

**Plan Recommendations Report**

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# **City of Waupaca—Year 2030 Comprehensive Plan**

## **City of Waupaca Waupaca County, Wisconsin**

**October 2007**



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Resolution No. 1236

**RECOMMENDATION OF THE PLAN COMMISSION  
TO ADOPT THE CITY OF WAUPACA YEAR 2030 COMPREHENSIVE PLAN**

**WHEREAS**, pursuant to sections 62.23(2) and (3), Wisconsin Statutes, for cities, villages, and those towns exercising village powers under section 60.22(3), the City of Waupaca is authorized to prepare and adopt a comprehensive plan consistent with the content and procedure requirements in sections 66.1001(1)(a), 66.1001(2), and 66.1001(4); and

**WHEREAS**, the *City of Waupaca Year 2030 Comprehensive Plan* consists of two documents (attached hereto): the "Plan recommendations Report," and the "Inventory and Trends Report," and

**WHEREAS**, the City of Waupaca Plan Commission participated in the production of the *City of Waupaca Year 2030 Comprehensive Plan* in conjunction with a multi-jurisdictional planning effort to prepare the Waupaca County Year 2030 Comprehensive Plan; and

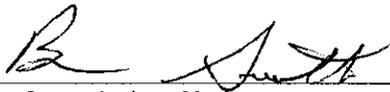
**WHEREAS**, numerous forums of public participation have been provided including public informational meetings, open Plan Commission/Committee meetings, public opinion surveys, news releases, newsletters, a slogan contest, and a planning process website.

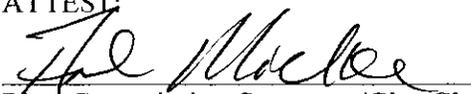
**NOW, THEREFORE, BE IT RESOLVED**, that the City of Waupaca Plan Commission hereby recommends that the "Recommended Plan" of the *City of Waupaca Year 2030 Comprehensive Plan* and plan adoption ordinance are filed with the governmental units specified under section 66.1001(4)(b) and (c), and are discussed at a public hearing required under section 66.1001(4)(d); and

**BE IT FURTHER RESOLVED**, that the City of Waupaca Plan Commission hereby recommends that, subject to the public hearing on the "Recommended Draft" and incorporation of plan revisions deemed necessary as a result of the public hearing or comments received from governmental units with which the plan was filed, the Common Council adopt the *City of Waupaca Year 2030 Comprehensive Plan* by ordinance in accordance with section 66.1001, Wisconsin Statutes.

**ADOPTED** this 11TH day of JULY, 2007

Motion for adoption moved by: COMMISSIONER PAT PHAIR  
Motion for adoption seconded by: COMMISSIONER TERENCE MARTIN  
Voting Aye: 6      Voting Nay: 0

  
\_\_\_\_\_  
Plan Commission Chair

ATTEST:  
  
\_\_\_\_\_  
Plan Commission Secretary/City Clerk

Ordinance No. 19-07

AN ORDINANCE TO ADOPT THE CITY OF WAUPACA  
YEAR 2030 COMPREHENSIVE PLAN

The City Council of the City of Waupaca, Waupaca County, Wisconsin, does ordain as follows:

SECTION 1. Pursuant to section 62.23(2) and (3), Wisconsin Statutes, the City of Waupaca is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2), Wisconsin Statutes.

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

SECTION 3. The City of Waupaca Plan Commission, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the City Council the adoption of the document entitled "*City of Waupaca Year 2030 Comprehensive Plan*" containing all of the elements specified in section 66.1001(2), Wisconsin Statutes.

SECTION 4. The City of Waupaca has provided numerous opportunities for public involvement in accordance with the Public Participation and Education Plan adopted by the City Council and Waupaca County Board including public informational meetings, open Plan Commission meetings, public opinion surveys, news releases, newsletters, a slogan contest, and a planning process web site. A public hearing was held on September 18, 2007, in compliance with the requirements of Section 66.1001(4), Wisconsin Statutes.

SECTION 5. The City Council of the City of Waupaca does, by the enactment of this ordinance, formally adopt the two documents composing the "*City of Waupaca Year 2030 Comprehensive Plan*" (including the "Plan Recommendations Report" and the "Inventory and Trends Report") pursuant to Section 66.1001(4)(c), Wisconsin Statutes.

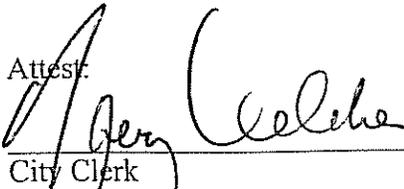
SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the City Council and publication/posting as required by law.

ADOPTED this 16th day of OCTOBER, 2007.

Voting Aye: 9 Voting Nay: 0

Published/Posted on: OCTOBER 25, 2007.

Attest:

  
\_\_\_\_\_  
City Clerk

  
\_\_\_\_\_  
Mayor

# City of Waupaca

## Year 2030 Comprehensive Plan

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## **Element Abbreviations**

|     |   |
|-----|---|
| IO  | Issues and Opportunities                      |
| H   | Population and Housing                        |
| T   | Transportation                                |
| UCF | Utilities and Community Facilities            |
| ANC | Agricultural, Natural, and Cultural Resources |
| ED  | Economic Development                          |
| IC  | Intergovernmental Cooperation                 |
| LU  | Land Use                                      |
| I   | Implementation                                |

# 1 Issues and Opportunities



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# 1. Issues and Opportunities

## 1.1 Introduction

The City of Waupaca is defined by the people who live and work there, the houses and businesses, the parks and natural features, its past, its present, and its future. No matter the location, change is the one certainty that visits all places. No community is immune to its effects. How a community changes, how that change is perceived, and how change is managed are the subjects of community comprehensive planning. An understanding of both the city's history and its vision for the future is essential to making sound decisions. The foundation of comprehensive planning relies on a balance between the past, present, and future by addressing four fundamental questions:

1. Where is the community now?
2. How did the community get here?
3. Where does the community want to be in the future?
4. How does the community get to where it wants to be?

The *City of Waupaca Year 2030 Comprehensive Plan* will guide community decision making in the City of Waupaca for the next 20 to 25 years. The city's complete comprehensive plan is composed of two documents. This *Plan Recommendations Report* contains the results of the city's decision making process as expressed by goals, objectives, policies, and recommendations. The *Inventory and Trends Report* is the second component of the comprehensive plan and contains all of the background data for Waupaca County and the City of Waupaca. Both documents follow the same basic structure by addressing nine comprehensive planning elements as chapters one through nine -

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

Waupaca County began a multi-jurisdictional planning effort in 2003 after being awarded a Comprehensive Planning Grant by the Wisconsin Department of Administration. The City of Waupaca joined Waupaca County in this effort along with five other cities, six villages, and 21 towns for a total of 34 participating units of government. For more information on the multi-jurisdictional planning process, please refer to Chapter 1 of the *Inventory and Trends Report*.

The *City of Waupaca Year 2030 Comprehensive Plan* meets the requirements of Wisconsin's Comprehensive Planning law, Wisconsin Statutes 66.1001. This law requires all municipalities (counties, cities, towns, and villages) to adopt a comprehensive plan by the year 2010 if they

wish to make certain land use decisions. After the year 2010, any municipality that regulates land use must make their zoning, land division, shoreland and floodplain zoning, and official mapping decisions in a manner that is consistent with the community's comprehensive plan.

The City of Waupaca developed this comprehensive plan in response to the issues it must address and the opportunities it wishes to pursue. The Issues and Opportunities element of the comprehensive plan provides perspective on the planning process, public participation, trends and forecasts, and the overall goals of the community.

## 1.2 Plan Summary

The City of Waupaca is located in the southwest portion of Waupaca County and serves as the county seat – the center for the governance of Waupaca County. In terms of land area, Waupaca is the largest city in the county, including about 4,996 acres in 2004. In terms of population, Waupaca is the second largest city with a 2000 census count of 5,676 people. The City of Waupaca is well known for its natural resources, scenic beauty, and historic downtown.

The city's development pattern has been shaped over time primarily by natural resources, the historic courthouse location, and transportation corridors. The initial settlement of the area took place along the Waupaca River, and historical accounts credit the water power potential of the river as a draw. The downtown commercial district then grew up around the original Waupaca County courthouse location. Development was then shaped by transportation corridors, first by railroads and then by roads and highways. It is reported that rail first came to the area in 1871 which bolstered the city's industrial strength. More recently, roads and highways became a primary influence on the development pattern. US Highway 10 has become the main highway that connects the city with other regional centers like the Fox Valley and Stevens Point areas. Other important highways that transect the city include State Highways 22, 54, and 49 and County Highways E, K, and A.

Public participation during the planning process identified the city's primary concerns and areas to be addressed in the comprehensive plan. Top issues identified by the planning committee and the public included the location and size of commercial uses, the impacts of "big box" retail development, and the need for zoning controls that address the appearance and design of development. Issue identification took place during a time when a major retailer was attempting to site a store in the region, and this was reflected in the issues. Also, it should be noted that issue identification took place prior to development of the "Highway 54/CTH QQ Westside Neighborhood Plan" which provided some insight into these concerns. In addition to the important issues related to "big box" retail development, other top issues and opportunities included the preservation of natural lands and waterways, the preservation of public open spaces, and the preservation of small town character including the historic downtown.

The City of Waupaca is a growing area and is projected to continue in an upward trend. The population projection deemed most appropriate by the city projects an additional 1,197 people by 2030, or about 40 people per year from 2000 to 2030. The housing projection deemed most appropriate by the city projects an additional 956 homes by 2030, or approximately 32 new

homes per year. While these rates of growth are not unusual in the State of Wisconsin, in comparison with other Waupaca County communities, the city is projected to grow rapidly.

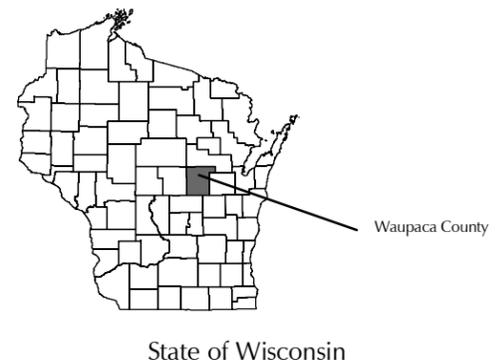
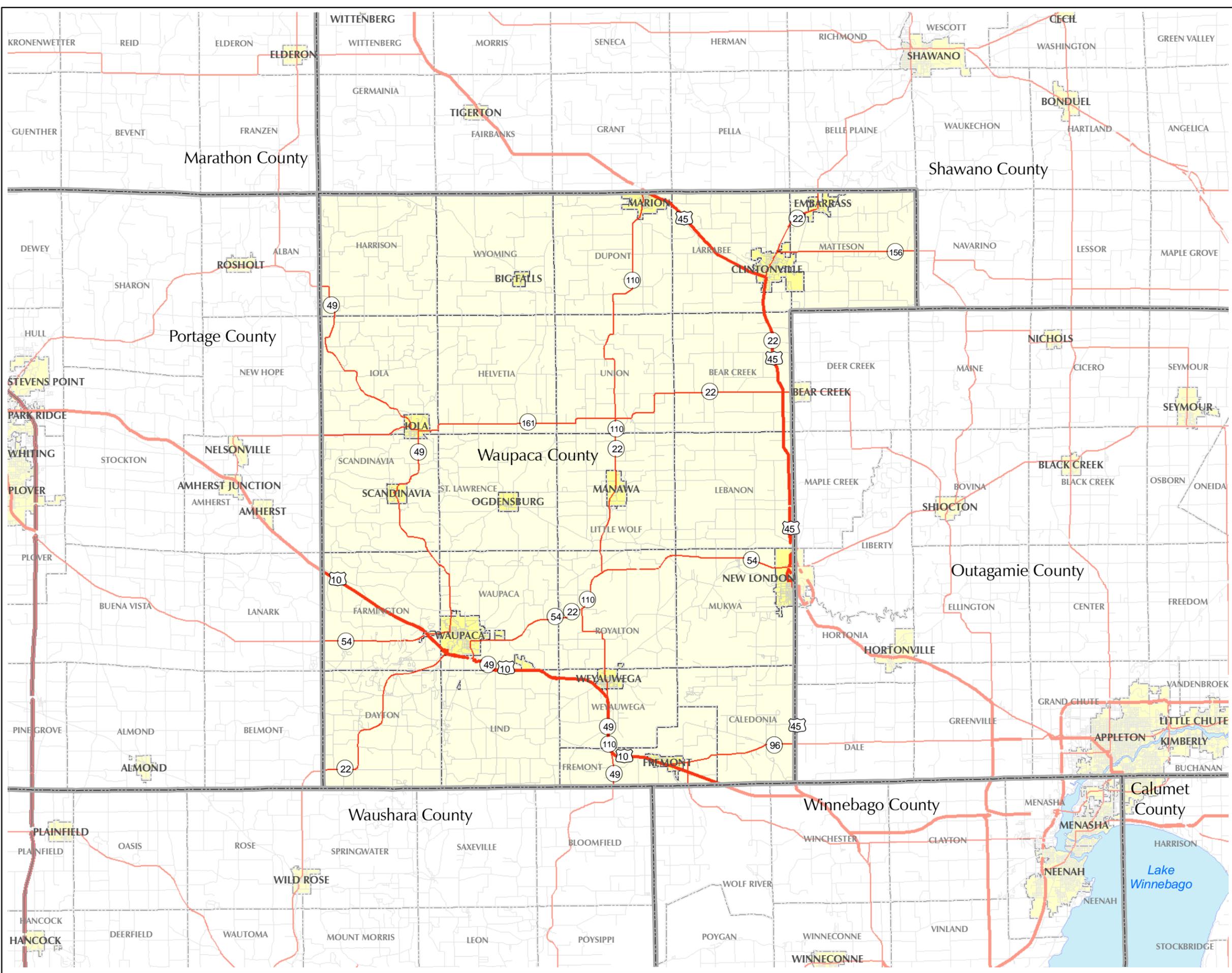
City of Waupaca residents responded to two planning process surveys, and the strongest areas of consensus included the following:

- ◆ Protecting natural resources, including water quality, forest lands, and wildlife habitat.
- ◆ Protecting farmland from development.
- ◆ Protecting the rural character of the city.
- ◆ Creating jobs by attracting and retaining businesses.

A primary aim of the *City of Waupaca Comprehensive Plan* is to maintain and update the regulatory systems for managing growth that are already in place in the city. The updating of ordinances should take priority in the continuing planning effort in order to attract beneficial residential, commercial, and industrial development and redevelopment. A key plan recommendation for achieving this is to adopt a system for evaluating the site and architectural design of new development or redevelopment proposals within the city. This will help the city to maintain and improve a high standard of development that will preserve the small town character that its residents value.

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# MAP 1 - 1 REGIONAL SETTING Waupaca County, Wisconsin



State of Wisconsin



This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Wisconsin DNR and Wisconsin DOT.



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### 1.3 City of Waupaca 2030 Vision

The City of Waupaca's vision for the future is expressed in its goal statements for each of the comprehensive planning elements. The city's planning goals are broad statements of community values and public preferences for the long term (20 years or more). Implementation of this comprehensive plan will result in the achievement of these goals by the year 2030. For further detail on these goals, including related objectives, refer to the respective element of this comprehensive plan.

#### **Housing Goals**

- Goal: Maintain an adequate housing supply that will meet the needs of current and future residents and promote a range of housing choices for anticipated income levels, age groups, and special housing needs.
- Goal: Provide for housing development that maintains the attractiveness and small town character of the community.
- Goal: Support the maintenance and rehabilitation of the community's existing housing stock.

#### **Transportation Goals**

- Goal: Provide a safe, efficient, and cost-effective transportation system for the movement of people and goods.
- Goal: Support the development and use of multiple modes of transportation.

#### **Utilities and Community Facilities Goals**

- Goal: Provide high quality and cost effective community facilities and services that meet existing and projected future needs.
- Goal: Ensure proper treatment of wastewater to protect public health, groundwater quality, and surface water quality while meeting current and future needs.
- Goal: Promote stormwater management practices in order to reduce property and public property damage and to protect water quality.
- Goal: Ensure that the water supply for the community has sufficient capacity, is in compliance with drinking water quality standards and regulations, and is available to meet present and future needs.
- Goal: Promote effective solid waste disposal and recycling services and systems that protect the public health, natural environment, and general appearance of land uses within the community.
- Goal: Maintain and enhance recreational opportunities in the community.

Goal: Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and future development.

Goal: Encourage improved access to health care facilities and child care.

Goal: Provide a level of police, fire, and emergency services that meets present and future needs.

Goal: Promote quality schools and access to educational opportunities.

### **Agricultural, Natural, and Cultural Resources Goals**

Goal: Support the agricultural resources of the region.

Goal: Maintain, preserve, and enhance the community's natural resources.

Goal: Ensure the quality, safety, and quantity of groundwater to meet the community's present and future water supply needs.

Goal: Maintain and restore the environmental integrity of surface waters including lakes, ponds, flowages, rivers, and streams.

Goal: Preserve natural features like woodlands, wetlands, floodplains, shorelands, and open spaces in order to maintain and enhance community green space.

Goal: Preserve a small town atmosphere including attractive community entrances, small businesses, a vital downtown, and community culture and events.

Goal: Preserve significant historical and cultural sites, structures, and neighborhoods that contribute to community identity and character.

Goal: Strengthen opportunities for youth in the community including youth-oriented activities and facilities and additional job opportunities.

### **Economic Development Goals**

Goal: Support the organizational growth of economic development programs in the community and region.

Goal: Maintain and improve the utility, communication, and transportation infrastructure systems that promote economic development.

Goal: Promote the retention and expansion of existing businesses.

Goal: Promote entrepreneurial development and new business attraction efforts.

Goal: Maintain a quality workforce to strengthen existing businesses and maintain a high standard of living.

Goal: Support opportunities to increase and diversify the community's tax base.

### **Intergovernmental Cooperation Goals**

Goal: Foster the growth of mutually beneficial intergovernmental relations with other units of government.

Goal: Seek opportunities to reduce the cost and enhance the provision of coordinated public services and facilities with other units of government.

### **Land Use Goals**

Goal: Plan for land use in order to help achieve the city's goals and objectives for the future.

### **Implementation Goals**

Goal: Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the city.

Goal: Balance appropriate land use regulations and individual property rights with community interests and goals.

## **1.4 Comprehensive Plan Development Process and Public Participation**

The Wisconsin Comprehensive Planning legislation specifies that the governing body for a unit of government must prepare and adopt written procedures to foster public participation in the comprehensive planning process. This includes open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. Public participation includes wide distribution of proposed drafts, plan alternatives, and proposed amendments of the comprehensive plan. Public participation includes opportunities for members of the public to send written comments on the plan to the applicable governing body, and a process for the governing body to respond. The City of Waupaca has adopted a *Public Participation and Education Plan* in order to comply with the requirements of Section 66.1001(4)(a) of the Wisconsin Statutes. The city's adopted *Public Participation and Education Plan* is found in Appendix B.

The Waupaca County comprehensive planning process was designed to encourage extensive grassroots, citizen-based input. Not only were public outreach tools and events utilized, but citizens were directly involved in writing their own local comprehensive plans, as well as the county comprehensive plan. Please refer to Sections 1.3 through 1.5 of the *Waupaca County Inventory and Trends Report* for further details on the plan development and public participation processes.

In addition to the public participation process described in the *Waupaca County Inventory and Trends Report*, the process of adopting the *City of Waupaca Year 2030 Comprehensive Plan* included several public participation activities. These include a public informational meeting, Plan Commission and City Council action, a public hearing, and the distribution of recommended and final plan documents.

### **Public Informational Meeting**

On January 17, 2007, a public informational meeting was held on the draft *City of Waupaca Year 2030 Comprehensive Plan* at the city hall. The meeting included a presentation of the draft comprehensive plan, an opportunity for attendees to ask questions of the Plan Commission and consultant, and opportunities for attendees to provide feedback on the draft plan. The feedback received was taken into consideration as the Plan Commission proceeded to develop the recommended plan.

### **Plan Commission and City Council Action**

On July 11, 2007, the City of Waupaca Plan Commission discussed the draft comprehensive plan and passed resolution number 1236 recommending approval of the plan to the City Council. After completion of the public hearing, the City of Waupaca City Council discussed and adopted the comprehensive plan by passing ordinance number 19-07 on October 16, 2007.

### **Public Hearing**

On September 18, 2007, a public hearing was held on the recommended *City of Waupaca Year 2030 Comprehensive Plan* at city hall. The hearing was preceded by Class 1 notice and public comments were accepted for 30 days prior to the hearing. There were no public comments received at the meeting. However, the East Central Wisconsin Regional Planning Commission submitted written comments. The Planning Commission advised that they would take all submitted comments into consideration during their final review of the recommended plan before passing it along to the City Council for action.

### **Distribution of Plan Documents**

Both the recommended draft and final plan documents were provided to adjacent and overlapping units of government, the local library, and the Wisconsin Department of Administration in accordance with the *Public Participation and Education Plan* found in Appendix B.

## **1.5 City of Waupaca Issues and Opportunities**

The initial direction for the comprehensive planning process was set by identifying community issues, opportunities, and desires. Issues were defined as challenges, conflicts, or problems that a community is currently facing or is likely to face in the future. Opportunities were defined as the positive aspects of a community that residents are proud of and value about their community. These could either be current positive aspects of a community, or have the potential to be created in the future. Desires were defined as aspects of a community that residents want to create,

change or preserve in the future. They help define the community's vision for the future by identifying which issues are most important for the community to resolve, and which opportunities are most important to pursue over the long term.

In the March 2004 cluster meeting, City of Waupaca citizens identified issues and opportunities. Participant took turns sharing the issues and opportunities that they felt were important in the community. After the full list was developed, each participant voted on the statements to establish a sense of priority. The following issues and opportunities were identified.

The numbers to the right of the statements are the priority assigned through voting by the planning committee.

### Issues

- ◆ Location and size of commercial uses (15).
- ◆ Impacts on character of existing retail by big box development (11).
- ◆ Zoning controls for quality of development (10).
- ◆ Preservation of natural lands, waterways and public open space (10).
- ◆ Preservation of small town character (6).
- ◆ Tax rate (5).
- ◆ Opportunities for young people (4).
- ◆ Rezoning of residential to commercial (3).
- ◆ Preservation and increase amount of green space (3).
- ◆ Quality of storm water runoff (2).
- ◆ Preservation of historic buildings (2).
- ◆ Developing/marketing of eastern gateway (2).
- ◆ Increased traffic congestion (2).
- ◆ Jobs at higher wage levels are needed (2).
- ◆ Aesthetics of private property (1).
- ◆ Economic dependency on a few major employers (1).
- ◆ Increasing elderly population effects on retail, recreation, medical services and other services provided (1).
- ◆ Noise air and light pollution (1).
- ◆ Aesthetic perception when approaching city (1).
- ◆ Loss of forest land to parking (1).
- ◆ Annexation of additional land into the city (1).
- ◆ Elimination of trees within the city (1).
- ◆ Misuse and disuse of river running through town (1).
- ◆ Abandoned residential and commercial property (1).
- ◆ Housing opportunities for all income levels (1).
- ◆ Cost of providing utilities to new annexed land.
- ◆ Location and size of industrial uses.
- ◆ Lack of available commercial and industrial buildings for businesses.
- ◆ Assimilating increase in population.
- ◆ Control of signage, billboards, etc.
- ◆ STH 22/54 bypass' environmental effects (water and wetlands).
- ◆ Maintain/increase of farmland value.

- ◆ Transient population due to better highway access.
- ◆ Review conversion of non-taxable properties to increase tax base.

## Opportunities

- ◆ Keep pride of natural resources (7).
- ◆ Maintain vitality of historic downtown (6).
- ◆ Grow without losing attractive character (5).
- ◆ Increase in tax base (4).
- ◆ To work together with surrounding towns to share services (4).
- ◆ Creation of walking/biking trails in downtown and other areas (4).
- ◆ Maintaining and enhancing the “Mainstreet Program” (3).
- ◆ STH 22/54 bypass for eastside industrial development (3).
- ◆ Increase tourism (2).
- ◆ Getting involved with proposed tech. college regional center proposed for area (1).
- ◆ Maintaining and promoting the activities for seniors (1).
- ◆ Riverview park development. Asset of river through town (1).
- ◆ Parking on Main Street, get rid of diagonal parking.
- ◆ Maintenance of clubs and organizations allowing for varied interests.
- ◆ Citizen involvement.
- ◆ City involvement of youth in their programs.
- ◆ Development of visual performing arts center.

Participants were then asked to identify community desires. Desire statements were not voted on or prioritized. The following desire statements were identified.

## Desires

### What do you want to change in your community?

- ◆ Poorly maintained/blighted properties.
- ◆ Change/slow down its growth. Keep quality of town (historic and environmental beauty).
- ◆ Attitude regarding our natural resources.
- ◆ Zoning and parking downtown.
- ◆ More regulation of rental property.
- ◆ Get rid of diagonal parking.
- ◆ Diversify economic base to reduce reliance on Waupaca Foundry and related manufacturing.
- ◆ Reduce traffic on Hwy. E south through town.
- ◆ Parking availability/regulations downtown.
- ◆ The current appearance of our commercial area on Fulton Street.
- ◆ Increase business base.
- ◆ Business mix to diversify types of employers.
- ◆ More high wage jobs, high skilled, high tech.
- ◆ Attitudes toward historic preservation.

### What do you want to preserve in your community?

- ◆ Water quality.
- ◆ Natural areas.
- ◆ Trees.
- ◆ Downtown's diverse merchant base.
- ◆ Natural areas.
- ◆ Main Street's vitality.
- ◆ Historic buildings.
- ◆ Natural areas.
- ◆ Character and culture of the Waupaca area.
- ◆ Natural resources, architectural heritage and vibrant downtown.
- ◆ Wetlands and green space.
- ◆ Small town character and natural resources.
- ◆ Downtown through more retail businesses.
- ◆ Historic buildings.
- ◆ Small town character.
- ◆ The historic and small town character of our community/town.
- ◆ Relationships among neighbors, businesses and customers.
- ◆ A greenspace acquisition fund to purchase and preserve lands along the river and to ensure a green ring around Waupaca.
- ◆ Woods, green space, water wetlands.
- ◆ Main Street vitality and diversity.
- ◆ Water quality, beauty of Waupaca's rivers and lakes.
- ◆ Green space and water quality of lakes and rivers.
- ◆ Preserve the character of the community that makes Waupaca attractive in the first place.
- ◆ Quiet, stars and moon.

### What do you want to create in your community?

- ◆ Centralize schools.
- ◆ Public green space.
- ◆ Technology based manufacturing opportunities bringing in good paying jobs and the attendant quality people such jobs would bring.
- ◆ Community center.
- ◆ Adequate green space and recreational areas in our town.
- ◆ More activities for children and families.
- ◆ Sustainable quality of life – affordable housing, living wage jobs, healthy, diverse central business district, preserve and increase public access to natural resources.
- ◆ More public green space.
- ◆ Develop ordinance to control size of retail development in city and surrounding townships.
- ◆ A river walk.
- ◆ Fitness center and city pool.
- ◆ A larger tourism base.
- ◆ Better signs on highway for downtown area and more walking/bike trails.
- ◆ Opportunity to keep young people in our community through available good jobs.
- ◆ Technology based mfg.

- ◆ Public lands such as beaches and parks. Higher education development, pedestrian/bike trails.
- ◆ Swimming pool/aquatic center/YMCA.
- ◆ Jobs, higher paying, not just service jobs.
- ◆ Industrial, commercial and residential development done in a very environmentally friendly way. This could showcase how to grow and develop and protect the environment.
- ◆ Art center, technical college/education.

## 1.6 Issues and Opportunities Policies

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the city is concerned about. Policies and recommendations become primary tools the city can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The city’s policies are stated in the form of position statements (City Position), directives to the city (City Directive), or as criteria for the review of proposed development (Development Review Criteria).

### **Policies: City Directive**

- IO1 The city shall conduct all business related to land use decision making by utilizing an open public process and by giving due consideration to its comprehensive plan (Source: Basic Policies).
- IO2 Public participation shall continue to be encouraged for all aspects of city governance (Source: Basic Policies).

# 2

## Population and Housing



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## 2. Population and Housing

### 2.1 Population and Housing Plan

Population and housing are two key indicators that will help the City of Waupaca plan ahead for future growth and change. Because they are key indicators of potential future conditions, this element of the comprehensive plan provides a brief summary of population and housing data along with projections for the future. For further detail on population and housing in the City of Waupaca and Waupaca County, please refer to Chapter 2 of the *Inventory and Trends Report*.

The City of Waupaca is projected to have continued substantial growth in population and housing over the next 20 to 25 years. Projections for population indicate a possible increase of 1,197, and for housing, a possible increase of 956 housing units. From 2000 to 2030, this equates to approximately 40 new citizens and 32 new homes per year.

As one of the largest cities in Waupaca County, the City of Waupaca offers a wide range of housing choices. Housing data for the county indicates that the City of Waupaca has the most diverse housing stock of any community in terms of structure type and occupancy. The city should not only be able to meet the housing needs of its population well into the future, but also to contribute to the ability of surrounding communities to meet their future housing needs as well. The surrounding towns are also an important factor in the city's regional housing supply, as they contribute to the availability of larger residential and recreational lots.

None of the top planning issues and opportunities identified by the city were directly related to population and housing, but several were indirectly related. As the City of Waupaca implements its plan for population and housing, it should aim to preserve the small town character of the community, to preserve historic buildings, and to preserve natural resources. These are some of the key features that attract people to live in the City of Waupaca. Issues and opportunities that were not as highly prioritized were directly related to population and housing. These included the growing elderly population and related changes in housing and service needs, and the need for housing for all income levels.

The City of Waupaca's plan for population and housing is to maintain an adequate supply of housing that meets the needs of current and future residents. This housing stock should provide for a range of housing choices for varied income levels, ages, and those with special needs. While the city's plan looks primarily to land already within the current city limits to accommodate projected population and housing growth, it also looks to some land just outside the city limits that could easily be served by city utilities in the future. The city prefers to grow at higher relative densities within the city limits so that the cost of providing city services (and the resulting tax burden) is kept as low as possible.

## 2.2 Population Characteristics Summary

### **2000 Census**

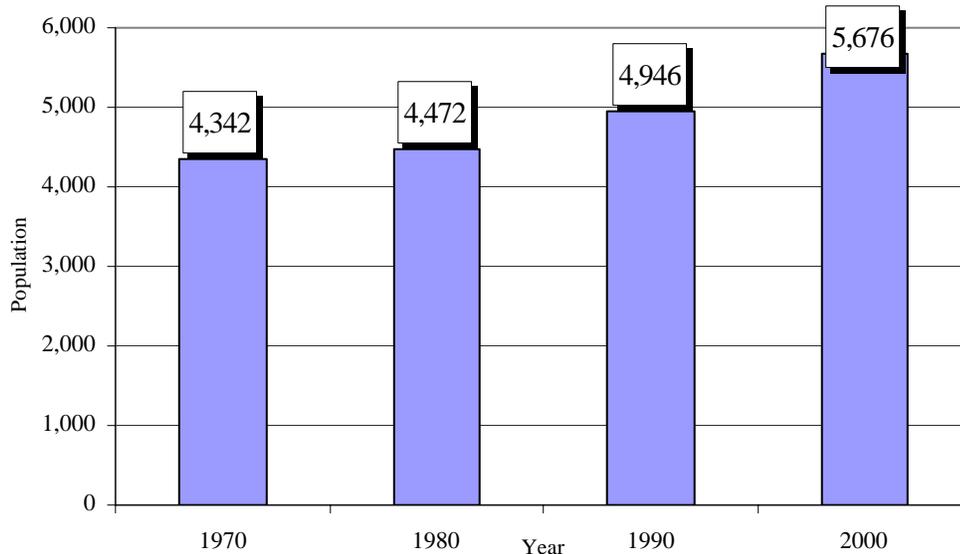
A significant amount of information, particularly in regard to population, housing, and economic development, was obtained from the U.S. Bureau of the Census. There are two methodologies for data collection employed by the Census, STF-1 (short form) and STF-3 (long form). STF-1 data were collected through a household by household census and represent responses from every household in the country. To get more detailed information, the U.S. Census Bureau also randomly distributes a long form questionnaire to one in six households throughout the nation. Tables that use these sample data are indicated as STF-3 data. It should be noted that STF-1 and STF-3 data may differ for similar statistics, due to survey limitations, non-response, or other attributes unique to each form of data collection.

It should also be noted that some STF-3 based statistics represent estimates for a given population, and statistical estimation errors may be readily apparent in data for smaller populations. For example, the total number of housing units will be identical for both STF-1 statistics and STF-3 statistics when looking at the county as a whole – a larger population. However, the total number of housing units may be slightly different between STF-1 statistics and STF-3 statistics when looking at a single community within Waupaca County – a smaller population.

### **Population Counts**

Population counts provide information both for examining historic change and for anticipating future community trends. Figure 2-1 displays the population counts of the City of Waupaca for 1970 through 2000 according to the U.S. Census.

Figure 2-1  
Population, City of Waupaca, 1970-2000



Source: U.S. Bureau of the Census, 1970-2000.

As displayed in Figure 2-1, the City of Waupaca has experienced substantial population growth with a steady upward trend over the last 30 years. Based on this period of time, growth appears to be accelerating in the city with larger increases occurring at each census. A total of 1,334 people were added to the population, representing an increase of 30.7% from 1970 to 2000. The City of Waupaca is among the fastest growing communities in Waupaca County in terms of the number of people added. Only the Town of Farmington and City of New London have also added more than 1,000 people since 1970. Much of this growth can be attributed to the improvement of the local and regional transportation system that allows for easier access to the Fox Valley area for employment.

Table 2-1 displays the population trends of Waupaca County, its municipalities, and the State of Wisconsin from 1970 to 2000 according to the U.S. Census.

Table 2-1  
Population Counts, Waupaca County, 1970-2000

|                       | 1970          | 1980          | 1990          | 2000          | # Change<br>1970-80 | % Change<br>1970-80 | # Change<br>1980-90 | % Change<br>1980-90 | # Change<br>1990-00 | % Change<br>1990-00 |
|-----------------------|---------------|---------------|---------------|---------------|---------------------|---------------------|---------------------|---------------------|---------------------|---------------------|
| T. Bear Creek         | 861           | 820           | 787           | 838           | -41                 | -4.8%               | -33                 | -4.0%               | 51                  | 6.5%                |
| T. Caledonia          | 882           | 1,040         | 1,177         | 1,466         | 158                 | 17.9%               | 137                 | 13.2%               | 289                 | 24.6%               |
| T. Dayton             | 979           | 1,514         | 1,992         | 2,734         | 535                 | 54.6%               | 478                 | 31.6%               | 742                 | 37.2%               |
| T. Dupont             | 645           | 615           | 634           | 741           | -30                 | -4.7%               | 19                  | 3.1%                | 107                 | 16.9%               |
| T. Farmington         | 2,242         | 2,959         | 3,602         | 4,148         | 717                 | 32.0%               | 643                 | 21.7%               | 546                 | 15.2%               |
| T. Fremont            | 514           | 618           | 561           | 632           | 104                 | 20.2%               | -57                 | -9.2%               | 71                  | 12.7%               |
| T. Harrison           | 379           | 450           | 432           | 509           | 71                  | 18.7%               | -18                 | -4.0%               | 77                  | 17.8%               |
| T. Helvetia           | 401           | 568           | 587           | 649           | 167                 | 41.6%               | 19                  | 3.3%                | 62                  | 10.6%               |
| T. Iola               | 549           | 702           | 637           | 818           | 153                 | 27.9%               | -65                 | -9.3%               | 181                 | 28.4%               |
| T. Larrabee           | 1,295         | 1,254         | 1,316         | 1,301         | -41                 | -3.2%               | 62                  | 4.9%                | -15                 | -1.1%               |
| T. Lebanon            | 906           | 1,168         | 1,290         | 1,648         | 262                 | 28.9%               | 122                 | 10.4%               | 358                 | 27.8%               |
| T. Lind               | 787           | 1,038         | 1,159         | 1,381         | 251                 | 31.9%               | 121                 | 11.7%               | 222                 | 19.2%               |
| T. Little Wolf        | 1,089         | 1,138         | 1,326         | 1,430         | 49                  | 4.5%                | 188                 | 16.5%               | 104                 | 7.8%                |
| T. Matteson           | 737           | 844           | 889           | 956           | 107                 | 14.5%               | 45                  | 5.3%                | 67                  | 7.5%                |
| T. Mukwa              | 1,208         | 1,946         | 2,304         | 2,773         | 738                 | 61.1%               | 358                 | 18.4%               | 469                 | 20.4%               |
| T. Royalton           | 1,205         | 1,432         | 1,456         | 1,544         | 227                 | 18.8%               | 24                  | 1.7%                | 88                  | 6.0%                |
| T. St. Lawrence       | 517           | 608           | 697           | 740           | 91                  | 17.6%               | 89                  | 14.6%               | 43                  | 6.2%                |
| T. Scandinavia        | 519           | 772           | 890           | 1,075         | 253                 | 48.7%               | 118                 | 15.3%               | 185                 | 20.8%               |
| T. Union              | 774           | 784           | 733           | 804           | 10                  | 1.3%                | -51                 | -6.5%               | 71                  | 9.7%                |
| T. Waupaca            | 830           | 1,040         | 1,122         | 1,155         | 210                 | 25.3%               | 82                  | 7.9%                | 33                  | 2.9%                |
| T. Weyauwega          | 538           | 559           | 653           | 627           | 21                  | 3.9%                | 94                  | 16.8%               | -26                 | -4.0%               |
| T. Wyoming            | 292           | 304           | 283           | 285           | 12                  | 4.1%                | -21                 | -6.9%               | 2                   | 0.7%                |
| V. Big Falls          | 112           | 107           | 75            | 85            | -5                  | -4.5%               | -32                 | -29.9%              | 10                  | 13.3%               |
| V. Embarrass          | 472           | 496           | 461           | 487           | 24                  | 5.1%                | -35                 | -7.1%               | 26                  | 5.6%                |
| V. Fremont            | 598           | 510           | 632           | 666           | -88                 | -14.7%              | 122                 | 23.9%               | 34                  | 5.4%                |
| V. Iola               | 900           | 957           | 1,125         | 1,298         | 57                  | 6.3%                | 168                 | 17.6%               | 173                 | 15.4%               |
| V. Ogdensburg         | 206           | 214           | 220           | 224           | 8                   | 3.9%                | 6                   | 2.8%                | 4                   | 1.8%                |
| V. Scandinavia        | 268           | 292           | 298           | 349           | 24                  | 9.0%                | 6                   | 2.1%                | 51                  | 17.1%               |
| C. Clintonville       | 4,600         | 4,567         | 4,423         | 4,736         | -33                 | -0.7%               | -144                | -3.2%               | 313                 | 7.1%                |
| C. Manawa             | 1,105         | 1,205         | 1,169         | 1,330         | 100                 | 9.0%                | -36                 | -3.0%               | 161                 | 13.8%               |
| C. Marion*            | 1,218         | 1,348         | 1,242         | 1,297         | 130                 | 10.7%               | -106                | -7.9%               | 55                  | 4.4%                |
| C. New London*        | 5,801         | 6,210         | 6,658         | 7,085         | 409                 | 7.1%                | 448                 | 7.2%                | 427                 | 6.4%                |
| C. Waupaca            | 4,342         | 4,472         | 4,946         | 5,676         | 130                 | 3.0%                | 474                 | 10.6%               | 730                 | 14.8%               |
| C. Weyauwega          | 1,377         | 1,549         | 1,665         | 1,806         | 172                 | 12.5%               | 116                 | 7.5%                | 141                 | 8.5%                |
| <b>Waupaca County</b> | <b>37,780</b> | <b>42,831</b> | <b>46,104</b> | <b>51,825</b> | <b>5,051</b>        | <b>13.4%</b>        | <b>3,273</b>        | <b>7.6%</b>         | <b>5,721</b>        | <b>12.4%</b>        |
| Wisconsin             | 4,417,731     | 4,705,642     | 4,891,769     | 5,363,675     | 287,911             | 6.5%                | 186,127             | 4.0%                | 471,906             | 9.6%                |

\*Municipality crosses county line, data are for entire municipality. However, population for Waupaca County does not include those portions of New London and Marion that cross the county line.

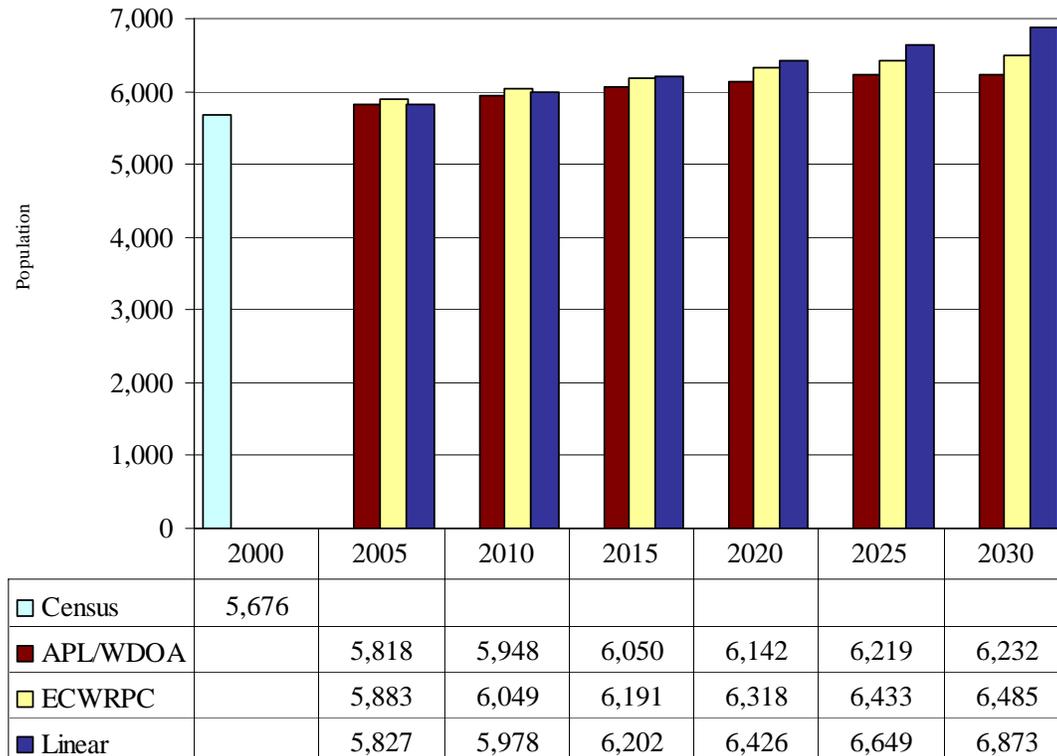
Source: U.S. Bureau of the Census, 1970-2000, STF-1.

## Population Forecasts

Population forecasts are based on past and current population trends. They are not predictions, but rather they extend past trends into the future, and their reliability depends on the continuation of these trends. Projections are therefore most accurate in periods of relative socio-economic and cultural stability. Projections should be considered as one of many tools used to help anticipate future needs in the City of Waupaca.

Three sources have been utilized to provide population projections. The first projection is produced by the Applied Population Lab and the Wisconsin Department of Administration (which is the official state projection through 2025). The second projection is a linear trend based on census data going back to 1970. The third projection is produced by the East Central Wisconsin Regional Planning Commission. Figure 2-2 displays the three population projections created for the City of Waupaca.

Figure 2-2  
Comparative Population Forecast, 2005-2030  
City of Waupaca Population Forecasts



Source: Wisconsin Department of Administration, Demographic Services Center, Final Population Projections for Wisconsin Municipalities: 2000-2025, January 2004. Foth & Van Dyke linear projections 2005-2030. East Central Wisconsin Regional Planning Commission, 2005-2030 Population Projections for Communities in East Central Wisconsin, October 2004.

All population projections for the city forecast growth, but with a wide range of results. Year 2030 projections range from an increase of 556 people (APL/WDOA) to an increase of 1,197 people (Linear). Local opinion is that the linear projection, which forecasts the largest growth in population, is the most logical of the three projections. This is based on expected continuation of rates of growth experienced over the previous three decades.

## 2.3 Housing Characteristics Summary

### Housing Supply, Occupancy, and Tenure

Tables 2-2 and 2-3 display the occupancy and tenure characteristics of housing units for Waupaca County and the City of Waupaca in 1990 and 2000.

Table 2-2  
Housing Supply, Occupancy, and Tenure, City of Waupaca,  
1990 and 2000

|                        | 1990  | Percent of<br>Total | 2000  | Percent of<br>Total | # Change<br>1990-00 | % Change<br>1990-00 |
|------------------------|-------|---------------------|-------|---------------------|---------------------|---------------------|
| Total housing units    | 2,190 | 100.0%              | 2,543 | 100.0%              | 353                 | 16.1%               |
| Occupied housing units | 2,029 | 92.6%               | 2,364 | 93.0%               | 335                 | 16.5%               |
| Owner-occupied         | 1,201 | 54.8%               | 1,277 | 50.2%               | 76                  | 6.3%                |
| Renter-occupied        | 828   | 37.8%               | 1,087 | 42.7%               | 259                 | 31.3%               |
| Vacant housing units   | 161   | 7.4%                | 179   | 7.0%                | 18                  | 11.2%               |
| Seasonal units         | 16    | 0.7%                | 8     | 0.3%                | -8                  | -50.0%              |

Source: U.S. Bureau of the Census, STF-1, 1990-2000.

Table 2-3  
Housing Supply, Occupancy, and Tenure, Waupaca County,  
1990 and 2000

|                        | 1990   | Percent of<br>Total | 2000   | Percent of<br>Total | # Change<br>1990-00 | % Change<br>1990-00 |
|------------------------|--------|---------------------|--------|---------------------|---------------------|---------------------|
| Total housing units    | 20,141 | 100.0%              | 22,508 | 100.0%              | 2,367               | 11.8%               |
| Occupied housing units | 17,037 | 84.6%               | 19,863 | 88.2%               | 2,826               | 16.6%               |
| Owner-occupied         | 12,961 | 64.4%               | 15,287 | 67.9%               | 2,326               | 17.9%               |
| Renter-occupied        | 4,076  | 20.2%               | 4,576  | 20.3%               | 500                 | 12.3%               |
| Vacant housing units   | 3,104  | 15.4%               | 2,645  | 11.8%               | -459                | -14.8%              |
| Seasonal units         | 2,261  | 11.2%               | 1,681  | 7.5%                | -580                | -25.7%              |

Source: U.S. Bureau of the Census, STF-1, 1990-2000.

