into an action plan at the end of this element.

There are a variety of tools that can be used to implement this plan. Those tools are described below, including recommendations for their creation or update as is appropriate for the Town of Waupun.

9.1 Regulatory Measures

Regulatory measures used to guide development are an important means of implementing the recommendations of a comprehensive plan. Various examples, including the zoning ordinance, and subdivision regulations comprise the principal regulatory devices used to protect existing development as well as help to guide future growth and development as identified in this comprehensive plan. The City Council officially adopts these regulatory and land use control measures as ordinances (or as revisions to the existing ordinances).

9.1.1 Zoning Ordinance

Zoning is used to control the use of land and the design and placement of structures. The zoning ordinance establishes how lots may be developed, including setbacks and separation for structures, the height and bulk of those structures, and density. The general purpose for zoning is to avoid undesirable side effects of development by segregating incompatible uses and by setting standards for individual uses.

The City of Waupun does have a zoning ordinance, last revised on 5/29/02. The standards established by this ordinance are consistent with this Plan. The zoning code should be reviewed as part of any future update to this Plan, especially with regard to desired residential densities. Changes to the Plan that would be inconsistent with current zoning should trigger changes to the zoning code.

Existing zoning district designations are only changed at the request of the property owner and with the approval of the City Council. Any such changes should be consistent with this Plan, especially the Future Land Use Map. Beginning January 1, 2010, zoning changes must be consistent with the City’s Plan, per Wisconsin’s Comprehensive Planning Law.
Action: The existing ordinance has been functioning adequately, but it should be reviewed to reduce the potential for future land use conflicts.

9.1.2 Official Maps
An official map shows the location of areas which the municipality has identified as necessary for future public streets, recreation areas, and other public grounds. By showing the area on the Official Map, the municipality puts the property owner on notice that the property has been reserved for future taking for a public facility or purpose. The municipality may refuse to issue a permit for any building or development on the designated parcel; however, the municipality has one year to purchase the property upon notice by the owner of the intended development.

There are no immediate plans for the City to draft an official map. However, should local officials want to ensure consistency of the Future Land Use Plan with capital improvements, an official map should be drafted.

Action: Adopt an official map at which time changes in the extraterritorial area require long-term infrastructure planning for future annexation.

9.1.3 Sign Regulations
Local governments may adopt regulations, such as sign ordinances, to limit the height and other dimensional characteristics of advertising and identification signs. The purpose of these regulations is to promote the well-being of the community by establishing standards that assure the provision of signs adequate to meet essential communication needs while safeguarding the rights of the people in the community to a safe, healthful and attractive environment.

Waupun currently has sign regulations within the zoning ordinance that regulates for type, bulk and setback by zoning district. In the future there may be need for augmenting these regulations especially if a unique design theme, such as a downtown overlay district, is desired.

Action: Determine community desire to increase standards for advertising signs in commercial areas and along roadways.

9.1.4 Erosion/Stormwater Control Ordinances
The purpose of stormwater or erosion control ordinances is to set forth stormwater requirements and criteria which will prevent and control water pollution, diminish the threats to public health, safety, welfare, and aquatic life due to runoff of stormwater from development or redevelopment. Adoption of local ordinances for stormwater do not pre-empt more stringent stormwater management requirements that may be imposed by WPDES Stormwater Permits issued by the Department of Natural Resources under Section 147.021 Wis, Stats.

Locally, stormwater is managed through the existing gutter and inlet system.

Action: To upgrade current stormwater facilities with upgrades to transportation facilities. The City should consider implementing the recommendations of the DNR Upper Rock River Watershed Management Plan (2002).

9.1.5 Historic Preservation Ordinances
An historic preservation ordinance is established to protect, enhance, and perpetuate buildings of special character or the special historic or aesthetic interest of districts that represent a
community's cultural, social, economic, political, and architectural history. The jurisdiction’s governing body may create a landmarks commission to designate historic landmarks and establish historic districts.

In accordance with Wisconsin Statutes 101.121 and 44.44, a municipality (city, village, town or county) may request the State Historical Society of Wisconsin to certify a local historic preservation ordinance in order to establish a “certified municipal register of historic property” to qualify locally designated historic buildings for the Wisconsin Historic Building Code. The purpose of the Wisconsin Historic Building Code, which has been developed by the Department of Commerce, is to facilitate the preservation or restoration of designated historic buildings through the provision of alternative building standards. Owners of qualified historic buildings are permitted to elect to be subject to the Historic Building code in lieu of any other state or municipal building codes.