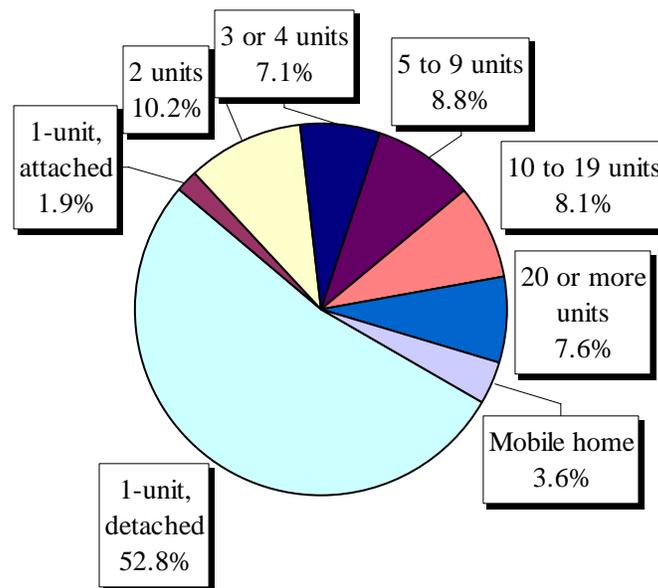
The housing supply in the City of Waupaca consists of a variety of housing types in terms of occupancy and ownership. In 2000, there were a total of 2,543 housing units in the city. Of that total, just over 50% were owner-occupied homes while nearly 43% were renter-occupied units. When compared to the county, the city has a much larger proportion of renter-occupied units and a much smaller proportion of seasonal units. The city has a larger proportion than the county of vacant year-round units, suggesting that housing is relatively more accessible in terms of vacant unit sales as compared to the county as a whole.

Between 1990 and 2000, the city experienced substantial growth in the number of housing units. As compared to Waupaca County as a whole, the city grew faster in total housing units. The growth rate of owner-occupied units was similar to the county, but outpaced the county in new renter-occupied units.

### Housing Units in Structure

Figure 2-3 displays the breakdown of housing units by type of structure (“units in structure”) for the City of Waupaca on a percentage basis for 2000.

Figure 2-3  
Units in Structure, City of Waupaca, 2000



Source: U.S. Bureau of the Census, 2000, STF-3.

These data further display the relative diversity of the housing supply in the City of Waupaca. Just over half of the housing supply is composed of one unit detached structures. There is a relatively small proportion of mobile homes in the city as compared to other Waupaca County communities. There is also a significant number of structures with two or more units that compose a total of 41.8% of the housing supply. The diversity of its housing supply puts the

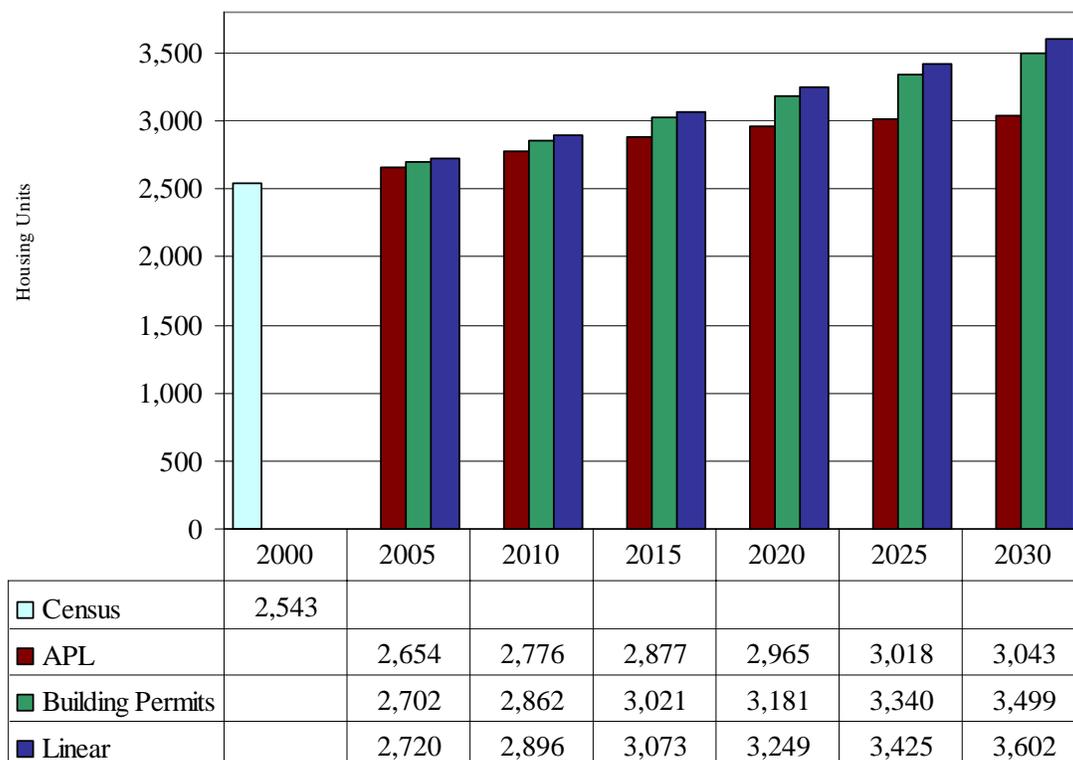
City of Waupaca in a unique position with respect to supplying the housing needs of the surrounding region.

### Housing Forecasts

Similar to population forecasts, housing projections are based on past and current housing trends. They are not predictions, but rather they extend past trends into the future, and their reliability depends on the continuation of these trends. Projections are therefore most accurate in periods of relative socio-economic and cultural stability. Projections should be considered as one of many tools used to help anticipate future needs in the city.

Figure 2-4 displays three housing forecasts for the City of Waupaca. The Linear projection assumes a continuation of growth trends since 1990. Census housing unit counts from 1990 and 2000 were utilized to create a linear trend by extending forward to 2030 the percent change between the census counts. The Applied Population Lab (APL) projection is a non-linear projection that takes into account such factors as births, deaths, in-migration, and out-migration. State wide trends in these areas are assumed to have a similar impact on Waupaca County. The building permit projection was based on a 25 year average of building permits in the city.

Figure 2-4  
Comparative Housing Forecast, 2000-2030  
City of Waupaca Housing Forecasts



Source: Applied Population Laboratory, UW-Madison/Extension, 2004. U.S. Bureau of the Census, 2000, STF-1. Linear Trend Projection, 2005-2030. City of Waupaca.

Year 2030 housing projections range widely from an increase of 500 homes to an increase of 1,059 homes. Local opinion is that the building permit projection, which forecasts an increase of 797 homes, is the most realistic. The building permit projection was considered the most reliable, as it was based on locally maintained data over a substantial time period (25 years).

## 2.4 Population and Housing Trends and Outlook

Of the population and housing trends identified for Waupaca County and the State of Wisconsin (refer to Section 2.4 of the *Inventory and Trends Report*), the following are likely to be experienced in the City of Waupaca over the next 20 to 25 years.

- ◆ The aging population is growing, and people over 65 are projected to comprise a significant portion of the total population by 2030.
- ◆ Minority populations are expected to increase.
- ◆ Population growth is anticipated to be heavily influenced by highway improvements in Waupaca County.
- ◆ Expect the continued conversion of seasonal to permanent structures, especially on the Chain O' Lakes.
- ◆ Condominiums will increase as an option for seniors and first time home buyers.
- ◆ All of southern Waupaca County will experience some pressure to increase housing development as a result of improvements to USH 10.
- ◆ The need for elderly housing will increase as the population ages.
- ◆ An excess of vacant housing units may result from the aging population choosing other options like assisted living, condominiums, and the like.
- ◆ Finding quality, affordable housing will become increasingly difficult.
- ◆ High demand for housing and energy cost assistance will continue.

## 2.5 Housing for All Income Levels

The housing stock in rural Wisconsin communities typically has a high proportion of single-family homes, with few other housing types available. While a range of housing costs can be found in single-family homes, larger communities are generally relied upon to provide a greater variety of housing types and a larger range of costs. It is a benefit to a community to have a housing stock that matches the ability of residents to afford the associated costs. This is the fundamental issue when determining housing affordability and the ability to provide a variety of housing types for various income levels.

The Department of Housing and Urban Development (HUD) defines housing affordability by comparing income levels to housing costs. According to HUD, housing is affordable when it costs no more than 30% of total household income. For renters, HUD defined housing costs include utilities paid by the tenant.

According to the U.S. Census, housing in the City of Waupaca appears to be affordable on the average. The median household income in the city in 1999 was \$31,095 per year, or \$2,591 per month. The median monthly owner cost for a mortgaged housing unit in the city was \$840, and the median monthly gross rent in the city was \$443. The term “gross rent” includes the average estimated monthly cost of utilities paid by the renter. According to the HUD definition of affordable housing, the average home owner in the City of Waupaca spends about 32% of household income on housing costs, and therefore does not have affordable housing. The average renter in the City of Waupaca spends about 17% of household income on housing costs, and therefore has affordable housing. It should be noted, however, that these simple calculations do not provide the full picture of housing affordability. In 1999, 21.3% of homeowners and 28.9% of renters in the City of Waupaca paid more than 30% of their household income on housing costs.

The City of Waupaca has addressed the issue of housing for all income levels. Refer to the following goals, objectives, policies, and recommendations for the city's approach to this issue.

- ◆ Goal H1 and related objectives
- ◆ Policies H1 and H2
- ◆ *Housing* element recommendations

## 2.6 Housing for All Age Groups and Persons with Special Needs

As the general population ages, affordability, security, accessibility, proximity to services, transportation, and medical facilities will all become increasingly important. Regardless of age, many of these issues are also important to those with disabilities or other special needs. As new residents move into the area and the population ages, other types of housing must be considered to meet all resident needs. This is particularly true in communities where a large proportion of the population includes long-time residents with a desire to remain in the area during their retirement years.

The Wisconsin Department of Administration has projected that a significant shift in Waupaca County's age structure will take place by 2030. More than 13,000 Waupaca County residents are expected to be age 65 and older by that time, growing from 13% of the 2005 estimated population to 23% of the projected 2030 population. As this shift in the age structure takes place, communities may find it necessary to further assess the availability of housing for all age groups and persons with special needs.

There are several residential and assisted living facilities within the City of Waupaca including the following:

- ◆ Angelus Retirement Center (assisted living)
- ◆ Bethany Pines (assisted living and nursing home)
- ◆ Crystal River Nursing Home
- ◆ Waupaca Elder Care Home

The City of Waupaca has addressed the issue of housing for all age groups and persons with special needs. Refer to the following goals and objectives for the city's approach to this issue.

- ◆ Goal H1 and related objectives

## 2.7 Promoting Availability of Land for Development/Redevelopment of Low-Income and Moderate-Income Housing

Promoting the availability of underdeveloped or underused land is one way to meet the needs of low- and moderate-income individuals. One way to accomplish this is to plan for an adequate supply of land that will be zoned for housing at higher densities or for multi-family housing. Another option is to adopt housing policies requiring that a proportion of units in new housing developments or lots in new subdivisions meet a standard for affordability. Two elements of comprehensive planning are important in this equation. In the Housing element, a community can set its goals, objectives, and policies for affordable housing. In the Land Use element, a community can identify potential development and redevelopment areas.

The City of Waupaca plan for preferred land use provides for limited availability of land for the development or redevelopment of low-income and moderate-income housing. The preferred land use classifications include multi-family residential (MFR) and Planned Manufactured Home Park (PMH). The Community Downtown Commercial classification (CDC) also offers some moderate-income housing in a mixed use above commercial properties.

Also refer to the following goals, objectives, policies, and recommendations for the city's approach to the issue of availability of land for the development and redevelopment of low- to moderate-income housing.

- ◆ Goal H1 and related objectives, goal H2 and related objectives
- ◆ Policies H1 and H2
- ◆ *Housing* element recommendations

## 2.8 Maintaining and Rehabilitating the Existing Housing Stock

The maintenance and rehabilitation of the existing housing stock within the community is one of the most effective ways to ensure safe and generally affordable housing without sacrificing land to new development. To manage housing stock maintenance and rehabilitation, a community can monitor characteristics including, price, aesthetics, safety, cleanliness, and overall suitability with community character. The goal of ongoing monitoring is to preserve the quality of the current housing supply with the hope of reducing the need for new development, which has far greater impacts on community resources.

The City of Waupaca has addressed the issue of housing stock maintenance and rehabilitation. Refer to the following goals and objectives for the city's approach to this issue.

- ◆ Goal H3 and related objectives

## 2.9 Population and Housing Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

### **Goal 1 Maintain an adequate housing supply that will meet the needs of current and future residents and promote a range of housing choices for anticipated income levels, age groups, and special housing needs.**

#### ***Objectives***

- 1.a. Encourage residential development that provides a balance of low-income, moderate-income, and high-income housing, and an appropriate mix of single-family, two-family, multi-family, and senior housing.
- 1.b. Promote the availability of assisted living and elder care facilities while continually monitoring the housing needs of the aging population.
- 1.c. Support opportunities for in-fill housing development in the city. In-fill development would be defined as new housing development on vacant or unused parcels of land or developments in the city.
- 1.d. Monitor the availability of state or federal programs for the development or redevelopment of low to moderate-income housing.

### **Goal 2 Provide for housing development that maintains the attractiveness and small town character of the community.**

#### ***Objectives***

- 2.a. Promote the development of housing that is consistent in quality, character, and location with the community's comprehensive plan.
- 2.b. Encourage residential subdivision development to approved sanitary sewer service growth areas.
- 2.c. Encourage the use of creative development designs that preserve community character and natural resources.

**Goal 3 Support the maintenance and rehabilitation of the community’s existing housing stock.**

**Objectives**

- 3.a. Encourage citizen education about unsafe or unsanitary housing conditions including lead paint, radon, improperly installed heating systems, faulty wiring, and broken or missing smoke detectors.
- 3.b. Encourage the preservation, maintenance, and rehabilitation of historically significant homes.
- 3.c. Enforce zoning, nuisance abatement, and building code requirements.
- 3.d. Monitor the availability of state or federal programs for housing rehabilitation.

**2.10 Population and Housing Policies and Recommendations**

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the city is concerned about. Policies and recommendations become primary tools the city can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The city’s policies are stated in the form of position statements (City Position), directives to the city (City Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the city should be prepared to complete. The completion of these actions and projects is consistent with the city’s policies, and therefore will help the city fulfill the comprehensive plan goals and objectives.

**Policies: City Directive**

- H1 Decisions regarding lot size regulations and local land use controls and fees should be made in consideration of impacts to affordable housing (Source: Strategy H2).
- H2 The applicable zoning ordinance and map shall identify an appropriate district for mobile and manufactured homes and set performance standards for mobile and manufactured homes and mobile home parks (Source: Strategy H2).

**Recommendations**

- ◆ Periodically assess the availability of developable land for residential development (Source: Strategy H2).

- ◆ Periodically review applicable ordinances and fees for their impacts on opportunities to create affordable housing (Source: Strategy H2).

## 2.11 Population and Housing Programs

For descriptions of housing programs potentially available to the community, refer to the *Population and Housing* element of the *Waupaca County Inventory and Trends Report*.

# 3

# Transportation



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## 3. Transportation

### 3.1 Transportation Plan

The land use patterns of the City of Waupaca, Waupaca County, and the surrounding region are tied together by the transportation system, including roadways, railroads, and trails. Households, businesses, farms, industries, schools, government, and many others all rely on a dependable transportation system to function and to provide linkages to areas beyond their immediate locations. The City of Waupaca's transportation network plays a major role in the efficiency, safety, and overall desirability of the area as a place to live and work. For further detail on transportation in the City of Waupaca and Waupaca County, please refer to Chapter 3 of the *Inventory and Trends Report*.

The City of Waupaca's existing transportation network includes streets and highways, rail, pedestrian and bicycle paths, and air transportation. The street and highway network provides access to locations within the city and connects the city to the surrounding region. The Canadian National Mainline runs through the north part of the city and provides freight rail service primarily to the industrial park. The Waupaca Foundry also has a rail spur. The Waupaca Municipal Airport is located on the southeast side of the city and is one of two airports in Waupaca County designed for commercial use. The airport serves corporate jets, small passenger and cargo jets, and small airplanes used in consumer air service. Bicycle and pedestrian paths are provided in many areas of the city with sidewalks and trails.

Streets and highways are the most predominant components of the transportation network in terms of their extent on the landscape, their frequency and intensity of use, and the investment of public dollars that they represent. US Highway 10 is the largest mover of vehicles (up to 16,500 vehicles per day in some locations) and allows efficient movement to the east and west of the city. State Highway 54 also goes east and west, and State Highways 22 and 49 run north and south.

Transportation concerns identified by the public during the planning process (refer to the *Issues and Opportunities* element) included increased traffic congestion in some parts of the city, the need for more walking/biking trails in the downtown and other areas, and the development of the State Highway 22/54 bypass for east side industrial development. The City of Waupaca's plan for transportation is to continue to provide a safe, efficient, and cost-effective multi-modal transportation system for the movement of people and goods. The city plans to accomplish this by ensuring that new streets provide safe and efficient connections to the existing transportation network, and by ensuring that developers pay an equitable share of the cost of constructing new streets. The city will continue to use tools that are already in place such as driveway and access controls, development agreements, and subdivision regulations.

### 3.2 Planned Transportation Improvements

The City of Waupaca has a five-year (2006-2010) road improvement plan in place and will be improving many of the primary local streets (State Street, North Street, High Street, Ballard Street, Main Street and several others) over the next five years. Each year the road improvement

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plan is updated to reflect the highest priorities, the greatest needs for repair and improvement, and the availability of funds.

Several major transportation improvements are planned or have recently been completed that will significantly impact future development in the City of Waupaca. The Waupaca Municipal Airport recently extended its east-west runway to allow for larger planes to utilize the facility. This improvement should help provide new opportunities for economic development in the city and the surrounding region. Wisconsin Department of Transportation (WisDOT) plans construction of the State Highway 22/54 bypass on the east side of the city for 2007. This bypass will provide a more efficient connection between State Highway 22/54 and US Highway 10. The River Ridge Trail was recently expanded by four miles to connect the new Waupaca High School with the city's existing trail system. This pedestrian and bicycle trail system has been incorporated into new residential, commercial, and industrial developments since the early 1990s, and will continue to be a significant amenity for the city and now for neighboring towns as well.

### 3.3 Comparison with County, State, and Regional Transportation Plans

State, regional, and county transportation plans have been reviewed for their applicability to the City of Waupaca. No regional plans include improvements that impact the city, but projects planned by Waupaca County and the state will impact the city.

As identified in the Waupaca County Five-Year Financial Management Plan, the county is planning to reclaim, shape, and pave the following highway segments:

- ◆ County Highway E (State Street) from Badger Street to Mill Street in 2007.
- ◆ County Highway K (Badger Street) from Main Street to County Highway E (State Street) in 2008.
- ◆ County Highway K (Ware Street) from Oborn Street to Tower Road in 2008.
- ◆ Reconstruct the intersection of County Highway E and County Highway K in 2007.

While these projects may temporarily disrupt traffic and make access to some locations more difficult, they are intended to maintain and improve these important transportation routes. The city has planned for a variety of developed land uses along these corridors including residential, industrial, and downtown commercial. The city's plan for future land use is generally compatible with these planned transportation improvements, as they should make the adjacent lands more attractive for potential development or redevelopment sites.

WisDOT, through its six year highway improvement program, has planned to resurface 1.78 miles of Churchill and Royalton Streets (State Highways 22 and 54) in 2009. While these projects may temporarily disrupt traffic and make access to some locations more difficult, they are intended to maintain and improve these important transportation routes. The city has planned for a variety of developed land uses including mainly commercial and industrial along these corridors, so the planned improvements are generally compatible with the city's plan for future land use.

The state has also planned to construct a State Highway 54 bypass in the general location shown on Map 4-49, however, this project has been delayed for several years due to lack of funding. When completed, this new highway will provide a more direct connection between US Highway 10 and State Highway 54 and will have many impacts on the surrounding land uses. The city has planned for a variety of land uses along this corridor including industrial, mixed residential, and airport. This new highway corridor will present opportunities for additional development, so the city's plan for future land use and the planned improvement are generally compatible. However, the city should continue to work closely with WisDOT and plan ahead for potential conflicts. Where additional future development is planned along this corridor, the city will need to consider issues of access and traffic generation. Access will be limited, so internal circulation will be necessary to support future development. Where substantial traffic may be generated, consideration should be given to traffic control features.

### 3.4 Transportation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

***Goal 1* Provide a safe, efficient, and cost-effective transportation system for the movement of people and goods (Source: County-wide Issues & Opportunities).**

***Objectives***

- 1.a. Balance competing community desires (i.e., scenic beauty, abundant wildlife, direct highway access, etc.) with the need to provide for safe roads, intersections, interchanges, rail crossings, and other transportation features.
- 1.b. Reduce high accident locations.
- 1.c. Maintain safe locations and designs for access onto local public roadways.
- 1.d. Require developers to bear an equitable share of the costs for the improvement or construction of the transportation system (road, bike paths, sidewalks, public transportation, etc.) needed to serve new development.
- 1.e. Direct new growth to existing road systems.
- 1.f. Monitor the effectiveness of existing, and enhance opportunities for new, shared service agreements for providing local road development and maintenance.
- 1.g. Improve deficient roadways.
- 1.h. Work to achieve a traffic circulation network that conforms to the planned functional classification of roadways.
- 1.i. Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.
- 1.j. Direct truck traffic to appropriate routes and plan cooperatively with affected communities.
- 1.k. Maintain adequate public parking facilities.

## **Goal 2 Support the development and use of multiple modes of transportation.**

### ***Objectives***

- 2.a. Allow for bicycling and walking to be viable, convenient, and safe transportation choices in the community.
- 2.b. Improve accommodations on pedestrian facilities for people with disabilities (i.e., curb cuts, minimizing inclines and slopes of sidewalks, ensuring sidewalk connectivity, and increasing signal times at crossings, etc.).
- 2.c. Monitor the need for transit options, particularly for senior residents.

## 3.5 Transportation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the city is concerned about. Policies and recommendations become primary tools the city can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The city’s policies are stated in the form of position statements (City Position), directives to the city (City Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the city should be prepared to complete. The completion of these actions and projects is consistent with the city’s policies, and therefore will help the city fulfill the comprehensive plan goals and objectives.

### **Policies: City Position**

- T1 Streets that provide access to multiple improved properties should be built to city standards as a condition of approval for new development (Source: Strategy T1).
- T2 Developers shall bear an equitable share of the cost of constructing new streets to city standards before they are accepted as public streets (Source: Strategy T1).
- T3 When new access points or intersections are created, intersecting access points shall generally align directly opposite each other (rather than offset from each other) to form a single intersection, and have an intersection angle of 90 degrees (Source: Strategy T3).
- T4 Street design standards that coincide with pedestrian routes (especially those used by school children, senior citizens, or physically challenged persons) shall include

intersection design features, signal phasing, and roadway width and design that enhance the safety of pedestrians and minimize conflict with motorists (Source: Strategy T3).

### **Policies: Development Review Criteria**

- T5 Development proposals shall provide the community with an analysis of the potential transportation impacts including, but not necessarily limited to, potential street damage and potential traffic impacts. The depth of analysis required by the community will be appropriate for the intensity of the proposed development (Source: Strategy T1).
- T6 The development of new or improved access shall meet city standards for:
- ◆ Minimum intersection spacing.
  - ◆ Minimum site distance (Source: Strategy T3).
- T7 Residential subdivisions and non-residential development proposals shall be designed to include:
- ◆ Safe and efficient systems of internal circulation for all vehicles and pedestrians.
  - ◆ Safe and efficient external collector streets where appropriate.
  - ◆ Safe and efficient connections to arterial roads and highways where applicable.
  - ◆ Sidewalks or trails where appropriate (Source: Strategy T3).

### **Recommendations**

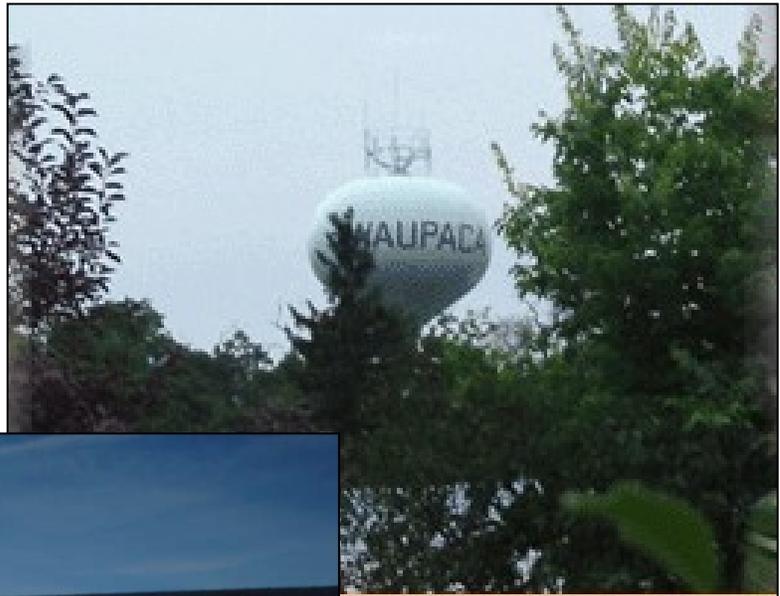
- ◆ Actively pursue available funding, especially federal and state sources, for needed transportation facilities, including funding for multimodal facilities (Source: Strategy T1).
- ◆ Utilize standard development agreements whenever public roads or other infrastructure are included in a development (Source: Strategy T1).
- ◆ Require development projects to submit an assessment of potential transportation impacts including potential road damage and traffic impacts (Source: Strategy T1).

## **3.6 Transportation Programs**

For descriptions of transportation programs potentially available to the community, refer to the *Transportation* element of the *Waupaca County Inventory and Trends Report*.

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# 4 Utilities and Community Facilities



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## 4. Utilities and Community Facilities

### 4.1 Utilities and Community Facilities Plan

Efficient provision of high quality community facilities and services impacts property values, taxes, and economic opportunities, and contributes to the quality of life in the City of Waupaca. Local features such as parks, schools, utilities, and protective services help define a community. These facilities and services require substantial investment as supported by the local tax base, user fees, and impact fees. As a result, their availability is determined both by public demand for those facilities and services, and by a community's ability to pay for them. Therefore, potential impacts on the cost and quality of utilities and community facilities need to be considered when making decisions concerning the future conservation and development of the City of Waupaca.

For further detail on existing utilities and community facilities in the City of Waupaca and Waupaca County, please refer to Chapter 4 of the *Inventory and Trends Report*. Map 4-5 displays the locations of existing community facilities and services found in the city.

Many of the issues, opportunities, and desires identified during the planning process were related to utilities and community facilities. From parking issues to recreational opportunities to library improvements, community services and facilities are highly visible and central to how the public views the future of the city. The City of Waupaca's plan for utilities and community facilities is to provide efficient and cost effective community facilities and services that meet existing and projected future needs. The city plans to accomplish this by carefully managing growth and by exploring intergovernmental solutions to the city's service and facility needs.

Like all communities, the city's primary challenge in this area is to provide the necessary level of utilities and community facilities without creating undue burden on local taxpayers. As new growth takes place, it is likely that demand for services and facilities will increase. The city plans to balance the demand and cost for services by developing efficiently. As much as possible, new growth should be located within or near existing service areas. This will help reduce the need for costly service and utility extensions. New development outside of existing service areas can also pay directly for service extensions when the economics of a proposed development make sense for the city. Tools recommended for implementing these strategies include development agreements, intergovernmental agreements, an adequate public facilities ordinance, impact fees, parkland dedications, and infrastructure investments in existing neighborhoods.

Planned community facility and service improvements are integrated with the comprehensive plan, and potential major projects are related to public buildings, technology improvements, emergency services staffing, evaluation of service consolidation options, and sewer and water infrastructure improvements. Based on the 1999 Facilities Study, public building space needs include improved space for the police department, construction of a new public works facility, and construction of a new parks maintenance facility. Technology improvements are contemplated for police department operations and records. Increased staffing may become necessary over time in the areas of police, fire, and emergency rescue. Possible consolidation of dispatch services with Waupaca County, or consolidation of fire or ambulance districts, could

lead to reduced staffing at the city level. Maintenance and improvement of the city's sewer and water infrastructure might include lift station and other system upgrades, possible installation of an ultraviolet disinfection system, possible development of a new well, and improvements to the stormwater system along Main Street.

The need for expansion and modernization of the Police Department buildings and facilities has recently been a very difficult issue for the City of Waupaca. This plan includes a recommendation to remodel the Police Department and to address space needs and technology updates. City officials have struggled to find a solution to these needs that is cost effective and that attempts to preserve the historic buildings that could be affected. Multiple alternatives have been considered by the city, and remodeling the existing facility is recommended by this plan.

1. Swan Park
2. Poehlman Park
3. Brainard's Bridge Park
4. Rasmussen Park
5. People's Park
6. Hidden Park
7. Riverview Park
8. Haberkorn Field
9. South Park
10. Riverside Park
11. Waupaca County Dog Park
12. Bowersox Park

**Map Explanation**

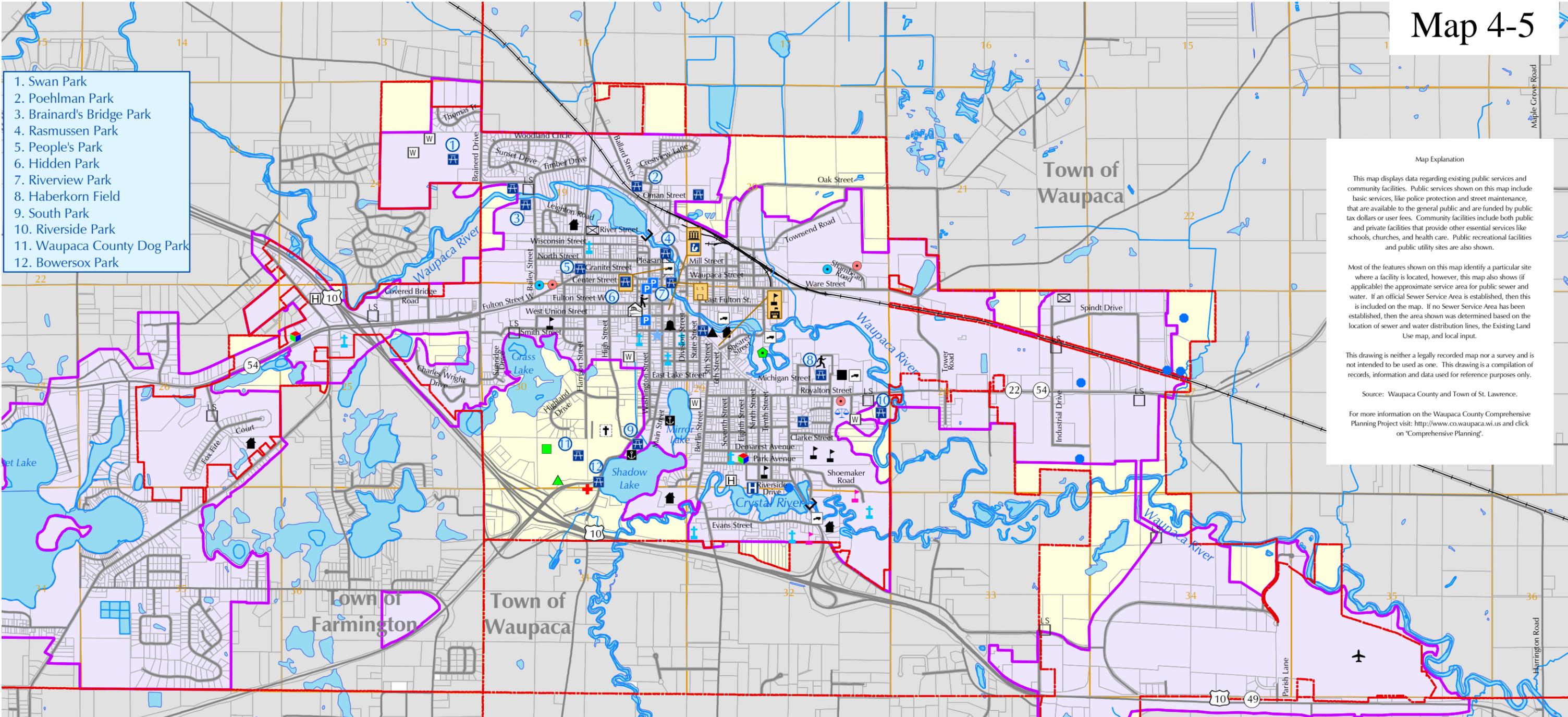
This map displays data regarding existing public services and community facilities. Public services shown on this map include basic services, like police protection and street maintenance, that are available to the general public and are funded by public tax dollars or user fees. Community facilities include both public and private facilities that provide other essential services like schools, churches, and health care. Public recreational facilities and public utility sites are also shown.

Most of the features shown on this map identify a particular site where a facility is located, however, this map also shows (if applicable) the approximate service area for public sewer and water. If an official Sewer Service Area is established, then this is included on the map. If no Sewer Service Area has been established, then the area shown was determined based on the location of sewer and water distribution lines, the Existing Land Use map, and local input.

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Waupaca County and Town of St. Lawrence.

For more information on the Waupaca County Comprehensive Planning Project visit: <http://www.co.waupaca.wi.us> and click on "Comprehensive Planning".

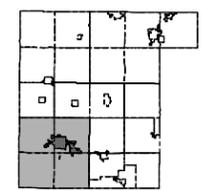


- Public Services**
- City/Village Hall
  - EMS/Ambulance
  - Fire Station
  - Garage
  - Library
  - Police
  - Courthouse and Jail

- Community Facilities**
- Airport
  - Cemetery
  - Church
  - Community Center
  - Daycare
  - Hospital
  - Health Care Clinic
  - Public Parking
  - Recycling Center
  - School Athletic Facilities
  - School - Public
  - School - Private
  - School District Office
  - Senior Center/Elder Care
  - US Post Office

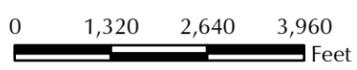
- Recreation Facilities**
- Boat Launch
  - Indoor Recreation Facility
  - Municipal Open Space
  - Park
- Utilities**
- Dam
  - Lift Station
  - Stormwater Facility
  - Substation
  - Telephone Utility
  - Tower - Communication
  - Water Tower
  - Utility Shop/Office
  - Wastewater Treatment Plant
  - Well
  - Waupaca/Chain O' Lakes Sewer Service Area

- Roads**
- Federal Road
  - State Road
  - County Road
  - Local Road
  - Railroads
- Base Features**
- Rivers and Streams
  - Lakes and Ponds
  - Cities and Villages
  - Sections
  - Parcels



## COMMUNITY FACILITIES & SERVICES

### City of Waupaca, Waupaca County



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## 4.2 Planned Utility and Community Facility Improvements

Comprehensive planning includes identifying the need for expansion, construction, or rehabilitation of utilities and community facilities. In addition to infrastructure needs, there are also service level needs that may arise in the community. For example, additional police service, need for a building inspector, or additional park and recreation services may become necessary.

The City of Waupaca has determined that the following utilities, facilities, and services will need expansion, construction, rehabilitation, or other improvement over the planning period. Projects are identified as short-term (1-5 years) and long-term (6-20 years), and if associated with a specific location in the community, are shown on Map 4-49.

### **Administrative Facilities and Services**

Refer to Section 4.2 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing administrative facilities and services in the City of Waupaca.

#### Short Term

- ◆ Remodel Police Department to address space needs and update technology.

#### Long Term

- ◆ New public works facility.

### **Police Services**

Refer to Section 4.3 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing police services in the City of Waupaca.

#### Short Term

- ◆ Review dispatching needs; look into consolidation with County Sheriff's office.
- ◆ Integrate records requests with automated on-line services, on-line reporting.

#### Long Term

- ◆ Provide double coverage, two officers on duty 24 hours a day. Add two patrol positions and one patrol sergeant.

### **Fire Protection and EMT/Rescue Services**

Refer to Section 4.3 of the *Inventory and Trends Report* for information on existing fire and emergency medical/rescue services.

#### Short Term

- ◆ Continued participation in Waupaca Area Fire District.
- ◆ Possible full-time staffing for three ambulances rather than two may be necessary to meet future needs.

### Long Term

- ◆ Possible full-time person will be needed in the future. This would be up to the discretion of the Fire District Commission.
- ◆ Possible expansion of ambulance provider facilities as well as vehicle fleet and personnel expansion.
- ◆ Possible consolidation of service areas.

### **Schools**

Refer to Section 4.4 of the *Inventory and Trends Report* for information on the schools that serve the City of Waupaca. Existing school facilities are anticipated to be adequate to meet the needs of the city over the planning period.

### **Libraries, Cemeteries, and Other Quasi-Public Facilities**

Refer to Section 4.5 of the *Inventory and Trends Report* for information on existing libraries, post offices, and private recreational facilities in Waupaca County. Refer to Section 4.5 of *Appendix UCF* of the *Inventory and Trends Report* for information on churches and cemeteries in the City of Waupaca.

### Short Term

- ◆ Refer to the *Waupaca Area Library Goal and Objectives: 2006-2010* for possible facility improvements and operational needs.

### **Parks and Recreation**

Refer to Section 4.6 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing park and recreational facilities in the City of Waupaca.

### Short Term

- ◆ Replace South Park upper shelter.
- ◆ New parks maintenance facility.

### **Solid Waste and Recycling**

Refer to Section 4.7 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing solid waste and recycling service in the City of Waupaca. Existing solid waste and recycling facilities and services are anticipated to be adequate to meet the needs of the city over the planning period.

### **Communication and Power Facilities**

Refer to Section 4.8 of the *Inventory and Trends Report* for information on the communication and power facilities that serve the City of Waupaca. Existing communication and power facilities are anticipated to be adequate to meet the needs of the city over the planning period.

## **Sanitary Sewer Service**

Refer to Section 4.9 of the *Inventory and Trends Report* for information on sanitary sewer service in Waupaca County.

### Short Term

- ◆ General collection system improvements including sanitary manhole, mains, and lift station upgrades.

### Long Term

- ◆ Possible ultraviolet disinfection system installation.

## **Private On-Site Wastewater Treatment Systems (POWTS)**

Refer to Section 4.10 of the *Inventory and Trends Report* for information on private on-site wastewater treatment systems (POWTS) in Waupaca County. No short term or long term recommendations have been identified. The existing regulation of POWTS by Waupaca County is anticipated to be adequate to meet the needs of the city over the planning period.

## **Public Water**

Refer to Section 4.11 of the *Inventory and Trends Report* for information on public water supply in Waupaca County.

### Short Term

- ◆ Groundwater aquifer study.

### Long Term

- ◆ Possible new well construction.

## **Stormwater Management**

Refer to Section 4.12 of the *Inventory and Trends Report* for information on stormwater management in the City of Waupaca.

### Short Term

- ◆ Continue operations and consideration of stormwater utility.

### Long Term

- ◆ Main Street stormwater system improvements.

## **Health Care and Child Care Facilities**

Refer to Sections 4.14 and 4.15 of the *Inventory and Trends Report* for information on health care and child care facilities in Waupaca County. No short term or long term recommendations have been identified. Existing health care and child care facilities and services are anticipated to be adequate to meet the needs of the city over the planning period.

## **Local Roads and Bridges**

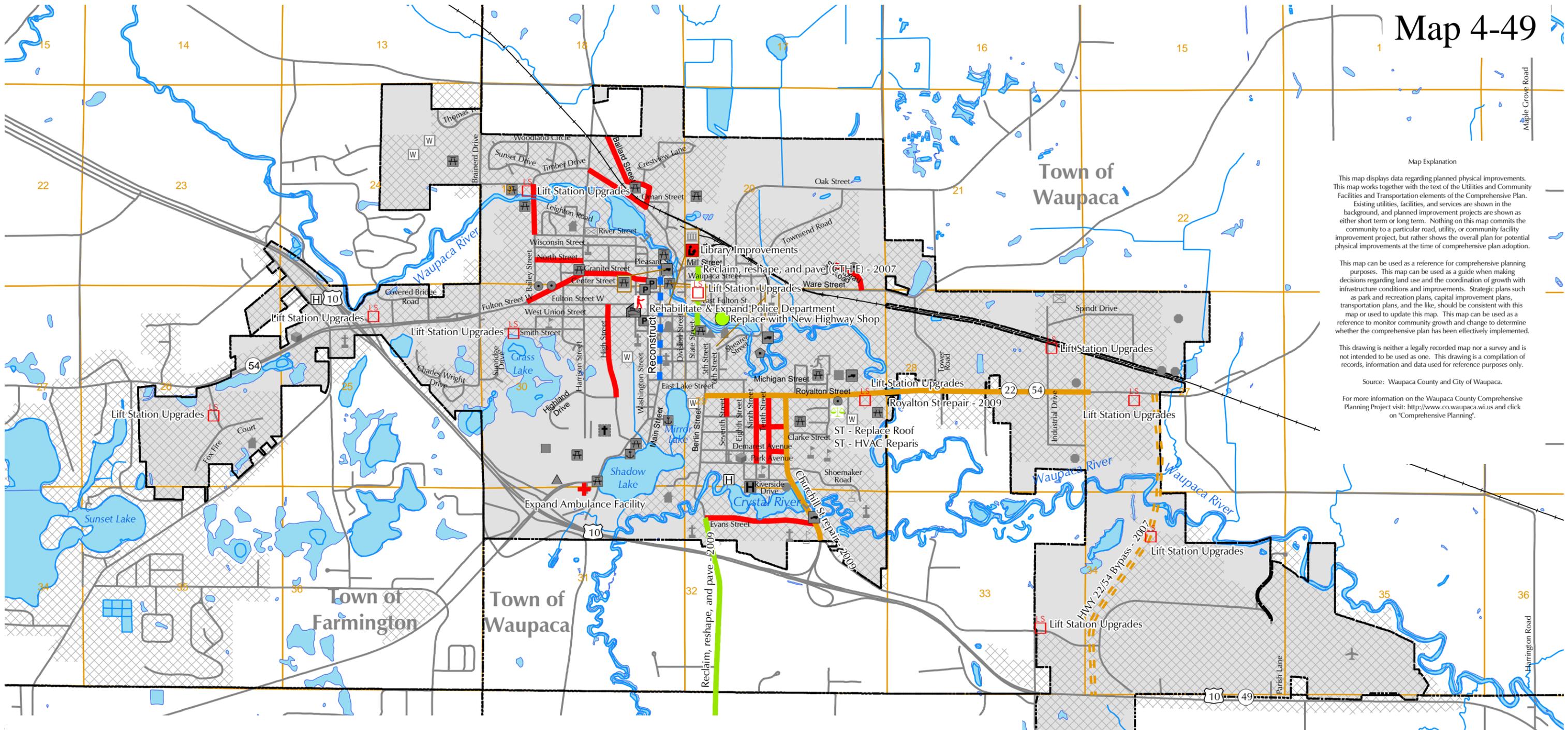
Refer to the *Transportation* element of this plan and the *Transportation* element of the *Inventory and Trends Report* for information on roads and bridges in Waupaca County.

### Short Term

- ◆ Ongoing maintenance and consideration of a transportation utility.

### Long Term

- ◆ Main Street reconstruction project.



**Map Explanation**

This map displays data regarding planned physical improvements. This map works together with the text of the Utilities and Community Facilities and Transportation elements of the Comprehensive Plan. Existing utilities, facilities, and services are shown in the background, and planned improvement projects are shown as either short term or long term. Nothing on this map commits the community to a particular road, utility, or community facility improvement project, but rather shows the overall plan for potential physical improvements at the time of comprehensive plan adoption.

This map can be used as a reference for comprehensive planning purposes. This map can be used as a guide when making decisions regarding land use and the coordination of growth with infrastructure conditions and improvements. Strategic plans such as park and recreation plans, capital improvement plans, transportation plans, and the like, should be consistent with this map or used to update this map. This map can be used as a reference to monitor community growth and change to determine whether the comprehensive plan has been effectively implemented.

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Waupaca County and City of Waupaca.

For more information on the Waupaca County Comprehensive Planning Project visit: <http://www.co.waupaca.wi.us> and click on 'Comprehensive Planning'.

- Planned Improvements**
- Local Plans**
- Short Term
- ▨ Community Facility Improvement
  - ▩ New Road
  - ▧ Reconstruct Road
  - ▬ Repair Road
- Long Term
- ▨ Community Facility Improvement
  - ▩ New Road
  - ▧ Reconstruct Road
  - ▬ Repair Road

- County Plans**
- ▩ County Facility Improvement
  - Other Transportation Project
  - ▩ New Road
  - ▧ Reconstruct Road
  - ▬ Repair Road

- State Plans**
- ▩ New Road
  - ▧ Reconstruct Road
  - ▬ Repair Road

- Roads**
- Federal Road
  - State Road
  - County Road
  - Local Road
  - Railroads

- Base Features**
- Rivers and Streams
  - ▭ Lakes and Ponds
  - Municipal Boundary
  - Sections



## PLANNED COMMUNITY FACILITIES & TRANSPORTATION IMPROVEMENTS

### City of Waupaca, Waupaca County

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### 4.3 Utilities and Community Facilities Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

**Goal 1 Provide high quality and cost-effective community facilities and services that meet existing and projected future needs.**

***Objectives***

- 1.a. Support high level, cost-effective service for solid waste, natural gas, electrical, telephone, cable, telecommunications, and other technology providers.
- 1.b. Consider the impacts of development proposals on community facilities and services, and balance the need for community growth with the cost of providing services.
- 1.c. Pursue additional cooperation between communities to avoid duplication of facilities and increase the cost effectiveness of services provided to residents.
- 1.d. Monitor the need for new, expanded, or continuation of rehabilitated services and local government facilities.
- 1.e. Increase coordination of utility and community facility planning with the location of future service areas as guided by the comprehensive plan, environmental considerations, economic development, and growth management policies.