Locally, there is no historic preservation ordinance although preserving and enhancing historic structures and sculpture has been identified as a community goal.

**Action:** Periodically review the need for development of a local historic building preservation ordinance and continue to support the efforts of the Waupun Historic Society.

### 9.1.6 Site Plan Regulations

A site plan is a detailed plan of a lot indicating all proposed improvements. Some communities have regulations indicating that site plans may need to be prepared by an engineer, surveyor, or architect. Additionally, site plan regulations may require specific inclusions like: General Layout, Drainage and Grading, Utilities, Erosion Control, Landscaping & Lighting, and Building Elevations.

The City of Waupun has a formalized site plan review process identified in the zoning code (s. 16.17). They include standards for applicant submission and review by the Zoning Administrator, Director of Public Works and the Director of Public Utilities.

**Action:** The current review process is sufficient for local needs. No action is required.

### 9.1.7 Design Review Ordinances / Downtown Overlay District

Overlay districts are typically developed in conjunction with the preparation of a comprehensive land-use plan. They can provide significant improvements to delineated districts. Careful consideration of economic impacts, natural impacts, and private rights should be exercised when using overlay districts.

An overlay district is an additional zoning requirement that is placed on a geographic area but does not change the underlying zoning. Overlay districts have been used to impose development restrictions or special considerations on new development. For the City of Waupun, these may include design specifications and parameters for mixed-use. The overlay district must be adopted as part of the zoning code by the City Council following appropriate public hearing procedures.

The City of Waupun does not have an overlay district, or specific regulations for exterior design other than bulk and setback standards. Specific design requirements, such as awning requirements,
lighting standards, and architectural features, can help identify commercial or other districts as unique places within an urban environment.

**Action:** Develop a downtown overlay district and develop design guidelines for that district.

### 9.1.8 Building Codes

The Uniform Dwelling Code (UDC) is the statewide building code for one- and two-family dwellings built since June 1, 1980. As of January 1, 2005, there is enforcement of the UDC in all Wisconsin municipalities. The UDC is primarily enforced by municipal or county building inspectors who must be state-certified. In lieu of local enforcement, municipalities have the option to have the state provide enforcement through state-certified inspection agencies for just new homes. Permit requirements for alterations and additions will vary by municipality. Regardless of permit requirements, state statutes require compliance with the UDC rules by owners and builders even if there is no enforcement.

Waupun includes parameters for construction by zoning district within in the zoning code. These include, among other things, what permitted and conditional uses are allowed in each district. Contractors should familiarize themselves with Waupun’s local codes, and obtain necessary permits before beginning construction of any type.

**Action:** Waupun requires builders follow State building codes for all structures built within the jurisdiction.

### 9.1.9 Mechanical Codes

In the State of Wisconsin, the 2000 International Mechanical Code (IMC) and 2000 International Energy Conservation Code (IECC) have been adopted with Wisconsin amendments for application to commercial buildings.

**Action:** Waupun requires builders follow State building codes for all structures built within the jurisdiction.

### 9.1.10 Housing Codes

A description of the State Uniform Dwelling Code (UDC) is listed above. The UDC applies to one- and two-family dwelling units built since June 1, 1980. Localities, however, can also institute additional housing codes that are local ordinances or laws requiring owners of real property to build and maintain properties to specific standards. Waupun follows UDC standards.

**Action:** Monitor the need for development of local housing codes as population, diversity in housing-type increases.

### 9.1.11 Sanitary Codes

The Wisconsin Sanitary Code (WSC), which is usually enforced at the county-level, provides local regulation for communities that do not have municipal sanitary service. The WSC establishes rules for the proper siting, design, installation, inspection and management of private sewage systems and non-plumbing sanitation systems. The City of Waupun has its own sanitary sewer system.

**Action:** To support continued adherence of the WSC for unincorporated areas adjacent to the City.
9.1.12 Subdivision Ordinance
Subdivision regulations serve as an important function by ensuring the orderly growth and development of unplatted and undeveloped land. These regulations are intended to protect the community and occupants of the proposed subdivision by setting forth reasonable regulations for public utilities, storm water drainage, lot sizes, street design open space, other improvements necessary to ensure that new development will be an asset to the City. The City Council makes the final decisions on the content of the subdivision ordinance. These decisions are preceded by public hearings and recommendations of the plan commission.

The City of Waupun has a subdivision ordinance (Ordinance No. 88-27) adopted on August 31, 1988. The ordinance includes application procedures, preliminary and final plat requirements, certified survey map requirements, and required improvements (to be paid in full, or in portion by the developer) among other regulations. The ordinance is particularly important in light of the developing boundary agreement between the City and surrounding townships. Ostensibly, this ordinance will be used to approve plats and regulate development within the Waupun Planning Area.

**Actions:** The current ordinance is adequate but not sophisticated. A review is desired to determine if more specific subdivision design criteria are appropriate for Waupun.

9.2 Non-regulatory Measures

9.2.1 Capital Improvement Plan
This is an ongoing financial planning program intended to help implement planning proposals. The program allows local communities to plan for capital expenditures and minimize unplanned expenses. Capital improvements or expenditures are those projects that require the expenditure of public funds for the acquisition or construction of a needed physical facility.

Capital improvement programming is a listing of proposed projects according to a schedule of priorities over the next few years. It identifies needed public improvements, estimates their costs, discusses means of financing them, and establishes priorities for them over a four-to-six year programming period. Improvements or acquisitions considered a capital improvement include:

- Public buildings (i.e. – fire and police stations)
- Park acquisition and development
- Roads and highways
- Utility construction and wastewater treatment plants
- Joint school and other community development projects
- Fire and police protection equipment

A capital improvement plan or program is simply a method of financial planning for these types of improvements and scheduling the expenditures over a period of several years in order to maximize the use of public funds. In addition, each year the capital improvement program should be extended one year to compensate for the previous year that was completed. This keeps the improvement program current and can be modified to the community’s changing needs.
Preparation of a Capital Improvement Program

The preparation of a Capital Improvement Program is normally the joint responsibility between the community administrator or plan commission, City president, various department heads, governing body, and citizen commissions. The preparation of a capital improvement program may vary from community to community depending on local preferences, the local form of government and available staff. In communities that have a community development plan or comprehensive plan, a planning agency review of the proposed capital improvement program is desirable.

Waupun does prepare a 5-year CIP that is primarily used to schedule street repair. The CIP is prepared by the Department of Public Works.

Action: Continue to utilize an annual system of funding allocation, such as capital improvement plan (CIP), to ensure adequate funding and programming for needed upgrades and repair.

9.3 Consistency Among Plan Elements / 20-Year Vision

The State of Wisconsin planning legislation requires that the implementation element describe how each of the nine-elements will be integrated and made consistent with the other elements of the plan. Since the City of Waupun completed all planning elements simultaneously, no known inconsistencies exist.

This Comprehensive Plan references previous planning efforts, and details future planning needs. To keep consistency with the Comprehensive Plan the City should incorporate existing plans as components to the Comprehensive Plan, and adopt all future plans as detailed elements of this Plan.

The city of Waupun will continue to make educated decisions based upon available information and public opinion. Planning will revolve around the 20-Year Planning Vision (below) and decisions will incorporate a comprehensive look at all elements to determine appropriate cohesiveness of the decision against stated visions.

Over the next 20 years, the City of Waupun will continue to have a unique and diverse population. There will be a range of housing options available from affordable to high-end units and a vibrant small business environment in the downtown. Residents and visitors alike will be able to access the extensive regional highway system to visit regional places of interest such as the Horicon Marsh. Waupun will also grow the industrial park to incorporate a range of sustainable-wage paying employers. The City of Waupun will maintain and enhance its local parks and recreational character through increased statutory and facilities development, and the community will continue to explore increased coordination and communication with local and regional governmental entities.

9.4 Plan Adoption, Monitoring, Amendments and Update

9.4.1 Plan Adoption

In order to implement this plan it must be adopted by the City Planning Commission. After the Commission adopts the Plan by resolution, the City Council must adopt the plan by ordinance.
This action formalizes the plan document as a frame of reference for general development decisions over the next 20 years. Once formally adopted, the Plan becomes a tool for communicating the community’s land use policy and for coordinating legislative decisions.

9.4.2 Plan Use and Evaluation
The City of Waupun will base all of its land use decisions against this Plan’s goals, objectives, policies, and recommendations including decisions on private development proposals, public investments, regulations, incentives, and other actions.

The City of Waupun can expect gradual change in the years to come. Although this Plan has described policies and actions for future implementation, it is impossible to predict the exact future condition of the City. As such, the goals, objectives, and actions should be monitored on a regular basis to maintain concurrence with changing conditions.