**Goal 2 Ensure proper treatment of wastewater to protect public health, groundwater quality, and surface water quality while meeting current and future needs.**

***Objectives***

- 2.a. Plan sewer extensions and treatment facility improvements so that they can be installed incrementally as needed in a cost-effective manner.
- 2.b. Encourage the use of existing collection infrastructure and treatment capacity prior to the extension of new infrastructure or construction of new facilities.
- 2.c. Consider the use of sewer assessment policies and impact/development fees that will encourage compact development and discourage scattered development.

**Goal 3 Promote stormwater management practices in order to reduce property and public property damage and to protect water quality.**

***Objectives***

- 3.a. Maintain a community stormwater management system that addresses stormwater quality.
- 3.b. Support the preservation of natural open spaces that minimize flooding such as wetlands and floodplains.
- 3.c. Require the use of stormwater management practices to abate non-point source pollution and address water quality.

- 3.d. Implement stormwater management practices at outfall locations that discharge stormwater into wetlands, aquifers, or other environmentally sensitive areas.

**Goal 4 Ensure that the water supply for the community has sufficient capacity, is in compliance with drinking water quality standards and regulations, and is available to meet present and future needs.**

***Objectives***

- 4.a. Continue to monitor groundwater quality and potential contamination issues.
- 4.b. Ensure that water treatment facilities are properly maintained, and plan ahead for major improvements in order to reduce the financial impact on the community.
- 4.c. Provide information and comments on impacts to groundwater when reviewing proposed development in the community and in areas of extraterritorial jurisdiction.

**Goal 5 Promote effective solid waste disposal and recycling services and systems that protect the public health, natural environment, and general appearance of land uses within the community.**

***Objectives***

- 5.a. Encourage community and citizen involvement in decisions involving the type, location, and extent of disposal facilities and services.
- 5.b. Require major developments to adequately address solid waste disposal and recycling needs during the planning and design stages.
- 5.c. Increase collection opportunities for the proper recycling and disposal of unique (i.e., tires, white goods, etc.) and/or hazardous wastes.

**Goal 6 Maintain and enhance recreational opportunities in the community.**

***Objectives***

- 6.a. Recognize the need to accommodate all age groups and abilities in recreational pursuits.
- 6.b. Pursue state, federal, and private funding programs that can aid in the acquisition and development of parks, trails, and scenic and environmentally sensitive areas while taking into account related maintenance and operational costs.
- 6.c. Seek stable funding sources to provide maintenance and operation of community parks and recreational buildings and sites.
- 6.d. Identify areas where recreational opportunities could be improved.
- 6.e. Maintain existing, and seek potential improvements for public access to waterways in the community.

**Goal 7 Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and future development.**

***Objectives***

- 7.a. Cooperate in the planning and coordination of utilities with other agencies and jurisdictions in order to efficiently serve local and regional growth.

- 7.b. Seek to balance desired service levels with potential negative community impacts when reviewing the proposed design and location of telecommunication, wind energy, or other utility towers.

**Goal 8 Encourage improved access to health care facilities and child care.**

***Objectives***

- 8.a. Support requests for the development of properly located and operated child care facilities.
- 8.b. Support school districts or local community organizations in their sponsorship of child care programs and early development programs.
- 8.c. Support the development of local health care facilities.
- 8.d. Support improved transportation options to and from regional health care facilities.

**Goal 9 Provide a level of police, fire, and emergency services that meets present and future needs.**

***Objectives***

- 9.a. Encourage the maintenance of the current ISO rating of the fire department in the city.
- 9.b. Support resident education on ways to reduce the risks of fire and increase access and response time of emergency vehicles to local residences.
- 9.c. Promote the maintenance of the level of quality of emergency service equipment and facilities and address needs where appropriate.
- 9.d. Encourage beneficial and effective police, fire, and EMS cooperative service agreements.
- 9.e. Maintain a good relationship with Waupaca County and neighboring communities for utilization of additional emergency services when needed.

**Goal 10 Promote quality schools and access to educational opportunities.**

***Objectives***

- 10.a. Coordinate planning efforts with the local school district to allow them to anticipate future growth and demographic changes.
- 10.b. Maintain support for local libraries in their efforts to increase community education.

**4.4 Utilities and Community Facilities Policies and Recommendations**

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the city is concerned about. Policies and recommendations become primary tools the city can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation

strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The city’s policies are stated in the form of position statements (City Position), directives to the city (City Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the city should be prepared to complete. The completion of these actions and projects is consistent with the city’s policies, and therefore will help the city fulfill the comprehensive plan goals and objectives.

**Policies: City Position**

- UCF1 The city shall encourage compact growth and discourage scattered development (Source: Strategy LU7).
- UCF2 Maintaining the reliability of the community's existing utility infrastructure shall be a priority for capital expenditures (Source: Strategy UCF1).
- UCF3 A proportional share of the cost of improvement, extension, or construction of public facilities shall be borne by those whose land development and redevelopment actions made such improvement, extension, or construction necessary (Source: Strategy UCF1).
- UCF4 New utility systems shall be required to locate in existing rights-of-way whenever possible (Source: Strategy UCF1).

**Policies: City Directive**

- UCF5 The city should make infrastructure investments in existing developed areas to maintain property values, encourage in-fill development, and encourage rehabilitation of existing structures (Source: Strategy LU7).
- UCF6 The city shall work with the Waupaca-Chain O' Lakes Sanitary District to coordinate expansion of the district to accommodate development in the designated areas (Source: Strategy UCF3).

**Policies: Development Review Criteria**

- UCF7 New development shall include community approved stormwater management facilities (Source: Strategy T1).

- UCF8 New development shall install on-site stormwater management facilities (i.e., detention basins, swales, ponds, etc) in order to reduce the need for costly expansions of the storm sewer system (Source: Strategy UCF1, TI).
- UCF9 New residential development shall provide parkland dedications or pay parkland impact fees roughly proportional to the recreational needs directly created by that development (Source: Strategy UCF1).
- UCF10 A proposed land division in or near the sewer or water service area shall be reviewed by the city engineer to estimate the feasibility and cost of extending sewer service to the land division (Source: Strategy UCF1).
- UCF11 A proposed land division in or near the sewer or water service area shall not be approved by the community unless the sewer connection feasibility analysis has been completed and confirmation has been received from the Plan Commission and City Council (Source: Strategy UCF1).
- UCF12 Planned utilities, public facilities, and streets shall be designed to limit the potential negative impacts to small town character as defined by attractive community entrance points, safe, well-kept neighborhoods, abundant natural resources and green space, quality construction and building design, small businesses, and a vital downtown (Source: Strategy ANC3, ANC4).
- UCF13 Telecommunication, wind energy, and other utility towers shall be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties (Source: Strategy ANC3).

## **Recommendations**

- ◆ Utilize development agreements whenever public infrastructure is included in a development (Source: Strategy UCF1).
- ◆ Require development projects to submit an assessment of potential impacts to the cost of providing community facilities and services (Source: Strategy UCF1).
- ◆ Periodically conduct a public facilities needs assessment and develop an adequate public facilities ordinance (Source: Strategy UCF1).
- ◆ Consider conducting an impact fee study (Source: Strategy UCF1).
- ◆ Annually review intergovernmental agreements for their effectiveness and efficiency (Source: Strategy UCF3).
- ◆ Consider initiating a cooperative study of intergovernmental opportunities with adjoining units of government (Source: Strategy UCF3).

## 4.5 Utilities and Community Facilities Programs

For descriptions of utilities and community facilities programs potentially available to the community, refer to the *Utilities and Community Facilities* element of the *Waupaca County Inventory and Trends Report*. The City of Waupaca actively utilizes utilities and community facilities programs and has developed the following related strategic plans.

### **Existing Plans**

#### Five Year Capital Improvement Plans

These five year plans are completed to identify major projects, provide estimated costs, and allow for appropriate budgeting of funds. Capital improvement plans were completed most recently in 2004 by the Street Department, Cemetery Department, and Parks and Recreation Department. A capital improvement plan was also prepared for City Hall projects and purchasing.

#### Facilities Study, 1999

This study was conducted to assess the condition of municipal buildings and the space needs of city departments. The study includes recommendations for maintenance of existing facilities and construction of new facilities. Significant recommendations include constructing new facilities to house the Police, Public Works, and Parks and Recreation Departments and completely rehabilitating the Old Armory as a youth activity center.

#### Waupaca Chain O' Lakes Sewer Service Area Plan Update, 1999

This plan was created as an update to the 1985 Waupaca Sewer Service Area Plan and the 1985 Chain O' Lakes Sewer Service Area Plan. The plan marked the merge of the two areas into one Sewer Service Area as a regional treatment facility was constructed to serve both areas. The plan provides recommendations for guiding future growth and for the maintenance and operation of the regional wastewater treatment system.

# 5 Agricultural, Natural, and Cultural Resources



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## 5. Agricultural, Natural, and Cultural Resources

### 5.1 Agricultural, Natural, and Cultural Resources Plan

Land development patterns are directly linked to the agricultural, natural, and cultural resource base of a community. This resource base has limitations with respect to the potential impacts of development activities. Development should be carefully adjusted to coincide with the ability of the agricultural, natural, and cultural resource base to support the various forms of urban and rural development. If a balance is not maintained, the underlying resource base may deteriorate in quality. Therefore, these features need to be considered when making decisions concerning the future conservation and development of the City of Waupaca. For further detail on agricultural, natural, and cultural resources in the City of Waupaca and Waupaca County, please refer to Chapter 5 of the *Inventory and Trends Report*.

#### **Agricultural Resources**

Preserving agricultural resources is important to City of Waupaca residents according to dual public opinion surveys conducted as part of the planning process. Both surveys asked whether it is important to protect farmland from development, and 81% agreed or strongly agreed in the first survey; 75% in the second. When asked whether protecting the community's most productive farmland was important, 86% agreed. As they responded to the survey questions regarding agriculture, it is likely that city residents were considering not only the farmlands within the City of Waupaca itself, but also the farmlands in the surrounding rural areas.

The City of Waupaca's plan for agricultural resources is to support the agricultural economy of the surrounding region. The city can accomplish this by providing an attractive and unique small town environment for higher density development that has far less impact on agricultural lands than lower density rural development. Although farmlands within the city are likely to be converted to developed land uses over time, this will take some of the development pressure off of the more extensive and productive farmlands of the surrounding rural areas.

The city will also continue to encourage the growth of agriculture related businesses and services in the community's commercial and industrial areas. The City of Waupaca plays an important role in the county's \$438 million per year agriculture industry, as it is host to many agricultural support businesses and institutions. Section 5.3 and Map 5-9 of the *Inventory and Trends Report* identify the educational institutions, agricultural equipment suppliers and service providers, financial and business services, and agricultural commodity haulers and processors that are located in the City of Waupaca.

#### **Natural and Cultural Resources**

Natural and cultural resources have been, and will continue to be, top priorities in the City of Waupaca. Issues, opportunities, and desires identified during the planning process (refer to Section 1.5) spoke very clearly to the importance of natural and cultural resources. Among the

highest rated issues were natural resource concerns over green space, waterways, public open space, and pollution caused by stormwater runoff. Top cultural resource concerns were the preservation of small town character and the preservation of historic buildings. Pride in natural resources, the vitality of the historic downtown, and the attractiveness of new growth and development were among the highest rated opportunities. Every single desire statement that began with “preserve” was related to natural and cultural resources. These resources are incredibly important to the City of Waupaca.

The City of Waupaca’s plan for natural and cultural resources is to preserve as best as possible the natural and cultural features that are important to the character and economy of the city and to the quality of life of its residents. Significant natural resources in the city include the Waupaca and Crystal Rivers, Mirror and Shadow Lakes, several other small lakes and impoundments, wetlands and floodplains, its groundwater supply, rolling topography, several rock outcrops, and the city’s parklands and other green spaces. The city’s cultural resources (shown on Map 5-21 of the *Inventory and Trends Report*) include a wealth of historic and archeological sites, 19 sites that are listed on the National and State Register of Historic Places, the Lake Street and Main Street Historic Districts, its vital downtown, and its sense of small town character. The city’s cultural resources goals and objectives define small town character as including attractively designed buildings and commercial areas, attractive community entrances, small businesses, a vital downtown, minimal noise and light pollution, and community culture and events.

The city’s policies and recommendations reflect its strategies for preserving natural and cultural resources. Site planning will be utilized to ensure that new development is placed in the best possible locations. The assessment of potential impacts will be required to ensure that substantial developments like large subdivisions and conditional uses do not negatively impact groundwater, other natural resources, or small town character. Quality building and site design will be important in protecting the small town character of Waupaca. Requiring architectural design review for new commercial and industrial development will be a future consideration.

## 5.2 Agricultural, Natural, and Cultural Resources Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

### **Goal 1 Support the agricultural resources of the region.**

#### ***Objectives***

- 1.a. Provide an attractive and unique small town environment for higher density development that has far less impact on agricultural lands than lower density rural development.

- 1.b. Encourage the growth of agriculture related businesses and services in the community's commercial and industrial areas.

**Goal 2 Maintain, preserve, and enhance the community's natural resources.**

***Objectives***

- 2.a. Address the potential impacts of proposed public and private development on groundwater quality and quantity, surface water quality, stormwater runoff, green space, and woodlands.
- 2.b. Direct future development away from wetlands, floodplains, steep slopes, areas of exposed bedrock, high groundwater areas, marginal soil areas, rare or unique, and environmentally sensitive natural resources.

**Goal 3 Ensure the quality, safety, and quantity of groundwater to meet the community's present and future water supply needs.**

***Objectives***

- 3.a. Decrease sources of point and non-point source stormwater pollution.
- 3.b. Support data collection and monitoring efforts that further the understanding of factors influencing the quantity, quality, and flow patterns of groundwater.

**Goal 4 Maintain and restore the environmental integrity of surface waters including lakes, ponds, flowages, rivers, and streams.**

***Objectives***

- 4.a. Decrease sources of point source and non-point source water pollution.
- 4.b. Encourage the creation and preservation of buffers and building setbacks between intensive land uses and surface water features.
- 4.c. Develop partnerships with adjacent towns and communities, Waupaca County, lake and river organizations, and state agencies to address surface water quality degradation.
- 4.d. Explore options to improve the management of stormwater runoff.
- 4.e. Preserve the quality of the Waupaca River, Crystal River, Mirror Lake, Shadow Lake and other bodies of water within the Waupaca area

**Goal 5 Preserve natural features like woodlands, wetlands, floodplains, shorelands, and open spaces in order to maintain and enhance community green space.**

***Objectives***

- 5.a. Maintain, improve, and create additional parklands.
- 5.b. Manage growth to preserve and create additional interconnected green space corridors.
- 5.c. Encourage the preservation of trees and woodlands.

**Goal 6 Preserve a small town atmosphere including attractive community entrances, small businesses, a vital downtown, and community culture and events.**

**Objectives**

- 6.a. Address the potential impacts of development proposals on those features that the community values as a part of its character and identity.
- 6.b. Explore options for achieving improved design and appearance of non-residential buildings and sites in areas that define the character of the community.
- 6.c. Improve the appearance of the Fulton Street commercial area as well as other city entrances.
- 6.d. Address light and noise pollution when evaluating proposed non-residential development.

**Goal 7 Preserve significant historical and cultural sites, structures, and neighborhoods that contribute to community identity and character.**

**Objectives**

- 7.a. Work cooperatively with historical societies to identify, record, and protect community features with historical or archaeological significance.
- 7.b. Address the potential impacts of development proposals on historical and archeological resources.
- 7.c. Encourage efforts that promote the history, culture, and heritage of the community.

**Goal 8 Strengthen opportunities for youth in the community including youth oriented activities and facilities and additional job opportunities.**

**Objectives**

- 8.a. Seek youth involvement in the comprehensive planning process.
- 8.b. Encourage youth involvement in community decision making (i.e., Youth On Board).

### 5.3 Agricultural, Natural, and Cultural Resources Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the city is concerned about. Policies and recommendations become primary tools the city can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a

guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The city’s policies are stated in the form of position statements (City Position), directives to the city (City Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the city should be prepared to complete. The completion of these actions and projects is consistent with the city’s policies, and therefore will help the city fulfill the comprehensive plan goals and objectives.

### **Policies: City Position**

ANC1 The clean-up and reuse of brownfield sites should be pursued prior to the utilization of undeveloped land (Source: Strategy ANC3).

ANC2 Municipal wellhead protection shall be a priority when reviewing development proposals (Source: Strategy IC1).

### **Policies: Development Review Criteria**

ANC3 New development shall be located and designed in a fashion that minimizes potential negative impacts to small town character as defined by attractive community entrance points, safe, well-kept neighborhoods, abundant natural resources and green space, quality construction and building design, small businesses, and a vital downtown (Source: Strategy ANC3, ANC4).

ANC4 Development occurring within or near natural resources shall incorporate those resources into the development rather than harm or destroy them (Source: Strategy ANC3).

### **Recommendations**

- ◆ Review zoning and land division ordinances to better achieve the protection of natural resources and green space (Source: Strategy ANC1).
- ◆ Require development projects to submit an assessment of potential natural resources impacts/and multiple site development alternatives as part of the development review process (Source: Strategy ANC1).
- ◆ Utilize site planning to protect natural resources and green space (Source: Strategy ANC1).
- ◆ Periodically update local building codes and applicable land division and zoning ordinances to include stormwater management and construction site erosion control requirements as required by the WDNR (Source: Strategy ANC1).
- ◆ Support historic preservation districts.

- ◆ Participate in downtown efforts to develop a shared vision for the downtown (Source: Strategy ANC3).
- ◆ Maintain community focal points that include historic and cultural locations, such as park, school, library, historic downtown, riverfront, etc., where citizens feel safe and comfortable. The focal points should be identified as gathering locations throughout the community (Source: Strategy ANC3).
- ◆ Establish requirements for site plan approval of proposed commercial, industrial, institutional, and multi-family residential developments (Source: Strategy ANC3, ED3).
- ◆ Create a site design review ordinance that protects and enhances the visual quality of the community and establishes the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Seek public input on the establishment of these desired characteristics (Source: Strategy ANC3, ED3).
- ◆ Consider creating an overlay district in community entrance areas that triggers site planning and design review requirements for all development including buildings, parking areas, signs, etc. (Source: Strategy ANC4).

#### 5.4 Agricultural, Natural, and Cultural Resources Programs

For descriptions of agricultural, natural and cultural resources programs potentially available to the community, refer to the *Agricultural, Natural and Cultural Resources* element of the *Waupaca County Inventory and Trends Report*. The City of Waupaca actively utilizes agricultural, natural, and cultural resources programs, and the following programs are of local significance. The city has also developed the following related strategic plan.

##### **Additional Programs**

###### Tree City USA

The Tree City USA (TCUSA) award program was initiated by the National Arbor Day Foundation to recognize the effort put forth by communities that properly manage their urban forests. There are now more than 2,800 Tree Cities across the country. Wisconsin boasts 143 Tree Cities, ranking 3rd in the nation. To receive the Tree City USA award, a community must meet four standards. It must have: 1) a tree board, commission, or municipal department that has legal responsibility for the care of public trees; 2) a public tree management ordinance; 3) an annual budget of at least \$2.00 per capita for administering, managing, and implementing the community forestry program; and 4) an Arbor Day observance and proclamation. Waupaca County communities with the TCUSA designation include Clintonville, Fremont, Iola, Marion, New London, Waupaca, and Weyauwega.

###### Waupaca Historical Society

The Waupaca Historical Society was organized in 1953. In 1955 the group affiliated itself with the State of Wisconsin Historical Society and was incorporated under Wisconsin state law in October of the same year. In 2001 the historic 1914 Carnegie Library was purchased and

renamed the Holly History and Genealogy Center. It serves as the headquarters for the Waupaca Historical Society and provides the community with a lecture hall, exhibition area, and research facility. For more information on the Historical Society, visit its website at [www.waupacahistory.org](http://www.waupacahistory.org).

### Walking Tours

Walking tours can be a great educational tool as well as an excellent means of fundraising. Walking tours can provide insight into and information about a community's local history, significant people from the past, architects, and architectural styles. Important smaller groups, such as a common council, town board, or comprehensive planning team can be targeted for a special tour as a way of introducing them to the significance of the community's cultural resources and the value of preserving history. The City of Waupaca has established a walking tour of its historic districts.

### **Existing Plans**

#### Intensive Survey Report, Architectural and Historical Survey, 1999

Sponsored by the City of Waupaca Historic Preservation Commission, this is a comprehensive inventory of the city's architectural and historical resources. The inventory identified buildings, sites, structures, objects, and people significant to the history and culture of the city. The study proposed the creation of the Lake Street Historic District and includes recommendations for additional historic preservation actions.

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# 6

# Economic Development



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## 6. Economic Development

### 6.1 Economic Development Plan

Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community. Issues and opportunities in the City of Waupaca related to economic development include enhancing the community's competitiveness for attracting and retaining businesses, establishing commercial and industrial development policies, encouraging sustainable development, creating jobs, increasing wages, enhancing worker training, and improving overall quality of life. All of these issues affect residents of the City of Waupaca and are addressed directly or indirectly in the comprehensive plan.

The reason to plan for economic development is straight-forward - economic development provides income for individuals, households, farms, businesses, and units of government. It requires working together to maintain a strong economy by creating and retaining desirable jobs which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community can provide the level of services residents expect. A balanced, healthy economy is essential for community well-being. Well planned economic development expenditures are a community investment. They leverage new growth and redevelopment to improve the area. Influencing and investing in the process of economic development allows community members to determine future direction and guide appropriate types of development according to their values.

Successful plans for economic development acknowledge the importance of:

- ◆ Knowing the region's economic function in the global economy
- ◆ Creating a skilled and educated workforce
- ◆ Investing in an infrastructure for innovation
- ◆ Creating a great quality of life
- ◆ Fostering an innovative business climate
- ◆ Increased use of technology and cooperation to increase government efficiency
- ◆ Taking regional governance and collaboration seriously

The City of Waupaca's plan for economic development is to continue to evaluate growth opportunities as they are presented for their potential impacts to the economic health of the city. The community wants to maintain a positive growth of business and industry by balancing retention and expansion of existing business with entrepreneurial development and new business attraction efforts. The City of Waupaca has a strong economic base today as evidenced by the presence of three of the top 10 employers in Waupaca County: Waupaca Foundry, Inc., the County of Waupaca, and the School District of Waupaca. Commercial and industrial growth is expected to continue in the city. Of late, such development has primarily been focused on the Fulton Street commercial area and along the State Highway 54 corridor, both to the west where it intersects with US Highway 10, and to the east in the industrial park. The city hopes to attract new commercial growth to the "East Gateway" as the Highway 54 bypass is developed to provide a more efficient connection to US Highway 10.

It is anticipated that most future business development can be accommodated within the existing city limits over the planning period. However, some lands east of the Waupaca Business Park have been identified by the preferred land use plan (refer to the *Land Use* element) as desirable for eventual annexation. Depending on the site characteristics needed by a potential business development, additional lands might also become candidates for annexation in the future.

The city plans to continue to provide Tax Increment Financing (TIF) districts and industrial or business parks to achieve its goals and objectives for economic development. There are eight active TIF districts in the city (refer to Map 6-2 of the *Inventory and Trends Report*), and in the near term, the city's ability to create additional TIF districts is limited. In general, more development must take place in existing TIFs before new ones could be created. The city has established an industrial park and a business park, and both have lands available to accommodate additional development. The Waupaca Business Park, which is located adjacent to the airport, is intended to attract light industry or professional services to the area.

The City of Waupaca is concerned with the design and appearance of future commercial and industrial development. The use of design review can be used to help improve the aesthetic quality of buildings and development sites and to help maintain the small town atmosphere that Waupaca residents value. This can be achieved by developing design review procedures and standards. The city can then work with proposed developments to gain improved building architecture, landscaping, lighting, signage, and other site design features that will maintain and enhance the character of the city.

The preservation and enhancement of the downtown is another key economic development concern. It is the city's desire to maintain a viable city center that offers amenities, helps define a sense of history, culture, and identity, and that contributes to the economic health of the area. The *Cultural Resources* component of this plan more directly addresses the city's plan for the downtown.

## 6.2 Economic Characteristics Summary

This section provides detail on educational attainment and employment in the City of Waupaca. For further information on economic development in the City of Waupaca and Waupaca County, please refer to Chapter 6 of the *Inventory and Trends Report*.

### **Educational Attainment**

Table 6-1 displays the educational attainment level of Waupaca County and City of Waupaca residents who were age 25 and older in 2000. The educational attainment level of persons within a community can provide insight into household income, job availability, and the economic well being of the community. Lower educational attainment levels in a community can be a hindrance to attracting certain types of businesses, typically those that require highly specialized technical skills and upper management positions.

Table 6-1  
Educational Attainment of Persons Age 25 and Over, Waupaca County  
and City of Waupaca, 2000

| Attainment Level                            | C. Waupaca   |                  | Waupaca County |                  |
|---|--------------|------------------|----------------|------------------|
|   | Number       | Percent of Total | Number         | Percent of Total |
| Less than 9th grade                         | 177          | 4.8%             | 2,175          | 6.3%             |
| 9th grade to 12th grade, no diploma         | 342          | 9.2%             | 3,847          | 11.1%            |
| High school graduate (includes equivalency) | 1,453        | 39.1%            | 15,148         | 43.6%            |
| Some college, no degree                     | 781          | 21.0%            | 6,333          | 18.2%            |
| Associate degree                            | 146          | 3.9%             | 2,067          | 6.0%             |
| Bachelor's degree                           | 588          | 15.8%            | 3,716          | 10.7%            |
| Graduate or professional degree             | 229          | 6.2%             | 1,440          | 4.1%             |
| <b>Total Persons 25 and over</b>            | <b>3,716</b> | <b>100.0%</b>    | <b>34,726</b>  | <b>100.0%</b>    |

Source: U.S. Bureau of the Census, STF-3, 2000.

Educational attainment for the City of Waupaca as measured in 2000 was comparable to that of the county. The city had a smaller proportion of high school graduates, but also had a higher proportion of bachelor, graduate, or professional degrees when compared to the county as a whole. These data show that City of Waupaca residents are able to participate in all levels of the local and regional workforce, and that the community is relatively better equipped for positions requiring bachelor, graduate, or professional degrees.

### **Employment by Industry**

The employment by industry within an area illustrates the structure of the economy. Historically, the State of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. More recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend can be partly attributed to the aging of the population and increases in technology.

Table 6-2 displays the number and percent of employed persons by industry group in the City of Waupaca, Waupaca County, and the State of Wisconsin for 2000.

Table 6-2  
Employment by Industry, City of Waupaca, Waupaca County, and  
Wisconsin, 2000

| Industry   | C. Waupaca   |                  | Waupaca County |                  |
|--|--------------|------------------|----------------|------------------|
|  | Number       | Percent of Total | Number         | Percent of Total |
| Agriculture, forestry, fishing and hunting, and mining                                 | 41           | 1.6%             | 1,216          | 4.8%             |
| Construction   | 159          | 6.0%             | 1,686          | 6.6%             |
| Manufacturing  | 480          | 18.2%            | 7,393          | 29.1%            |
| Wholesale trade  | 44           | 1.7%             | 721            | 2.8%             |
| Retail trade   | 284          | 10.8%            | 2,624          | 10.3%            |
| Transportation and warehousing, and utilities  | 78           | 3.0%             | 942            | 3.7%             |
| Information  | 137          | 5.2%             | 900            | 3.5%             |
| Finance, insurance, real estate, and rental and leasing                                | 156          | 5.9%             | 1,092          | 4.3%             |
| Professional, scientific, management, administrative,<br>and waste management services | 111          | 4.2%             | 950            | 3.7%             |
| Educational, health and social services  | 579          | 22.0%            | 4,552          | 17.9%            |
| Arts, entertainment, recreation,<br>accommodation and food services                    | 264          | 10.0%            | 1,652          | 6.5%             |
| Other services (except public administration)  | 132          | 5.0%             | 883            | 3.5%             |
| Public administration  | 170          | 6.5%             | 759            | 3.0%             |
| <b>Total</b>   | <b>2,635</b> | <b>100.0%</b>    | <b>25,370</b>  | <b>100.0%</b>    |

Source: U.S. Bureau of the Census, STF-3, 2000.

Of the 2,635 City of Waupaca residents employed in 2000, most worked in the educational, health, and social services sector and the manufacturing sector. The breakdown of employment by industry sector in the city is similar to that of Waupaca County as a whole, but there are some noteworthy differences. The top position of educational, health, and social services (versus manufacturing for the county) and the larger share of arts, entertainment, recreation, accommodation, and food services reflect the importance of the city as a provider of employment in these sectors. As one of the larger employment centers for the county, it is anticipated that the City of Waupaca will continue to have similar employment trends as the county.

### **Employment by Occupation**

The previous section, employment by industry, described employment by the type of business or industry, or sector of commerce. What people do, or what their occupation is within those sectors provides additional insight into the local and county economy. This information is displayed in Table 6-3.

Table 6-3  
Employment by Occupation, City of Waupaca, Waupaca County, and  
Wisconsin, 2000

| Occupation  | C. Waupaca   |                  | Waupaca County |                  |
|---|--------------|------------------|----------------|------------------|
|   | Number       | Percent of Total | Number         | Percent of Total |
| Management, professional, and related occupations           | 809          | 30.7%            | 6,438          | 25.4%            |
| Service occupations   | 447          | 17.0%            | 3,710          | 14.6%            |
| Sales and office occupations                                | 566          | 21.5%            | 5,456          | 21.5%            |
| Farming, fishing, and forestry occupations                  | 25           | 0.9%             | 403            | 1.6%             |
| Construction, extraction, and maintenance occupations       | 223          | 8.5%             | 2,592          | 10.2%            |
| Production, transportation, and material moving occupations | 565          | 21.4%            | 6,771          | 26.7%            |
| <b>Total</b>  | <b>2,635</b> | <b>100.0%</b>    | <b>25,370</b>  | <b>100.0%</b>    |

Source: U.S. Bureau of the Census, STF-3, 2000.

Overall, employment by occupation in the City of Waupaca is similar to that of Waupaca County. The comparatively larger proportion of management, professional, and related occupations, service occupations, and sales and office occupations is logical given the differences in educational attainment and employment by industry sector. Conversely, the city has a smaller proportion of production, transportation, and material moving occupations when compared to the county.

### 6.3 Strengths and Weaknesses Analysis

A determination of the strengths and weaknesses of the City of Waupaca and its economy provide some initial direction for future economic development planning. Strengths should be promoted, and new development that fits well with these features should be encouraged. Weaknesses should be improved upon or further analyzed, and new development that would exacerbate weaknesses should be discouraged. The economic strengths and weaknesses of the city are as follows:

#### Strengths

- ◆ Natural Resources
- ◆ Park System
- ◆ Elementary and Secondary Schools
- ◆ Industrial Parks
- ◆ U.S., State, County and Local Road Networks
- ◆ Central Wisconsin Railroad
- ◆ Regional and Local Airport
- ◆ Fox Valley Technical College Campuses
- ◆ Fox Valley Workforce Development

- ◆ Chambers of Commerce
- ◆ Skilled and Experienced Workforce
- ◆ Sewer and Water Infrastructure
- ◆ Electric and Gas Infrastructure
- ◆ Communications Infrastructure
- ◆ Waupaca County Economic Development Corp.
- ◆ Small Business Development Centers
- ◆ Wisconsin Department of Commerce Programs
- ◆ Wisconsin Department of Transportation Programs
- ◆ Regional and Local Financial Institutions
- ◆ County and Local Governments
- ◆ Revolving Loan Funds
- ◆ Tax Incremental Finance Districts
- ◆ Manufacturing Industry
- ◆ Tourism Industry
- ◆ Dairy Industry
- ◆ Demonstrated ability to collaborate with other governmental units
- ◆ Health care community
- ◆ Local Hospital
- ◆ County Seat
- ◆ Land costs/rental rates very reasonable
- ◆ Capital/Financial network for Entrepreneurs

## **Weaknesses**

- ◆ Lack of Population Diversity
- ◆ Lack of Business and Work Force Diversity
- ◆ Perception of Tax Climate
- ◆ Lack of Available Employment Opportunities for College Graduates
- ◆ Small Percentage of Workforce with Bachelors or Graduate Degrees
- ◆ Corporate Headquarters Located Outside County/Region for Several Major Employers
- ◆ Aging Workforce
- ◆ Dispatching of emergency services
- ◆ Not utilizing collaborative governmental efforts as much as possible
- ◆ Library system (sharing of fees unequal but membership benefits are equal)

## 6.4 Desired Business and Industry

Similar to most communities in Waupaca County, the City of Waupaca would welcome most economic opportunities that do not sacrifice community character or require a disproportionate level of community services per taxes gained. The categories or particular types of new businesses and industries that are desired by the community are generally described in the goals, objectives, and policies, and more specifically with the following. Desired types of business and industry in the City of Waupaca include, but are not necessarily limited to:

- ◆ Business and light industry that retain the small town character of the community.

- ◆ Business and light industry that utilize high quality and attractive building and landscape design.
- ◆ Business and light industry that utilize well planned site design and traffic circulation.
- ◆ Business and light industry that revitalize and redevelops blighted areas of the community.
- ◆ Businesses that provide essential services that are otherwise not available within the community, such as retail stores, personal services, and professional services.
- ◆ Business and light industry that provide quality employment for local citizens.
- ◆ Business and light industry that support existing employers with value adding services or processes.
- ◆ Business and light industry that bring new cash flow into the community.
- ◆ Businesses that enhance existing and planned retail shopping areas.
- ◆ Business and light industry that capitalize on community strengths.
- ◆ Business and light industry that do not exacerbate community weaknesses.

## 6.5 Sites for Business and Industrial Development

Sites for business and industrial development are detailed on the preferred land use map (Map 8-43) for the City of Waupaca. There are several preferred land use classifications that allow for commercial and industrial use. These classifications are Community/Downtown Commercial (CDC), Planned Commercial (PC), and Planned Industrial (PI). Industrial Expansion (IE) has also been planned for areas currently outside the city limits that might become candidates for annexation in the future. There is room for growth and redevelopment in the existing industrial parks and existing commercial areas of the city. New areas for commercial and industrial development will become available as construction of the State Highway 54 bypass is completed.

### **Environmentally Contaminated Sites**

Brownfields, or environmentally contaminated sites, may also be good candidates for clean-up and reuse for business or industrial development. The WDNR's Bureau of Remediation and Redevelopment Tracking System (BRRTS) has been reviewed for contaminated sites that may be candidates for redevelopment in the community. For the City of Waupaca, as of March 2007, there were a total of 15 sites identified by BRRTS as being located within the city and as being open or conditionally closed (indicating that further remediation may be necessary). Five sites are identified as Environmental Repair (ERP) sites, three are Leaking Underground Storage Tank (LUST) sites, and the remaining seven are identified as spill locations. The status of these sites should be further reviewed by the city for potential reuse or redevelopment.

## 6.6 Economic Development Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

**Goal 1 Support the organizational growth of economic development programs in the community and region.**

***Objectives***

- 1.a. Increase cooperation between communities regarding comprehensive planning and economic development issues.
- 1.b. Promote dialogue and continue to strengthen relationships between city government and local businesses.
- 1.c. Support the efforts of the Waupaca County Economic Development Corporation, Waupaca Industrial Development Corp. (WIDC), and local Chamber of Commerce.

**Goal 2 Maintain and improve the utility, communication, and transportation infrastructure systems that promote economic development.**

***Objectives***

- 2.a. Enhance a vital downtown and outlying commercial and retail districts and provide adequate pedestrian areas and aesthetic features which encourage consumer activity and enhance community character.
- 2.b. Support the development of regional facilities, cultural amenities, and services that will strengthen the long-term attractiveness of the community, Waupaca County, and the region.
- 2.c. Respond to the infrastructure needs of established businesses in order to meet their expansion and facility needs when they are consistent with the community's comprehensive plan.

**Goal 3 Promote the retention and expansion of existing businesses.**

***Objectives***

- 3.a. Promote business retention, expansion, and recruitment efforts that are consistent with the community's comprehensive plan.
- 3.b. Monitor opportunities to support existing businesses by establishing cooperative public-private efforts.

**Goal 4 Promote entrepreneurial development and new business attraction efforts.**

***Objectives***

- 4.a. Support the pursuit of local, state, and federal funding and assistance that will help entrepreneurs start new businesses.
- 4.b. Distinguish and promote features unique to the community in order to create a unique identity within the County.
- 4.c. Consider the potential impacts of proposed business development on the city and its existing economic base.

**Goal 5 Maintain a quality workforce to strengthen existing businesses and maintain a high standard of living.**

**Objectives**

- 5.a. Support local employment of area citizens.
- 5.b. Encourage area technical colleges, universities, and workforce development agencies in their efforts.

**Goal 6 Support opportunities to increase and diversify the community's tax base.**

**Objectives**

- 6.a. Consider the benefits of community growth in relation to the cost of providing public services.
- 6.b. Ensure that there are available commercial and industrial lands to accommodate desired economic growth in the community.
- 6.c. Support business development that will add to the long-term economic stability of the community.

**6.7 Economic Development Policies and Recommendations**

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the city is concerned about. Policies and recommendations become primary tools the city can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The city’s policies are stated in the form of position statements (City Position), directives to the city (City Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the city should be prepared to complete. The completion of these actions and projects is consistent with the city’s policies, and therefore will help the city fulfill the comprehensive plan goals and objectives.

**Policies: City Position**

ED1 The city shall support new business development efforts that are consistent with the comprehensive plan (Source: Strategy ED1).

ED2 The city shall encourage industries that provide educational and training programs, require skilled workers, and provide higher paying jobs (Source: Strategy ED1).

### **Policies: City Directive**

- ED3 The city shall work with the Waupaca County Economic Development Corporation as a resource to achieve its economic development goals and objectives (Source: Strategy ED1).
- ED4 The city shall encourage economic development efforts through public-private partnerships (Source: Strategy ED1).
- ED5 The city shall participate in the local Chamber of Commerce (Source: Strategy ED1).
- ED6 The city shall maintain prime commercial and industrial lands adequate to encourage the desired types and amounts of such development (Source: Strategy ED1).

### **Policies: Development Review Criteria**

- ED7 New development and redevelopment projects shall be required to utilize high quality building and site design (Source: Strategy ANC3, ANC4, ED3).
- ED8 New commercial and industrial development shall employ site and building designs that include:
- ♦ Attractive signage and building architecture
  - ♦ Shared highway access points
  - ♦ Screened parking and loading areas
  - ♦ Screened mechanicals
  - ♦ Landscaping
  - ♦ Lighting that does not spill over to adjacent properties
  - ♦ Efficient traffic and pedestrian flow (Source: Strategy ED3).

### **Recommendations**

- ♦ Require substantial development projects to submit an assessment of potential impacts to economic health and markets as part of the development review process. The assessment includes, as applicable, interactions with the existing local and regional economy, community service impacts, job creation, job retention, and worker income (Source: Strategy ED1).
- ♦ Encourage local businesses and industry to determine the types of training programs needed in the high school and technical school to provide a skilled work force (Source: Strategy ED1).
- ♦ The development of economic area plans will be pursued within the planning period. For example, business park plans, TIF district plans, highway commercial corridor plans, etc. (Source: Strategy ED1).

- ◆ Identify lands on the zoning map and the preferred land use map of the comprehensive plan adequate to attract new business and job growth (Source: Strategy ED1).
- ◆ Periodically review downtown parking needs.

## 6.8 Economic Development Programs

For descriptions of economic development programs potentially available to the community, refer to the *Economic Development* element of the *Waupaca County Inventory and Trends Report*. The City of Waupaca actively utilizes economic development programs, and the following program is of local significance.

### **Additional Programs**

#### Tax Increment Financing

Tax Incremental Financing (TIF) is a means of financing costs incurred by units of government to promote development within a defined area or “district”. The unit of government establishes boundaries for the TIF district, and the taxes on the increased property value within that district are used to pay the costs incurred to make the development possible.

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# 7

## Intergovernmental Cooperation



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# 7. Intergovernmental Cooperation

## 7.1 Intergovernmental Cooperation Plan

From cooperative road maintenance, to fire protection service districts, to shared government buildings, Waupaca County and its communities have a long history of intergovernmental cooperation. As social, economic, and geographic pressures affect change in the City of Waupaca, the community will increasingly look to cooperative strategies for creative and cost-effective solutions to the problems of providing public services and facilities.

Intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements to share resources such as equipment, buildings, staff, and revenue. Intergovernmental cooperation can even involve consolidating services, consolidating jurisdictions, modifying community boundaries, or transferring territory. For further detail on intergovernmental cooperation in the City of Waupaca and Waupaca County, please refer to Chapter 7 of the *Inventory and Trends Report*.

The City of Waupaca's plan for intergovernmental cooperation is to continue to maintain positive and mutually beneficial relationships with the Town of Farmington, Town of Lind, Town of Waupaca, and with Waupaca County. Intergovernmental cooperation efforts will center around the efficient delivery of community services and the management of development along the city's boundaries. The city is very active in intergovernmental cooperation. It has participated in cooperative planning efforts with the surrounding towns and currently has intergovernmental agreements for a variety of municipal services. Section 7.2 provides an inventory of the city's existing intergovernmental agreements.

The City of Waupaca plans to improve the cooperative management and regulation of growth and development along the city's boundaries. Wellhead protection is a priority in these areas, as portions of the municipal well recharge areas extend into the neighboring towns. Another key concern is the visual impact of new development on community entrance points and other key extraterritorial areas. In order to achieve this, the city will continue to utilize its extraterritorial land division review authority, but might also consider developing cooperative agreements, or establishing cooperative site plan and architectural design review process to jointly review and regulate development with the neighboring towns. Expansion of the existing municipal boundary through annexation or by intergovernmental agreement may be a future consideration over the long term. Future cooperative planning efforts might include an update to the Sewer Service Area plan and development of a wellhead protection plan.

## 7.2 Inventory of Existing Intergovernmental Agreements

The following recorded intergovernmental agreements apply to the City of Waupaca.

- ◆ Agreement between the City of Waupaca and Waupaca Area Ambulance Service, 1990  
This agreement documents the City of Waupaca's participation in the Waupaca Area Ambulance service. The agreement establishes minimum insurance and other related requirements of the ambulance service provider and sets the rate for services to be paid by the city.
- ◆ Waupaca Area Fire District Agreement, 1990  
This agreement documents the creation of, and the City of Waupaca's participation in, the Waupaca Area Fire District. Participating communities include the Towns of Dayton, Farmington, Lind, and Waupaca. It establishes a fire district commission and sets forth its operating procedures. The agreement proportionately divides the responsibility for providing the fire district's budgeted costs among the participating communities (based on the assessed value of property).
- ◆ Agreement between the City of Waupaca and the Towns of Dayton, Farmington, and Waupaca – Youth Recreation Funding from Townships, 2002  
This agreement establishes a funding formula for providing youth recreation programs which are utilized by residents of each community. The funding formula is based on population. Each community has representation on the city's Park and Recreation Board.
- ◆ Agreement between the City of Waupaca and the Towns of Farmington, Dayton, Waupaca, Belmont, Stockton, Amherst, and Buena Vista and the Villages of Nelsonville and Ogdensburg Regarding Dog Pound, 2003  
The City of Waupaca contracts with a private kennel to provide dog pound services. This agreement extends those services to several neighboring communities in Waupaca and Portage Counties. It establishes a shared funding formula based on population of the participating communities.
- ◆ Law Enforcement Mutual Aid Agreement between City and County of Waupaca  
Agreement provides for mutual aid between the City of Waupaca and the Waupaca County Sheriff's Department as well as mutual aid with other cities and villages. There are a total of nine entities in the agreement.
- ◆ Chain O' Lakes Sanitary District, Veterans Home, and City of Waupaca Sanitary Sewer Agreement, 1996  
Sanitary waste is accepted by the Chain O' Lakes Sanitary District from the Veterans Home which is then treated by the City of Waupaca. The City of Waupaca bills the sanitary district for treatment of waste based on volume and strength of waste.
- ◆ Sister City Agreement with Mitoyo, Japan and Hockheim, Germany  
The City of Waupaca has hosted the two sister cities and representatives from Waupaca have visited both cities.

- ◆ Waupaca Regional Recycling Composting Center (WRRCC) Agreement between City of Waupaca and Towns of Lind, Farmington, Waupaca, and Dayton  
Agreement is for a jointly run drop-off site for recycling and municipal waste. Land for the center is leased from the City of Waupaca. Residents can drop off recycling at the center for free and are charged by the bag for garbage.
- ◆ Wellhead Protection Commission  
Commission includes representatives from the City of Waupaca and the Towns of Lind, Farmington, Waupaca, and Dayton. The Commission began approximately 15 years ago. The Commission meets as needed and provides consultation in regard to wellhead protection with a focus on protection of water quality.
- ◆ City of Waupaca/Waupaca County Sheriff’s Department Dispatch Service Agreement  
The City of Waupaca maintains its own dispatch service, but will transfer dispatch to the County Sheriff’s Department from 11 p.m. to 7 a.m. for a six month trial.
- ◆ City/County Property Tax Collection Agreement  
Waupaca County will be taking over property tax collection for the city for both the July and December payments.

The following services and facilities provided in the City of Waupaca also utilize intergovernmental arrangements:

- ◆ Emergency Preparedness Aid Agreement between City and County of Waupaca.
- ◆ OWLS Library Service Agreement.
- ◆ County Dog Park.
- ◆ City Public Works and Waupaca County Highway Department Resource Sharing (share salt, fuel, striping, bridge inspection, brushing, and snow removal).
- ◆ Waupaca County Economic Development Corporation Agreement.
- ◆ Wireless Internet Service Agreement with City of Weyauwega.

### 7.3 Analysis of the Relationship with School Districts and Adjacent Local Governmental Units

#### **School Districts**

The City of Waupaca is located within the Waupaca School District. Waupaca County and its communities maintain cooperative relationships with their school districts. Partnership between the county, municipalities, and schools is evidenced in the Waupaca County Charter School. Several school districts coordinate together in partnership with the Waupaca County Health and Human Services Department to provide this facility. Partnership between communities and schools is seen in the use of school athletic facilities that are open for use by community members. School districts have played a key role in the comprehensive planning project by allowing the use of their facilities. The county’s high schools contained some of the only public spaces large enough to host the regional cluster meetings.

## Adjacent Local Governments

The City of Waupaca actively participates in intergovernmental coordination with adjacent local governments. Existing intergovernmental agreements are extensive and cover many surrounding communities including Waupaca County, the Towns of Farmington, Waupaca, Lind, Dayton, Belmont, Amherst, Stockton, and Buena Vista, the Villages of Ogdensburg and Nelsonville, and the City of Weyauwega. Opportunities for additional cooperative efforts will likely stem from the multi-jurisdictional comprehensive planning process. The city has generally had good relationships with its neighboring communities and will seek to improve upon them in the area of cooperative land use management and regulation. Should the need to expand the municipal limits arise over the long term, it is the city's desire to do this in a cooperative manner with the affected town.

During the planning process, the City of Waupaca met with the Towns of Waupaca and Farmington to discuss their respective preferred land use maps and to attempt to achieve compatibility along community borders. In the Town of Waupaca, the city anticipates the potential for future annexation due to growth of the industrial parks on the southeast side. In that same general area, the city has planned for extraterritorial single-family residential development in the future. The city already has utilities near these areas and sees these locations as opportunities for efficient growth by extending utilities at a reasonable cost. Both communities expressed the desire to work together when the anticipated growth occurs.

The discussion with the Town of Farmington was primarily focused on the State Highways 54 and 22 corridors that serve as a gateway for the city and an economic base for the town. The city stated that they were not eager to annex any land but wanted the town to control growth in these areas and work to improve design standards for any new development.

### 7.4 Intergovernmental Opportunities, Conflicts, and Resolutions

Intergovernmental cooperation opportunities and potential conflicts were addressed as part of the comprehensive plan development process. The entire structure of the multi-jurisdictional planning process was established to support improved communication between communities and increased levels of intergovernmental coordination. Communities met together in regional clusters to develop their comprehensive plans in a process described in Chapter 1 of the *Inventory and Trends Report*.

The intent of identifying the intergovernmental opportunities and conflicts shown below is to stimulate creative thinking and problem solving over the long term. Not all of the opportunities shown are ready for immediate action, and not all of the conflicts shown are of immediate concern. Rather, these opportunities and conflicts may further develop over the course of the next 20 to 25 years, and this section is intended to provide community guidance at such time. The recommendation statements found in each element of this plan specify the projects and tasks that have been identified by the community as high priorities for action.

## Opportunities

| Opportunity   | Potential Cooperating Units of Government  |
|---|--|
| ♦ Develop plan implementation ordinances and other tools simultaneously   | Waupaca County<br>Town of Farmington<br>Town of Dayton<br>Town of Lind<br>Town of Waupaca          |
| ♦ Utilize a coordinated process to update and amend the comprehensive plan  | Waupaca County<br>Town of Farmington<br>Town of Dayton<br>Town of Lind<br>Town of Waupaca          |
| ♦ Improve the management of lands in planned extraterritorial growth areas through annexation, extraterritorial authority, or boundary agreements | Town of Farmington<br>Town of Dayton<br>Town of Lind<br>Town of Waupaca                            |
| ♦ Analyze revenue collected for services utilized by other communities and attempt to achieve equity between services utilized and fees paid      | Town of Farmington<br>Town of Dayton<br>Town of Lind<br>Town of Waupaca                            |
| ♦ Improve the attractiveness of community entrance points   | Waupaca County<br>Town of Farmington<br>Town of Dayton<br>Town of Lind<br>Town of Waupaca          |
| ♦ Work with the school district to anticipate future growth, facility, and busing needs   | Waupaca School District  |
| ♦ Share the use of school district recreational and athletic facilities   | Waupaca School District<br>Town of Farmington<br>Town of Dayton<br>Town of Lind<br>Town of Waupaca |
| ♦ Share excess space at the city hall   | Town of Farmington<br>Town of Dayton<br>Town of Lind<br>Town of Waupaca                            |
| ♦ Share excess space at the city garage   | Town of Farmington<br>Town of Dayton<br>Town of Lind<br>Town of Waupaca                            |
| ♦ Share the need for additional space at the library  | Town of Farmington<br>Town of Dayton<br>Town of Lind<br>Town of Waupaca                            |

| Opportunity  | Potential Cooperating Units of Government                               |
|--|---|
| ♦ Share excess capacity of the wastewater treatment system   | Town of Farmington<br>Town of Dayton<br>Town of Lind<br>Town of Waupaca |
| ♦ Share excess capacity of the municipal water system  | Town of Farmington<br>Town of Dayton<br>Town of Lind<br>Town of Waupaca |
| ♦ Share community staff  | Town of Farmington<br>Town of Dayton<br>Town of Lind<br>Town of Waupaca |
| ♦ Share office equipment   | Town of Farmington<br>Town of Dayton<br>Town of Lind<br>Town of Waupaca |
| ♦ Share construction and maintenance equipment   | Town of Farmington<br>Town of Dayton<br>Town of Lind<br>Town of Waupaca |
| ♦ Coordinate shared services or contracting for services such as police protection, solid waste and recycling, recreation programs, etc. | Town of Farmington<br>Town of Dayton<br>Town of Lind<br>Town of Waupaca |

### Potential Conflicts and Resolutions

| Potential Conflict   | Process to Resolve   |
|--|--|
| ♦ Siting of large livestock farms near incorporated areas      | Towns to consider establishing an Agriculture/Urban Interface area that prevents new farms over 500 animal units from locating within ½ mile of incorporated areas<br><br>Waupaca County to administer ACTP51 performance standards for livestock operations over 500 animal units |
| ♦ Annexation conflicts between the city and the adjacent towns | Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings<br><br>Continued meetings of the Core Planning Committee with representation from every Waupaca County community  |
| ♦ Residential development at rural                             | Distribution of plans and plan amendments to   |

| Potential Conflict   | Process to Resolve   |
|--|--|
| densities in areas planned for the expansion of city utilities   | <p>adjacent and overlapping governments</p> <p>Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings</p> <p>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</p> <p>Use of extraterritorial land division review</p>   |
| ♦ Low quality commercial or industrial building and site design along highway corridors or community entrance areas                    | <p>Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings</p> <p>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</p> <p>Cooperative design review ordinance development and administration</p>   |
| ♦ Development or land use that threatens groundwater quality in municipal well recharge areas  | <p>Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings</p> <p>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</p> <p>Cooperative planning and implementation of wellhead protection areas</p>   |
| ♦ Construction of buildings or other improvements in areas planned for future parks, street extensions, or other public infrastructure | <p>Distribution of plans and plan amendments to adjacent and overlapping governments</p> <p>Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings</p> <p>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</p> <p>Cooperative planning and implementation of official mapping</p> |
| ♦ Concern over poor communication  | <p>Distribution of plans and plan amendments to</p>  |

| Potential Conflict  | Process to Resolve   |
|---|--|
| between the city and the sanitary district  | adjacent and overlapping governments   |
| ♦ Concern over poor communication between the city and the school district  | Distribution of plans and plan amendments to adjacent and overlapping governments  |
| ♦ Concern over too much intervention by Waupaca County and state relative to local control of land use issues.  | <p>Adopt a local comprehensive plan</p> <p>Take responsibility to develop, update, and administer local land use ordinances and programs</p> <p>Maintain communication with Waupaca County on land use issues</p> <p>Provide ample opportunities for public involvement during land use planning and ordinance development efforts</p> |
| ♦ Increasing cost of providing services and amenities such as parks, recreation programs, libraries, museums, etc., that benefit the surrounding region | <p>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</p> <p>Cooperative planning for revenue sharing, shared service agreements, impact fees, level of service standards, etc.</p>   |

## 7.5 Intergovernmental Cooperation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

### **Goal 1 Foster the growth of mutually beneficial intergovernmental relations with other units of government.**

#### ***Objectives***

- 1.a. Continue communicating and meeting with other local governmental units to encourage discussion and action on shared issues and opportunities.
- 1.b. Work cooperatively with surrounding communities in the comprehensive plan development, adoption, and amendment processes to encourage an orderly, efficient development pattern that preserves valued community features and minimizes conflicts between land uses along community boundaries.
- 1.c. Pursue opportunities for cooperative agreements with neighboring towns annexation, expansion of public facilities, sharing of public services, and density management.

**Goal 2 Seek opportunities to reduce the cost and enhance the provision of coordinated public services and facilities with other units of government.**

**Objectives**

- 2.a. Continue the use of joint purchasing and shared service arrangements with county and local governments to lower the unit cost of materials and supplies for such things as office supplies, road salt, fuel, roadwork supplies, and machinery.
- 2.b. Seek mutually beneficial opportunities for joint equipment and facility ownership with neighboring communities.
- 2.c. Monitor opportunities to improve the delivery of community services by cooperating with other units of government.

**7.6 Intergovernmental Cooperation Policies and Recommendations**

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the city is concerned about. Policies and recommendations become primary tools the city can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The city’s policies are stated in the form of position statements (City Position), directives to the city (City Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the city should be prepared to complete. The completion of these actions and projects is consistent with the city’s policies, and therefore will help the city fulfill the comprehensive plan goals and objectives.

**Policies: City Position**

IC1 The city shall extend public utilities only to areas inside the city limits or to areas outside the city limits that are subject to the terms of an intergovernmental agreement (Source: Strategy IC1).

**Policies: City Directive**

IC2 The city shall record all intergovernmental agreements in writing, including joint road maintenance agreements (Source: Basic Policies).

- IC3 Unless the terms of an intergovernmental agreement dictate otherwise, the city shall utilize its extraterritorial jurisdiction in planned growth areas in order to preserve the character of community entrance points, highway corridors, and boundary areas, and to preserve a pattern of development that is conducive to the extension of city utilities and services (Source: Strategy ANC3, ANC4, UCF3).
- IC4 The city shall work cooperatively with neighboring towns to address land use, building and site design, and development density in areas along the city boundary, along highway corridors, and at community entrance points (Source: Strategy ANC3, IC1, ANC4).
- IC5 A joint planning area shall be developed with neighboring communities in areas where there is common interest, potential for conflicts, or where regulatory authority overlaps (Source: Strategy UCF3, IC1).
- IC6 Transportation issues that affect the city and neighboring communities shall be jointly discussed and evaluated with that community and with the Waupaca County Highway Department and the Wisconsin Department of Transportation (Source: Strategy UCF3, T1).
- IC7 Educational efforts regarding planning, land use regulation, implementation, or resource management shall be discussed as a joint effort with neighboring communities (Source: Strategy UCF3).
- IC8 The city shall participate in efforts to inventory and assess existing and future needs for public facilities and services as part of an overall program to increase cost-effectiveness and efficiency through consolidation and other cooperative opportunities (Source: Strategy UCF3).
- IC9 Before the purchase of new city facilities or equipment or the reinstatement of service agreements, the city shall pursue options for trading, renting, sharing or contracting such items from neighboring jurisdictions (Source: Strategy UCF3).
- IC10 Opportunities for contracting out existing staff availability shall be pursued (Source: Strategy UCF3).
- IC11 City facilities that have available capacity shall be considered for joint use with neighboring communities or community organizations (Source: Strategy UCF3).
- IC12 The city shall consider intergovernmental and other cooperative options before establishing, reinstating, expanding or rehabilitating community facilities, utilities, or services (Source: Strategy UCF3).
- IC13 The city shall support the consolidation or shared provision of community services where the desired level of service can be maintained, where the public supports such action, and where sustainable cost savings can be realized (Source: Strategy UCF3).

IC14 Development proposals in planned expansion or extraterritorial growth areas shall be reviewed cooperatively with the neighboring towns (Source: Strategy UCF3, IC1).

### **Policies: Development Review Criteria**

IC15 New residential lots proposed in planned expansion or extraterritorial growth areas that are more than twice the city's minimum residential lot size shall be designed and dimensioned in a fashion that allows the lot to be further divided into smaller parcels that meet the intent of the city zoning ordinance (Source: Strategy UCF3).

### **Recommendations**

- ◆ Continue to exercise extraterritorial land division review authority.
- ◆ Develop or update the Sewer Service Area Plan based on the results of the comprehensive planning effort (Source: Strategy IC1).
- ◆ Develop or update the Wellhead Protection Plan based on the results of the comprehensive planning process (Source: Strategy IC1).
- ◆ Consider a cooperative boundary agreement with surrounding communities (Source: Strategy IC1).
- ◆ Support the establishment and maintenance of a cooperative site plan and architectural design review ordinance and committee with the surrounding towns to jointly review and regulate development in community entrance and other key extraterritorial areas (Source: Strategy IC1).

## 7.7 Intergovernmental Cooperation Programs

For descriptions of intergovernmental cooperation programs potentially available to the community, refer to the *Intergovernmental Cooperation* element of the *Waupaca County Inventory and Trends Report*.

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# 8

## Land Use



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## 8. Land Use

### 8.1 Introduction

Land use is central to the process of comprehensive planning and includes both an assessment of existing conditions and a plan for the future. Land use is integrated with all elements of the comprehensive planning process. Changes in land use are not isolated, but rather are often the end result of a change in another element. For example, development patterns evolve over time as a result of population growth, the development of new housing, the development of new commercial or industrial sites, the extension of utilities or services, or the construction of a new road.

This chapter of the comprehensive plan includes local information for both existing and planned land use in the City of Waupaca. For further detail on existing land use in Waupaca County, please refer to Chapter 8 of the *Inventory and Trends Report*.

### 8.2 Existing Land Use

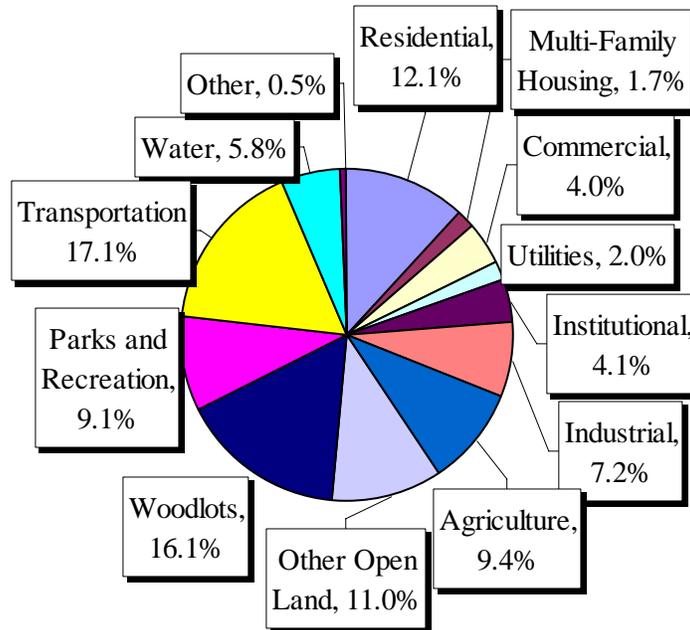
Evaluating land use entails broadly classifying how land is presently used. Each type of land use has its own characteristics that can determine compatibility, location, and preference relative to other land uses. Land use analysis then proceeds by assessing the community development impacts of land ownership patterns, land management programs, and the market forces that drive development. Mapping data are essential to the process of analyzing existing development patterns, and will serve as the framework for formulating how land will be used in the future. Map 8-5, Table 8-1, and Figure 8-1 together provide the picture of existing land use for the City of Waupaca. The definition of each existing land use category is provided in Appendix A.

Table 8-1  
Existing Land Use, City of Waupaca, 2004

| Existing Land Use Classification | Acres        | Percent of<br>Total |
|----------------------------------|--------------|---------------------|
| <b><u>Intensive Land Use</u></b> |              |                     |
| Residential                      | 602          | 12.1%               |
| Multi-Family Housing             | 83           | 1.7%                |
| Mobile Home Parks                | 15           | 0.3%                |
| Farmsteads                       | 1            | 0.0%                |
| Group Quarters and Elder Care    | 9            | 0.2%                |
| Commercial                       | 202          | 4.0%                |
| Utilities                        | 102          | 2.0%                |
| Institutional                    | 205          | 4.1%                |
| Industrial                       | 357          | 7.2%                |
| Mines/Quarries                   | 0            | 0.0%                |
| <b><u>Passive Land Use</u></b>   |              |                     |
| Agriculture                      | 470          | 9.4%                |
| Other Open Land                  | 550          | 11.0%               |
| Woodlots                         | 802          | 16.1%               |
| Parks and Recreation             | 453          | 9.1%                |
| <b><u>Base Features</u></b>      |              |                     |
| Transportation                   | 854          | 17.1%               |
| Water                            | 291          | 5.8%                |
| <b>Total</b>                     | <b>4,996</b> | <b>100.0%</b>       |

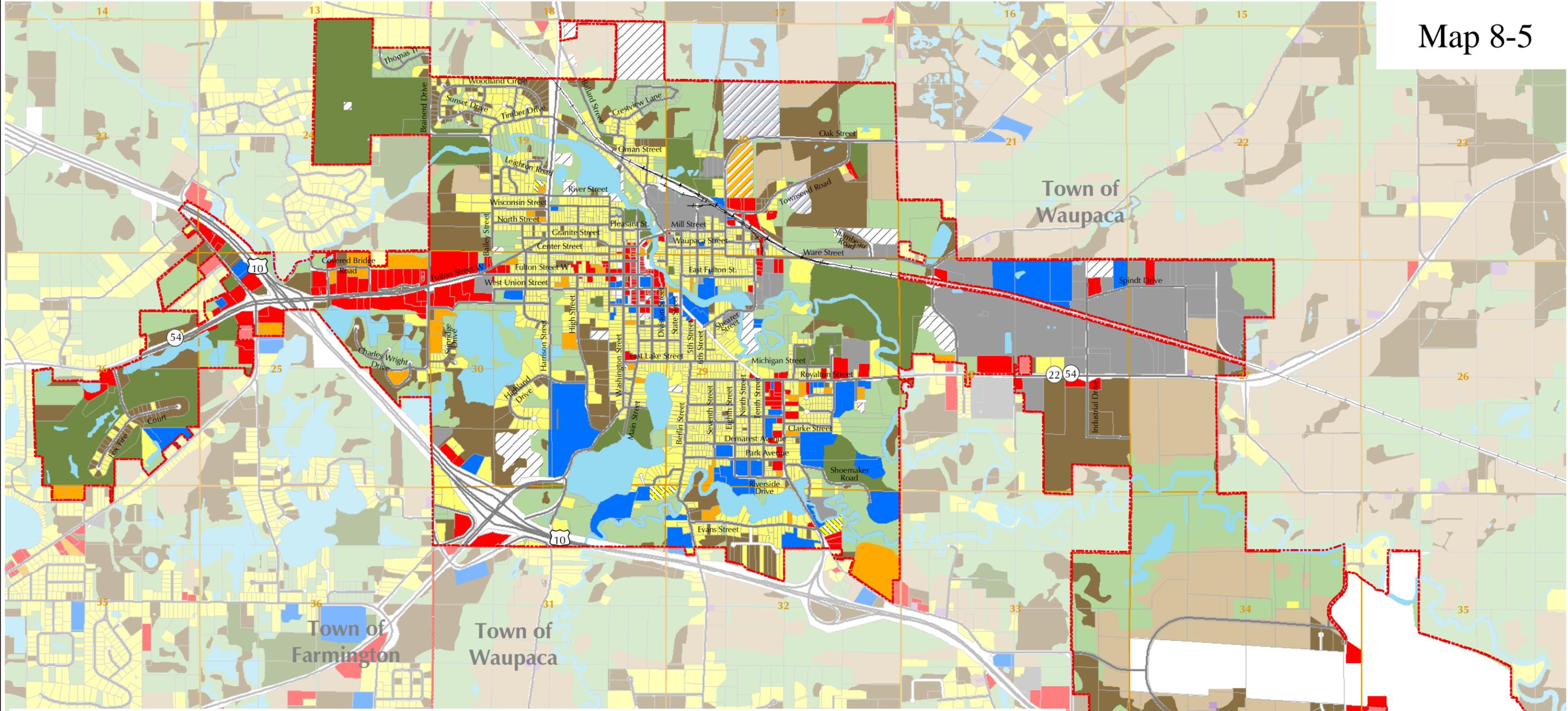
Source: East Central Wisconsin Regional Planning Commission and Waupaca County, 2004.

Figure 8-1  
Existing Land Use, City of Waupaca, 2004



Source: East Central Wisconsin Regional Planning Commission and Waupaca County, 2004. Other includes land uses which contribute less than 1% to total land use.

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### Map Explanation

This map displays data regarding the use of land as of 2004. Lands are classified based on their use as residential, commercial, industrial, woodlands, agricultural, recreational, institutional, or transportation. This is not a planned land use or future land use map. Rather, this map shows the physical arrangement of land uses at the time the map was produced.

This map can be used as a reference for comprehensive planning purposes. The data shown on this map include the types, amounts, densities, and physical arrangement of existing land uses. These existing land use data provide important reference points used in planning for the types, amounts, densities and physical arrangement of future land uses.

For more information on the Waupaca County Comprehensive Planning Project visit: <http://www.co.waupaca.wi.us> and click on "Comprehensive Planning".

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Waupaca County, East Central Wisconsin Regional Planning Commission, and the City of Waupaca.

### Existing Land Use Classifications

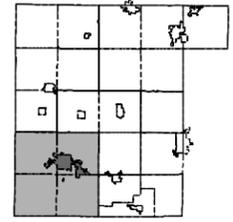
- |                               |                      |
|-------------------------------|----------------------|
| Residential                   | Woodlots             |
| Multi-Family Housing          | Parks and Recreation |
| Mobile Home Parks             | Utilities            |
| Farmsteads                    | Institutional        |
| Group Quarters and Elder Care | Industrial           |
| Commercial                    | Mines/Quarries       |
| Agriculture                   | Transportation       |
| Other Open Land               | Water                |

### Roads

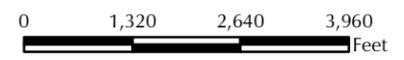
- Federal Road
- State Road
- County Road
- Local Road
- Railroads

### Base Features

- Parcels
- Sections
- Municipal Boundary



## EXISTING LAND USE City of Waupaca, Waupaca County



Southwest Planning Cluster of Waupaca County

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The City of Waupaca is the largest city in Waupaca County by land area, and currently includes 4,996 acres. By considering transportation features (17.1%) and active land uses (31.6%), just under half of the city's landscape is devoted to developed land uses. Transportation is the single largest existing land use and includes road rights-of-way, airport lands, railroad right-of-way, and lands owned by the Wisconsin Department of Transportation. This means that just over half of the city is in passive or undeveloped land uses. These include 802 acres of woodlands, 550 acres of open lands, 470 acres of agriculture lands, 453 acres of parklands, and 291 acres of surface water. Aside from transportation, the single largest developed use is residential. Substantial amounts of commercial, industrial, institutional, and utility land uses complete the urban landscape. The City of Waupaca's downtown is a distinguishing characteristic of the landscape and is noted by the highest densities of residential, commercial, and institutional uses found in the city.

The city's development pattern has been shaped over time primarily by natural resources, the historic courthouse location, and transportation corridors. The initial settlement of the area took place along the Waupaca River, and historical accounts credit the water power potential of the river as a draw. The downtown commercial district then grew up around the original Waupaca County courthouse location. Development was then shaped by transportation corridors, first by railroads and then by roads and highways. It is reported that rail first came to the area in 1871 which bolstered the city's industrial strength. More recently, roads and highways became a primary influence on the development pattern. US Highway 10 has become the main highway that connects the city with other regional centers like the Fox Valley and Stevens Point areas. Other important highways that transect the city include State Highways 22, 54, and 49 and County Highways E, K, and A.

In the recent past, growth and development have been primarily taking place around the extremities of the city. Commercial growth has been focused on the west side, particularly along the Fulton Street corridor and the intersection of US Highway 10 and State Highway 54. Industrial growth has been focused on the east side in the industrial and business parks. The most recent residential subdivisions have been developed in the northwest portions of the city and far western reaches beyond the US Highway 10 corridor. It is expected that future residential development will be distributed around the city but may be concentrated to the north where developable land is available with access to city utilities. Increased commercial and industrial growth is expected in the east gateway, as the State Highway 54 bypass is completed, providing a more efficient connection with US Highway 10 to the east.

### 8.3 Projected Supply and Demand of Land Uses

The following table displays estimates for the total acreage that will be utilized by residential, commercial, industrial, institutional, and resource land uses for five year increments through 2030. These future land use demand estimates are largely dependent on population and housing projections and should only be utilized for planning purposes in combination with other indicators of land use demand.

The building permit housing unit projection is utilized as the basis for the residential land use demand projections. Refer to the *Population and Housing* element for more details on housing

projections. The residential land use demand projection then assumes that the existing housing unit density will remain constant. The existing residential density is 0.28 acres per housing unit based on 710.9 acres of residential land use and 2,543 housing units. Each projected housing unit will then occupy an additional 0.28 acres.

Projected demand for commercial, industrial, and institutional land use assumes that the ratio of the city’s 2000 population to current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as he or she does today. These land use demand projections rely on the linear population projection. Refer to the *Population and Housing* element for more details on population projections. It should be noted that the industrial land use demand projection includes the mining and quarry existing land use.

Projected resource land use acreages are calculated based on the assumption that the amount will decrease over time. Agriculture, woodlots, and other open land are the existing land uses that can be converted to other uses to accommodate new development. The amount of resource lands consumed in each five year increment is based on the average amount of land use demand for each of the developed uses over the 30 year period. In other words, a total of 18.2 acres per year is projected to be consumed by residential, commercial, industrial, and institutional development in the City of Waupaca, so resource lands are reduced by 18.2 acres per year.

Table 8-2  
Projected Land Use Demand (acres)  
City of Waupaca, 2000-2030

| Year     | Residential <sup>1</sup> | Commercial <sup>2</sup> | Industrial <sup>3</sup> | Institutional <sup>4</sup> | Resource Lands <sup>5</sup> |
|----------|--------------------------|-------------------------|-------------------------|----------------------------|-----------------------------|
| 2000     | 710.9                    | 202.3                   | 357.5                   | 759.5                      | 1,821.4                     |
| 2005     | 755.3                    | 207.7                   | 367.0                   | 779.7                      | 1730.5                      |
| 2010     | 800.1                    | 213.1                   | 376.5                   | 799.9                      | 1639.5                      |
| 2015     | 844.5                    | 221.1                   | 390.6                   | 829.9                      | 1548.6                      |
| 2020     | 889.2                    | 229.1                   | 404.7                   | 859.9                      | 1457.7                      |
| 2025     | 933.7                    | 237.0                   | 418.7                   | 889.7                      | 1366.8                      |
| 2030     | 978.1                    | 245.0                   | 432.9                   | 919.7                      | 1275.9                      |
| # Change | 267.2                    | 42.7                    | 75.4                    | 160.2                      | -545.5                      |
| % Change | 37.6%                    | 21.1%                   | 21.1%                   | 21.1%                      | -29.9%                      |

<sup>1</sup>Residential includes residential, multi-family, mobile home parks, farmsteads, and group quarters and elder care.

<sup>2</sup>Commercial includes commercial only.

<sup>3</sup>Industrial includes industrial, mines, and quarries.

<sup>4</sup>Institutional includes institutional, utilities, and parks and recreation.

<sup>5</sup>Resource Lands include agriculture, other open land, and woodlots.

Table 8-3 and Figure 8-2 provide a comparison of land supply and demand for the City of Waupaca. Land use demand is based on the previous calculations, and land supply is based on the preferred land use plan described in Section 8.4.

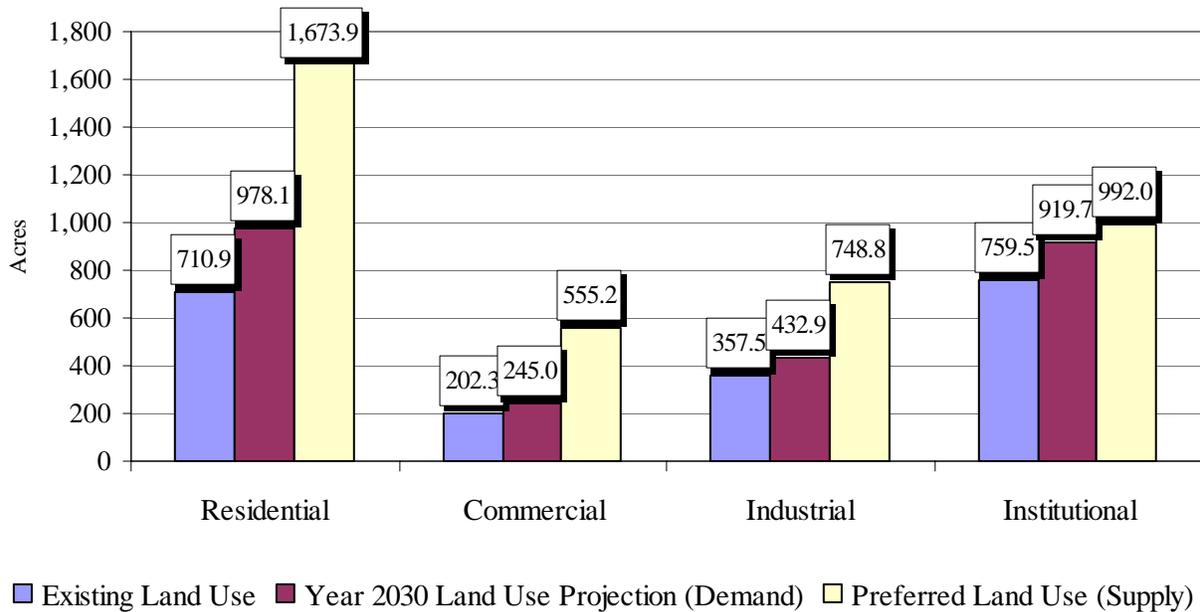
Table 8-3  
Land Supply and Demand Comparison  
City of Waupaca

|   | Residential | Commercial | Industrial | Institutional |
|---|-------------|------------|------------|---------------|
| Existing Land Use                                   | 710.9       | 202.3      | 357.5      | 759.5         |
| Year 2030 Land Use Projection <sup>1</sup> (Demand) | 978.1       | 245.0      | 432.9      | 919.7         |
| Preferred Land Use <sup>2</sup> (Supply)            | 1,673.9     | 555.2      | 748.8      | 992.0         |

<sup>1</sup> Amount of land projected to be needed in the year 2030 to meet demand based on population and housing projections.

<sup>2</sup> Residential includes Single Family Residential, Multi-Family Residential, Planned Manufactured Home Park, 10% of Community/Downtown Commercial, and Residential Expansion. Commercial includes Planned Commercial, 60% of Community/Downtown Commercial, and Commercial Expansion. Industrial includes Planned Industrial and Industrial Expansion. Institutional includes Planned Institutional, 30% of Community/Downtown Commercial, Park/Recreation, and Park/Recreation Expansion.

Figure 8-2  
Land Supply and Demand Comparison  
City of Waupaca



The City of Waupaca has planned for a sufficient supply of land based on the projected demand. About 1.7 times the projected residential demand is provided for, primarily by the Single Family Residential (SFR) classification, but also through the Multi-Family Residential (MFR)

classification. Sufficient lands for commercial are provided for, with about 2.3 times the demand, in areas that are designated as Planned Commercial (PC). Industrial areas have been provided for, with about 1.7 times the projected demand, in areas designated as Planned Industrial (PI) or Industrial Expansion (IE). Institutional expansion has been accommodated at a rate of 1.1 times the demand through areas designated as Public/Institutional (PUI), Park/Recreation (PR), and Public/Recreation Expansion (PRE). Planning a supply of about twice the expected demand is desirable in order to be poised for positive growth opportunities and to allow adequate options for alternative development proposals.

## 8.4 Preferred Land Use Plan

The preferred land use plan is one of the central components of the comprehensive plan that can be used as a guide for local officials when considering community development and redevelopment proposals. When considering the role of the preferred land use plan in community decision making, it is important to keep the following characteristics in mind.

- ◆ A land use plan is an expression of a preferred or ideal future – a vision for the future of the community.
- ◆ A land use plan is not the same as zoning. Zoning is authorized and governed by a set of statutes that are separate from those that govern planning. And while it may make sense to match portions of the land use plan map with the zoning map immediately after plan adoption, other portions of the zoning map may achieve consistency with the land use plan incrementally over time.
- ◆ A land use plan is not implemented exclusively through zoning. It can be implemented through a number of fiscal tools, regulatory tools, and non-regulatory tools including voluntary land management and community development programs.
- ◆ A land use plan is long range and will need to be reevaluated periodically to ensure that it remains applicable to changing trends and conditions. The plan is not static. It can be amended when a situation arises that was not anticipated during the initial plan development process.
- ◆ A land use plan is neither a prediction nor a guaranty. Some components of the future vision may take the full 20 to 25 years to materialize, while some components may never come to fruition within the planning period.

The primary components of the preferred land use plan include the Preferred Land Use Map (Map 8-43) and the Preferred Land Use Classifications. These components work together with the Implementation element to provide policy guidance for decision makers in the city.

The preferred land use plan was developed using objective data gained from U.S Census records, county records, and city records. The maps and data provided in the *Inventory and Trends Report* show the objective data sources that were used in this analysis. These were combined with the local knowledge of those that have participated in the long process of developing the

plan. The local knowledge of the city's history and what is likely to happen in the future had the most impact on the planning process. Public participation was utilized to influence the final outcome as well.

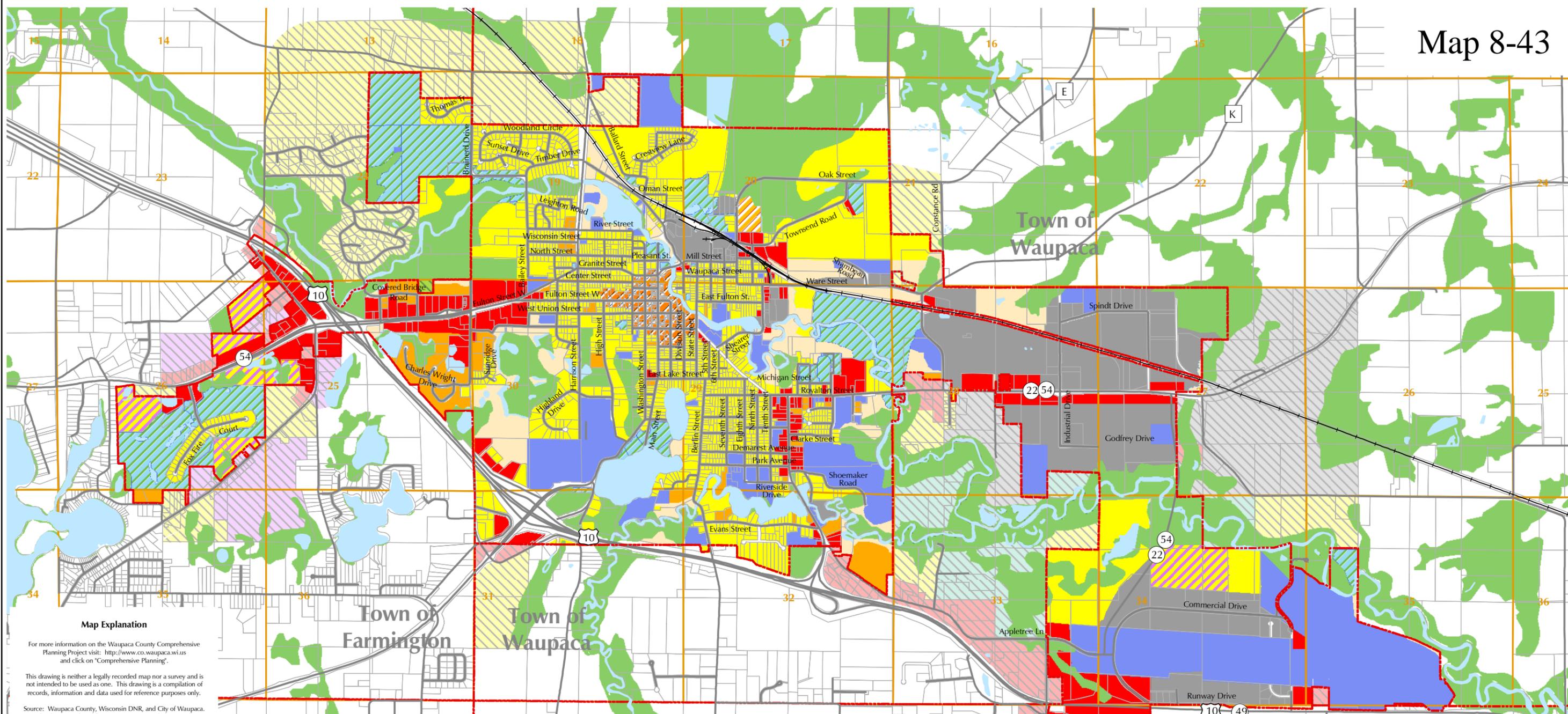
The City of Waupaca's plan for preferred land use is intended to be flexible enough to meet the needs of future generations and to be responsive to change. It is not the city's intent to direct future land use to particular areas, but rather to generally lay out the preferred land use pattern in a way that prevents land use conflicts and allows for the needed expansion of various land uses within the city. It is anticipated that most developed parts of the city will remain basically the same with opportunities for redevelopment. Much of the city is planned for Conservation (C), which suggests that more detailed neighborhood plans should be adopted prior to the development of these areas. The areas where significant changes are anticipated are further detailed below.

Locations within the City of Waupaca where substantial future change is anticipated include the east side between State Highway 54 and the airport, and the north central area between the railroad and the north city limits. The east side has been planned for a mix of industrial uses, single-family residential, multi-family residential, resource protection, commercial uses, and institutional uses related to the airport itself. The north central area has been planned primarily for single-family residential and resource protection. The areas planned for industrial growth include more land than necessary to meet projected demand, but this allows for flexibility in site design and various types of businesses that may want to locate in the City of Waupaca. Industrial use could expand in several possible directions in the areas adjacent to the existing industrial parks as needed.

One of the key results of the local knowledge and public participation is the planned approach to the possibility of future extraterritorial growth. It is the city's desire to accommodate growth within the current boundary and to avoid the need for annexation of town territory. However, there are some scenarios where this may become necessary over the long term. Key factors that come into play are the actual rate of residential growth, the availability of lands inside the city, and the amount of growth in the industrial parks.

Expansion area classifications were identified in locations where the potential long term scenarios for extraterritorial growth are a possibility. All of these extraterritorial areas are designated as secondary growth areas on the Preferred Land Use Map. Industrial Expansion (IE) is designated on the east side of the city for possible annexation as the existing industrial parks reach capacity, or if a proposed business or industrial development cannot find a suitable site within the city limits. Residential Expansion (RE) is identified primarily to the northwest, where there are existing residential lots that may be too large to serve with city utilities in a cost effective manner, unless there are significant private septic system failures. There is also a location east of the city limits planned for RE as existing utilities are nearby and could be readily extended. Commercial Expansion (CE) is planned for the areas south of US Highway 10 on the east side.

The preferred land use plan might lead to several changes to the existing zoning map. The most sweeping change when looking at the preferred land use plan is the reduction in agricultural land within the city limits. Most of these areas were designated SFR, PC, or PI to accommodate future residential and industrial or commercial development. The city will need to evaluate which portions of the zoning map make sense to match with the land use plan map immediately after plan adoption, and which portions of the zoning map may be allowed to achieve consistency with the land use plan incrementally over time.



**Map Explanation**

For more information on the Waupaca County Comprehensive Planning Project visit: <http://www.co.waupaca.wi.us> and click on "Comprehensive Planning".

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Waupaca County, Wisconsin DNR, and City of Waupaca. Orthophotos produced from Spring 2000 aerial photography. Wetlands are subject to regulations administered by WDNR. Wetlands shown on this map are WDNR mapped wetlands five acres and larger. Wetlands smaller than five acres are not shown but may also be regulated by WDNR.

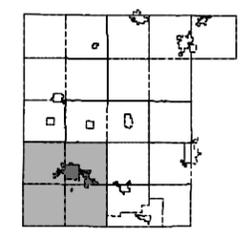
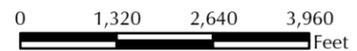
This map displays data regarding preferred future land use. This map works together with the text of the comprehensive plan to express the community's vision for the types, amounts, and densities of future land uses over the long term (20 to 25 years). This is not a zoning map or regulatory map, and implementation of this plan may include non-regulatory and voluntary land management and community development tools.

This map can be used as a reference for comprehensive planning purposes. This map can be used as a guide when making decisions regarding land use. Proposed developments should be consistent with this map. Regulatory land use tools such as zoning, subdivision regulations, and official maps should become consistent with this map over the course of the planning period. Strategic plans such as park and recreation plans, capital improvement plans, transportation plans, and the like, should be consistent with this map. This map can be used as a reference to monitor community growth and change to determine whether the comprehensive plan has been effectively implemented.

Note: For communities that have utilized the Agriculture/Urban Interface (AUI) classification, the color of the hatch lines indicate which development density overlay applies (either AE, AR, or AWT).

- |   |   |
|---|---|
| <p><b>Preferred Land Use</b></p> <ul style="list-style-type: none"> <li> Conservation (C)</li> <li> Community/Downtown Commercial (CDC)</li> <li> Mixed Use Residential (MUR)</li> <li> Multi-Family Residential (MFR)</li> <li> Planned Commercial (PC)</li> <li> Planned Industrial (PI)</li> <li> Planned Manufactured Home Park (PMH)</li> <li> Park/Recreation (PR)</li> <li> Public Institutional (PUI)</li> <li> Resource Protection (RP)</li> <li> Single Family Residential (SFR)</li> </ul> | <p><b>Expansion Areas</b></p> <ul style="list-style-type: none"> <li> Commercial Expansion (CE)</li> <li> Industrial Expansion (IE)</li> <li> Mixed Use Expansion (MUE)</li> <li> Public/Recreation Expansion (PRE)</li> <li> Residential Expansion (RE)</li> <li> Primary Growth (PG)</li> <li> Secondary Growth (SG)</li> </ul> |
|---|---|

- Roads**
- Federal Road
  - State Road
  - County Road
  - Local Road
  - Railroads
- Base Features**
- Parcels
  - Sections
  - Municipal Boundary



**PREFERRED LAND USE**  
City of Waupaca, Waupaca County



Southwest Planning Cluster of Waupaca County

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## 8.5 Preferred Land Use Classifications

The following Preferred Land Use Classifications (PLUCs) have been utilized on the city's Preferred Land Use Map. These descriptions give meaning to the map by describing (as applicable) the purpose, primary goal, preferred development density, preferred uses, and discouraged uses for each classification. They may also include policy statements that are specific to areas of the community mapped under a particular PLUC. Any such policies carry the same weight and serve the same function as policies found elsewhere in this plan.

### **Conservation (C)**

- ◆ Purpose: To identify areas within the city limits that may be used to accommodate open green space. These areas are currently used as agricultural lands, woodlands, or other open lands. These are areas that are not expected to be developed within the planning period.
- ◆ Primary Goal: To maintain undeveloped or underutilized areas within the city limits at pre-development densities. A land use plan revision, neighborhood plan, or area development plan will be required before such areas are converted to developed uses.
- ◆ Preferred Use: Private recreational uses, low intensity agricultural uses, greenspace.
- ◆ Discouraged Uses: Premature or unplanned development, high density housing utilizing private on-site wastewater treatment or private wells where public systems are available, unscreened or unsightly outdoor storage, high intensity agricultural uses.

### **Resource Protection (RP)**

- ◆ Purpose: To identify lands that have limited development potential due to the presence of natural hazards, natural resources, or cultural resources. In the City of Waupaca, this classification includes the general locations of regulatory wetlands, five acres and larger. Note that floodplain areas have similar limitations, but are not included in the RP classification due to lack of available mapping data. See the city clerk or visit [www.msc.fema.gov](http://www.msc.fema.gov) for maps of local floodplains.
- ◆ Primary Goal: To preserve valued natural and cultural resources by preventing development that would negatively impact the quality of those resources.
- ◆ Preferred Housing Density: No housing development.
- ◆ Preferred Use: Public or private greenspace, outdoor recreational uses, trails, natural resource management activities.
- ◆ Discouraged Uses: Uses prohibited by wetland or floodplain zoning, or by other applicable regulations. Uses that would negatively impact the quality of the valued natural or cultural resource.

### **Single Family Residential (SFR)**

- ◆ Purpose: To include existing and planned areas that are primarily composed of single family residential development at urban densities as facilitated by the current or planned availability of municipal sewer and water service. Single family residential expansion will occur primarily through recorded subdivisions.

- ◆ Primary Goal: To create and preserve attractive and well planned single family residential areas that can be efficiently provided with utilities and urban services.
- ◆ Preferred Housing Density: Will likely range from one to five units per acre. The city shall clarify the preferred density based on local zoning provisions or desired zoning revisions.
- ◆ Preferred Use: Single family residential and compatible public or institutional uses such as parks, utilities, other public uses, elder care facilities, and the like. The city may specify whether duplex development would be allowed in SFR areas.
- ◆ Discouraged Uses: Uses that would detract from the purpose and primary goal of these areas. Single family residential neighborhoods should contain some form of buffering between the residences and incompatible land uses such as commercial or industrial.

### **Multi-Family Residential (MFR)**

- ◆ Purpose: To include existing and planned areas that are primarily composed of multi-family residential development at urban densities as facilitated by the current or planned availability of municipal sewer and water service. Multi-family residential expansion will occur primarily through site planning that gives consideration to greenspace provision, parking, service access, and refuse collection facilities.
- ◆ Primary Goal: To provide a full range of community and regional housing choices by creating and preserving attractive and well planned multi-family residential areas that can be efficiently provided with utilities and urban services. MFR areas should be located within walking or biking distance of commercial areas, transportation corridors, or other community support features whenever possible.
- ◆ Preferred Housing Density: More than three units per acre – could be much higher depending on the type of structure. The city shall clarify the preferred density based on local zoning provisions or desired zoning revisions.
- ◆ Preferred Use: Multi-family residential and compatible public or institutional uses such as parks, utilities, other public uses, elder care facilities, and the like. The city may prefer to separate duplex development from single family residential areas and should allow duplexes in the MFR areas.
- ◆ Discouraged Uses: Uses that would detract from the purpose and primary goal of these areas. Multi-family residential neighborhoods should contain some form of buffering between the residences and incompatible land uses such as commercial or industrial.