The Plan should be evaluated at least every 5 years, and updated at least every 10 years. Members of the City Council, Planning Committee, and any other decision-making body should periodically review the plan and identify areas that might need to be updated. The evaluation should consist of reviewing actions taken to implement the plan visions, goals and objectives. The evaluation should also include an updated timetable of actions to help realize priority goals throughout the 20-year period ending 2025.

9.4.3 Plan Amendments
The City of Waupun Comprehensive Plan 2025 may be amended at any time by the City Council following the same process to amend the plan as it originally followed when it was initially adopted (regardless of how minor the amendment or change is).

Amendments may be appropriate throughout the lifecycle of the Plan, particularly if new issues emerge or trends change. These amendments will typically be minor changes to the plan’s maps or text. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the plan loses integrity. Any proposed amendments should be submitted to the Planning Commission for their review and recommendations prior consideration by the City Council for final action.

9.4.4 Plan Update
According to the State comprehensive planning law the Comprehensive Plan must be updated at least once every ten years, and more frequent updates may be performed if determined to be necessary by periodic reviews. As opposed to an amendment, the plan update is a major re-write of the plan document and supporting maps. The State planning law also requires that by January 1, 2010 all programs and/or actions that affects land use must be consistent with the locally adopted comprehensive plan. To meet this deadline, the City should review and update related ordinances on or before the 2010 deadline.
9.5 Action Plan

The plan implementation table on the following pages provides a detailed list and work schedule of major actions that the City should complete as part of the implementation of the Comprehensive Plan. It should be noted that many of the actions require considerable cooperation with others, including the citizens of Waupun, City staff, and local/state governments. The completion of recommended actions in the timeframe presented may be affected and or impacted due to competing interests, other priorities, and financial limitations facing the City.

<table>
<thead>
<tr>
<th>Table 9.5: City of Waupun Action Plan</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Action</strong></td>
</tr>
<tr>
<td><strong>Housing</strong></td>
</tr>
<tr>
<td>1. Continue to apply for state and federal grant monies for local housing repair and home ownership programs.</td>
</tr>
<tr>
<td>2. Identify sites for desired housing types, such as high-end condominiums, and consider preparing and promoting the site for private development.</td>
</tr>
<tr>
<td>4. Maintain single-family home construction as the preferred housing type.</td>
</tr>
<tr>
<td>5. Explore providing property management courses, especially for residential rental properties.</td>
</tr>
<tr>
<td>6. Establish a committee to determine the feasibility of instituting municipal rental-property registration.</td>
</tr>
<tr>
<td>7. Determine interest in performing a housing market analysis to determine gaps in the housing market and to identify demand for additional housing units by type, price, or amenities.</td>
</tr>
<tr>
<td>8. Work with Dodge and Fond du Lac Counties departments on aging or senior resources to determine the need for additional senior housing.</td>
</tr>
<tr>
<td>9. Continue to work with adjacent towns to determine areas for municipal expansion and establish phasing agreements for annexations.</td>
</tr>
<tr>
<td>10. Develop a long-term plan to revitalize both the business and residential aspects of the downtown (explore enhanced mixed-use).</td>
</tr>
<tr>
<td><strong>Transportation</strong></td>
</tr>
<tr>
<td>1. Work with the Wisconsin DOT to develop long-term studies for the possibility of a bypass for STH 49.</td>
</tr>
<tr>
<td>2. Work with the Wisconsin DOT to study the possibility of diverting STH 26 to US 151.</td>
</tr>
</tbody>
</table>
### Table 9.5: City of Waupun Action Plan

<table>
<thead>
<tr>
<th>Action</th>
<th>Who is responsible</th>
<th>Schedule</th>
</tr>
</thead>
<tbody>
<tr>
<td>4. Contact Greyhound Lines, Inc. to request consideration for a bus stop in Waupun.</td>
<td>City Council</td>
<td>2008</td>
</tr>
<tr>
<td>5. Apply for grants to maintain shared-ride taxi service in the City.</td>
<td>City Admin.</td>
<td>Ongoing</td>
</tr>
<tr>
<td>6. Amend subdivision ordinance to include street lighting standards.</td>
<td>Plan Commission</td>
<td>2006-2007</td>
</tr>
<tr>
<td>7. Continue to develop five-year capital improvement plans (CIP).</td>
<td>Public Works</td>
<td>Ongoing</td>
</tr>
<tr>
<td>9. Maintain and improve existing crosswalks throughout the City.</td>
<td>Public Works</td>
<td>Ongoing</td>
</tr>
<tr>
<td>10. Consider establishing regular meetings dates with Fond du Lac County, Dodge County, and the WDOT.</td>
<td>City Council</td>
<td>2006</td>
</tr>
<tr>
<td>11. Work with the WDOT to secure transportation enhancement grant funding.</td>
<td>City Admin.</td>
<td>2007</td>
</tr>
</tbody>
</table>

**Utilities and Community Facilities**

<table>
<thead>
<tr>
<th>Action</th>
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</tr>
</thead>
<tbody>
<tr>
<td>1. Continue to update Waupun Utilities as appropriate.</td>
<td>Waupun Utilities</td>
<td>Ongoing</td>
</tr>
<tr>
<td>2. Propose and adopt a stormwater utility.</td>
<td>City Council</td>
<td>2007</td>
</tr>
<tr>
<td>3. Minimize uncontrolled runoff from private properties.</td>
<td>Public Works</td>
<td>Ongoing</td>
</tr>
<tr>
<td>4. Work with Waupun School District to promote school facilities for community activities and identify methods to increase enrollment.</td>
<td>City Council</td>
<td>2006</td>
</tr>
<tr>
<td>5. Continue appropriate maintenance of existing parks and public open spaces.</td>
<td>Recreation Dept.</td>
<td>Ongoing</td>
</tr>
<tr>
<td>6. Update the 2000 Park, Outdoor Recreation and Open Space Plan.</td>
<td>Recreation Dept.</td>
<td>2006</td>
</tr>
<tr>
<td>7. Develop a skateboard park.</td>
<td>Recreation Dept.</td>
<td>2006</td>
</tr>
<tr>
<td>8. Continue to provide necessary support for sufficient operation of police and fire services.</td>
<td>City Council</td>
<td>Ongoing</td>
</tr>
<tr>
<td>9. Continue to provide private contracting with waste and recycle for residential curb-side collection.</td>
<td>City Council, Public Works</td>
<td>Ongoing</td>
</tr>
<tr>
<td>11. Develop a long-term plan for the Waupun Public Library including increasing utilization and availability of services.</td>
<td>City Council, Public Works</td>
<td>2007</td>
</tr>
</tbody>
</table>
### Table 9.5: City of Waupun Action Plan

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#### Agricultural, Natural and Cultural Resources

1. Review stormwater management policy, plans and facilities periodically.  
   City Council, Public Works  
   Ongoing

2. Consider acquisition of river corridor lands in the watershed using state funds.  
   City Council  
   2006-

3. Address uncontrolled runoff from overuse of fertilizers and other chemicals.  
   City Council, DNR  
   Ongoing

4. Determine local support for establishing and maintaining a “canoe trail”.  
   Recreation Dept, DNR  
   2006

5. Maintain all local access points along the Rock River to ensure safe and easy access.  
   City Council  
   Ongoing

6. Work with local agencies or land trust organizations to encourage preservation of privately owned natural areas.  
   City Council, Recreation Dept.  
   2007-

7. Maintain a system of open space areas that preserve significant natural, cultural or historical resources of the City.  
   Plan Commission, City Council  
   Ongoing

8. Work with the Waupun Historic Society to identify and inventory significant structures.  
   City Council  
   2008

9. Work with local community groups and organizations to ensure longevity of community festivals within the community.  
   City Council  
   Ongoing

10. Encourage development, donation, and recognition of outdoor art.  
    City Council  
    Ongoing

11. Work with surrounding agricultural townships to ensure provision of adequate business and services to help sustain the local farm economy while working to grow Waupun’s economy.  
    Plan Commission, City Council  
    2006-

#### Economic Development

1. Develop and enhance relationships with local, regional and state economic development agencies.  
   Waupun CDA, FCEDC  
   Ongoing

2. Work with FCEDC to keep local businesses within the community.  
   City Staff  
   Ongoing

3. Direct development interests to existing redevelopment areas (TID) and other economic development areas (Industrial Park).  
   Waupun CDA, FCEDC  
   Ongoing
### Table 9.5: City of Waupun Action Plan