### **Mixed Use Residential (MUR)**

- ◆ Purpose: To include existing and planned areas that are composed of a mix of single family, two family, and multi-family residential development at urban densities as facilitated by the current or planned availability of municipal sewer and water service. MUR areas might also include compatible convenience commercial or institutional uses and are especially suited for Planned Unit Developments.
- ◆ Primary Goal: To provide a full range of community and regional housing choices by creating and preserving attractive and well planned mixed residential areas that can be efficiently provided with utilities and urban services. MUR areas should be located within walking or biking distance of commercial areas, transportation corridors, or other community support features whenever possible.

- ◆ Preferred Housing Density: More than three units per acre – could be much higher depending on the types of structures. The city shall clarify the preferred density based on local zoning provisions or desired zoning revisions.
- ◆ Preferred Use: Residential and compatible convenience commercial, public, or institutional uses such as parks, utilities, other public uses, elder care facilities, and the like.
- ◆ Discouraged Uses: Uses that would detract from the purpose and primary goal of these areas. Mixed use residential neighborhoods should contain some form of buffering between residences and incompatible land uses such as commercial or industrial.

### **Planned Manufactured Home Park (PMH)**

- ◆ Purpose: To identify existing and planned areas that are utilized exclusively for mobile or manufactured housing.
- ◆ Primary Goal: To provide a full range of community and regional housing choices by allowing the use of quality manufactured housing in locations that can be efficiently provided with utilities and urban services.
- ◆ Preferred Housing Density: Will likely range from one to 10 units per acre. Mobile or manufactured home parks should have a minimum site area of five acres to allow for adequate setbacks, screening, and buffering. Clarify the preferred density and site size based on local zoning provisions or desired zoning revisions.
- ◆ Preferred Use: Mobile and manufactured homes that meet community zoning requirements and applicable federal (HUD) standards.
- ◆ Discouraged Uses: All other uses. Mobile homes that are dilapidated, run down, or do not meet HUD standards.

### **Planned Commercial (PC)**

- ◆ Purpose: To include existing and planned areas which are composed primarily of commercial development. Commercial expansion will occur primarily through site planning that gives consideration to attractive and functional parking and access, traffic circulation, landscaping, stormwater management, building architecture, lighting, and signage, especially when located in community entrance areas.
- ◆ Primary Goal: To provide a full range of local and regional shopping and personal and professional service choices by creating and preserving attractive and well planned commercial areas that can be efficiently provided with utilities and urban services.
- ◆ Preferred Density: Density requirements should be flexible to encourage creative site design.
- ◆ Preferred Use: All commercial uses including retail trade, lodging, offices, restaurants, and service stations. PC areas may include limited compatible multi-family residential use. Outdoor storage should be limited and done in an orderly fashion when allowed. Reuse or redevelopment of vacant buildings is encouraged.
- ◆ Discouraged Uses: Industrial or manufacturing uses. Outdoor storage that is unsightly or that detracts from community character.

## **Community/Downtown Commercial (CDC)**

- ◆ Purpose: To identify existing and planned compact, pedestrian-oriented commercial and mixed-use areas characterized by the historic downtowns found in many of the county's cities and villages. Development in existing downtowns and planned CDC areas should include design features that tie it to the historic downtown. Planned CDC areas need not be physically connected to an existing downtown.
- ◆ Primary Goal: To preserve and enhance community character, cultural resources, and connections to community history through attractive and well-planned compact commercial and mixed use development and existing downtowns.
- ◆ Preferred Density: Density requirements should be flexible to encourage creative site design. Zero lot line and street setbacks should be allowed to encourage pedestrian-oriented and human-scaled design.
- ◆ Preferred Use: Primarily commercial, but may also be mixed with compatible public, institutional, and high density residential uses. Compatible uses might include government offices, public green space, museums, libraries, second story apartments, or historic buildings converted to residential or mixed-use. Reuse or redevelopment of vacant buildings is encouraged.
- ◆ Discouraged Uses: Use that would detract from the preservation or enhancement of community character, the potential for human-scaled design, or that would eliminate without mitigation connections to community history or culture.

## **Planned Industrial (PI)**

- ◆ Purpose: To include existing and planned areas which are composed primarily of industrial development. Industrial expansion will primarily occur through site planning that gives consideration to functional parking and access, traffic circulation, landscaping, stormwater management, building architecture, lighting, and signage. The visual qualities of site and building design should receive greater emphasis for sites located in community entrance areas.
- ◆ Primary Goal: To provide a full range of local and regional economic development opportunities by creating and preserving well planned industrial areas that can be provided with utilities and urban services.
- ◆ Preferred Density: Density requirements should be flexible to encourage creative site design. Lot sizes in accordance with local zoning provisions or desired zoning revisions, and should provide adequate space for separation or screening between incompatible uses.
- ◆ Preferred Use: Manufacturing, wholesale trade, outdoor storage, and limited compatible commercial uses.
- ◆ Discouraged Uses: All other uses.

## **Public/Institutional (PUI)**

- ◆ Purpose: To identify lands exclusively for existing and planned public and institutional uses. Certain public and institutional uses may be included as a compatible mixed use in another preferred land use designation (such as SFR, MFR, or CDC), but this

classification should be used to identify all other such uses or at any location where a community wishes to specifically identify such uses.

- ◆ Primary Goal: To accommodate public, civic, institutional, and related uses as valuable community assets. A high standard of building and site design characterizes most existing public and institutional uses and should continue to be upheld as examples of attractive and well planned development.
- ◆ Preferred Density: Density requirements should be flexible to encourage creative site design.
- ◆ Preferred Use: Public and quasi-public sites and buildings other than parks and outdoor recreational lands such as government offices, municipal utilities, churches, schools, cemeteries, libraries, and museums.
- ◆ Discouraged Uses: All other uses.

### **Park/Recreation (PR)**

- ◆ Purpose: To identify lands exclusively for existing and planned parks and public and private outdoor recreational facilities. Communities can require by local policy or ordinance that planned park lands identified on a preferred land use map must be dedicated as such by a development that encompasses, abuts, or is near the area.
- ◆ Primary Goal: To provide adequate outdoor recreation opportunities in general locations that will effectively serve the existing population and planned growth. It is not intended that communities are “locked into” planned park locations as identified on a preferred land use map, but rather, that they may be used in a conceptual sense to be solidified upon site planning, land subdivision, neighborhood planning, or area development planning.
- ◆ Preferred Density: No standard required. Campgrounds and resorts at densities in accordance with local zoning.
- ◆ Preferred Use: Public parks and outdoor recreational facilities. Private outdoor recreational facilities such as golf courses, campgrounds, and resorts.
- ◆ Discouraged Uses: All other uses.

### **Primary Growth (PG)**

- ◆ Purpose: Generalized areas that are desirable for city expansion in the near term (prior to 2010). May be used in conjunction with the other classifications below.

### **Secondary Growth (SG)**

- ◆ Purpose: Generalized areas that are desirable for city expansion in the long term (2010 or later). May be used in conjunction with the other classifications below.

### **Residential Expansion (RE)**

- ◆ Purpose: To identify primary or secondary growth areas that are likely to be best suited for residential use upon annexation or under the terms of an intergovernmental agreement. Area development planning should be used to clarify the preferred uses and densities prior to the extension of urban services and utilities.

- ◆ Primary Goal: To cooperatively plan for logical city expansion areas.
- ◆ Preferred Housing Density: Prior to the extension of urban services and utilities, low development densities should be preserved in order to prevent premature high-density development. A maximum of one unit per 10 acres is recommended in order to facilitate cost-effective future expansion of utilities and urban services.
- ◆ Preferred Use: Undeveloped until annexation or completion of an area development plan.
- ◆ Discouraged Uses: Uses that would detract from the potential for future residential use or hinder the cost effective expansion of utilities and urban services.

### **Commercial Expansion (CE)**

- ◆ Purpose: To identify primary or secondary growth areas that are likely to be best suited for commercial use upon annexation or under the terms of an intergovernmental agreement. Area development planning should be used to clarify the preferred uses and densities prior to the extension of urban services and utilities.
- ◆ Primary Goal: To cooperatively plan for logical city expansion areas.
- ◆ Preferred Housing Density: Prior to the extension of urban services and utilities, low development densities should be preserved in order to prevent premature high-density development. A maximum of one unit per 10 acres is recommended in order to facilitate cost-effective future expansion of utilities and urban services.
- ◆ Preferred Use: Undeveloped until annexation or completion of an area development plan.
- ◆ Discouraged Uses: Uses that would detract from the potential for future commercial use or hinder the cost effective expansion of utilities and urban services.

### **Industrial Expansion (IE)**

- ◆ Purpose: To identify primary or secondary growth areas that are likely to be best suited for industrial use upon annexation or under the terms of an intergovernmental agreement. Area development planning should be used to clarify the preferred uses and densities prior to the extension of urban services and utilities.
- ◆ Primary Goal: To cooperatively plan for logical city expansion areas.
- ◆ Preferred Housing Density: Prior to the extension of urban services and utilities, low development densities should be preserved in order to prevent premature high-density development. A maximum of one unit per 10 acres is recommended in order to facilitate cost-effective future expansion of utilities and urban services.
- ◆ Preferred Use: Undeveloped until annexation or completion of an area development plan.
- ◆ Discouraged Uses: Uses that would detract from the potential for future industrial use or hinder the cost effective expansion of utilities and urban services.

### **Park/Recreation Expansion (PRE)**

- ◆ Purpose: To identify primary or secondary growth areas that are likely to be best suited for park or recreational development.
- ◆ Primary Goal: To cooperatively plan for logical city expansion areas.

- ◆ Preferred Housing Density: Prior to the extension of urban services and utilities, low development densities should be preserved in order to prevent premature high-density development. A maximum of one unit per 10 acres is recommended in order to facilitate cost-effective future expansion of utilities and urban services. No development should be allowed on sites that are planned for public facilities.
- ◆ Preferred Use: Undeveloped until annexation or completion of an area development plan.
- ◆ Discouraged Uses: Uses that would detract from the potential for future park or recreational development or hinder the cost effective expansion of utilities and urban services.

### **Mixed Use Expansion (MUE)**

- ◆ Purpose: To identify primary or secondary growth areas that are likely to be best suited for mixed-use upon annexation or under the terms of an intergovernmental agreement. Area development planning should be used to clarify the preferred uses and densities prior to the extension of urban services and utilities.
- ◆ Primary Goal: To cooperatively plan for logical city expansion areas.
- ◆ Preferred Housing Density: Prior to the extension of urban services and utilities, low development densities should be preserved in order to prevent premature high-density development. A maximum of one unit per 10 acres is recommended in order to facilitate cost-effective future expansion of utilities and urban services.
- ◆ Preferred Use: Undeveloped until annexation or completion of an area development plan.
- ◆ Discouraged Uses: Uses that would detract from the potential for future mixed-use development or hinder the cost effective expansion of utilities and urban services.

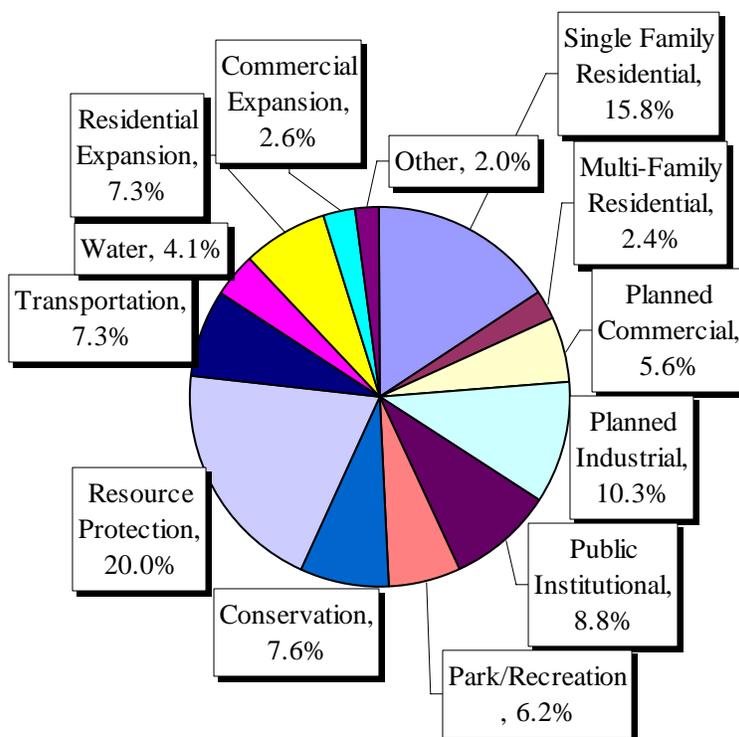
Table 8-4 and Figure 8-3 display the distribution of each Preferred Land Use Classification as shown on the Preferred Land Use Map.

Table 8-4  
Preferred Land Use, City of Waupaca, 2006

| Preferred Land Use Classification | Acres          | Percent of Total |
|-----------------------------------|----------------|------------------|
| Single Family Residential         | 1,027.3        | 15.8%            |
| Multi-Family Residential          | 159.1          | 2.4%             |
| Planned Manufactured Home Park    | 11.1           | 0.2%             |
| Community/Downtown Commercial     | 33.4           | 0.5%             |
| Planned Commercial                | 366.7          | 5.6%             |
| Planned Industrial                | 672.1          | 10.3%            |
| Public Institutional              | 571.2          | 8.8%             |
| Park/Recreation                   | 402.0          | 6.2%             |
| Conservation                      | 492.3          | 7.6%             |
| Resource Protection               | 1,299.8        | 20.0%            |
| Transportation                    | 474.8          | 7.3%             |
| Water                             | 264.0          | 4.1%             |
| <b>Sub-Total</b>                  | <b>5,773.9</b> | <b>88.8%</b>     |
| <b>Secondary Growth</b>           |                |                  |
| Residential Expansion             | 473.0          | 7.3%             |
| Commercial Expansion              | 168.4          | 2.6%             |
| Industrial Expansion              | 76.8           | 1.2%             |
| Park/Recreation Expansion         | 8.7            | 0.1%             |
| <b>Sub-Total</b>                  | <b>727.0</b>   | <b>11.2%</b>     |
| <b>Total</b>                      | <b>6,500.9</b> | <b>100.0%</b>    |

Source: City of Waupaca, 2006

Figure 8-3  
Preferred Land Use, City of Waupaca, 2006



Source: City of Waupaca, 2006. Other includes preferred land uses which contribute less than 2% to total land use.

## 8.6 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified by the City of Waupaca. While the multi-jurisdictional planning process was designed to provide maximum opportunities for the resolution of both internal and external land use conflicts, some issues may remain. Due to their complexity, the long range nature of comprehensive planning, and the uncertainty of related assumptions, these conflicts remain unresolved and should be monitored during plan implementation.

### Existing Land Use Conflicts

- ◆ Lack of property and building maintenance
- ◆ Dilapidated buildings in some locations
- ◆ Power transmission lines
- ◆ Telecommunication towers
- ◆ Agricultural land uses within the municipal limits
- ◆ High intensity agricultural land use in the neighboring town in close proximity to the municipal limits

- ◆ Poorly designed or unattractive commercial or industrial development
- ◆ Lack of screening or buffering between incompatible uses

### **Potential Land Use Conflicts**

- ◆ Increasing pressure to annex land for residential, commercial, and industrial development
- ◆ Annexation conflicts may arise with neighboring communities
- ◆ Disagreement on future subdivision designs and providing services such as sewer and water to newly developed areas
- ◆ Use of fiscal tools by the community to capture funds from developers or land owners to meet the service needs of newly developed areas
- ◆ Managing development along major highway corridors and interchanges
- ◆ Residential development next to industrial or high intensity commercial land use (such as SFR areas directly adjacent to PC or PI areas)
- ◆ Poorly designed or unattractive commercial or industrial development
- ◆ Poorly designed or unattractive rural development in community gateways or entrance points
- ◆ Lack of screening or buffering between incompatible uses
- ◆ Lack of building and site design standards for commercial or mixed use areas

### 8.7 Opportunities for Redevelopment

In every instance where development is considered in the *City of Waupaca Year 2030 Comprehensive Plan*, redevelopment is also considered as an equally valid option. Opportunities for redevelopment are addressed in several of the goals, objectives, and policies of this plan.

- ◆ Goal LU1 and objectives 1d and 1k
- ◆ Policies UCF2 and UCF5

### 8.8 Land Use Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

#### **Goal 1 Plan for land use in order to help achieve the city’s goals and objectives for the future.**

##### ***Objectives***

- 1.a. Establish preferred future land use classifications and assign them to areas of the city and extraterritorial jurisdiction areas in order to increase compatibility between existing land uses in an attempt to avoid future land use conflicts.
- 1.b. Consider lot sizes and development densities for each preferred land use classification.

- 1.c. Establish land use decision making policies and procedures that ensure a balance between appropriate land use planning and the rights of property owners.
- 1.d. Explore opportunities to rehabilitate and redevelop existing developed areas within the city and in planned growth areas.
- 1.e. Regulate land use so it will sustain and improve the downtown.
- 1.f. Explore opportunities to identify logical expansion areas of the city's boundaries in cooperation with neighboring towns.
- 1.g. Focus areas of new growth within or near existing areas of development where adequate public facilities and services can be cost-effectively provided or expanded.
- 1.h. Encourage a pattern of land use that will allow for the use of multiple modes of transportation, both motorized and non-motorized.
- 1.i. When new roads are necessary, encourage designs that provide functional connectivity with the existing road network.
- 1.j. Utilize a variety of planning tools such as area development plans and land division regulations to minimize land use conflicts.
- 1.k. Encourage development that incorporates the preservation of valued community features, that fit within the character of the neighborhood, and that are suited to the specific location in which the development is proposed.
- 1.l. Encourage design review guidelines for the layout and appearance of buildings, signage, parking lots, landscaping, etc., for proposed intensive land uses such as commercial, industrial, institutional, or multi-family development. (Further detail of this objective should be developed as a policy.)

## 8.9 Land Use Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the city is concerned about. Policies and recommendations become primary tools the city can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words "will" or "should" are advisory and intended to serve as a guide. "Will" statements are considered to be strong guidelines, while "should" statements are considered loose guidelines. The city's policies are stated in the form of position statements (City Position), directives to the city (City Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the city should be prepared to complete. The completion of these actions and projects is consistent with the city's policies, and therefore will help the city fulfill the comprehensive plan goals and objectives.

### **Policies: City Position**

LU1 The existing street network and existing public facilities and services shall be utilized to accommodate new development to the maximum extent possible (Source: Strategy T1).

### **Policies: City Directive**

LU2 City zoning, subdivision, and other land use ordinances shall be maintained and updated as needed to implement the Preferred Land Use Plan (Source: Basic Policies).

### **Policies: Development Review Criteria**

LU3 The design of new commercial development should employ shared driveway access, shared parking areas, shared internal traffic circulation, and coordinated site planning with adjacent businesses in order to avoid the proliferation of numerous commercial driveways (Source: Strategy LU7).

LU4 At a minimum, the following characteristics shall be used to define a cluster design development:

- a. Residential lots or building sites are concentrated and grouped.
- b. There are residual lands that are reserved for green space or future development.
- c. The lot size is reduced from what is normally required.
- d. Within a cluster group, the lots or building sites are directly adjacent to each other (Source: Strategy LU7).

LU5 Lots or building sites in a conservation/cluster design development shall be no larger than necessary to accommodate the residential structures, driveway, desired yards, and utilities (Source: Strategy LU7).

### **Recommendations**

- ◆ Consider establishing a maximum lot size (Source: Strategy LU7).

## **8.10 Land Use Programs**

For descriptions of land use programs potentially available to the community, refer to the *Land Use* element of the *Waupaca County Inventory and Trends Report*. The City of Waupaca actively utilizes land use programs and has developed the following related strategic plans.

### **Existing Plans**

#### Highway 54/CTH QQ Westside Neighborhood Plan, 2004

This plan was developed concurrently with the city's new comprehensive plan, and is intended for incorporation into the comprehensive plan. The planning effort was catalyzed by a proposed Wal-Mart store in the study area but was not intended to determine whether the proposed store should be approved by the city. Rather, it was intended to serve as an Area Development Plan for this growing area that includes portions of the City of Waupaca and the Town of Farmington.

The plan recommends a mix of uses for the study area including recreational-residential, tourism commercial, and elder care facilities. Careful development design is emphasized in order to preserve the quality of natural resources and rural character of the area. The plan recommends changes to the city's land use regulations including the establishment of "Highway 54" and "Northwoods Gateway Commercial" overlay districts. The plan recommendations do not appear to support the form and scale of development typically associated with a large retail store for this area.

Waupaca High School Neighborhood Land Use Plan, 1999

This plan was an amendment and update to the Waupaca Area Stormwater Management and Land Use Development Plan adopted in 1998. This plan was produced in response to the decision to construct the new Waupaca High School on lands in the Town of Farmington. The planning area included portions of the Towns of Farmington, Dayton, Waupaca, and Lind.

Waupaca Area Stormwater Management and Land Use Development Plan, 1998

This was a cooperative planning effort between the City of Waupaca and the Towns of Dayton, Farmington, and Waupaca. The plan includes strategies for stormwater management and land use. It includes an inventory of existing conditions and an analysis of environmental factors that impact growth and development.

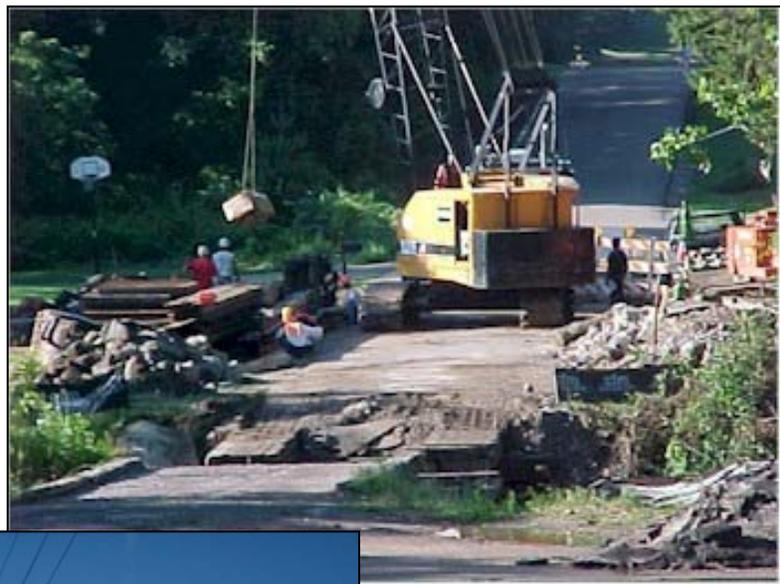
Waupaca East Gateway Plan, 2001

The City of Waupaca has a preliminary plan for the east gateway area. It currently consists of a map of the area and has not been formally adopted by the city.

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# 9

# Implementation



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## 9. Implementation

### 9.1 Action Plan

In order for plans to be meaningful, they must be implemented, so the City of Waupaca's comprehensive plan was developed with implementation in mind. Not only can useful policy guidance for local decision making be found in each planning element, but an action plan is also provided containing specific programs and recommended actions.

An action plan is intended to jump start the implementation process and to provide continued focus over the long term. During the comprehensive planning process, a detailed framework for implementation was created which will serve to guide the many steps that must be taken to put the plan in motion. This action plan outlines those steps and recommends a timeline for their completion. Further detail on each task can be found in the policies and recommendations of the related planning element as noted in the *Task* statement. Recommended actions have been identified in the following four areas:

- ◆ Plan Adoption and Update Actions
- ◆ Intergovernmental Cooperation Actions
- ◆ Ordinance Development and Update Actions
- ◆ Strategic Planning Actions

The recommended actions are listed in priority order within each of the implementation areas as noted in the *Timing* component. Highest priority actions are listed first, followed by medium and long term actions, and ongoing or periodic actions are listed last.

#### **Plan Adoption and Update Actions**

##### Priority (Short-Term) Actions

1. Task: Pass a resolution recommending adoption of the comprehensive plan by the City Council (*Implementation* element)  
Responsible Party: Plan Commission  
Timing: 2007
2. Task: Adopt the comprehensive plan by ordinance (*Implementation* element)  
Responsible Party: City Council  
Timing: 2007

##### Periodic Actions

3. Task: Review the comprehensive plan for performance in conjunction with the budgeting process (*Implementation* element)  
Responsible Party: Plan Commission  
Timing: Annually

4. Task: Conduct a comprehensive plan update (*Implementation* element)  
Responsible Party: Plan Commission, City Council  
Timing: Every five years

## **Intergovernmental Cooperation Actions**

### Medium Term Actions

1. Task: Establish a design review ordinance and committee with surrounding towns (*Intergovernmental Cooperation* element)  
Responsible Party: Plan Commission and Common Council  
Timing: Within five years

### Long Term Actions

2. Task: Update or review the wellhead protection plan (*Intergovernmental Cooperation* element)  
Responsible Party: Plan Commission and Common Council  
Timing: Within 10 years

### Periodic Actions

3. Task: Consider a cooperative boundary agreement (*Intergovernmental Cooperation* element)  
Responsible Party: Plan Commission and Common Council  
Timing: Ongoing
4. Task: Update the sewer service area plan (*Utilities and Community Facilities* element)  
Responsible Party: Plan Commission and Common Council  
Timing: As needed or every five years

## **Ordinance Development and Update Actions**

### Priority (Short-Term) Actions

1. Task: Develop a site and architectural design review ordinance (*Agricultural, Natural, and Cultural Resources* element)  
Responsible Party: Plan Commission and Common Council  
Timing: Within two years
2. Task: Update land use ordinances to include storm water management (*Agricultural, Natural, and Cultural Resources* element)  
Responsible Party: Plan Commission and Common Council  
Timing: Within two years

### Medium Term Actions

3. Task: Review ordinances to better protect natural resources and green space (*Agricultural, Natural, and Cultural Resources* element)  
Responsible Party: Plan Commission and Common Council  
Timing: Within five years
4. Task: Review ordinances for their impact on creating affordable housing (*Housing* element)  
Responsible Party: Plan Commission and Common Council  
Timing: Within five years
5. Task: Consider establishing a maximum lot size (*Land Use* element)  
Responsible Party: Plan Commission and Common Council  
Timing: Within five years

### **Strategic Planning Actions**

#### Medium Term Actions

1. Task: Develop a shared vision for the downtown (*Agricultural, Natural, and Cultural Resources* element)  
Responsible Party: Plan Commission, Board of Public Works, Common Council, Finance Committee, Waupaca Area Chamber of Commerce  
Timing: Within five years
2. Task: Consider conducting an impact fee study (*Utilities and Community Facilities* element)  
Responsible Party: Board of Public Works, Common Council, Finance Committee  
Timing: Within five years

#### Periodic Actions

3. Task: Pursue funding for multi-modal transportation facilities (*Transportation* element)  
Responsible Party: River Ridge Trail Committee, Common Council  
Timing: Ongoing
4. Task: Review intergovernmental agreements for their effectiveness (*Intergovernmental Cooperation* element)  
Responsible Party: Common Council  
Timing: Ongoing
5. Task: Pursue new business attraction efforts (*Economic Development* element)  
Responsible Party: Finance Committee, Common Council  
Timing: Ongoing

## 9.2 Status and Changes to Land Use Programs and Regulations

The following provides an inventory of the land use regulations that are in affect in the City of Waupaca and summarizes recommended changes to each of these ordinance types. For basic information on regulatory plan implementation tools, please refer to Section 9.1 of the *Inventory and Trends Report*. For further detail on the status of each type of implementation ordinance in Waupaca County, please refer to Section 9.3 of the *Inventory and Trends Report*.

The City of Waupaca is looking at several revisions to their ordinances that deal with land use. These changes are primarily related to site design review in order to maintain quality construction, to maintain the small town character of the city, and protect the natural and cultural resources that exist within the city.

### Code of Ordinances

#### Current Status

The City of Waupaca has adopted a code of ordinances. The City of Waupaca Municipal Code contains the following titles and ordinances.

- |                                |   |
|--------------------------------|---|
| 1. General Government          | 14. Building Code                         |
| 2. The Governing Body          | 15. Plumbing Code                         |
| 3. Finance and Taxation        | 16. Electrical Code                       |
| 4. Police Department           | 17. Zoning Code                           |
| 5. Fire Department             | 18. Subdivision and Platting              |
| 6. Emergency Management        | 18a. Park and Recreation Areas            |
| 7. Traffic Code                | 19. Cable Television Franchise            |
| 8. Public Works                | 20. Floodplain Zoning Code                |
| 9. Public Peace and Good Order | 21. Shoreland-Wetland Zoning Code         |
| 10. Public Nuisances           | 25. Nonunion Employee Benefits            |
| 11. Health and Sanitation      | 26. Administrative Review Procedure       |
| 12. Licenses and Permits       | 27. Construction and Effect of Ordinances |
| 13. Municipal Utilities        |   |

#### Recommended Changes

The existing code is anticipated to meet the needs of the city over the planning period, however, updates to the code should be made periodically.

### Zoning

#### Current Status

The City of Waupaca Zoning Code establishes the city's basic land use, lot size, and building location, bulk, size, and height requirements. Requirements vary by zoning district which include the following.

### 1. Single-Family Residence District

**Intent:** This district provides for a variety of potential land uses. Permitted uses include single-family dwellings, institutional uses (churches, schools, libraries, municipal buildings, etc.), certain utility structures, farming, and professional offices.

**Minimum Lot Size:** 8,500 square feet per dwelling unit.

**Minimum Building Size:** 650 square feet per dwelling unit.

### 2. Two-Family Residence District

**Intent:** This district is identical to the Single-Family Residence District except that it also provides for two-family dwellings.

**Minimum Lot Size:** 8,500 square feet per dwelling unit for single-family; 5,000 square feet per dwelling unit for two-family.

**Minimum Building Size:** 1,200 square feet for a two-family dwelling.

### 3. Multiple-Family Residence District

**Intent:** This district provides for a variety of potential land uses. Permitted uses include all those allowed in the Single-Family Residence district, two-family dwellings, multiple-family dwellings, boarding homes, private clubs, and facilities of charitable or fraternal organizations.

**Minimum Lot Size:** 10,000 square feet or 2,150 square feet per dwelling unit.

**Minimum Building Size:** 1,200 square feet for a two-family dwelling; 1,500 square feet for a three-family dwelling; or 450 square feet per dwelling unit for buildings containing four or more units.

### 4. Neighborhood Business District

**Intent:** This district provides for a variety of potential residential and commercial land uses. Permitted uses include all those permitted in the Multiple-Family Residence district and various retail commercial uses including stores, banks, restaurants, and motels. Medical and dental clinics are also permitted. Conditional uses include vehicle repair facilities, drive-in restaurants, and group day cares. The required dimensional standards make this district most conducive to dispersed, suburban, auto-dependent commercial uses.

**Dimensional Standards:** Maximum height of 20 feet. Minimum street setback of 25 feet. Minimum lot size of 8,500 square feet.

## 5. Central Business District

**Intent:** This district provides for a variety of potential residential and commercial land uses. Permitted uses include all those permitted in the Multiple-Family Residence and Neighborhood Business Districts. Additional commercial uses are permitted but limited to a maximum of 10,000 square feet in area (or a special use permit is required), including hotels, indoor recreation facilities, offices, and department stores. The required dimensional standards make this district most conducive to high density, “downtown” commercial uses.

**Dimensional Standards:** Maximum height of 45 feet. No minimum setbacks.

## 6. General Commercial District

**Intent:** This district is a hybrid between the Neighborhood Business and Central Business districts. Permitted uses include all those found in the Neighborhood Business and Central Business districts. Conditional uses include vehicle repair facilities and gas stations. The required dimensional standards make this district most conducive to dispersed, urban and suburban, auto-dependent commercial uses.

**Dimensional Standards:** Maximum height of 35 feet. Minimum street setback of 25 feet. Minimum lot size 20,000 square feet.

## 7. Strip Commercial District

**Intent:** This district provides for a variety of potential residential and commercial land uses. Permitted uses include all those permitted in the Multiple-Family Residence (except those allowed in Single Family and One and Two Family), Neighborhood Business, General Commercial, and Central Business districts. Conditional uses include vehicle repair facilities, gas stations, and mobile home sales facilities. These standards make this district most conducive to dispersed, urban and suburban, large site commercial uses.

**Dimensional Standards:** Maximum height of 20 feet, or up to 45 feet if set back at least 50 feet from property lines. Minimum street setback of 25 feet from minor streets, or 50 feet from major streets and highways. Minimum building size of 1,000 square feet.

## 8. Planned Commercial District

**Intent:** This district provides for all the uses permitted in the Commercial district, but only after following a site plan review procedure. Site plans must be reviewed for sufficient access, drainage, and building layout.

## 9. Planned Unit Development District

**Intent:** This district provides for mixed-use development as approved through a site plan review procedure. Site plan review for planned unit developments (PUD) involves access and traffic flow, architectural style, building layout, open space provision, land use compatibility, and environmental impacts. PUDs may exercise flexibility in dimensional standards and may be granted a density bonus of 25% more units than would otherwise be allowed.

## 10. Mobile Home District

**Intent:** This district provides for the siting of mobile homes and mobile home parks. Mobile homes must be located in permitted mobile home parks.

**Dimensional Standards:** Mobile home parks must contain a minimum of 10 acres. Maximum number of mobile homes is 7 per acre.

## 11. Light Industrial District

**Intent:** This district provides for a variety of potential residential, commercial, and industrial land uses. Permitted uses include all those in the Commercial district except new one- and two-family dwellings. Permitted light industrial uses include wholesale trade, light manufacturing, vehicle repair facilities, and limited outdoor storage.

**Dimensional Standards:** Maximum height of 45 feet. Minimum street setback of 25 feet.

## 12. Heavy Industrial District

**Intent:** This district provides for a variety of industrial and limited commercial land uses. Residential and institutional uses are generally prohibited. Certain heavy industrial uses require Plan Commission approval. It is unclear whether this is site plan review, conditional use, or some other form of approval.

## 13. Quarrying District

**Intent:** This district provides for mineral extraction and processing land uses.

**Dimensional Standards:** Minimum extraction area setback of 200 feet from any right-of-way or property line. Minimum accessory use setback of 100 feet from any right-of-way or property line. Maximum building height of 3 stories.

#### 14. Agricultural District

**Intent:** This district provides for agriculture and related uses, as well as municipal airport land uses. Permitted uses include farming, farm residences, and airports. Conditional uses include certain agricultural businesses, recreational businesses, and solid waste facilities.

**Dimensional Standards:** Maximum building height of 3 stories. Minimum street setback of 80 feet. Minimum lot size: 5 acres per dwelling unit for residential lots.

#### 15. Resource Conservation District

**Intent:** This district provides for the preservation of natural resources and areas subject to flooding. Allowed uses include outdoor recreation and conservation uses. Conditional uses include drainage, agricultural uses, and utilities.

The city's code of ordinances also includes a Floodplain Zoning Code and Shoreland-Wetland Zoning Code.

#### Technical Recommendations

- ◆ Clarify the use of conditional use and site plan review, and use them more frequently. There are too many permitted uses in each district, which can lead to land use conflict.
- ◆ Everything other than single-family dwellings in Single-Family Residence District should be a conditional use.
- ◆ More commercial uses should require site plan review.
- ◆ In some instances the ordinance refers to "Plan Commission Approval" but does not define what type of approval this represents. The type of approval and review process should be clarified.
- ◆ The number of commercial districts seems burdensome to administer. A possible solution is to eliminate all but Central Business and Planned Business and address sensitivity to the local neighborhood through site plan and design review.
- ◆ The Light Industrial district should not allow for multi-family residential.

#### Recommended Changes

The city should develop a new zoning ordinance to implement the recommendations of the comprehensive plan.

### **Land Division Regulations**

#### Current Status

The Subdivision and Platting Code requires city approval of land divisions that result in the creation of one or more parcels of four acres or less in size. Streets and other public ways included in a comprehensive plan or official map must be constructed by a subdivider. Planned park areas identified in a comprehensive plan or official map must be made available by a subdivider for public purchase at undeveloped land prices. Parkland acquisition fees are established. The ordinance includes minimum standards for surveying and monumenting.

land suitability, lot layout and design, street design, pedestrian ways, and utilities. Procedures for minor subdivision and plat review are set forth. Lots must include a minimum of 30 feet of frontage on a public street and must be at least 66 feet wide. New streets must be constructed by a subdivider to city specifications including blacktopping. Improvements including sewer and water lines, utilities, and street lamps must be installed by a subdivider.

#### Recommended Changes

Modify the land division ordinance to allow the use of conservation and cluster design for residential subdivisions.

### **Site Plan and Design Review**

#### Current Status

The Zoning Ordinance contains an element of design review with respect to the Planned Commercial and Planned Unit Development (PUD) districts. Design review under the Planned Commercial district is fairly limited, but the PUD district allows for full review of site layout and design, building architecture, and environmental impacts. Refer to the descriptions of those districts for further details.

#### Recommended Changes

The city should establish requirements for site plan approval of all proposed commercial, industrial, institutional, and multi-family residential developments. This should include provisions for site and architectural design review. Standards should be established that provide criteria for the review of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. The primary goal of these regulations will be to preserve the small town character of the community, and toward that end, the ordinance should require:

- ◆ Attractive signage and building architecture.
- ◆ Shared highway access points.
- ◆ Screened parking and loading areas.
- ◆ Screened mechanicals.
- ◆ General landscaping plans to help reduce the heat island effect in parking lots.
- ◆ Lighting that does not spill over to adjacent properties.
- ◆ Efficient traffic and pedestrian flow.

The city should seek public input on the establishment of design review criteria. And in order to preserve the aesthetic qualities of community entrance points, highway corridors, and other key extraterritorial areas, the city should also seek to establish cooperative site plan and architectural design review procedures with the surrounding towns.

### **Official Map Regulations**

#### Current Status

The City of Waupaca Public Works Code includes provisions that establish the city's official map. All platted and existing streets, highways, parkways, parks, and playgrounds are included on the map. Development that would interfere with the eventual construction of an

improvement shown on the official map is prohibited. If a plat of subdivision includes a street, highway, park, or other feature shown on the official map, such improvement must be incorporated into the new development.

#### Recommended Changes

No recommended changes have been identified with regard to the official map regulations. The existing ordinance is anticipated to meet the needs of the city over the planning period.

### **Sign Regulations**

#### Current Status

The City of Waupaca Zoning Code includes regulations for outdoor advertising signs. Professional office and announcement signs are permitted in residential districts. Advertising signs are prohibited in residential districts. The Strip Commercial, Planned Commercial, and Plan Unit Development zoning districts each have specific sign regulations for those areas. Off-premise signs are limited to planned locations in these districts. It is unclear whether advertising signs are permitted in the Local Shopping, Central Business, Commercial, Light Industrial, Heavy Industrial, and Agricultural districts. The Zoning Code also contains general provisions that apply to all signs in the city. Regulations for the height, size, and locations of signs are established. The aesthetic qualities of signs are considered only in the review of a planned unit development.

#### Technical Recommendations

- ◆ Clarify sign requirements for the Local Shopping, Central Business, Commercial, Light Industrial, Heavy Industrial, and Agricultural districts.
- ◆ Include design review provisions for advertising signs in all districts.
- ◆ The term “billboard” is used, but not defined.

#### Recommended Changes

Refer to the recommended changes to site plan and design review ordinances. The site plan and design review process and criteria should be applied to signs as well.

### **Erosion Control and Stormwater Management**

#### Current Status

The Municipal Utilities, Zoning, Subdivision and Platting, Floodplain Zoning, and Shoreland-Wetland Zoning Codes address erosion control and stormwater management. A drainage plan is required with an application for a planned unit development. Drainage is a consideration for the suitability of land for subdividing.

#### Technical Recommendations

- ◆ Modify the zoning ordinance to allow the plan commission to consider erosion control and stormwater management in the review of any conditional use or site plan.

#### Recommended Changes

The city should review zoning, subdivision, and building code ordinances to improve provisions for stormwater management and erosion control. The ordinances should require

new development to install community approved stormwater management facilities, and should set conditions under which on-site stormwater management facilities (i.e., detention basins, swales, ponds, etc) are required.

## **Historic Preservation**

### Current Status

The City of Waupaca Zoning Code includes provisions for historic preservation, and the city is a Certified Local Government by the Wisconsin Historical Society. This ordinance establishes the Historic Preservation Commission and its authority to designate historic structures and sites and to recommend the creation of historic districts. The alteration or demolition of a designated historic site or structure is prohibited unless approved by the Historic Preservation Commission.

### Recommended Changes

No recommended changes have been identified with regard to historic preservation. Existing historic preservation measures are anticipated to meet the needs of the city over the planning period.

## **Building, Housing, and Mechanical Codes**

### Current Status

The City of Waupaca Code of Ordinances includes a Building Code, Plumbing Code, and Electrical Code. The Building Code establishes the duties of the building inspector and requires a permit and inspection for the construction or alteration of all non-agricultural buildings. This includes new construction, structural alterations, demolition, and the installation or modification of electrical, gas, heating, plumbing, and ventilation equipment. The building inspector may authorize minor repairs valued at less than \$300 without a permit. State building codes are adopted including the Uniform Dwelling Code. The Plumbing Code adopts state plumbing codes and establishes a plumbing inspector. The Electrical Code establishes a local program for the licensing of electrical contractors. Electrical work may only be performed by a licensed electrical contractor. Permits and inspections are required for electrical work.

### Recommended Changes

No recommended changes have been identified with regard to building, housing, or mechanical codes. The existing ordinances are anticipated to meet the needs of the city over the planning period.

## **Sanitary Codes**

### Current Status

The City of Waupaca Health and Sanitation, Plumbing, and Municipal Utilities Codes establish sanitary requirements. Non-plumbing systems (privies, outhouses, etc.) are prohibited. All buildings used for residential, commercial, and industrial purposes must be provided with approved water supply and plumbing facilities. All lots for which public water supply and sewer infrastructure are available are required to connect with those municipal

systems. Improper storage and disposal of solid and hazardous wastes are prohibited, and the city is authorized to abate public health nuisances.

#### Recommended Changes

No recommended changes have been identified with regard to sanitary codes. The existing ordinances are anticipated to meet the needs of the city over the planning period.

### **Driveway and Access Controls**

#### Current Status

The City of Waupaca Zoning Code contains provisions for driveway and access control. The ordinance establishes maximum driveway widths and separation distances from certain land uses and intersections with arterial streets and highways.

#### Recommended Changes

No recommended changes have been identified with regard to driveway and access controls. The existing ordinances are anticipated to meet the needs of the city over the planning period.

### 9.3 Non-Regulatory Land Use Management Tools

While ordinances and other regulatory tools are often central in plan implementation, they are not the only means available to a community. Non-regulatory implementation tools include more detailed planning efforts (such as park planning, neighborhood planning, or road improvement planning), public participation tools, intergovernmental agreements, land acquisition, and various fiscal tools (such as capital improvement planning, impact fees, grant funding, and annual budgeting). For basic information on non-regulatory plan implementation tools, please refer to Section 9.2 of the *Inventory and Trends Report*. The *City of Waupaca Comprehensive Plan* includes recommendations for use of non-regulatory implementation tools including the following:

- ◆ Periodically assess the availability of developable land for residential development (*Housing* element)
- ◆ Periodically review applicable ordinances and fees for their impacts on opportunities to create affordable housing (*Housing* element)
- ◆ Actively pursue available funding, especially federal and state sources, for needed transportation facilities, including multimodal facilities (*Transportation* element)
- ◆ Consider conducting an impact fee study (*Utilities and Community Facilities* element)
- ◆ Support historic preservation districts (*Agricultural, Natural Resources and Cultural Resources* element)
- ◆ Participate in downtown efforts to develop a shared vision for the downtown (*Agricultural, Natural Resources and Cultural Resources* element)
- ◆ Maintain community focal points which include historic and cultural locations, such as park, school, library, historic downtown, riverfront, etc., where citizens feel safe and comfortable, which are identified as gathering locations throughout the community (*Agricultural, Natural Resources and Cultural Resources* element)

- ◆ Encourage local businesses and industry to determine the types of training programs needed in the high school and technical school to provide a skilled work force (*Economic Development* element)
- ◆ Periodically review downtown parking needs (*Economic Development* element)

## 9.4 Comprehensive Plan Amendments and Updates

### Adoption and Amendments

The City of Waupaca should regularly evaluate its progress toward achieving the goals, objectives, policies, and recommendations of its comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency of the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as an effective tool upon which community decisions are based.

According to Wisconsin's Comprehensive Planning law (Wis. Stats. 66.1001), the same process that was used to initially adopt the plan shall also be used when amendments are made. The city should be aware that laws regarding the amendment procedure may be clarified or changed as more comprehensive plans are adopted, and should therefore be monitored over time. Under current law, adopting and amending the city's comprehensive plan must comply with the following steps:

- ◆ **Public Participation Procedures.** The established public participation procedures must be followed and must provide an opportunity for written comments to be submitted by members of the public to the City Council and for the City Council to respond to such comments.
- ◆ **Plan Commission Recommendation.** The Plan Commission recommends its proposed comprehensive plan or amendment to the City Council by adopting a resolution by a majority vote of the entire Plan Commission. The vote shall be recorded in the minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.
- ◆ **Recommended Draft Distribution.** One copy of the comprehensive plan or amendment adopted by the Plan Commission for recommendation to the City Council is required to be sent to: (a) every governmental body that is located in whole or in part within the boundaries of the city, including any school district, sanitary district, public inland lake protection and rehabilitation district, or other special district; (b) the clerk of every city, village, town, county, and regional planning commission that is adjacent to the city; (c) the Wisconsin Land Council; (d) the Department of Administration; (e) the Regional Planning Commission in which the city is located; (f) the public library that serves the area in which the city is located; and (g) persons who have leasehold interest in an affected property for the extraction of non-metallic minerals. After adoption by the City Council, one copy of the adopted comprehensive plan or amendment must also be sent to (a) through (f) above.

- ◆ **Public Notification.** At least 30 days before the public hearing on a plan adopting or amending ordinance, persons that have requested to receive notice must be provided with notice of the public hearing and a copy of the adopting ordinance. This only applies if the proposed plan or amendment affects the allowable use of their property. The city is responsible for maintaining the list of persons who have requested to receive notice, and may charge a fee to recover the cost of providing the notice.
- ◆ **Ordinance Adoption and Final Distribution.** Following publication of a Class I notice, a public hearing must be held to consider an ordinance to adopt or amend the comprehensive plan. Ordinance approval requires a majority vote of the City Council. The final plan report or amendment and adopting ordinance must then be filed with (a) through (f) of the distribution list above that received the recommended comprehensive plan or amendment.

## Updates

Comprehensive planning statutes require that a comprehensive plan be updated at least once every 10 years. However, it is advisable to conduct a plan update at a five year interval. An update requires revisiting the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables, and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan including similar time and funding allotments. State statutes should also be monitored for any modified language.

## 9.5 Integration and Consistency of Planning Elements

### Implementation Strategies for Planning Element Integration

While this comprehensive plan is divided into nine elements, in reality, community planning issues are not confined to these divisions. Planning issues will cross these element boundaries. Because this is the case, the policies and recommendations of this plan were considered by the City of Waupaca in the light of overall implementation strategies. The following implementation strategies were available for consideration.

|  |   |
|--|---|
| <p><b>Housing</b></p> <ol style="list-style-type: none"> <li>1. Create a range of housing options</li> <li>2. Create opportunities for quality affordable housing</li> <li>3. Change the treatment of mobile and manufactured homes</li> <li>4. Create opportunities to rehabilitate the existing housing stock</li> </ol> | <p><b>Agricultural, Natural, and Cultural Resources</b></p> <ol style="list-style-type: none"> <li>1. Preserve natural resources and/or green space</li> <li>2. Change the management of stormwater runoff</li> <li>3. Preserve community character and small town atmosphere</li> <li>4. Create attractive community entrances</li> <li>5. Preserve historic places</li> </ol> |
| <p><b>Transportation</b></p> <ol style="list-style-type: none"> <li>1. Create efficiencies in the cost of building and maintaining streets and sidewalks (control taxes)</li> <li>2. Preserve the mobility of collector and/or arterial streets and highways</li> </ol>  | <p><b>Economic Development</b></p> <ol style="list-style-type: none"> <li>1. Change community conditions for attracting business and job growth</li> <li>2. Change community conditions for retaining existing businesses and jobs</li> <li>3. Create additional tax base by requiring quality development and construction</li> </ol>  |

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3. Create improved intersection safety
  4. Create safe emergency vehicle access to developed properties
  5. Create more detailed plans for transportation improvements
  6. Create road connectivity
  7. Create a range of viable transportation choices
  8. Change the availability and arrangement of public parking areas

**Utilities and Community Facilities**

1. Create efficiencies in the cost of providing services and facilities (control taxes)
2. Create more detailed plans for facility and service improvements
3. Create intergovernmental efficiencies for providing services and facilities
4. Preserve drinking water quality
5. Create improved community facilities and services
6. Preserve the existing level and quality of community facilities and services
7. Preserve planned future park locations and road and utility rights-of-way
8. Preserve the village as a viable unit of government
9. Create opportunities to maximize the use of existing infrastructure

4. Create a revitalized downtown
5. Create more specific plans for economic development

**Intergovernmental Cooperation**

1. Create a cooperative approach for planning and regulating development along community boundaries
2. Create intergovernmental efficiencies for providing services and facilities
3. Preserve intergovernmental communication

**Land Use**

1. Preserve valued features of the landscape through site planning
  2. Create development guidelines using selected criteria from *What If* suitability mapping
  3. Change the management of growth in extraterritorial areas
  4. Preserve the influence of market forces to drive the type and location of development
  5. Create a system of development review that prevents land use conflicts
  6. Preserve the downtown neighborhood
  7. Create a pattern of land use that is compact
  8. Create mixed-use neighborhoods
  9. Create pedestrian/bicycle-friendly and human scaled-neighborhoods
  10. Create attractive and efficient regional commercial and industrial areas
- 

These overall strategies are grouped by element, but are associated with policies and recommendations in multiple elements. These associations are noted on each policy and recommendations statement. For example, policy UCF3 is associated with strategy Utilities and Community Facilities 1 (Create efficiencies in the cost of providing services and facilities - control taxes) and strategy Agricultural, Natural, and Cultural Resources 3 (Preserve community character and small town atmosphere).

UCF3 New utility systems shall be required to locate in existing rights-of-way whenever possible (Source: Strategy UCF1, ANC3).

Wisconsin’s Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be integrated with the other elements of the plan. The implementation strategies provide planning element integration by grouping associated policies and recommendations in multiple elements with coherent, overarching themes.

The City of Waupaca selected from the available strategies to generate its policies and recommendations. The selected implementation strategies reflect the city’s highest priorities for implementation, and areas where the city is willing to take direct implementation responsibility. The following strategies were selected and utilized to develop this plan:

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- ◆ H2: Create opportunities for quality affordable housing
- ◆ T1: Create efficiencies in the cost of building and maintaining streets and sidewalks
- ◆ UCF1: Create efficiencies in the cost of providing services and facilities
- ◆ UCF3: Create intergovernmental efficiencies for providing services and facilities
- ◆ ANC1: Preserve natural resources and/or green space
- ◆ ANC3: Preserve community character and small town atmosphere
- ◆ ANC4: Create attractive community entrances
- ◆ ED1: Change community conditions for attracting business and job growth
- ◆ ED3: Create additional tax base by requiring quality development and construction
- ◆ IC1: Create a cooperative approach for planning and regulating development along community boundaries
- ◆ LU4: Preserve the influence of market forces to drive the type and location of development
- ◆ LU7: Create a pattern of land use that is compact

The strategies that were not selected by the city may still be of importance, but were not identified as top priorities or areas where direct action by the city was deemed appropriate.

### **Planning Element Consistency**

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be made consistent with the other elements of the plan. The planning process that was used to create the *City of Waupaca Year 2030 Comprehensive Plan* required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore reducing the threat of inconsistency.

There may be inconsistencies between the goals and objectives between elements or even within an individual element. This is the nature of goals and objectives. Because these are statements of community values, they may very well compete with one another in certain situations. The mechanism for resolving any such inconsistency is the policy statement. Where goals or objectives express competing values, the city should look to the related policies to provide decision making guidance. The policies established by this plan have been designed with this function in mind, and no known policy inconsistencies are present between elements or within an individual element.

Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments or updates to be made. Over time, additional plans regarding specific features within the community may also be developed (e.g., outdoor recreation plan, downtown development plan, etc.). The process used to develop any further detailed plans should be consistent with this *City of Waupaca Year 2030 Comprehensive Plan*.

## 9.6 Measurement of Plan Progress

Wisconsin's Comprehensive Planning law requires that the *Implementation* element provide a mechanism to measure community progress toward achieving all aspects of the comprehensive plan. An acceptable method is to evaluate two primary components of the plan, policies and recommendations, which are found in each plan element.

To measure the effectiveness of an adopted policy, the community must determine if the policy has met the intended purpose. For example, the City of Waupaca has established a Transportation element policy that states, "Streets that provide access to multiple improved properties should be built to city standards as a condition of approval for new development." To determine whether the policy is achieving the community's intention a "measure" must be established. In the case of this policy, the measure is simply how many streets that provide access to improved properties have been built to city standards and has this been used as a condition of approval for new development. Each policy statement should be reviewed periodically to determine the plan's effectiveness.

Likewise, recommendations listed within each element can be measured. For recommendations, the ability to "measure" progress toward achievement is very straight forward in that the recommendations have either been implemented or not.

To ensure the plan is achieving intended results, periodic reviews should be conducted by the Plan Commission and results reported to the governing body and the public.

## 9.7 Implementation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

**Goal 1 Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the city.**

### ***Objectives***

- 1.a. Update the comprehensive plan on a regular schedule to ensure that the plan remains a useful guide for land use decision making.
- 1.b. Require that administration, enforcement, and implementation of land use regulations are consistent with the city's comprehensive plan.
- 1.c. The City Council is to develop and update as needed an "Action Plan" as a mechanism to assist the Plan Commission and City Council with the administration of the comprehensive plan.

**Goal 2 Balance appropriate land use regulations and individual property rights with community interests and goals (Source: Local Issues & Opportunities).**

***Objectives***

- 2.a. Create opportunities for citizen participation throughout all stages of planning, ordinance development, and policy implementation.
- 2.b. Maintain a development review process whereby all interested parties are afforded an opportunity to influence the outcome.

## 9.8 Implementation Policies

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the city is concerned about. Policies and recommendations become primary tools the city can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The city’s policies are stated in the form of position statements (City Position), directives to the city (City Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the city should be prepared to complete. The completion of these actions and projects is consistent with the city’s policies, and therefore will help the city fulfill the comprehensive plan goals and objectives.

### **Policies: City Directive**

- I1 The city shall maintain the comprehensive plan as an effective tool for the guidance of city governance, and will update the plan as needed to maintain consistency with state comprehensive planning requirements (Source: Basic Policies).
- I2 City policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible (Source: Basic Policies).
- I3 The plan shall be reviewed by the city attorney to ensure his or her knowledge of the plan and to offer suggestions to reduce conflict (Source: Basic Policies).

## Appendix A

### Existing Land Use Classifications

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## Waupaca County Comprehensive Planning Existing Land Use Code Key

---

### Residential

- ◆ Single Family Structures
  - ◆ Duplexes
  - ◆ Bed & Breakfast Houses
  - ◆ Mobile Homes Not in Parks
  - ◆ Mowed Land Surrounding Houses
  - ◆ Accessory Uses (Garages, Sheds)
- 

### Multi-Family Housing

- ◆ Apartments, Three or More Households
  - ◆ Condos, Three or More Units
  - ◆ Rooming and Boarding Houses
  - ◆ Connected Parking Areas
  - ◆ Mowed Land Surrounding
- 

### Mobile Home Parks

- ◆ Three or More Mobile Homes on a Parcel/Site
- 

### Farmsteads

- ◆ Farm Residences
  - ◆ Mowed Land Surrounding Houses
- 

### Group Quarters and Elder Care

- ◆ Resident Halls
  - ◆ Group Quarters
  - ◆ Retirement Homes
  - ◆ Nursing Care Facilities
  - ◆ Religious Quarters
  - ◆ Connected Parking Areas
- 

### Commercial

- ◆ Wholesale Trade
  - ◆ Retail Trade (Stores, Services, etc.)
  - ◆ Gas Stations
  - ◆ Buildings/Facilities Only for Greenhouses, Golf Courses, Driving Ranges
- 

### Agriculture

- ◆ Cropland
  - ◆ Barns, Sheds, Silos, Outbuildings
  - ◆ Manure Storage Structures
  - ◆ Feedlots
  - ◆ Land Between Buildings
- 

### Other Open Land

- ◆ Rocky Areas and Rock Outcrop
  - ◆ Open Lots in a Subdivision
  - ◆ An Undeveloped Rural Parcel
  - ◆ Pasture Land
  - ◆ Gamefarm Land
- 

### Parks and Recreation

- ◆ Sport and Recreational Facilities (public and private)
  - ◆ Athletic Clubs
  - ◆ Designated Fishing and Hunting
  - ◆ Fish Hatcheries
  - ◆ Boat Landings
  - ◆ Stadiums, Arenas, Race Tracks, Sport Complexes
  - ◆ Museums, Historical Sites
  - ◆ Nature Parks/Preserve Areas, Zoos, Botanical Gardens
  - ◆ Casinos
  - ◆ Amusement Parks (go-carts, mini-golf)
  - ◆ Bowling Alleys
  - ◆ Golf Courses and Country Clubs
  - ◆ Driving Ranges
  - ◆ Ski Hills and Facilities
  - ◆ Marinas
  - ◆ RV Parks and Recreational Camps
  - ◆ Campgrounds and Resorts
  - ◆ Designated Trails
  - ◆ Public Parks (includes playground areas, ball diamonds, soccer fields, tennis courts)
  - ◆ Fairgrounds (buildings and facilities included)
-

**Woodlots**

- ◆ Planted Wood Lots
  - ◆ Forestry and Timber Tract Operations, Silviculture
  - ◆ Orchards and Vineyards
  - ◆ General Woodlands
  - ◆ Hedgerows (where distinguishable)
- 

**Utilities**

- ◆ Electric Power Generation, Transmission and Distribution
  - ◆ Transformers and Substations
  - ◆ Natural Gas Distribution
  - ◆ Water Towers / Storage Tanks
  - ◆ Sewage Treatment Plant
  - ◆ Lift Stations, Pump Stations, Wells
  - ◆ Communication Towers (includes radio, telephone, television, cellular)
  - ◆ Waste Treatment and Disposal
  - ◆ Active and Abandoned Landfills
  - ◆ Recycling Facilities
- 

**Institutional**

- ◆ Public Libraries
  - ◆ Public and Private Schools
  - ◆ Colleges, Universities, Professional Schools
  - ◆ Technical and Trade School Facilities, Business / Computer training
  - ◆ Doctor and Dentist Offices
  - ◆ Hospitals
  - ◆ Churches, Religious Organizations, Non-Profit Agencies, Unions
  - ◆ Cemeteries and Crematories
- 

**Industrial**

- ◆ Construction Contractors (excavating, roofing, siding, plumbing, electrical, highway and street)
  - ◆ Warehousing
  - ◆ Manufacturing/Factory
  - ◆ Mill Operation
  - ◆ Printing and Related Facilities
  - ◆ Chemical, Petroleum, and Coals Products Facilities
  - ◆ Trucking Facilities (includes outdoor storage areas for trucks and equipment, docking terminals)
- 

**Mines/Quarries**

- ◆ Extraction/Quarries (sand, gravel, or clay pits, stone quarries)
  - ◆ Non-metallic Mineral Processing
- 

**Transportation**

- ◆ Airports (includes support facilities)
  - ◆ Rail Transportation (includes right of way and railyards)
  - ◆ Waysides
  - ◆ Freight Weigh Stations
  - ◆ Bus Stations
  - ◆ Park and Ride/Carpool Lots
  - ◆ Highway and Road/Street Rights of Way
- 

These classifications of existing land uses must be used when reviewing the accuracy of the Draft Existing Land Use Map. The land uses listed under each classification are intended to be included in that classification and identified as such on the map. Only the name of classification (Residential, Multi-Family Housing, Mobile Home Parks, Farmsteads, etc.) needs to be identified for corrections.

## Appendix B

### Public Participation Plan and Survey Results

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# **Comprehensive Plan Public Participation and Education Plan**

Adopted by the City of Waupaca

July 29, 2004

## Acknowledgements

In accordance with State law, the City of Waupaca, City of Waupaca Plan Commission, City of Waupaca Department of Public Works and City of Waupaca Planner worked during 2004 to learn about and incorporate the principles of a strong public participation and education effort into this document. The citizens who put their time and energy into developing a strong plan to involved the public include:

City of Waupaca Plan Commission Members as of 1/14/04

Mayor Brian Smith, Chairman

Terrence Martin

James Olson

Kay Lutze

Aldersperson Mary Polebitski

Aldersperson Mike Halpin

John Edlebeck, Public Works

Daniel Steenbock, City Planner

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### Appendix

1. Brief Summary of Waupaca County Planning Process Public Participation Tools
2. Waupaca County Comprehensive Plan Recommended Cluster Meeting Schedule
3. Waupaca County Comprehensive Plan recommended Project Schedule

# City of Waupaca Comprehensive Plan: Public Participation and Education Plan

## I. Background

### **A. Introduction**

The concept of citizen participation is a fundamental principle of American democracy. In our system of governance, our representative leaders promise that we are a government “of the people, by the people, for the people”. This promise can be fulfilled to the extent that two actions occur. First, appointed and elected leaders must fulfill the responsibilities of informing, being informed by, and interacting with the public. Second, the public must reciprocate by learning from, teaching, and providing opinions to the leaders.

Failure to fulfill any of these responsibilities results in the lack of a fully effective representative democracy. At best, governments become less “governments for the people and by the people”, and more “service providers” for “taxpayers” (Hinds, 2001). At worst, governments become providers for the few token citizens that voice an opinion regardless of whether or not it is a majority one.

Waupaca County and the City of Waupaca fully believe in and are committed to the promise of a representative democracy. To that end, the City of Waupaca and the City of Waupaca Plan Commission pledges to the citizenry that it will inform, be informed by, and interact with the public throughout the comprehensive planning process. Furthermore, these leaders will actively work to provide and promote broad-based and continuous opportunities for public participation throughout the process so that they can learn from, teach, and hear opinions from the citizenry.

The Waupaca County planning process, which was adopted during the September 2003 County Board Meeting, offers multiple opportunities for the elected and appointed leaders and citizenry to become engaged. This Public Participation and Education Plan outlines those opportunities and expands on them in order to develop an atmosphere that will result in a grassroots, bottom up, citizen driven comprehensive plan.

## **B. Wisconsin's Comprehensive Planning Law**

Wisconsin's Comprehensive Planning Law was adopted in October 1999. The law is a culmination of work by a unique coalition of groups representing various interests, including realtors, builders, and environmentalists. The law provides a framework for local community comprehensive planning and defines the components of a comprehensive plan. The definition provides communities with some guidance for local efforts and includes nine elements: 1) issues and opportunities; 2) housing; 3) transportation; 4) utilities and community facilities; 5) agricultural, natural, and cultural resources; 6) economic development; 7) intergovernmental cooperation; 8) land use; and 9) implementation. The original law required that after January 1, 2010, local government actions that impact land use must be consistent with the comprehensive plan. An amendment to the law contained in Assembly Bill 608 and signed into law by Governor Doyle in April 2004 clarified "actions that impact land use" by defining them as zoning, subdivision, and official mapping.

## **C. Public Participation Required in the Law**

In order to promote the promise of democracy, the Comprehensive Planning Law requires communities to foster public participation.

Wisconsin Statutes, Section 66.1001(4)(a)...

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

## **D. Waupaca County Comprehensive Planning**

In October 2000, the Chairman of the Waupaca County Board appointed the Smart Growth Advisory Committee to study whether or not Waupaca County and its municipalities should engage in comprehensive planning. The Committee returned an affirmative answer and in September 2001, the Waupaca County Board of Supervisors approved developing a comprehensive plan contingent upon receiving State grant funding. During this time period, 33

of 34 municipalities entered into contract with Waupaca County to complete comprehensive plans, thus creating a team of communities that will collectively work toward the development of one county and 33 individual community comprehensive plans. In July 2002, the Smart Growth Advisory Committee selected Foth and Van Dyke as the project consultant. In November 2002, a grant application was submitted to the state and a grant was received the following February. During the ensuing months, representatives from each community, referred to as the Core Planning Committee, worked to develop and recommend a planning process to the County Board that fit their needs. The County Board approved the process and contracts with Foth and Van Dyke and the Waupaca County Economic Development Corporation (which will manage the project at the county level) in September 2003.

During the development and following the approval of the planning process, a committee of five community representatives from across the county, referred to as the Public Participation and Education Subcommittee, worked to learn about public participation and develop the Waupaca County Public Participation and Education Plan. These committee members included: Ray Arndt, Town of Dupont; Helene Pohl, Town of St. Lawrence; Terry Murphy, Village of Iola; Don Fabricius, Town of Farmington; Tom Wilson, Town of Farmington (who replaced Don Fabricius), and Dick Eiberger, Town of Fremont. The Waupaca County Public Participation and Education Plan was adopted by the County Board on March 16, 2004, and includes parts I., II., III. A., III B., and Appendices 1., 2., and 3. of this document.

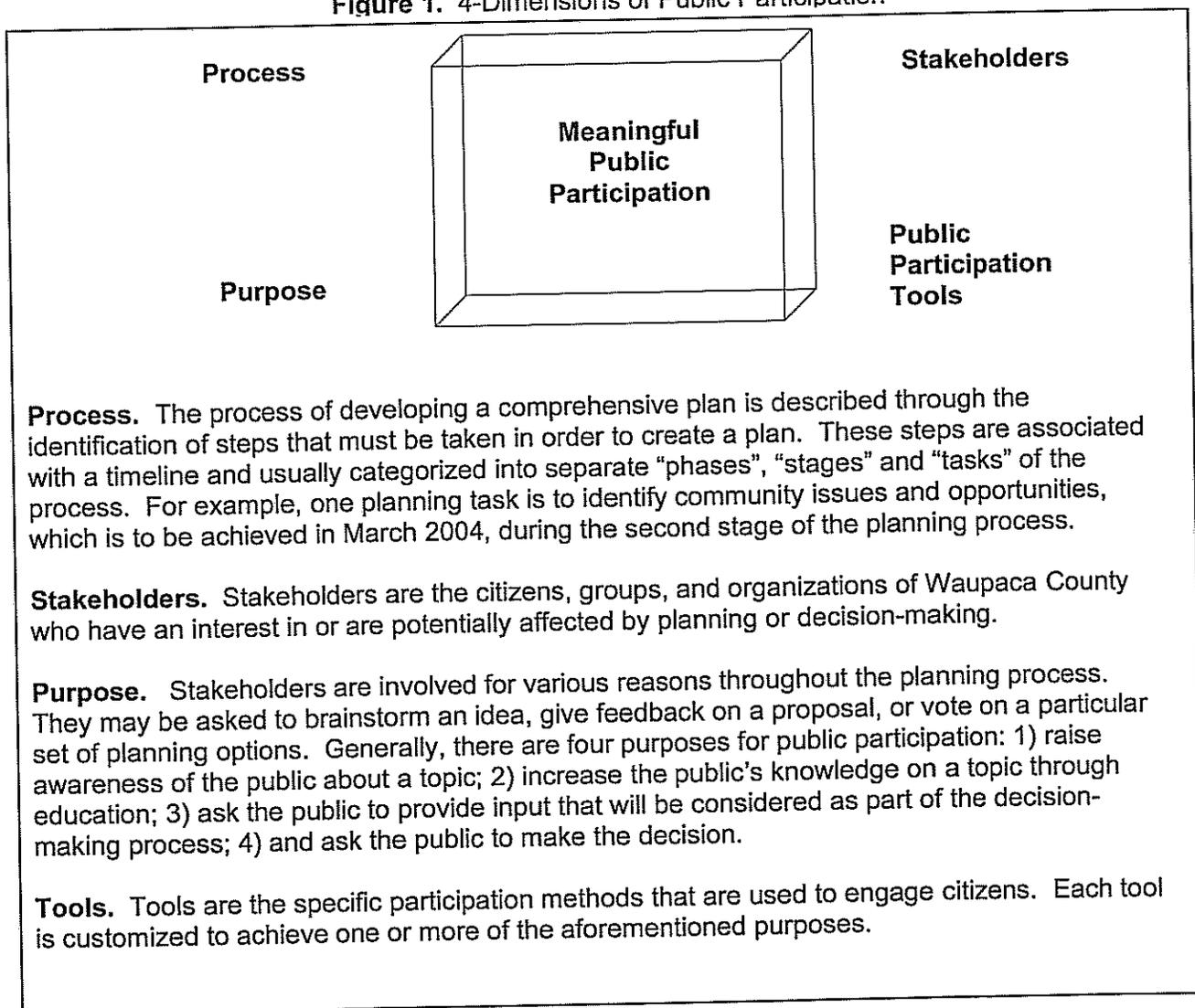
The City of Waupaca has reviewed the Waupaca County Public Participation and Education Plan and feels that the public participation tools that will be implemented throughout Waupaca County per the guidance provided in the document effectively attempt to include the public in the planning process. The City of Waupaca will post all public meetings in addition to supporting the public participation tools that will be implemented as part of the County Public Participation and Education Plan.

## II. The Public Participation Process

### A. The 4 Dimensions of Public Participation

Public participation efforts that successfully engage the citizenry and link their involvement to decision-making focus on effectively coordinating the four dimensions of public participation. The four dimensions include: 1) the planning process; 2) stakeholders; 3) purpose; and 4) tools. Simply, during any given stage in (1) the planning process, a certain set of (2) stakeholders will be engaged for a certain (3) purpose using specific types of (4) public participation tools (Figure 1).

Figure 1. 4-Dimensions of Public Participation



## 1. The Process Dimension

The Waupaca County Comprehensive Planning Process is separated into 8 stages. Certain tasks are associated with each of these stages. These stages include: 1) Pre-planning; 2) Education and Background Information Gathering; 3) Identification of Issues, Opportunities, and Desires; 4) Element Education and Setting Goals and Measurable Objectives; 5) Constraints Identification; 6) Land Use Goals, Objectives, and Mapping; 7) Decision-Making and Policy and Program Development; and 8) Document Revision and Approval. The tasks associated with these stages are outlined in **Appendix 1**. A timeline that identifies specific meetings is included in **Appendix 2**.

## 2. The Stakeholder Dimension

All citizens, groups, landowners, organizations, parties, etc. who have an interest in or are potentially affected by comprehensive planning are stakeholders in the comprehensive planning process. The Public Participation and Education Subcommittee conducted a stakeholder analysis in order to identify key stakeholders who should be actively invited to participate in the process. **Table 1** lists these stakeholders and will provide guidance to the committee and local communities as they attempt to engage the public.

**Table 1. Stakeholder Analysis**

### **Housing Element**

- 1) Developers
- 2) Building Contractors
- 3) Realtors
- 4) Residents in Low Income – Moderate Income Housing
- 5) Residents in Retirement Homes – Seniors
- 6) Residents in Manufactured Housing
- 7) CAP Services
- 8) Renters
- 9) Homeowners
- 10) Condo Owners

### **Cultural / Historical Preservation Element**

- 1) Area Historical Societies
  - a) Waupaca
  - b) Marion
  - c) Iola
- 2) Public Libraries
- 3) Winchester Academy

Table 1. Stakeholder Analysis (continued)

**Agriculture Element**

- 1) Farm Bureau
- 2) Large Landowners / Lessees
- 3) Landowners
- 4) Farmers
  - a) Dairy
  - b) Beef
  - c) Orchards
  - d) Cash Crop
  - e) Elk
  - f) Truck
  - g) Young – Old
  - h) Family – Ag Business
- 5) Horse Owners – Any Horse Organizations
- 6) Land Trusts

**Natural Resources Element**

- 1) Environmental Groups (such as)
  - a. Hook & Gun Clubs (Conservation Clubs)
  - b. Lake Districts
  - c. Land Trusts (Northeast Wisconsin)
- 2) Department of Natural Resources
- 3) County Waste/Recycling
- 4) Anti-DNR/Private Property Rights Groups
- 5) Non-metallic Mining Interests
- 6) Snowmobile Clubs
- 7) County Land Conservation Department
- 8) Parks Departments

**Transportation**

- 1) Department of Transportation
- 2) Public Works Departments
- 3) Airport
- 4) Cab/Bus Companies
- 5) School Districts (school buses)
- 6) Bicycle/ Walking Trail Enthusiasts
- 7) Snowmobile Clubs
- 8) County Highway Department
- 9) Parks Departments

**Utilities / Community Facilities Element**

- 1) Sewer & Water Districts
- 2) Public Works Departments
- 3) Industries
- 4) Utility Companies
- 5) Emergency Government
- 6) Fire Departments
- 7) Ambulance
- 8) Sheriff Police
- 9) Cell Tower/Telecommunication Interests
- 10) Parks Departments

Table 1. Stakeholder Analysis (continued)

|   |
|---|
| <p><b><u>Economic Development Element</u></b></p> <ol style="list-style-type: none"><li>1) Commercial – Retail - Tourism</li><li>2) Industrial/Manufacturing – Large - Small</li><li>3) Chambers of Commerce</li><li>4) Department of Transportation</li><li>5) Lumber Companies</li><li>6) Airport</li><li>7) Golf Courses</li></ol> <p><b><u>General</u></b></p> <ol style="list-style-type: none"><li>1) School Districts – Administration</li><li>2) Youth</li><li>3) Retirees - Seniors</li><li>4) Service Clubs (e.g., Rotary, Kiwanis, Lions)</li><li>5) Religious Groups</li><li>6) Different Income Levels</li></ol> |
|---|

### 3. The Purpose Dimension

The ultimate purpose for involving citizens in planning is to fulfill the promise of developing a community that is “of the people, by the people, and for the people” by making decisions that best address their needs and concerns. In order to learn from, teach, and receive opinions of the public, elected and appointed officials attempt to involve citizens in four basic ways:

- a. Raise public **awareness** of the planning project and related planning issues
- b. **Educate** the public about these issues so that an informed opinion can be given
- c. Gather **input** from the public regarding their opinions
- d. Engage the public in **decision-making**

These methods can be conceptualized in a hierarchy or continuum (**Figure 2.**), which is explained further below.

Figure 2. Public Participation Continuum



### **Awareness**

Awareness raising efforts are intended to inform and update the public about the planning effort. Building awareness must occur prior to citizens providing input. Simply, the public must first know about a meeting before they can attend. Effective awareness tools not only state the 'when,' 'where,' and 'what' of the event, but also stimulate citizen interest.

### **Education**

Education efforts are intended to increase the public's capacity to provide informed input and make informed decisions. Input can certainly be given and decisions made absent education, but they would be characterized as uninformed. Just as a general prefers to have his or her soldiers properly equipped and trained for battle, community leaders prefer to receive informed input and have knowledgeable decisions made.

### **Input**

Input efforts are intended to help decision-makers learn more about the community and also better understand what citizens value, believe in, or desire. Gathering public input helps them create planning products or make decisions that reflect the existing situation of the community as well as citizen ideals.

### **Decision-making**

Decision-making is the highest level of public participation. Decision-making authority is placed in the hands of the citizens through the use of tools like planning committees or commissions.

## **4. The Tools Dimension**

Public participation tools, like other planning tools, help achieve planning tasks. Some planning tasks rely upon non-participatory tools. For example, population and housing projections are used to analyze demographic trends. Other planning tasks can only be accomplished with the assistance of the public; therefore, the achievement of these tasks is reliant upon the use of tools that engage the public. Public participation tools that have been chosen for the City of Waupaca Comprehensive Planning Process are discussed in Section III.

### **III. Public Participation in the Waupaca County Comprehensive Planning Process**

This section of the Public Participation and Education Plan is divided into two parts. Part A describes the tools that will be used to raise awareness county-wide throughout the planning process. Part B describes tools that will be used to educate, gather input, and involve citizens in decision-making county-wide during each distinct stage in the process.

#### **A. Awareness Raising Tools**

##### **Newsletters**

A newsletter will be used to update the public on recent progress in the planning process and inform them of upcoming events. It is both an awareness and educational tool. It will be published roughly 4 times per year, thus making it possible to have an issue provided between every major stage of the planning process. The newsletter will be sent to all local elected officials, planning committee members, and appointed officials involved in the process. Hard copies will be provided at the libraries and courthouse. Communities can choose to send to additional citizens at their expense. Periodic planning updates can also appear in existing newsletters already in circulation within the community (e.g., school district newsletter, nonprofit groups, etc.)

##### **Community Display**

A display that highlights major milestones in the planning process will be located in local libraries and the courthouse.

##### **Website**

A comprehensive planning website will be continuously updated and used as a site to post planning documents, maps and other pertinent information. A calendar will also be used to post upcoming opportunities for involvement.

##### **Placemats**

Placemats will be given away free to area restaurants. They could be updated several times throughout the process to reflect new planning information.

##### **Yardsticks**

The committee will investigate the use of yardsticks as an awareness tool.

### **Mass Media**

Media outlets, such as, radio, newspapers, and buyer's guides will be used to the greatest extent possible. Additionally, the editor from each local newspaper will be asked to become a non-voting member of a cluster committee.

### **Public Notice and Comment**

All meetings in the planning process are open to the public and public input is encouraged. Notice of all meetings will be legally posted. A portion of each agenda will be appropriated for public comment.

## **B. Public Participation Tools by Planning Stage**

### **Stage 1: Pre-planning**

#### **Tasks to be Achieved:**

- ✓ raise public awareness about planning
- ✓ educate citizens about planning
- ✓ citizen representatives develop planning process
- ✓ citizen representatives negotiate consultant contract and project budget
- ✓ citizen representatives establish ground rules and responsibilities
- ✓ citizen representatives create public participation and education plans

#### **Tools to be Used:**

##### County Board (used for decision-making)

As of the writing of this document, the County Board had already approved comprehensive planning contingent upon receiving a grant, approved contracts with Foth and Van Dyke and the Waupaca County Economic Development Corporation, and approved the planning process. The County Board is also responsible for adopting a Public Participation and Education Plan.

##### Core Planning Committee (CPC) (used for input gathering and decision-making)

The Core Planning Committee is responsible for developing the County Comprehensive Plan. As of the writing of this document, each local governmental unit had already appointed a representative to the Core Planning Committee. The County Board Chair appointed two members from the County Board. The CPC has already:

- ✓ recommended a contract inclusive of an agreed upon planning process.
- ✓ appointed the Public Participation and Education and Management Subcommittees.

During this stage the Core Planning Committee is also responsible for:

- ✓ approving the planning process Ground Rules and Responsibilities.
- ✓ recommending a County Public Participation and Education Plan to the County Board.

Management Subcommittee of the Core Planning Committee (used for input gathering and decision-making)

The Management Subcommittee is comprised of one representative from each Cluster and was appointed by the CPC. During this stage the Management Subcommittee has already:

- ✓ recommended a contract inclusive of an agreed upon planning process to the CPC.
- ✓ recommended planning process Ground Rules and Responsibilities to CPC.

Public Participation and Education Subcommittee of the Core Planning Committee (used for input gathering and decision-making)

The Public Participation and Education Subcommittee (PPE) is comprised of one representative from each Cluster and was appointed by the CPC. During this stage the PPE is responsible for:

- ✓ recommending a Public Participation and Education Plan to the CPC.

Local Governmental Units (used for decision-making)

As of the writing of this document, local governmental units had already adopted resolutions, thereby entering into contract with Waupaca County, to complete a comprehensive plan for the County and each municipality and appointed a CPC member. During this stage in the process they are also responsible for:

- ✓ adopting Village Powers (if applicable).

**Stage 2: Education and Background Information Gathering**

**Tasks to be Achieved:**

- ✓ raise awareness about planning process
- ✓ educate citizens and local plan commissions
- ✓ local governments form local plan commissions or committees or both
- ✓ citizen experts field check data

**Tools to be Used:**

Local Governmental Units (used for decision-making)

During this stage, local governmental units are responsible for:

- ✓ appointing a plan commission or committee or both.
- ✓ adopting a local Public Participation and Education Plan.
- ✓ working with county interns to field check and update the existing land use data.
- ✓ appointing 3 members to the Cluster Committee.

Formation of Cluster Committees (used for input gathering and decision making)

Clusters are groups of communities in 5 regions of Waupaca County that will meet on the same evening in the same location in order to expedite and increase coordination of the planning process. Each Cluster Committee is comprised of 3 representatives from each local unit of government in the cluster. The Cluster Committee is the placeholder for education and discussion of intergovernmental cooperation.

Plan Commission Workshops and other Educational Efforts/Counseling (used for awareness and education)

Two Plan Commission workshops, individual community education programs on planning fundamentals and the Waupaca County process, and individualized counseling will be used to increase the public's capacity.

Kickoff Cluster Informational Meeting (see Cluster Informational Meeting #1 in Appendix 2 for more detail) (used for awareness, education, and input gathering)

A kickoff cluster informational meeting will be held in each cluster to increase awareness and understanding of the process. The citizens at the meeting will select a Chair and Vice-Chair.

**Stage 3: Identification of issues, opportunities and desires**

**Tasks to be Achieved:**

- ✓ identify community issues and opportunities
- ✓ develop planning slogan

**Tools to be Used:**

Slogan Contest (used for awareness raising and education)

Local youth will be invited to participate in a contest to develop a slogan for the Waupaca County planning process. First place: \$125 and use of slogan. Second place: \$50. Third place: \$25. The slogan contest will occur in Fall, 2004.

Survey (used for input gathering)

A survey will be used to identify citizen opinions regarding issues, opportunities, desires, and goals.

Focus Groups (used for input gathering)

5 focus groups will be used to identify "expert-based" issues, opportunities and desires related to the planning elements.

Cluster Workshop #2 (see Appendix 3 for more detail on each workshop) (used for awareness raising and input gathering)

Cluster Workshops will be used to identify citizen based issues, opportunities, and desires.

Core Planning Committee (used for input gathering and decision-making)

The CPC will finalize the issues, opportunities, and desires for the County Comprehensive Plan.

Local Committees/Commissions (used for input gathering and decision-making)

Local committees/commissions will finalize local issues, opportunities, and desires statements.

**Stage 4: Element Education and Setting Goals and Measurable Objectives**

**Tasks to be Achieved:**

- ✓ education related to each element
- ✓ develop goals and measurable objectives related to planning elements

**Tools to be Used:**

Education Programs (used for education)

Education programs will be held during cluster meetings to increase knowledge of planning related topics as they pertain to the elements.

Local Committees/Commissions (used for input gathering and decision-making)

Local committees/commissions will develop goals and measurable objectives for each of the planning elements during three separate cluster workshops (#3, #5, and #7). Three other cluster workshops will be used to share draft goals and objectives with the public and receive feedback (#4, #6, and #8)

### **Stage 5: Constraints Identification**

#### **Tasks to be Achieved:**

- ✓ develop, review, and prioritize potential development/land use constraints
- ✓ develop future land use categories that will be applied to a map

#### **Tools to be Used:**

##### Education Programs (used for education)

Education programs will be held during focus group, CPC, and cluster informational meetings (#9) to increase understanding of constraints identification.

##### Focus Groups (used for input gathering)

Focus groups will be held to identify "expert-based" constraints, which will be used as a foundation for a discussion.

##### Core Planning Committee (used for decision-making)

The CPC will choose constraints for the County Comprehensive Plan.

##### Cluster Committees (used for decision-making)

The Cluster Committees (meetings #9, #10, #11) will choose constraints for each cluster and select future land use categories. During Cluster Informational Workshop #12, the public will be actively invited to give feedback on land use goals, objectives, and future categories.

##### Newspaper Flyer (used for awareness)

Distribute County constraints map and necessary narrative in the local and county newspaper.

### **Stage 6: Land Use Goals, Objectives, and Mapping**

#### **Tasks to be Achieved:**

- ✓ review and finalize future land use categories
- ✓ review and finalize land use goals and objectives
- ✓ review and finalize future land use map

#### **Tools to be Used:**

##### Core Planning Committee (used for input gathering and decision-making)

The CPC will finalize future land use categories, land use goals and objectives, and the future land use map for the County Comprehensive Plan.

Local Committees/Commissions (used for input gathering and decision-making)

The Local Committees/Commissions will finalize future land use categories, land use goals and objectives, and the future land use map for the local plans during Cluster Workshops (#13, #14, #15).

**Stage 7: Decision-making and Policy and Program Development**

**Tasks to be Achieved:**

- ✓ Recommend plan policies, programs, and implementation tools

**Tools to be Used:**

Local Committees/Commissions (used for input gathering and decision-making)

The Local Committees/Commissions will develop local plan policies, programs, and implementation tool recommendations for the local plans (#13, #14, #15, #16).

Core Planning Committee (used for decision-making)

The Core Planning Committee will develop plan policies, programs, and implementation tool recommendations for the County Comprehensive Plan.

**Stage 8: Document Revision and Approval**

**Tasks to be Achieved:**

- ✓ public review and comment on draft plan
- ✓ adopt plans via ordinance

**Tools to be Used:**

Local Committees/Commissions (decision-making)

The Local Committees/Commissions will recommend final draft of local plan for adoption.

Open House (used for input gathering)

An open house will be to allow for review and written comment on the proposed plan.

Public Hearing (used for input gathering)

A public hearing will be held in each local community to allow for review and comment on the proposed plan.

Local Governmental Units (used for decision-making)

The local governing bodies will adopt local plan through an ordinance.

County Planning and Zoning Committee (used for decision-making)

The County Planning and Zoning Committee will recommend final draft of County Comprehensive Plan to the County Board.

Public Hearing (used for input gathering)

A public hearing will be held in to allow for review and comment on the proposed plan.

County Board (used for decision-making)

The County Board will adopt a County Comprehensive Plan through an ordinance.

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## INTRODUCTION

During the 1990s, Waupaca County witnessed 12.4% population growth (6,460), the largest ten-year increase in its history. Housing units increased by 2,367 during the same decade (Census 2000). Population and housing growth offers many opportunities but can also cause a number of dilemmas for agriculture, natural resources, land use, and other things like transportation and economic development. This realization has prompted local community leaders to identify “land use” as the top priority issue in Waupaca County.

A similar situation in many areas of Wisconsin led the legislature to adopt the “Comprehensive Planning Law” in October, 1999. The law encourages communities to manage growth in order to maximize their opportunities and minimize their dilemmas. For communities that want to make decisions related to zoning, subdivision, or official mapping, they must have a plan adopted by January 1, 2010. Currently, Waupaca County and 33 of 34 municipalities are involved in a joint planning process through Spring of 2007.

## WAUPACA COUNTY COMPREHENSIVE PLANNING PROCESS

The Waupaca County Comprehensive Planning Process is uniquely structured to encourage grassroots, citizen-based input, including this survey. Each participating local town, village, and city will develop their own very localized plan using the process illustrated below. Each local plan will be developed by a Local Planning Group and eventually recommended to the local governing body. The local governing body will be responsible for adopting the plan through an ordinance. For planning purposes, communities have been organized into geographic regions called “clusters”. There are five Cluster Committees representing five regions of Waupaca County (see page 3 for a list of communities in each Cluster). The Cluster Committees are only a tool to help foster intergovernmental cooperation. Local plans are still 100% in the control of the local decision-makers.

At the County level, the Core Planning Committee, which includes one representative from each participating local unit of government and two representatives from the County Board, will develop the County Plan. The Core Planning Committee will make a recommendation to the County Zoning Committee and they in turn to the County Board. The County Board is responsible for adopting the County Plan through an ordinance. In the end, each town, city, village, and the county will develop their own plan.

The results of this survey will expand input and clarify opinions as communities develop goals, objectives, policies, and strategies for implementation.



## SURVEY BACKGROUND

The new law also requires communities to foster public participation throughout the planning process. One tool often used to generate input is a citizen opinion survey. Waupaca County UW-Extension and the Land & Water Conservation Department partnered with a team of local agriculture and natural resource representatives to develop a county-wide survey that would: 1) expand local community input in the planning process, and 2) clarify values and beliefs regarding agriculture, natural resources, and land use. The survey was funded by a local Farm Technology Days Grant, Land and Water Conservation Department, and UW-Extension Central District Innovative Grant.

## SURVEY METHODOLOGY

A four-page questionnaire was citizen and survey expert tested prior to sending it out and then administered using an adjusted Dillman method. It was mailed in March, 2004 to approximately half (10,575) of Waupaca County landowners who were chosen from a list generated from the tax roll. The list included all improved properties (has a structure on it) and all unimproved properties of 10 acres or more. Surveys were sent to every other address on the list. Duplicate names for owners of multiple properties were eliminated except for their home address (the first address listed was used in the case of absentee landowners with multiple properties).

Despite this scientific approach, several limitations must be considered when analyzing the results. First, the survey was of landowners and might not reflect the opinions of the general population. Renters and residents of group quarters (e.g., assisted living facilities, jails, etc.) were not surveyed. According to the 2000 Census, this amounts to 3,546 (16%) housing units. Second, the opinions of absentee landowners who have less than 10 unimproved acres are not included. Finally, survey results are biased toward the older population because fewer young people own property.

## SURVEY RESPONSE

Over 4000 (38%) surveys were returned. The high response rate indicates strong interest in comprehensive planning, agriculture, natural resources, and land use. It is also an indication of the quality of the survey instrument. Individual community, Cluster, and County response rates are listed below (total occupied housing units from the 2000 Census are included for reference purposes only).

| Community         | Occupied Housing Units | Surveys Sent | Surveys Returned | Response Rate |
|-------------------|------------------------|--------------|------------------|---------------|
| Dayton            | 1046                   | 726          | 322              | 44.4%         |
| Lind              | 522                    | 336          | 119              | 35.4%         |
| Waupaca           | 417                    | 263          | 141              | 53.6%         |
| Farmington        | 1326                   | 827          | 360              | 43.5%         |
| Waupaca (C)       | 2364                   | 687          | 265              | 38.6%         |
| Southwest Cluster | 5675                   | 2839         | 1207             | 42.5%         |
| Waupaca County    | 19,863                 | 10,575       | 4,033            | 38.1%         |

Using a survey helps communities engage citizens who cannot attend meetings or would otherwise not voice their opinions. Since surveys rarely are sent to everyone in the community and a 100% response rate is never achieved, a statistical “margin of error” and “confidence level” are calculated to determine how accurately the survey results reflect community opinions.

The margin of error is the plus or minus figure (+/-) that is often mentioned in media reports. For example, if survey respondents indicated that 47% of them agree and the margin of error was 4 percentage points, then the community could be “certain” that between 43% and 51% actually agree. For an opinion survey, a margin of error of +/- 5 percentage points or less is desirable.

The confidence level, also measured as a percentage, indicates the likelihood of these results being repeated. For an opinion survey, a 95% confidence level is desirable. Using the example above, a 95% confidence level means that the community could be 95% certain that 43% to 51% of the community agree. In other words, if the survey was sent 100 different times, the results would fall between 43% and 51%, 95 times out of 100. A 95% confidence level was obtained for this survey.

The confidence level and margin of error are based on laws of probability, total population (in this case landowners), and the number of survey respondents. Basically, the larger the population and number of surveys returned, the smaller the margin of error. Consequently, it is difficult for communities with few landowners to achieve a 95% confidence level and a 5 percentage point margin of error. Although several communities in Waupaca County did achieve this threshold, most communities should be cautious using results beyond the Cluster level. All Clusters and the County had very small margins of error (+/-1 to +/-4%). The margins of error for the Southwest Cluster communities are reported below.

|                        | DAYTON | LIND  | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER   | Waupaca County |
|------------------------|--------|-------|---------|-------|-------------|--------------|----------------|
| <b>Margin of Error</b> | +/- 5  | +/- 8 | +/- 7   | +/- 5 | +/- 5       | <b>+/- 3</b> | <b>+/- 1</b>   |

### HOW TO READ THE REPORT

The following report includes a pie chart summarizing the Cluster data for each question (other than the demographic questions). A narrative description appears next to the pie chart. The narrative includes summary statements for the combined Cluster results followed by statements pertaining to overall County results and demographic comparisons. Individual community results are reported in a table below the pie chart and narrative. Charts and tables for other Clusters and the County are available on the county website ([www.co.waupaca.wi.us](http://www.co.waupaca.wi.us)) by clicking on “Comprehensive Planning”.