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<tbody>
<tr>
<td>4. Develop a direct and actionable downtown redevelopment plan.</td>
<td>City Staff</td>
<td>2006</td>
</tr>
<tr>
<td>5. Work with the Waupun School District to develop programs within the school system that are tailored to the needs of local industries.</td>
<td>City Council, WSD</td>
<td>2007-</td>
</tr>
<tr>
<td>6. Encourage local businesses to work with FCEDC to identify local and state programming to help aid in business development and recruitment.</td>
<td>Waupun CDA, FCEDC</td>
<td>Ongoing</td>
</tr>
<tr>
<td>7. The City should focus on “selling” the virtues of Waupun to prospective businesses and clients.</td>
<td>City Staff, FCEDC, City Council</td>
<td>Ongoing</td>
</tr>
<tr>
<td>8. Explore the possibility of identifying the downtown area through unique design characteristics, signage, or statuary.</td>
<td>Waupun CDA</td>
<td>2008</td>
</tr>
<tr>
<td>9. Charge local committees, or develop one, to focus on developing a downtown festival (such as “Sculpture Days”) to help promote the area.</td>
<td>City Council</td>
<td>2007</td>
</tr>
</tbody>
</table>

### Intergovernmental Cooperation

| 1. Renew discussions with the adjacent townships concerning adoption of the boundary agreement. | City Council | Ongoing |
| 2. The Recreation Board should consult the WDNR to increase focus on enhancement and promotion of the Horicon Marsh. | Recreation Board | 2006 |
| 3. Work with state and federal agencies to increase the availability and construction of multi-use trails throughout the Waupun Area. | Recreation Board | 2006 |
| 4. Hold periodic meetings with local agencies and groups to strengthen communication. | City Council | 2006-    |
| 5. Continue current practices of sharing information development and delivery with Fond du Lac County (explore increased relationship with Dodge Co.). | City Council | Ongoing  |
| 6. Continue cooperative arrangements with the Waupun School District. | City Council | Ongoing  |
| 7. Continue meeting with the Wisconsin Department of Corrections as part of the Community Relations Committee. | City Council | Ongoing  |

### Land Use

| 1. Continue to promote the Waupun Industrial Park site. | FCEDC, WIDC | Ongoing |
| 2. Coordinate with the State of Wisconsin for first option on acquisition of sites released by the State. | City Council | Ongoing |
### Table 9.5: City of Waupun Action Plan

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<tr>
<td>3. Focus downtown redevelopment around small retail uses, office uses and specialty uses.</td>
<td>CDA, Plan Commission</td>
<td>2006-</td>
</tr>
<tr>
<td>4. Work cooperatively with neighboring towns on annexation issues and inform adjacent jurisdictions of pending annexation plans.</td>
<td>Plan Commission, Mayor</td>
<td>Ongoing</td>
</tr>
<tr>
<td>5. Recognize environmental constraints when reviewing future land use developments.</td>
<td>Plan Commission</td>
<td>Ongoing</td>
</tr>
<tr>
<td>7. Continue to encourage creative land use developments through planned community developments (PCD).</td>
<td>Plan Commission</td>
<td>Ongoing</td>
</tr>
<tr>
<td>8. Explore creative reuse of structures to enhance the usability of lots.</td>
<td>CDA, Plan Commission</td>
<td>Ongoing</td>
</tr>
</tbody>
</table>

### Implementation

<table>
<thead>
<tr>
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</tr>
</thead>
<tbody>
<tr>
<td>1. Adopt an official map for identified locations within the Planning Area.</td>
<td>Public Works, City Council</td>
<td>2007</td>
</tr>
<tr>
<td>2. Explore community interest for increasing standards for advertising signs.</td>
<td>Plan Commission</td>
<td>2007</td>
</tr>
<tr>
<td>3. Continue to upgrade stormwater facilities and improve drainage citywide.</td>
<td>Public Works, City Council</td>
<td>Ongoing</td>
</tr>
<tr>
<td>4. Periodically review the need for historic preservation regulations.</td>
<td>City Council</td>
<td>Ongoing</td>
</tr>
<tr>
<td>5. Determine local desire for the development of a downtown design theme and ordinance.</td>
<td>Plan Commission</td>
<td>2006</td>
</tr>
<tr>
<td>6. Continue to enforce State-determined building and mechanical codes.</td>
<td>Zoning Inspector, City Council</td>
<td>Ongoing</td>
</tr>
<tr>
<td>7. Periodically review the subdivision ordinance, especially as its use is increased within the Planning Area.</td>
<td>Plan Commission</td>
<td>2006-</td>
</tr>
</tbody>
</table>