## WAUPACA COUNTY PLANNING CLUSTERS

### CENTRAL CLUSTER

City of Manawa; Village of Ogdensburg; and Towns of Little Wolf, Royalton, and St. Lawrence

### NORTHWEST CLUSTER

Villages of Iola, Scandinavia, and Big Falls; Towns of Helvetia, Iola, Scandinavia, Wyoming, and Harrison

### SOUTHWEST CLUSTER

City of Waupaca; Towns of Dayton, Lind, Farmington, and Waupaca

### NORTHEAST CLUSTER

Cities of Clintonville and Marion; Village of Embarrass; Towns of Dupont, Matteson, Union, Larrabee, and Bear Creek

### SOUTHWEST CLUSTER

Cities of New London and Weyauwega; Village Fremont; Towns of Fremont, Caledonia, Lebanon, and Weyauwega

## "Type of residence."

**In the Southwest Cluster**, most respondents (42%) identified their primary residence as urban/suburban; 34% were rural/non-farm; 10% were rural farm; and 12% were non-resident landowners.

**Countywide**, nearly 1/2 (48%) were rural (33% rural non-farm; 15% rural farm); 38% were urban/suburban; and 12% non-resident landowners.

| Q34                     | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-------------------------|--------|------|---------|-------|-------------|------------|
| <b>Blank</b>            | 5%     | 3%   | 0%      | 1%    | 1%          | <b>2%</b>  |
| <b>Urban / Suburban</b> | 27%    | 11%  | 26%     | 42%   | 85%         | <b>42%</b> |
| <b>Rural Farm</b>       | 9%     | 25%  | 21%     | 8%    | 3%          | <b>10%</b> |
| <b>Rural Non-Farm</b>   | 45%    | 45%  | 47%     | 34%   | 7%          | <b>34%</b> |
| <b>Not Waupaca Co</b>   | 15%    | 15%  | 7%      | 15%   | 4%          | <b>12%</b> |

## "Use of rural residential property."

**In the Southwest Cluster**, nearly 1/2 (46%) of all rural residents indicated "other" rural non-farm use; 25% were farms (16% part-time/hobby farms; 9% full-time farms); 24% identified recreational use. "Other" describes rural landowners who do not use their residential property for farming or recreation.

**Countywide**, 38% stated "other" rural non-farm; 22% were part-time/hobby farms; 21% indicated recreational use; and 15% were full-time farms.

| Q35                         | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-----------------------------|--------|------|---------|-------|-------------|------------|
| <b>Blank</b>                | 6%     | 6%   | 2%      | 7%    | 7%          | <b>6%</b>  |
| <b>Full-time farm</b>       | 6%     | 15%  | 15%     | 7%    | 4%          | <b>9%</b>  |
| <b>Part-time/hobby farm</b> | 14%    | 21%  | 16%     | 15%   | 22%         | <b>16%</b> |
| <b>Recreational</b>         | 24%    | 18%  | 26%     | 26%   | 19%         | <b>24%</b> |
| <b>Other</b>                | 51%    | 39%  | 41%     | 46%   | 48%         | <b>46%</b> |

## " Total acres owned in Waupaca County."

**In the Southwest Cluster**, almost 3/4 (72%) of respondents own 10 acres or less (42% 1 - 10 acres; 30% less than one acre); 12% own 11 to 40 acres; 7% own 41 to 80 acres; 7% own 81 to 200 acres; and 3% own over 200 acres. The Southwest Cluster had the greatest percentage owning 10 acres or less.

**Countywide**, 59% own 10 acres or less (32% 1 - 10 acres; 27% less than one acre); 15% own 11 to 40 acres; 10% own 41 to 80 acres; 10% own 81 to 200 acres; and 5% own over 200 acres.

| Q33                   | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-----------------------|--------|------|---------|-------|-------------|------------|
| <b>Blank</b>          | 0%     | 0%   | 1%      | 1%    | 2%          | <b>1%</b>  |
| <b>&lt; 1 acre</b>    | 22%    | 5%   | 21%     | 31%   | 53%         | <b>30%</b> |
| <b>1- 10 acres</b>    | 51%    | 48%  | 33%     | 44%   | 29%         | <b>42%</b> |
| <b>11- 40 acres</b>   | 12%    | 15%  | 19%     | 10%   | 9%          | <b>12%</b> |
| <b>41- 80 acres</b>   | 7%     | 10%  | 11%     | 6%    | 4%          | <b>7%</b>  |
| <b>81- 200 acres</b>  | 7%     | 14%  | 10%     | 6%    | 3%          | <b>7%</b>  |
| <b>201- 500 acres</b> | 1%     | 4%   | 6%      | 1%    | 1%          | <b>2%</b>  |
| <b>&gt; 500 acres</b> | 1%     | 3%   | 0%      | 1%    | 0%          | <b>1%</b>  |

## " Age."

**In the Southwest Cluster**, most respondents (28%) are 65 years and older; 10%, 60 to 64; 14%, 55 to 59; 25%, 45 to 54; 17%, 35 to 44; 5% 25 to 34; 1%, 20 to 24.

**Countywide**, over 1/4 of respondents (28%) are 65 years and older; 11%, 60 to 64; 12%, 55 to 59; 24%, 45 to 54; 18%, 35 to 44; 6%, 25 to 34; 1%, 20 to 24.

By comparison, the 2000 population census for Waupaca County included: 17%, 65 years and older; 4%, 60 to 64; 5%, 55 to 59; 14%, 45 to 54; 16%, 35 to 44; 11%, 25 to 34; 5%, 20 to 24. Thus, survey results reflect a larger percentage of the older population and a smaller portion of the younger population.

| Q32                  | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|----------------------|--------|------|---------|-------|-------------|------------|
| <b>Blank</b>         | 0%     | 1%   | 3%      | 1%    | 2%          | <b>1%</b>  |
| <b>20 - 24 yrs.</b>  | 1%     | 1%   | 0%      | 0%    | 1%          | <b>1%</b>  |
| <b>25 - 34 yrs.</b>  | 6%     | 3%   | 7%      | 3%    | 6%          | <b>5%</b>  |
| <b>35 - 44 yrs.</b>  | 12%    | 19%  | 13%     | 18%   | 21%         | <b>17%</b> |
| <b>45 - 54 yrs.</b>  | 24%    | 22%  | 23%     | 26%   | 27%         | <b>25%</b> |
| <b>55 - 59 yrs.</b>  | 16%    | 18%  | 16%     | 12%   | 10%         | <b>14%</b> |
| <b>60 - 64 yrs.</b>  | 13%    | 8%   | 11%     | 12%   | 5%          | <b>10%</b> |
| <b>65 &amp; over</b> | 28%    | 28%  | 26%     | 28%   | 29%         | <b>28%</b> |

## " Years residing in/ visiting Waupaca County."

**In the Southwest Cluster**, over 1/2 (63%) of respondents either resided in or visited Waupaca County for over 20 years; 8%, 15 to 20 years; 10%, 11 to 14 years; 11%, 5 to 10 years; 6%, 1 to 4 years; and 1%, less than one year. The Southwest Cluster had the smallest percentage of respondents with over 20 years of tenure.

**Countywide**, over 2/3 (68%) of respondents either resided in or visited Waupaca County for over 20 years; 7%, 15 to 20 years; 7%, 11 to 14 years; 10%, 5 to 10 years; 5%, 1 to 4 years; and 1%, less than one year.

Due to the large percentage of respondents residing in or visiting Waupaca County for over 20 years, survey results reflect the opinions of those very familiar with the area.

| Q29                  | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|----------------------|--------|------|---------|-------|-------------|------------|
| <b>Blank</b>         | 2%     | 2%   | 1%      | 1%    | 1%          | <b>1%</b>  |
| <b>&lt; 1 years</b>  | 1%     | 1%   | 0%      | 0%    | 1%          | <b>1%</b>  |
| <b>1-4 years</b>     | 4%     | 3%   | 6%      | 7%    | 9%          | <b>6%</b>  |
| <b>5-10 years</b>    | 15%    | 8%   | 6%      | 12%   | 10%         | <b>11%</b> |
| <b>11-14 years</b>   | 11%    | 4%   | 9%      | 11%   | 10%         | <b>10%</b> |
| <b>15-20 years</b>   | 6%     | 8%   | 11%     | 8%    | 9%          | <b>8%</b>  |
| <b>&gt; 20 years</b> | 62%    | 74%  | 69%     | 61%   | 60%         | <b>63%</b> |

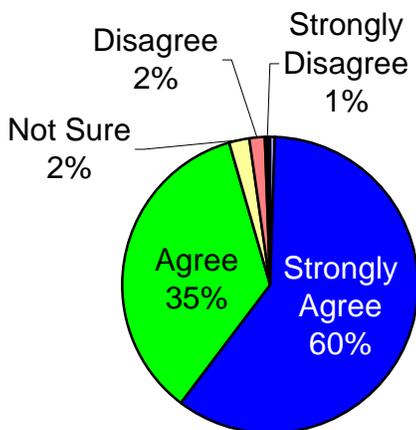
## NATURAL RESOURCE VALUES AND DESIRES

Waupaca County is home to many varied natural resources. From the forests and trout streams in the northwest to the Chain O' Lakes in the southwest to the Wolf River in the southeast to the prime farmland that stretches from the south-central area to the northeast corner, Waupaca County's natural resources are abundant. These resources play a significant role in sustaining local communities and attracting new people and business to the area.

If one really stops to think about it, everything we come into contact with – from the air we breathe to the road we drive on – is somehow related to our natural resources. They are critical to almost every aspect of community life. A good supply of quality groundwater is critical to all citizens and a key component of many industries. Forests are not only a portion of the economy in Waupaca County, but they clean our air and water and provide a home to wildlife. Farmland, our most abundant natural resource, is a significant part of our economy. Tourism, which is responsible for \$97 million in economic impact, is heavily dependent upon a quality natural resource base (Department of Tourism, 2004). Finally, natural resources are often cited as a key factor in determining quality of life.

By law, "natural resources" is one of the elements communities must address as part of the comprehensive planning process. As they approach this task, it is important to consider both the natural resource opportunities and dilemmas provided by growth. Citizen opinions identified in this report should help communities accomplish this and, thus aid in the development of the comprehensive plan.

### " Protecting natural resources in my community is important to me."

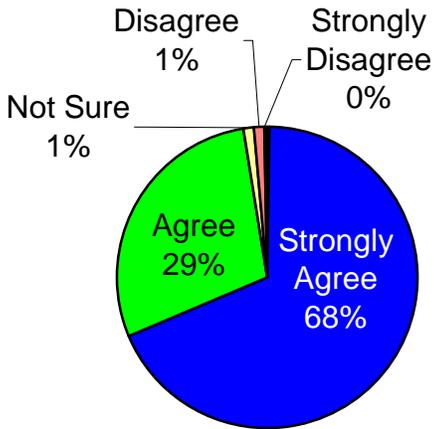


**In the Southwest Cluster**, protecting natural resources is important to almost all landowners. 95% of respondents agree with more than 1/2 (60%) that strongly agree, while only 3% disagree.

**Countywide**, 96% agree (57% strongly agree), while only 2% disagree. By type of residence, between 1/2 and 2/3 of most respondents strongly agree (68% recreational; 64% non-county residents; 60% part-time/hobby farms; 56% "other" rural non-farm residences; 54% urban/suburban). Although 94% of full-time farms also agree, only 36% strongly agree.

| Q3                       | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| Blank                    | 0%     | 0%   | 1%      | 1%    | 0%          | 1%         |
| <b>Strongly Agree</b>    | 61%    | 55%  | 57%     | 64%   | 55%         | <b>60%</b> |
| <b>Agree</b>             | 34%    | 39%  | 39%     | 31%   | 39%         | <b>35%</b> |
| <b>Not Sure</b>          | 2%     | 4%   | 2%      | 3%    | 1%          | <b>2%</b>  |
| <b>Disagree</b>          | 2%     | 2%   | 0%      | 2%    | 3%          | <b>2%</b>  |
| <b>Strongly Disagree</b> | 1%     | 0%   | 0%      | 1%    | 1%          | <b>1%</b>  |

## " Protecting lakes, streams, wetlands and groundwater is important to me."

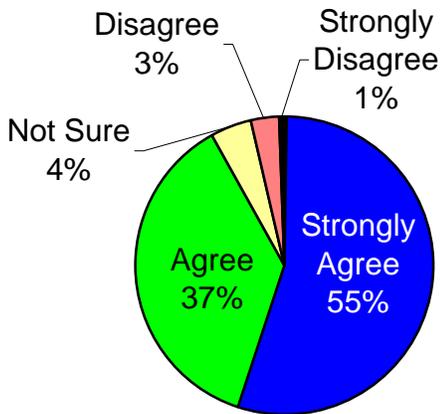


**In the Southwest Cluster**, protecting water resources is important to almost all landowners. 97% agree with over 2/3 (68%) that strongly agree, while only 1% disagree.

**Countywide**, 97% agree (65% strongly agree), the highest consensus of any survey question, while only 1% disagree. By type of residence, most respondents also strongly agree (72% recreational; 72% non-county resident; 68% part-time/hobby farms; 67% "other" rural non-farms; and 64% urban/suburban residences). And, while an overwhelming number of full-time farms agree (94%), just under 1/2 strongly agree (46%). Furthermore, those who strongly agree decline directly with age (76% under age 35; 57% over age 65).

| Q4                | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-------------------|--------|------|---------|-------|-------------|------------|
| Blank             | 1%     | 0%   | 0%      | 0%    | 0%          | 0%         |
| Strongly Agree    | 71%    | 66%  | 65%     | 73%   | 62%         | 68%        |
| Agree             | 26%    | 33%  | 35%     | 23%   | 35%         | 29%        |
| Not Sure          | 1%     | 1%   | 0%      | 2%    | 1%          | 1%         |
| Disagree          | 2%     | 1%   | 0%      | 1%    | 0%          | 1%         |
| Strongly Disagree | 0%     | 0%   | 0%      | 0%    | 1%          | 0%         |

## " Protecting wildlife habitat is important to me."

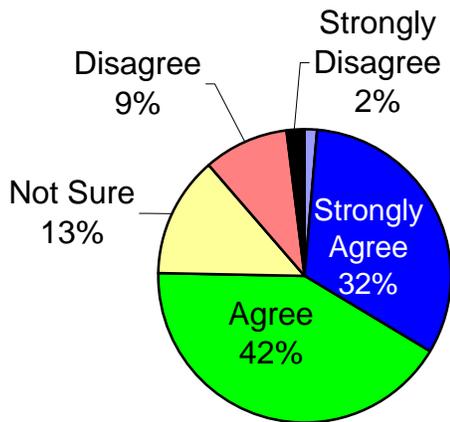


**In the Southwest Cluster**, 92% of landowners agree that protecting wildlife habitat is important (55% strongly agree), while 4% disagree.

**Countywide**, 91% agree (53% strongly agree), while only 4% disagree. By type of residence, 1/2 to 2/3 of most respondents strongly agree. 76% of full-time farms also agree but only 27% strongly agree, while 10% disagree. In addition, those who strongly agree decline directly with age (69% under age 35 to 43% age 65 and over).

| Q5                | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-------------------|--------|------|---------|-------|-------------|------------|
| Blank             | 0%     | 0%   | 1%      | 0%    | 0%          | 0%         |
| Strongly Agree    | 59%    | 47%  | 57%     | 57%   | 48%         | 55%        |
| Agree             | 34%    | 45%  | 34%     | 33%   | 45%         | 37%        |
| Not Sure          | 4%     | 4%   | 7%      | 4%    | 3%          | 4%         |
| Disagree          | 2%     | 4%   | 1%      | 4%    | 3%          | 3%         |
| Strongly Disagree | 1%     | 0%   | 0%      | 1%    | 0%          | 1%         |

**" Strategies should be adopted that protect forested areas from being fragmented into smaller pieces."**

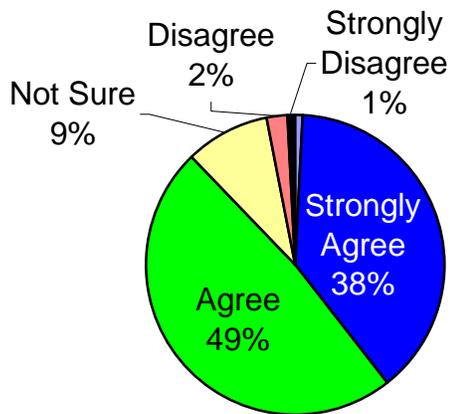


**In the Southwest Cluster**, nearly 3/4 (74%) of landowners agree that strategies should be adopted to prevent forest fragmentation (32% strongly agree), while 11% disagree.

**Countywide**, 73% agree (30% strongly agree), while 11% disagree. Slightly fewer (62%) full-time farms agree, while 19% disagree. Nearly 1/4 (24%) of landowners that own more than 200 acres disagree. By tenure, those who resided in or visited Waupaca County for less than 10 years and between 15 and 20 years, agree more (78% - 80%).

| Q15               | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-------------------|--------|------|---------|-------|-------------|------------|
| Blank             | 1%     | 0%   | 1%      | 3%    | 2%          | 1%         |
| Strongly Agree    | 37%    | 26%  | 29%     | 33%   | 30%         | 32%        |
| Agree             | 39%    | 44%  | 47%     | 40%   | 43%         | 42%        |
| Not Sure          | 12%    | 13%  | 13%     | 14%   | 14%         | 13%        |
| Disagree          | 10%    | 15%  | 9%      | 8%    | 8%          | 9%         |
| Strongly Disagree | 1%     | 3%   | 1%      | 2%    | 3%          | 2%         |

**" Strategies should be adopted that decrease the amount of water that runs off from developments into our surface water."**



**In the Southwest Cluster**, most landowners (87%) agree that the amount of water that runs off from development into our surface water should be decreased (38% strongly agree), while 3% disagree.

**Countywide**, 85% agree (33% strongly agree), while 4% disagree. There were no major differences in demographic variables.

| Q18               | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-------------------|--------|------|---------|-------|-------------|------------|
| Blank             | 1%     | 0%   | 1%      | 1%    | 1%          | 1%         |
| Strongly Agree    | 43%    | 29%  | 33%     | 42%   | 35%         | 38%        |
| Agree             | 46%    | 55%  | 56%     | 43%   | 52%         | 49%        |
| Not Sure          | 8%     | 13%  | 6%      | 10%   | 9%          | 9%         |
| Disagree          | 2%     | 3%   | 3%      | 2%    | 2%          | 2%         |
| Strongly Disagree | 1%     | 1%   | 0%      | 1%    | 1%          | 1%         |

## AGRICULTURE VALUES AND DESIRES

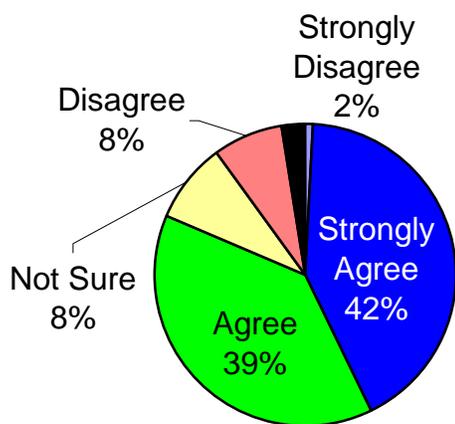
Waupaca County is a rural county with more than half of the 51,825 residents living in rural areas (43%) or on farms (8%) (2000 Census). Data from the 1997 and 2002 US Census of Agriculture, show little change in farm numbers (1,398 or 99.3% of the 1997 total in 2002) and nearly 2/3 (820 or 60%) identified farming as their primary (full-time) occupation.

Farmland comprises 51% of the county and is evenly divided between row crops (25%) and legume forages/grassland (26%). The eastern half of Waupaca County has some of the most productive soil in the region and, while the western half has fewer farms and more sandy soil, it also includes 23,000 acres of irrigated cropland.

According to a recent UW-Madison study, agriculture in Waupaca County accounts for 17% (\$438 million dollars) of the total annual economy, 13% (3,563) of the workforce, and 10% (\$110 million) of all income (includes both farms and agribusinesses) (Deller, 2004). Nearly 300 dairy farms and seven processing plants accounted for almost ¾ (74%) of this economic activity. Although dairy farms have declined in Waupaca County from 1997 - 2002 (-22% vs. -26% statewide), cow numbers remain relatively stable (-2% vs. -12% statewide) and total milk production has actually increased (+4% vs. -1% statewide) on fewer, but larger and/or more intensively managed operations. Dairy farms remain most heavily concentrated in the northeast and south-central regions of the county.

Waupaca County's recent population and housing growth occurred mainly in rural areas. Between 1995 and 2002, more than one in five acres (1,326 acres) or 21% of all agricultural land sold (6,334 acres) was converted to non-agricultural use. While growth provides opportunities, a growing rural population, as well as larger and more concentrated farming operations, also create new challenges for natural resources, housing development, economic development, and transportation. Citizen opinions identified in this report should help your community address some of these opportunities and challenges.

### " Protecting my community's farmland is important to me."

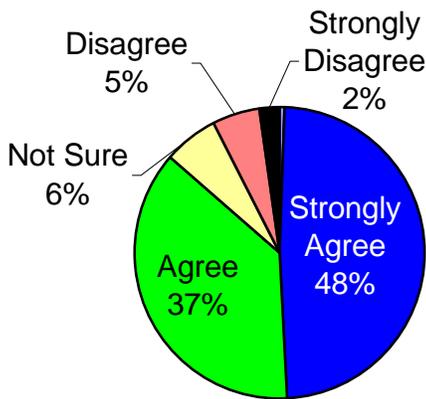


**In the Southwest Cluster**, over 3/4 (81%) of landowners agree that protecting their community's farmland is important (42% strongly agree), while 10% disagree.

**Countywide**, 82% agree (43% strongly agree), while 10% disagree. By type of residence, nearly 1/2 or more of farms strongly agree (54% part-time/hobby farms; 48% full-time farms). However, fewer landowners with more than 200 acres (70% - 71%) agree and more than one in five disagree (21% - 22%). By age, landowners under age 35 agree the most (90%) and more than 1/2 strongly agree (52% - 62%). Although less than 1% of total survey respondents, those who owned land less than one year agree the most (91%) and most strongly (51%).

| Q1                       | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| Blank                    | 1%     | 1%   | 1%      | 1%    | 0%          | 1%         |
| <b>Strongly Agree</b>    | 38%    | 53%  | 47%     | 43%   | 38%         | <b>42%</b> |
| <b>Agree</b>             | 43%    | 27%  | 40%     | 36%   | 43%         | <b>39%</b> |
| <b>Not Sure</b>          | 7%     | 7%   | 5%      | 9%    | 11%         | <b>8%</b>  |
| <b>Disagree</b>          | 8%     | 11%  | 5%      | 9%    | 6%          | <b>8%</b>  |
| <b>Strongly Disagree</b> | 3%     | 2%   | 3%      | 3%    | 2%          | <b>2%</b>  |

## " Protecting the most productive farmland in my community from development is important to me."

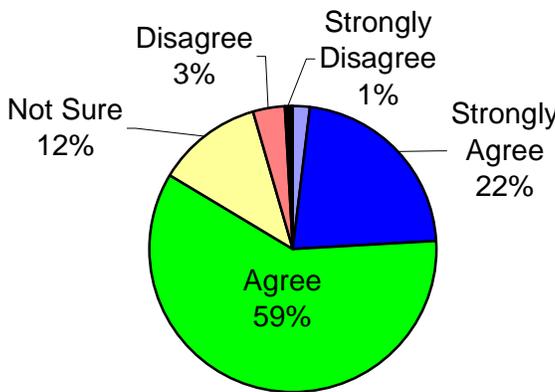


**In the Southwest Cluster**, even more landowners (85%) agree and nearly 1/2 (48%) strongly agree that the most productive farmland in their community should be protected from development. Less than one in ten (7%) disagree.

**Countywide**, a similar result occurs with 85% that agree (48% strongly agree), while 8% disagree. By type of residence, a majority of farms strongly agree (57% part-time/hobby farms; 51% full-time farms). Although 3/4 or more landowners with over 200 acres (75% - 77%) agree, relative to the county results a bit more (15 - 17%) disagree.

| Q2                    | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-----------------------|--------|------|---------|-------|-------------|------------|
| Blank                 | 2%     | 0%   | 1%      | 0%    | 1%          | 1%         |
| <b>Strongly Agree</b> | 46%    | 50%  | 52%     | 50%   | 46%         | <b>48%</b> |
| <b>Agree</b>          | 39%    | 34%  | 35%     | 35%   | 40%         | <b>37%</b> |
| Not Sure              | 6%     | 6%   | 4%      | 7%    | 6%          | 6%         |
| Disagree              | 5%     | 8%   | 6%      | 6%    | 4%          | 5%         |
| Strongly Disagree     | 2%     | 3%   | 3%      | 2%    | 2%          | 2%         |

## " Community partners should work to maintain the resources and services required to support a strong agriculture industry."

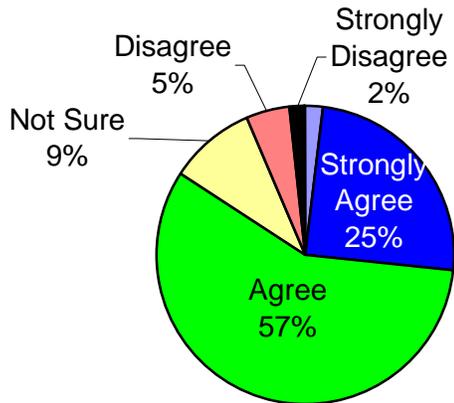


**In the Southwest Cluster**, over 3/4 (81%) of landowners agree that it is important to maintain the resources and services required to support a strong agriculture industry (22% strongly agree), while only 4% disagree.

**Countywide**, 84% agree (22% strongly agree), while 4% disagree. By type of residence, farms strongly agree the most (33% full-time farms; 29% part-time/hobby farms).

| Q26                   | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-----------------------|--------|------|---------|-------|-------------|------------|
| Blank                 | 3%     | 3%   | 1%      | 2%    | 1%          | 2%         |
| <b>Strongly Agree</b> | 23%    | 24%  | 24%     | 21%   | 22%         | <b>22%</b> |
| <b>Agree</b>          | 58%    | 59%  | 60%     | 59%   | 61%         | <b>59%</b> |
| Not Sure              | 11%    | 13%  | 12%     | 13%   | 12%         | 12%        |
| Disagree              | 3%     | 3%   | 4%      | 3%    | 4%          | 3%         |
| Strongly Disagree     | 1%     | 0%   | 0%      | 1%    | 1%          | 1%         |

**" Land use strategies should balance residential growth with farmland protection."**

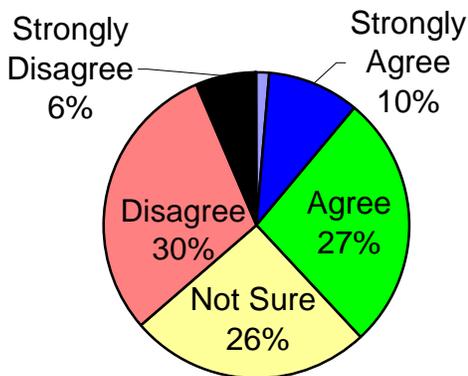


**In the Southwest Cluster**, over 3/4 (82%) agree that land use strategies should balance residential growth with farmland protection (25% strongly agree), while 7% disagree. The level of agreement varies from 76% to 86% between communities.

**Countywide**, 81% agree (21% strongly agree), while 7% disagree. There were no major differences in demographic variables.

| Q24               | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-------------------|--------|------|---------|-------|-------------|------------|
| Blank             | 2%     | 3%   | 1%      | 1%    | 2%          | 2%         |
| Strongly Agree    | 30%    | 24%  | 22%     | 26%   | 20%         | 25%        |
| Agree             | 56%    | 52%  | 57%     | 57%   | 63%         | 57%        |
| Not Sure          | 7%     | 12%  | 11%     | 10%   | 9%          | 9%         |
| Disagree          | 5%     | 7%   | 6%      | 4%    | 5%          | 5%         |
| Strongly Disagree | 1%     | 3%   | 4%      | 2%    | 2%          | 2%         |

**" Future farm expansion projects should not be allowed near existing homes."**

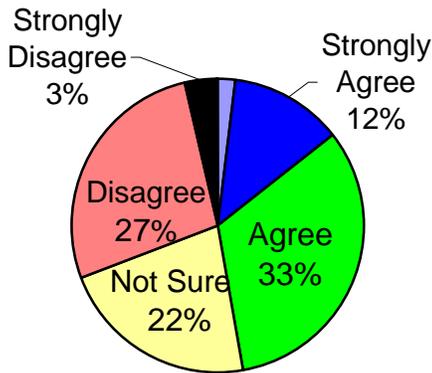


**In the Southwest Cluster**, landowners are equally divided regarding future farm expansion not being allowed near existing homes (37% agree, 36% disagree). Over 1/4 are not sure (26%).

**Countywide**, landowners are also divided (39% agree, 34% disagree), with 24% not sure; however, the Northwest and Northeast Clusters tend to agree a bit more (42% and 45%, respectively). Additionally, "other" rural non-farms and urban/suburban landowners agree the most (42% and 43%, respectively), while farms disagree the most (42% part-time/hobby; 40% full-time). Also, as acres owned increase, more respondents disagree. Landowners with 10 acres or less agree more (39% - 46%), while landowners with over 40 acres disagree (41% - 53%). Landowners with 11 to 40 acres are equally divided.

| Q21               | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-------------------|--------|------|---------|-------|-------------|------------|
| Blank             | 1%     | 1%   | 1%      | 2%    | 2%          | 1%         |
| Strongly Agree    | 8%     | 14%  | 8%      | 12%   | 8%          | 10%        |
| Agree             | 23%    | 26%  | 26%     | 29%   | 29%         | 27%        |
| Not Sure          | 31%    | 23%  | 21%     | 23%   | 27%         | 26%        |
| Disagree          | 31%    | 31%  | 35%     | 28%   | 29%         | 30%        |
| Strongly Disagree | 6%     | 5%   | 9%      | 7%    | 5%          | 6%         |

**" Future homes should not be allowed near existing farming operations."**

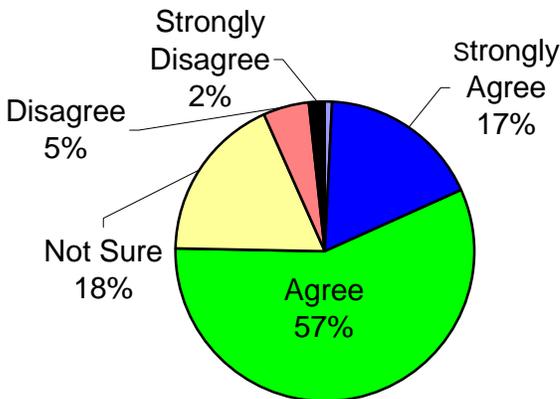


**In the Southwest Cluster**, almost 1/2 (45%) of landowners agree that future homes should not be allowed near existing farming operations (12% strongly agree). However, 30% disagree, with a large percentage that are not sure (22%). Compared to the previous question, there is more agreement to limit future home development near existing farms versus future farm expansion near existing homes.

**Countywide**, 48% agree (14% strongly agree), while 28% disagree and 22% are not sure. By type of residence, rural landowners agree the most (56% farm, 55% rural non-farm). More than one in five full-time farms strongly agree (22%). Most respondents age 45 and older also agree (45 - 59%), while fewer than 1/3 disagree (16% - 31%). Those under age 45 are equally divided.

| Q22                      | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| Blank                    | 2%     | 2%   | 1%      | 2%    | 2%          | 2%         |
| <b>Strongly Agree</b>    | 9%     | 18%  | 9%      | 15%   | 13%         | <b>12%</b> |
| <b>Agree</b>             | 33%    | 30%  | 37%     | 31%   | 34%         | <b>33%</b> |
| <b>Not Sure</b>          | 24%    | 18%  | 21%     | 20%   | 24%         | <b>22%</b> |
| <b>Disagree</b>          | 29%    | 28%  | 27%     | 28%   | 25%         | <b>27%</b> |
| <b>Strongly Disagree</b> | 3%     | 3%   | 5%      | 4%    | 2%          | <b>3%</b>  |

**" Dairy/ livestock farms should be allowed to expand in some areas of Waupaca County."**

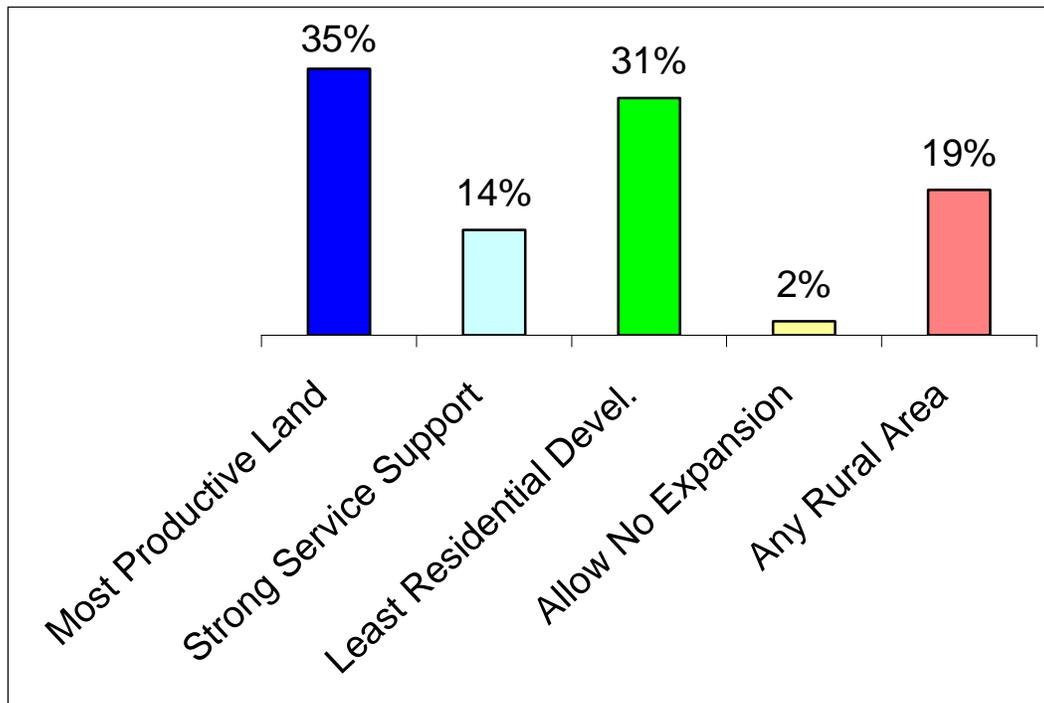


**In the Southwest Cluster**, almost 3/4 (74%) of landowners agree that dairy/livestock farms should be allowed to expand in some areas of Waupaca County (17% strongly agree), while 7% disagree.

**Countywide**, nearly 3/4 (74%) of landowners agree (18% strongly agree), while 8% disagree. By type of residence, part-time/hobby farms (80%) and full-time farms (79%) agree the most and most strongly (24% and 26%, respectively). Four in five landowners (82% - 88%) with 200 acres or more agree.

| Q19                      | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| Blank                    | 1%     | 0%   | 1%      | 1%    | 1%          | 1%         |
| <b>Strongly Agree</b>    | 17%    | 12%  | 18%     | 20%   | 17%         | <b>17%</b> |
| <b>Agree</b>             | 56%    | 61%  | 62%     | 51%   | 62%         | <b>57%</b> |
| <b>Not Sure</b>          | 21%    | 16%  | 14%     | 20%   | 16%         | <b>18%</b> |
| <b>Disagree</b>          | 4%     | 8%   | 5%      | 6%    | 4%          | <b>5%</b>  |
| <b>Strongly Disagree</b> | 1%     | 3%   | 0%      | 2%    | 1%          | <b>2%</b>  |

## " Where should future dairy and livestock expansion occur?"



In this question, landowners were provided five choices and asked to pick two areas where dairy and livestock expansion should occur. **In the Southwest Cluster**, most landowners (35%) identified that expansion should occur on the most productive land. The second choice most often identified (31%) was to locate expansion in areas with the least amount of residential development. Any rural area ranked third (19%). Areas with strong service support ranked fourth (14%). Only 2% said no expansion should take place, which is consistent with the low percentage of respondents (7%) that did not want expansion to occur as noted in the previous question. The answers provided by this question should prove extremely useful as communities determine how they will address Wisconsin's new livestock facility siting and expansion law.

**Countywide**, ranking of these choices did not change by Cluster or within demographic variables.

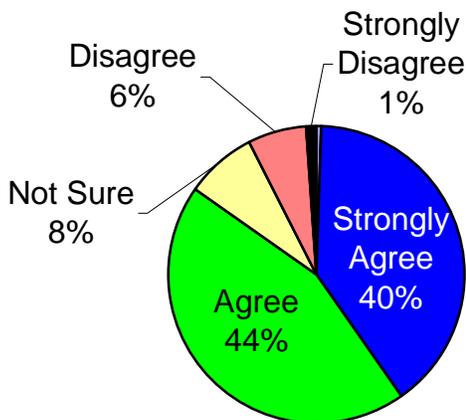
| Q20                           | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-------------------------------|--------|------|---------|-------|-------------|------------|
| Most Productive Land          | 32%    | 30%  | 36%     | 36%   | 37%         | <b>35%</b> |
| Strong Service Support        | 16%    | 13%  | 15%     | 11%   | 14%         | <b>14%</b> |
| Least Residential Development | 31%    | 29%  | 27%     | 33%   | 30%         | <b>31%</b> |
| Allow No Expansion            | 2%     | 3%   | 1%      | 2%    | 0%          | <b>2%</b>  |
| Any Rural Area                | 18%    | 25%  | 20%     | 17%   | 19%         | <b>19%</b> |

## LAND USE VALUES AND DESIRES

Waupaca County's land base is 751 square miles or 480,640 acres. Over half (51%) of this is farmland, while forests (23%), wetlands/water (23%), and urban areas (3%) comprise the rest. There are 35 general purpose units of government that provide leadership over this land base, including, 22 towns, 6 cities, 6 villages, and the county. As noted earlier, during the 1990s, Waupaca County witnessed 12.4% population growth (6,460) coupled with an increase of 2,367 housing units (2000 Census). From 1995 – 2002, growth led to the conversion of almost 1,400 acres of farmland to a non-agricultural use (Wisconsin Ag Statistics Service, 2004). According to Waupaca County sanitary records, from 1992 – 2004 new construction accounted for the addition of 27,862 acres in residential lots (including associated property) in the towns. This growth provides many opportunities and dilemmas that communities can choose to address during the comprehensive planning process.

The ability of communities to take advantage of opportunities and effectively avoid or address dilemmas often hinges on land use decisions. For every land use action there is going to be a reaction. That reaction might be by the community as a whole, an individual property owner, the natural environment, the transportation system, the economy, or the agriculture industry to name a few. Ultimately, almost every community decision affects land use and every land use decision affects the community. This survey provides insight into landowner opinions regarding some land use policies and strategies communities might want to consider as part of the planning process.

### " Protecting my community's rural character is important to me."

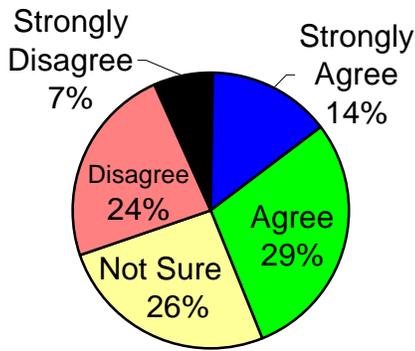


**In the Southwest Cluster**, over 3/4 (84%) of landowners agree that rural character should be protected in their community (40% strongly agree), while few disagree (7%).

**Countywide**, 85% of landowners agree (35% strongly agree), while 6% disagree and 9% are not sure. The percentage of respondents that agree varies from 83% in the Northeast Cluster to 90% in the Northwest Cluster. By type of residence, rural landowners strongly agree the most (45% part-time/hobby farms; 39% "other" rural non-farm; 38% non-county residents; 33% full-time farms). While 82% of urban/suburban landowners also agree, less than 1/3 (28%) strongly agree.

| Q8                       | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| Blank                    | 1%     | 0%   | 1%      | 0%    | 0%          | 0%         |
| <b>Strongly Agree</b>    | 41%    | 39%  | 40%     | 43%   | 34%         | <b>40%</b> |
| <b>Agree</b>             | 44%    | 45%  | 48%     | 42%   | 46%         | <b>44%</b> |
| <b>Not Sure</b>          | 7%     | 11%  | 7%      | 7%    | 9%          | <b>8%</b>  |
| <b>Disagree</b>          | 6%     | 5%   | 3%      | 8%    | 9%          | <b>6%</b>  |
| <b>Strongly Disagree</b> | 1%     | 0%   | 1%      | 1%    | 2%          | <b>1%</b>  |

## " Having more public land available in my community is important to me."



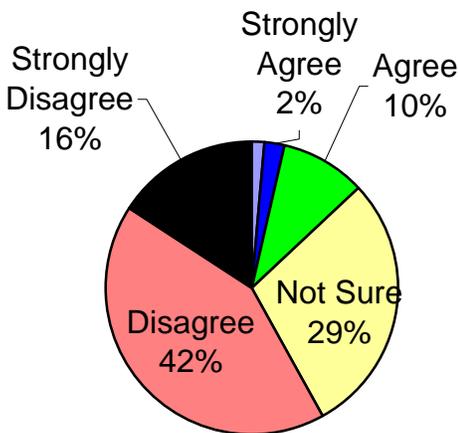
**In the Southwest Cluster**, landowners are divided regarding the need for more public land in their community. Nearly 1/2 (43%) agree, just under 1/3 (31%) disagree, and more than 1/4 (26%) are not sure.

**Countywide**, respondents are also divided (37% agree; 34% disagree; 28% not sure). A greater percentage agree in the Southwest (43% agree, 31% disagree) and Southeast (41% agree, 29% disagree), while a greater percentage disagree in the Northeast (29% agree, 38% disagree), Northwest (33% agree, 41% disagree) and Central (32% agree, 38% disagree) Clusters. Some regional difference might be explained by the fact that nearly 1/2 (45%) of urban/suburban landowners agree, while a majority of all farms (53%) and nearly 2/3 (64%) of full-time farms

disagree. In addition, most of those who own less than ten acres (44 - 48%) and those under 55 years old (41 - 45%) also agree. By tenure, a majority of landowners residing in or visiting Waupaca County for less than five years (71%, less than one year; 53% 1 to 4 years) agree and strongly agree the most (31% and 20%, respectively). Most from 5 - 20 years (42% - 44%) also agree, while most (38%) who owned land for more than 20 years disagree. Due to the high number of respondents who have owned land more than 20 years (68%), their response to this question heavily weights the countywide average.

| Q9                       | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| Blank                    | 0%     | 0%   | 0%      | 1%    | 0%          | 0%         |
| <b>Strongly Agree</b>    | 17%    | 9%   | 9%      | 15%   | 15%         | <b>14%</b> |
| <b>Agree</b>             | 29%    | 23%  | 26%     | 31%   | 32%         | <b>29%</b> |
| <b>Not Sure</b>          | 23%    | 26%  | 23%     | 26%   | 30%         | <b>26%</b> |
| <b>Disagree</b>          | 24%    | 35%  | 32%     | 20%   | 18%         | <b>24%</b> |
| <b>Strongly Disagree</b> | 7%     | 7%   | 10%     | 8%    | 5%          | <b>7%</b>  |

## " My community should become a 'bedroom' community."

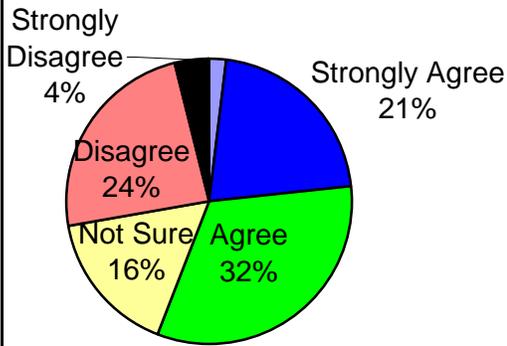


**In the Southwest Cluster**, over 1/2 (58%) disagree their community should become a bedroom community (live here, work elsewhere) (16% strongly disagree), while only 12% agree. Furthermore, over 1/4 (29%) are not sure.

**Countywide**, only 13% agree and over 1/2 (55%) disagree (15% strongly disagree), while 31% are not sure. More landowners disagree and strongly disagree with this question than any other question in the survey. By type of residence, urban/suburban landowners (68%) and full-time farms (62%) disagree the most.

| Q7                       | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| Blank                    | 2%     | 1%   | 0%      | 2%    | 2%          | 1%         |
| <b>Strongly Agree</b>    | 2%     | 3%   | 1%      | 2%    | 3%          | <b>2%</b>  |
| <b>Agree</b>             | 11%    | 8%   | 13%     | 10%   | 7%          | <b>10%</b> |
| <b>Not Sure</b>          | 30%    | 27%  | 30%     | 28%   | 28%         | <b>29%</b> |
| <b>Disagree</b>          | 40%    | 45%  | 37%     | 44%   | 45%         | <b>42%</b> |
| <b>Strongly Disagree</b> | 16%    | 17%  | 18%     | 14%   | 16%         | <b>16%</b> |

## " I should be allowed to use my property as I see fit."



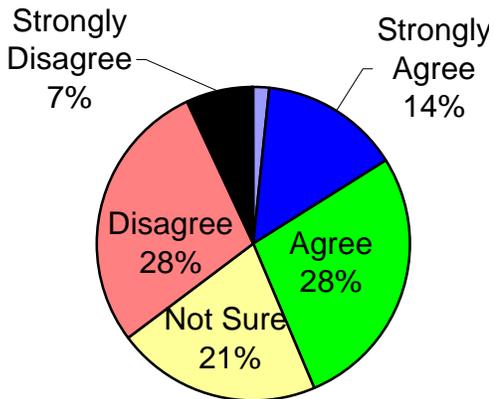
**In the Southwest Cluster**, over 1/2 (53%) agree that they should be allowed to use their property as they see fit (21% strongly agree), while 28% disagree and 16% are not sure.

**Countywide**, 59% agree (24% strongly agree) with response varying from 53% in the Southwest Cluster to 67% in the Central Cluster. By type of residence, farms agree the most (72%) and most strongly (37%). A smaller majority of urban/suburban landowners (54%) and non-county residents (52%), also agree. Less than one in ten farms (9%) and one in four urban/suburban landowners (25%) and non-county residents (26%) disagree.

Notably, there is also a direct relationship with acres owned. As acres owned increases, level of agreement also goes up from 1/2 (52%, less than one acre) to 3/4 (75%, over 500 acres). By age, 2/3 or more (65 - 72%) of landowners under age 45 agree, while 29 - 35% strongly agree and only 12 - 17% disagree. Fewer landowners age 45 and older (55% - 57%) agree and more disagree (22% - 25%). By tenure, landowners residing or visiting Waupaca County for less than five years agree a bit less (49% - 52%); those 1 - 4 years disagree more (31%).

| Q23                      | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| Blank                    | 2%     | 2%   | 1%      | 3%    | 1%          | 2%         |
| <b>Strongly Agree</b>    | 20%    | 32%  | 26%     | 18%   | 21%         | 21%        |
| <b>Agree</b>             | 32%    | 34%  | 34%     | 32%   | 32%         | 32%        |
| <b>Not Sure</b>          | 15%    | 13%  | 18%     | 16%   | 18%         | 16%        |
| <b>Disagree</b>          | 25%    | 18%  | 16%     | 27%   | 25%         | 24%        |
| <b>Strongly Disagree</b> | 5%     | 2%   | 4%      | 5%    | 2%          | 4%         |

## " My neighbors should be allowed to use their property as they see fit."



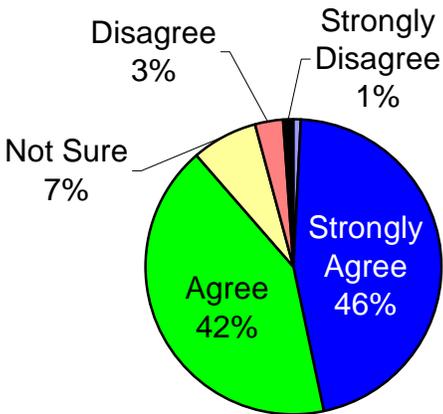
**In the Southwest Cluster**, most (42%) agree that their neighbors should be allowed to use their property as they see fit (14% strongly agree). Over 1/3 (35%) disagree (7% strongly disagree), while 21% were not sure. This is less than the 1/2 (53%) who agreed in the previous question that they should be able to use their own property as they see fit.

**Countywide**, 48% of landowners agree (16% strongly agree), while (30%) disagree, and 21% are not sure. A majority of landowners in the Southeast and Central Clusters also agree (51% and 53%, respectively). By type of residence, farms (62%) agree the most and nearly 1/4 (23%) strongly agree. Urban/suburban (33%) and non-county residents (34%) disagree the most.

There is a direct relationship with acres owned. As acres owned increases, level of agreement also increases (42%, less than one acre; 62% over 500 acres). By age, those under age 45 agree somewhat more (51 - 62%) and disagree a bit less (16 - 25%). By tenure, those landowners residing in or visiting Waupaca County for less than 20 years tend to disagree more (30% - 36%).

| Q16                      | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| Blank                    | 1%     | 0%   | 2%      | 2%    | 3%          | 2%         |
| <b>Strongly Agree</b>    | 13%    | 24%  | 17%     | 12%   | 13%         | 14%        |
| <b>Agree</b>             | 27%    | 27%  | 30%     | 28%   | 26%         | 28%        |
| <b>Not Sure</b>          | 23%    | 21%  | 23%     | 18%   | 22%         | 21%        |
| <b>Disagree</b>          | 30%    | 24%  | 21%     | 29%   | 31%         | 28%        |
| <b>Strongly Disagree</b> | 7%     | 4%   | 6%      | 11%   | 4%          | 7%         |

## " Protecting my neighbor's private property rights is important to me."

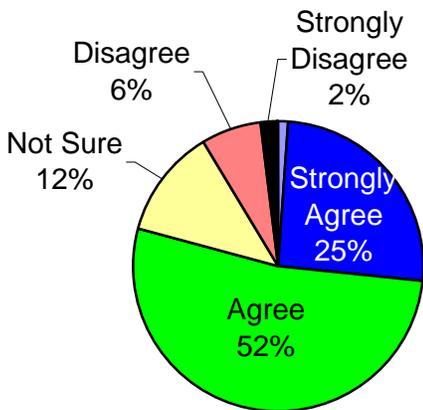


In the Southwest Cluster, nine in ten landowners (88%) agree that protecting their neighbor's private property rights is important (46% strongly agree), while only 4% disagree and 7% are not sure. This compares to 42% that agree their neighbor should be able to use their property as they see fit and could indicate landowners feel differently about "property use" and "property rights".

Countywide, 90% agree (45% strongly agree), while 3% disagree and 6% are not sure. Notably fewer full-time farms (35%) and more rural recreational landowners (54%) strongly agree.

| Q6                | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-------------------|--------|------|---------|-------|-------------|------------|
| Blank             | 1%     | 0%   | 1%      | 2%    | 0%          | 1%         |
| Strongly Agree    | 44%    | 51%  | 48%     | 46%   | 44%         | 46%        |
| Agree             | 43%    | 39%  | 44%     | 39%   | 44%         | 42%        |
| Not Sure          | 7%     | 8%   | 4%      | 8%    | 8%          | 7%         |
| Disagree          | 3%     | 1%   | 3%      | 4%    | 3%          | 3%         |
| Strongly Disagree | 2%     | 0%   | 1%      | 1%    | 1%          | 1%         |

## " Land use strategies are necessary to protect our community interests."

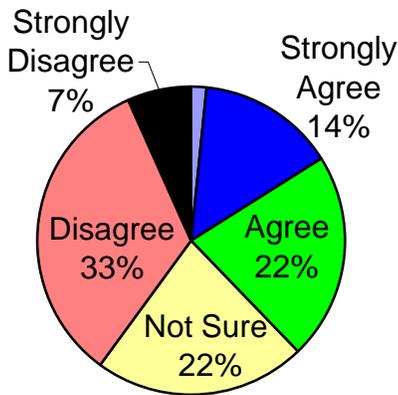


In the Southwest Cluster, over 3/4 (77%) of landowners agree that land use strategies are necessary to protect community interests (25% strongly agree), while 8% disagree (2% strongly disagree) and 16% are not sure. Level of agreement varies from 70% to 80% between communities and the Southwest Cluster has the most agreement.

Countywide, 75% agree (20% strongly agree), while 9% disagree (2% strongly disagree) and 15% are not sure. Farms are less likely to agree (67% part-time; 61% full-time). As acres owned increases, level of agreement generally declines (79% less than one acre to 56% over 200 acres).

| Q17               | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-------------------|--------|------|---------|-------|-------------|------------|
| Blank             | 2%     | 2%   | 1%      | 1%    | 1%          | 1%         |
| Strongly Agree    | 30%    | 20%  | 19%     | 29%   | 20%         | 25%        |
| Agree             | 50%    | 50%  | 55%     | 49%   | 58%         | 52%        |
| Not Sure          | 10%    | 20%  | 13%     | 13%   | 11%         | 12%        |
| Disagree          | 7%     | 6%   | 8%      | 5%    | 8%          | 6%         |
| Strongly Disagree | 1%     | 3%   | 4%      | 3%    | 2%          | 2%         |

## " Residential development should not occur in rural areas of Waupaca County."



**In the Southwest Cluster**, landowners are divided about residential development not occurring in rural areas of Waupaca County (36% agree, 40% disagree, 22% not sure). Level of agreement varies from 30% to 44% between communities.

**Countywide**, landowners are also divided (40% agree, 37% disagree, 23% not sure). More landowners in Northwest, Northeast, and Central Clusters agree (41 - 44%); however, more in the Southwest disagree (40%).

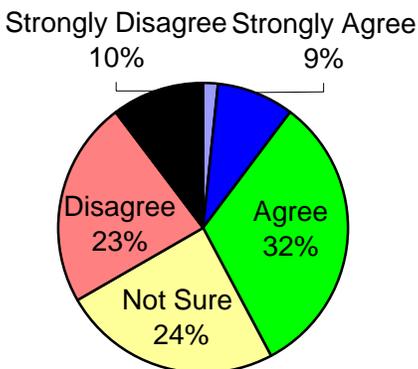
Some regional differences might be explained by the fact that nearly 1/2 of all part-time/hobby farms (48%), rural recreational landowners (47%), and full-time farms (44%) agree. In addition, those who own from 11-40 acres (43%), 81-200 acres (44%), and those less than age 45 (42 - 55%) are also more likely to agree.

Urban/suburban landowners disagree the most (40%). And, although more full-time farms strongly agree the most (25%), nearly one-third (32%) disagree. Those who disagree more include landowners with more than 200 acres (38 - 45%), as well as those age 60-64 (44%).

Nearly 1/2 (49%) residing or visiting in Waupaca County for 5 - 10 years agree (37% disagree), while most of those 11 - 14 years (44%) disagree (32% agree).

| Q10                      | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| Blank                    | 2%     | 1%   | 0%      | 2%    | 2%          | 2%         |
| <b>Strongly Agree</b>    | 14%    | 17%  | 13%     | 16%   | 13%         | 14%        |
| <b>Agree</b>             | 22%    | 27%  | 27%     | 21%   | 17%         | 22%        |
| <b>Not Sure</b>          | 21%    | 17%  | 17%     | 23%   | 28%         | 22%        |
| <b>Disagree</b>          | 34%    | 32%  | 37%     | 30%   | 35%         | 33%        |
| <b>Strongly Disagree</b> | 7%     | 7%   | 6%      | 8%    | 5%          | 7%         |

## " If rural residential development takes place, it should be scattered randomly throughout this area of Waupaca County."

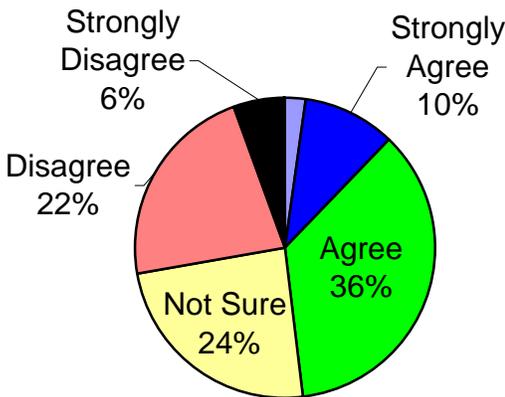


**In the Southwest Cluster**, most (41%) of landowners agree that if rural residential development takes place it should be scattered randomly throughout this area of Waupaca County (9% strongly agree). 1/3 (33%) disagree, while one in four (24%) are not sure.

**Countywide**, most landowners (43%) agree, while nearly 1/3 (32%) disagree and 24% are not sure. Nearly 1/2 (49%) of rural recreational landowners and part-time/hobby farms (48%), as well as most other rural non-farm (45%) and urban/suburban landowners (43%) agree. However, most full-time farms disagree (40%) and less than 1/3 agree (32%). Furthermore, landowners with 80 acres or less tend to agree more (43 - 47%). By tenure, landowners residing in or visiting Waupaca County 15 - 20 years are equally divided (36% agree, 35% disagree).

| Q11                      | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| Blank                    | 2%     | 2%   | 1%      | 2%    | 1%          | 2%         |
| <b>Strongly Agree</b>    | 7%     | 11%  | 12%     | 6%    | 10%         | 9%         |
| <b>Agree</b>             | 33%    | 35%  | 30%     | 32%   | 31%         | 32%        |
| <b>Not Sure</b>          | 26%    | 20%  | 20%     | 24%   | 28%         | 24%        |
| <b>Disagree</b>          | 23%    | 20%  | 25%     | 24%   | 23%         | 23%        |
| <b>Strongly Disagree</b> | 10%    | 12%  | 12%     | 11%   | 8%          | 10%        |

**" If rural residential development takes place in this area of Waupaca County, it should be clustered in specific locations."**

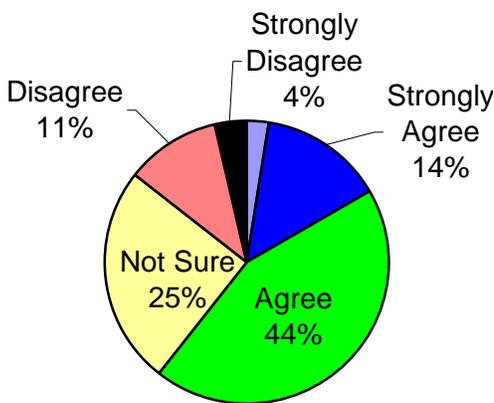


**In the Southwest Cluster**, almost 1/2 (46%) of landowners agree if rural residential development takes place it should be clustered in specific locations (10% strongly agree). Over 1/4 (28%) disagree and one in four (24%) are not sure. This is similar to the previous question and might indicate a need for more information about options regarding rural residential development.

**Countywide**, although less than a majority (43%), more landowners agree than disagree (30%), while 25% are not sure. By type of residence, full-time farms and non-county residents agree the most (47%). Over 1/2 (52%) of those residing or visiting in Waupaca County for 15 - 20 years agree.

| Q12                      | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| Blank                    | 3%     | 1%   | 2%      | 2%    | 3%          | 2%         |
| <b>Strongly Agree</b>    | 11%    | 12%  | 9%      | 11%   | 6%          | 10%        |
| <b>Agree</b>             | 35%    | 33%  | 33%     | 36%   | 38%         | 36%        |
| <b>Not Sure</b>          | 25%    | 24%  | 28%     | 22%   | 25%         | 24%        |
| <b>Disagree</b>          | 23%    | 20%  | 22%     | 22%   | 22%         | 22%        |
| <b>Strongly Disagree</b> | 4%     | 10%  | 6%      | 6%    | 5%          | 6%         |

**" Development should be guided so that it occurs in certain areas and is not allowed in others, in order to limit community costs."**

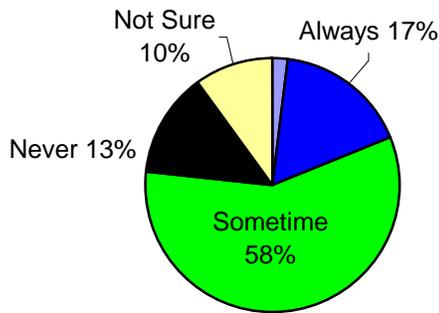


**In the Southwest Cluster**, a majority (58%) of landowners agree development should be guided so that it occurs in certain areas and is not allowed in others in order to limit community costs (14% strongly agree), while 1% disagree and 25% are not sure. Level of agreement varies from 50% to 62% between communities.

**Countywide**, a majority (55%) also agree (12% strongly agree), while 15% disagree and 28% are not sure. Full-time farms (23%) and landowners with more than 80 acres (20% - 30%) disagree the most. The percentage of respondents not sure declined with age (38% under age 25 to 27% 65 and over).

| Q27                      | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| Blank                    | 2%     | 4%   | 1%      | 2%    | 3%          | 2%         |
| <b>Strongly Agree</b>    | 14%    | 12%  | 12%     | 18%   | 11%         | 14%        |
| <b>Agree</b>             | 45%    | 38%  | 45%     | 44%   | 45%         | 44%        |
| <b>Not Sure</b>          | 25%    | 30%  | 22%     | 24%   | 26%         | 25%        |
| <b>Disagree</b>          | 11%    | 10%  | 16%     | 8%    | 11%         | 11%        |
| <b>Strongly Disagree</b> | 3%     | 6%   | 4%      | 3%    | 3%          | 4%         |

## " Should landowners in your area be compensated not to develop their land?"



**In the Southwest Cluster**, a majority (58%) of respondents indicated that landowners in their area should sometimes be compensated not to develop their land, while 17% stated always, 13% stated never, and 10% were not sure. Percentage of respondents indicating "sometimes" varies from 69% to 81% between communities.

**Countywide**, a majority (57%) of landowners stated sometimes, while 16% stated always, 14% stated never, and 10% were not sure. Nearly twice as many full-time and part-time farms stated always (25%). Additionally, there is also a direct relationship between acres owned and the percentage that stated always (12% less than one acre to 26% over 500 acres). However, as age increases, the percentage that stated always decreases (35% under age 25 to 11% 65 and older).

| Q25       | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-----------|--------|------|---------|-------|-------------|------------|
| Blank     | 1%     | 2%   | 1%      | 3%    | 2%          | 2%         |
| Always    | 20%    | 18%  | 17%     | 17%   | 13%         | 17%        |
| Sometimes | 61%    | 51%  | 58%     | 56%   | 58%         | 58%        |
| Never     | 10%    | 20%  | 14%     | 14%   | 14%         | 13%        |
| Not Sure  | 9%     | 8%   | 9%      | 10%   | 13%         | 10%        |

## Survey Results Summary

The following points summarize several findings from each area of focus in the survey and are identical to the summary points provided as part of the community presentation in February, 2005.

### Natural Resources:

- Nearly all landowners (90%+) indicate natural resources are important, including wildlife (91%), and especially water (97%).
- Nearly 3/4 or more agree strategies should be adopted to prevent forest fragmentation and run-off from development.
- Although subtle differences exist, a majority of landowners agree regardless of cluster or demographic group.

### Agriculture:

- Most landowners (80 - 85%) agree protecting farmland, especially the most productive farmland, and maintaining agriculture resources/services is important.
- Over 3/4 of landowners agree (only 9% disagree) that land use strategies should balance residential growth with farmland preservation.
- Dairy/Livestock expansion widely supported...areas with most productive farmland and least residential development identified most often.
- Landowners are divided on whether farms should be allowed to expand near existing homes (Act 235 provides guidelines if adopted through local ordinance).
- More agree new homes should not be allowed near existing farms (local ordinance only, not Act 235).

### Land Use:

- Over 3/4 (80%+) agree protecting their communities "rural character" is important; rural landowners agree most strongly.
- A majority (50 - 60%) don't want their community to be a "bedroom community".
- Landowners are divided about more public land; those who owned land or visited the area for >20 yrs disagree most.
- Half to 2/3 (53 - 67%) agree they should be allowed to use their property as they see fit, while most, but fewer (47-53%), agree their neighbor should too.
- Nearly twice the support for neighbor's "property rights" (88 - 91%) than "use" (42 - 51%).
- 3/4 (71 - 77%) agree land-use strategies are necessary to protect community interests.
- Majority (53 - 58%) agree development should be guided to limit community costs.
- No clear direction if or how rural development should occur. Additional information/education likely needed.
- Majority (57 - 60%) agree "sometimes" landowners should be compensated not to develop their land.

**INTRODUCTION**

During the 1990s, Waupaca County witnessed 12.2% population growth (5,627), the largest ten-year increase in recent history. Housing units increased by 2,367 during the same decade (Census 1990, 2000). Population and housing growth offers many opportunities but can also cause a number of dilemmas for agriculture, natural resources, land use, and other things like transportation and economic development. This realization has prompted local community leaders to identify “land use” as the top priority issue in Waupaca County.

A similar situation in many areas of Wisconsin led the legislature to adopt the “Comprehensive Planning Law” in October, 1999. The law encourages communities to manage growth in order to maximize their opportunities and minimize their dilemmas. For communities that want to make decisions related to zoning, subdivision, or official mapping, they must have a plan adopted by January 1, 2010. Currently, Waupaca County and 33 of 34 municipalities are involved in a joint planning process through 2007.

**WAUPACA COUNTY COMPREHENSIVE PLANNING PROCESS**

The Waupaca County Comprehensive Planning Process is uniquely structured to encourage grassroots, citizen-based input, including the Agriculture, Natural Resources, and Land Use Survey (2004) and this 2005 broader survey. Each participating local town, village, and city will develop their own very localized plan using the process illustrated below. Each local plan will be developed by a Local Planning Group and eventually recommended to the local governing body. The local governing body will be responsible for adopting the plan through an ordinance. For planning purposes, communities have been organized into geographic regions called “clusters”. There are five Cluster Committees representing five regions of Waupaca County (see page 3 for a list of communities in each Cluster). The Cluster Committees are a tool to help foster intergovernmental cooperation. Local communities are still 100% responsible for developing their plan.

At the County level, the Core Planning Committee, which includes one representative from each participating local unit of government and two representatives from the County Board, will develop the County Plan. The Core Planning Committee will make a recommendation to the County Zoning Committee and they in turn to the County Board. The County Board is responsible for adopting the County Plan through an ordinance. In the end, each town, city, village, and the county will develop their own plan.

The results of this and the previous 2004 survey will expand input and clarify opinions as communities develop goals, objectives, policies, and strategies for implementation.



Report produced by: Greg Blonde, Agriculture and Natural Resources Educator  
Mike Koles, Community Development Educator

## SURVEY BACKGROUND

The new law requires communities to foster public participation throughout the planning process. One tool often used to generate input is a citizen opinion survey. In 2004, Waupaca County UW-Extension and the Land & Water Conservation Department partnered with a team of local agriculture and natural resource representatives to develop a county-wide survey that would: a) expand local community input in the planning process, and b) clarify values and beliefs regarding agriculture, natural resources, and land use. The survey was sent to approximately half of County landowners. In 2005, Waupaca County UW-Extension partnered with the Public Participation and Education Subcommittee of the Core Planning Committee and additional local stakeholders to develop a second survey (sent to the remaining half of County landowners) that would: a) expand local community input in the planning process, and b) clarify values and beliefs regarding the nine elements of the comprehensive planning law. The elements include: 1) issues and opportunities; 2) housing; 3) transportation; 4) economic development; 5) community utilities and facilities; 6) agriculture, natural, and cultural resources; 7) intergovernmental cooperation; 8) land use; and, 9) implementation.

## SURVEY METHODOLOGY

A four-page questionnaire was citizen and survey expert tested prior to sending it out and then administered using an adjusted Dillman method. The 2005 survey was mailed to approximately half (9,619) of Waupaca County landowners who were chosen from a list generated from the tax roll and not included in the 2004 survey. The list included all improved properties (has a structure on it) and all unimproved properties of 10 acres or more. Surveys were sent to every other address on the list. Duplicate names for owners of multiple properties were eliminated except for their home address (the first address listed was used in the case of absentee landowners with multiple properties).

Despite this scientific approach, several limitations must be considered when analyzing the results. First, the survey was of landowners and might not reflect the opinions of the general population. Renters and residents of group quarters (e.g., assisted living facilities, jails, etc.) were not surveyed. According to the 2000 Census, this amounts to 3,546 (16%) housing units. Second, the opinions of absentee landowners who have less than 10 unimproved acres are not included. Finally, survey results are biased toward the older population because fewer young people own property.

## 2005 SURVEY RESPONSE

Over 4000 (42%) surveys were returned. The high response rate indicates strong interest in comprehensive planning and land use. It is also an indication of the quality of the survey instrument. Individual community, Cluster, and County response rates are listed below (total occupied housing units from the 2000 Census are included for reference purposes only).

| Community         | Occupied Housing Units | Surveys Sent | Surveys Returned | Response Rate |
|-------------------|------------------------|--------------|------------------|---------------|
| Dayton            | 1,046                  | 701          | 345              | 49.2%         |
| Lind              | 522                    | 284          | 111              | 39.1%         |
| Waupaca           | 417                    | 212          | 143              | 67.5%         |
| Farmington        | 1,326                  | 791          | 386              | 48.8%         |
| C. Waupaca        | 2,364                  | 675          | 251              | 37.2%         |
| Southwest Cluster | 5,675                  | <b>2,663</b> | <b>1,236</b>     | <b>46.4%</b>  |
| Waupaca County    | 19,863                 | <b>9,619</b> | <b>4,001</b>     | <b>41.6%</b>  |

Using a survey helps communities engage citizens who cannot attend meetings or would otherwise not voice their opinions. Since surveys rarely are sent to everyone in the community and a 100% response rate is never achieved, a statistical “margin of error” and “confidence level” are calculated to determine how

accurately the survey results reflect community opinions.

The margin of error is the plus or minus figure (+/-) that is often mentioned in media reports. For example, if survey respondents indicated that 47% of them agree and the margin of error was 4 percentage points, then the community could be “certain” that between 43% and 51% actually agree. For an opinion survey, a margin of error of +/- 5 percentage points or less is desirable.

The confidence level, also measured as a percentage, indicates the likelihood of these results being repeated. For an opinion survey, a 95% confidence level is desirable. Using the example above, a 95% confidence level means that the community could be 95% certain that 43% to 51% of the community agree. In other words, if the survey was sent 100 different times, the results would fall between 43% and 51%, 95 times out of 100. A 95% confidence level was obtained for this survey.

The confidence level and margin of error are based on laws of probability, total population (in this case landowners), and the number of survey respondents. Basically, the larger the population and number of surveys returned, the smaller the margin of error. Consequently, it is difficult for communities with few landowners to achieve a 95% confidence level and a 5 percentage point margin of error. Although several communities in Waupaca County did achieve this threshold, most communities should be cautious using results beyond the Cluster level. All Clusters and the County had very small margins of error (+/-1 to +/-4%). The margins of error for the Central Cluster communities are reported below.

|                        | DAYTON | LIND  | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER   | Waupaca County |
|------------------------|--------|-------|---------|-------|-------------|--------------|----------------|
| <b>Margin of Error</b> | +/- 4  | +/- 7 | +/- 5   | +/-4  | +/- 5       | <b>+/- 2</b> | <b>+/- 1</b>   |

### HOW TO READ THE REPORT

The following report includes a pie chart or bar graph summarizing the County data for each question (other than the demographic questions) and an accompanying narrative description. Individual community and Cluster results are reported in a table below the pie chart and narrative. Reports for other Clusters and the County are available on the county website ([www.co.waupaca.wi.us](http://www.co.waupaca.wi.us)) by clicking on “Comprehensive Planning”.

### WAUPACA COUNTY PLANNING CLUSTERS

#### CENTRAL CLUSTER

City of Manawa; Village of Ogdensburg; and Towns of Little Wolf, Royalton, and St. Lawrence

#### NORTHWEST CLUSTER

Villages of Iola, Scandinavia, and Big Falls; Towns of Helvetia, Iola, Scandinavia, Wyoming, and Harrison

#### SOUTHWEST CLUSTER

City of Waupaca; Towns of Dayton, Lind, Farmington, and Waupaca

#### NORTHEAST CLUSTER

Cities of Clintonville and Marion; Village of Embarrass; Towns of Dupont, Matteson, Union, Larrabee, and Bear Creek

#### SOUTHEAST CLUSTER

Cities of New London and Weyauwega; Village Fremont; Towns of Fremont, Caledonia, Lebanon, and Weyauwega

## "Type of residence."

**Countywide**, nearly 1/2 (43%) were rural (27% rural non-farm; 16% rural farm); 32% were urban/suburban; 12% were shoreland; and 13% non-resident landowners.

| Q32                   | DAYTON | LIND | WAUPACA | FARM. | WAUPACA<br>(C) | SW<br>CLUSTER |
|-----------------------|--------|------|---------|-------|----------------|---------------|
| <b>Urban/Suburban</b> | 8%     | 46%  | 22%     | 34%   | 43%            | <b>32%</b>    |
| <b>Rural Non-farm</b> | 32%    | 20%  | 33%     | 26%   | 29%            | <b>27%</b>    |
| <b>Farm</b>           | 13%    | 15%  | 11%     | 5%    | 8%             | <b>9%</b>     |
| <b>Hobby Farm</b>     | 9%     | 7%   | 10%     | 5%    | 5%             | <b>7%</b>     |
| <b>Shoreland</b>      | 11%    | 5%   | 11%     | 20%   | 7%             | <b>12%</b>    |
| <b>Absentee</b>       | 29%    | 8%   | 14%     | 9%    | 8%             | <b>13%</b>    |

## " Total acres owned in Waupaca County."

**Countywide**, 69% own 10 acres or less (35% 1 - 10 acres; 34% less than one acre); 14% own 11 to 40 acres; 8% own 41 to 80 acres; 6% own 81 to 200 acres; 2% own 201 to 500 acres; and 5% own over 500

| Q31                   | DAYTON | LIND | WAUPACA | FARM. | WAUPACA<br>(C) | SW<br>CLUSTER |
|-----------------------|--------|------|---------|-------|----------------|---------------|
| <b>&lt; 1 acre</b>    | 17%    | 39%  | 22%     | 37%   | 42%            | <b>34%</b>    |
| <b>1- 10 acres</b>    | 34%    | 28%  | 35%     | 42%   | 34%            | <b>35%</b>    |
| <b>11- 40 acres</b>   | 22%    | 12%  | 20%     | 10%   | 12%            | <b>14%</b>    |
| <b>41- 80 acres</b>   | 15%    | 9%   | 12%     | 5%    | 4%             | <b>8%</b>     |
| <b>81- 200 acres</b>  | 8%     | 9%   | 8%      | 4%    | 4%             | <b>6%</b>     |
| <b>201- 500 acres</b> | 2%     | 3%   | 3%      | 1%    | 2%             | <b>2%</b>     |
| <b>&gt; 500 acres</b> | 2%     | 0%   | 1%      | 1%    | 1%             | <b>1%</b>     |

## " Age."

**Countywide**, almost 1/2 (48%) are age 45-64; 26% are over 65; 26% are age 18-45

By comparison, the 2000 population census for Waupaca County included: 25% age 45-64; 17% over age 64; 29% age 18-45.

| Q30                  | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|----------------------|--------|------|---------|-------|-------------|------------|
| <b>18 - 24 yrs.</b>  | 0%     | 0%   | 1%      | 1%    | 3%          | <b>1%</b>  |
| <b>25 - 34 yrs.</b>  | 4%     | 5%   | 7%      | 5%    | 11%         | <b>6%</b>  |
| <b>35 - 44 yrs.</b>  | 15%    | 16%  | 21%     | 16%   | 16%         | <b>16%</b> |
| <b>45 - 54 yrs.</b>  | 27%    | 22%  | 24%     | 23%   | 24%         | <b>24%</b> |
| <b>55 - 64 yrs.</b>  | 25%    | 30%  | 22%     | 28%   | 19%         | <b>25%</b> |
| <b>65 - 74 yrs.</b>  | 16%    | 17%  | 12%     | 19%   | 13%         | <b>16%</b> |
| <b>75 - 84 yrs.</b>  | 10%    | 8%   | 11%     | 7%    | 11%         | <b>9%</b>  |
| <b>85 &amp; over</b> | 2%     | 3%   | 2%      | 1%    | 3%          | <b>2%</b>  |

## " Years residing in/ visiting Waupaca County."

**Countywide**, 1/2 (50%) of respondents either resided in or visited Waupaca County for over 20 years; 12%, 15 to 20 years; 10%, 11 to 14 years; 15%, 5 to 10 years; 10%, 1 to 4 years; and 3%, less than one year.

Due to the large percentage of respondents residing in or visiting Waupaca County for over 20 years, survey results reflect the opinions of those very familiar with the area.

| Q28                  | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|----------------------|--------|------|---------|-------|-------------|------------|
| <b>&lt; 1 years</b>  | 2%     | 3%   | 4%      | 2%    | 9%          | <b>4%</b>  |
| <b>1-4 years</b>     | 10%    | 9%   | 13%     | 9%    | 13%         | <b>11%</b> |
| <b>5-10 years</b>    | 15%    | 10%  | 8%      | 16%   | 14%         | <b>14%</b> |
| <b>11-14 years</b>   | 13%    | 12%  | 9%      | 12%   | 10%         | <b>11%</b> |
| <b>15-20 years</b>   | 15%    | 11%  | 9%      | 13%   | 11%         | <b>13%</b> |
| <b>&gt; 20 years</b> | 45%    | 55%  | 56%     | 49%   | 42%         | <b>48%</b> |

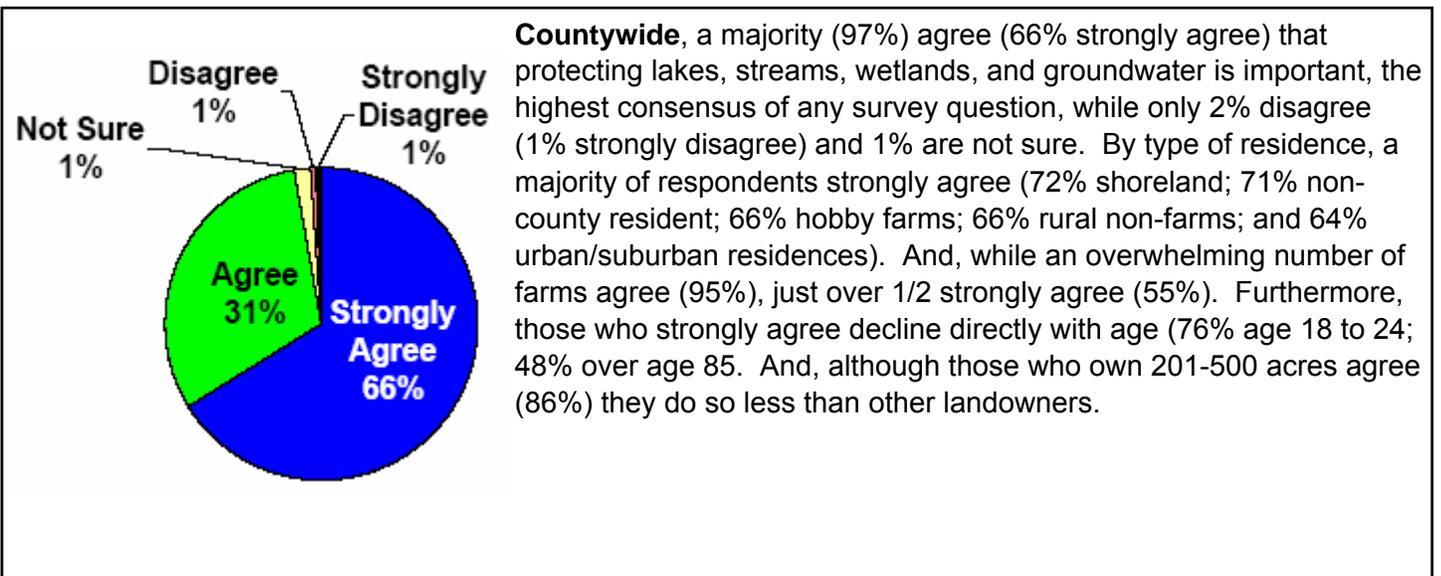
## The “9 Elements” of Comprehensive Planning

Wisconsin's comprehensive planning law, signed by Governor Thompson in October, 1999, includes a definition of a comprehensive plan. Before this law, Wisconsin did not define what is meant by the term “comprehensive plan”. According to the law, a comprehensive plan shall contain at least all of the following “9elements”:

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

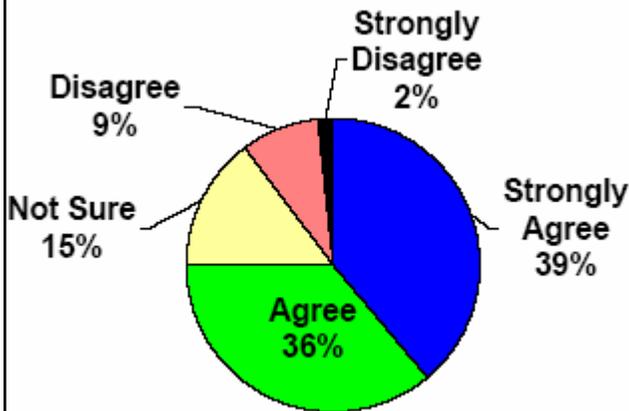
Whereas the 2004 survey focused on agriculture, natural resources, and land use, and allowed for some specific questions regarding these topics, the 2005 survey asked opinions about all the “9 elements” and, therefore, some questions are broader in scope.

### " Protecting lakes, streams, wetlands and groundwater is important to me."



| Q2                       | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| <b>Strongly Agree</b>    | 73%    | 71%  | 70%     | 67%   | 66%         | <b>69%</b> |
| <b>Agree</b>             | 24%    | 28%  | 25%     | 30%   | 32%         | <b>27%</b> |
| <b>Not Sure</b>          | 2%     | 0%   | 3%      | 2%    | 1%          | <b>2%</b>  |
| <b>Disagree</b>          | 0%     | 1%   | 1%      | 1%    | 0%          | <b>1%</b>  |
| <b>Strongly Disagree</b> | 0%     | 0%   | 1%      | 1%    | 0%          | <b>1%</b>  |

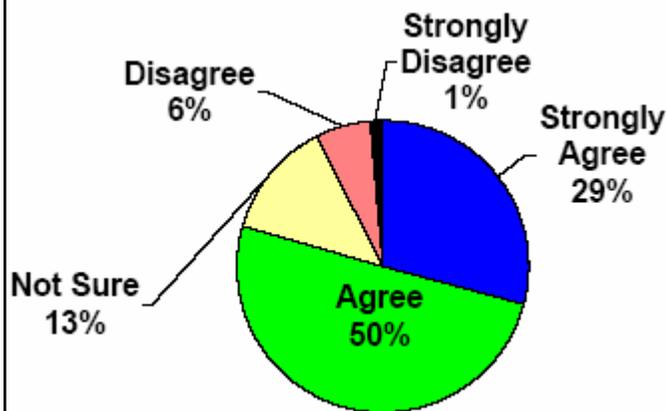
## " Protecting large, connected tracts of forestland from being broken apart is important to me."



**Countywide**, 3/4 (75%) agree (39% strongly agree) that protecting large, connected tracts of forestland from being broken apart is important, while 11% disagree (2% strongly disagree), and 15% are not sure. The level of agreement generally declines as acres owned increases (78%, 1 to 10 acres; 52%, over 500 acres) and the level of disagreement increases (9%, 1 - 10 acres; 36% over 500 acres). Respondents age 18 to 24 and 25 to 34 agree more (79% and 82%, respectively). By type of residence, rural hobby farms agree more (79%) and strongly agree more (46%). Landowners with less than one year of tenure also agree more (81%).

| Q4                       | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| <b>Strongly Agree</b>    | 44%    | 34%  | 44%     | 37%   | 43%         | <b>41%</b> |
| <b>Agree</b>             | 31%    | 38%  | 31%     | 38%   | 33%         | <b>34%</b> |
| <b>Not Sure</b>          | 16%    | 13%  | 14%     | 14%   | 14%         | <b>14%</b> |
| <b>Disagree</b>          | 8%     | 13%  | 10%     | 10%   | 9%          | <b>10%</b> |
| <b>Strongly Disagree</b> | 2%     | 3%   | 1%      | 2%    | 1%          | <b>2%</b>  |

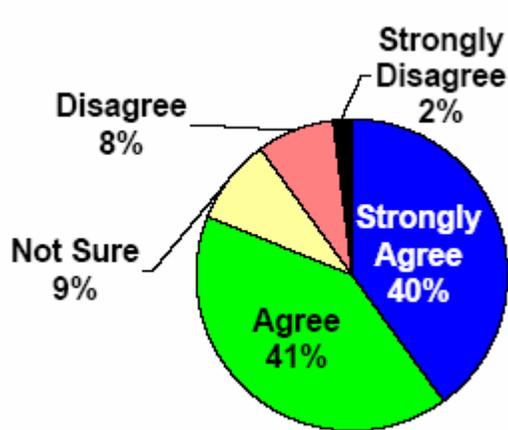
## " Protecting historical sites and structures is important to me."



**Countywide**, over 3/4 (79%) agree (29% strongly agree) that protecting historical sites and structures is important, while only 7% disagree (1% strongly disagree), and 13% are not sure. Landowners with 81 or more acres agree less (59% - 72%), with one in three landowners with over 500 acres not sure. Respondents age 18 to 24 (88%), 25 to 34 (82%), and over 85 (86%), as well as, rural hobby farms (84%) agree more.

| Q3                       | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| <b>Strongly Agree</b>    | 33%    | 30%  | 33%     | 28%   | 31%         | <b>31%</b> |
| <b>Agree</b>             | 49%    | 49%  | 44%     | 48%   | 52%         | <b>48%</b> |
| <b>Not Sure</b>          | 11%    | 14%  | 15%     | 15%   | 10%         | <b>13%</b> |
| <b>Disagree</b>          | 5%     | 5%   | 7%      | 7%    | 7%          | <b>6%</b>  |
| <b>Strongly Disagree</b> | 1%     | 4%   | 1%      | 3%    | 0%          | <b>2%</b>  |

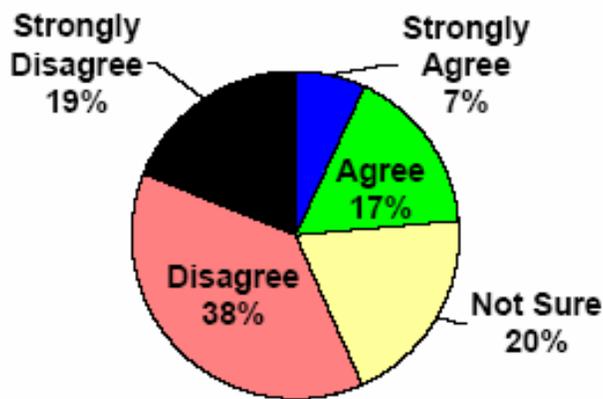
**" Protecting farmland in my community from development is important to me."**



**Countywide**, four in five (81%) agree (40% strongly agree) that protecting farmland is important, while 10% disagree (2% strongly disagree) and 9% are not sure. By type of residence, a majority of farms strongly agree (52%, rural hobby farms; 50%, rural farms). However, fewer landowners with more than 80 acres agree (72% - 63%) and, more than one in five disagree (20% - 31%). By age, landowners over age 85 agree the most (90%) and most strongly (44%), while those age 18 to 24 strongly agree the least (30%).

| Q1                       | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| <b>Strongly Agree</b>    | 39%    | 45%  | 49%     | 34%   | 32%         | <b>40%</b> |
| <b>Agree</b>             | 42%    | 35%  | 35%     | 42%   | 43%         | <b>39%</b> |
| <b>Not Sure</b>          | 9%     | 10%  | 9%      | 13%   | 13%         | <b>11%</b> |
| <b>Disagree</b>          | 9%     | 10%  | 4%      | 10%   | 10%         | <b>8%</b>  |
| <b>Strongly Disagree</b> | 1%     | 1%   | 2%      | 2%    | 2%          | <b>2%</b>  |

**"Converting farmland in my community into non-agricultural uses, like businesses and homes, is important to me."**

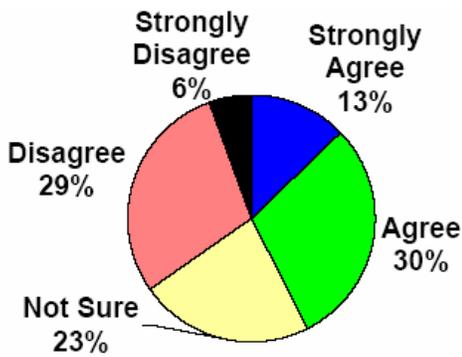


**Countywide**, almost 1/4 (24%) agree (7% strongly agree) that converting farmland into non-agricultural uses is important, while a majority (57%) disagree (19% strongly disagree) and 20% are not sure. By type of residence, urban/suburban landowners disagree less (50%) and agree more (26%). Farms disagree the most (66%, rural hobby farms; 62%, rural farms) and most strongly (32% and 27%, respectively). Rural farms also agree the most (27%) and are the least not sure (11%), indicating farms are a little more divided in their opinions than the rest. Landowners with over 80 acres agree more (34% - 36%) and more strongly (18% - 22%); however, a majority (51% - 61%) still disagree.

Agreement tended to directly relate to age (13%, age 18 to 24 ; 32% age 75 to 84) and, disagreement tended to inversely relate to age (68%, age 25 to 34; 40%, over age 85). The Northeast Cluster agrees the most (30%), while the Southwest Cluster agrees the least (21%). The Southwest Cluster as well as the Central Cluster disagrees the most (60%).

| Q13                      | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| <b>Strongly Agree</b>    | 7%     | 5%   | 8%      | 7%    | 3%          | <b>6%</b>  |
| <b>Agree</b>             | 11%    | 18%  | 13%     | 15%   | 18%         | <b>15%</b> |
| <b>Not Sure</b>          | 23%    | 14%  | 15%     | 20%   | 22%         | <b>20%</b> |
| <b>Disagree</b>          | 37%    | 44%  | 38%     | 43%   | 40%         | <b>40%</b> |
| <b>Strongly Disagree</b> | 22%    | 20%  | 27%     | 15%   | 16%         | <b>19%</b> |

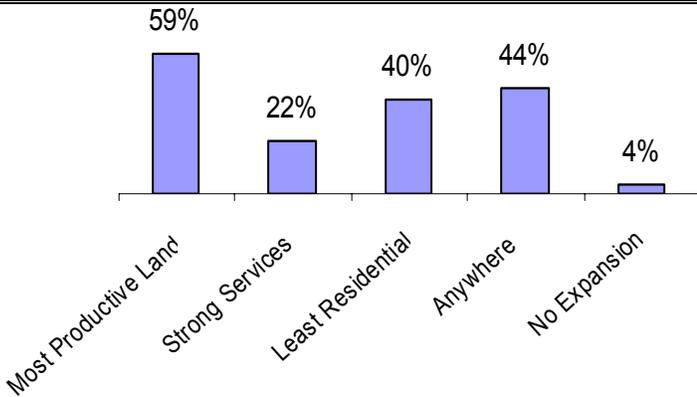
**" Future homes, which are not part of a farm operation, should not be allowed near existing farming operations."**



**Countywide**, most (43%) agree that future homes, which are not part of the farm operation, should not be allowed near existing farming operations (13% strongly agree), while 35% disagree (6% strongly disagree) and 23% are not sure. More landowners with 81 - 200 acres disagree (39%) than agree (37%), while those with 201 - 500 and over 500 agree the most (54% and 52%, respectively). More respondents age 18 to 24 (46%), 25 to 34 (37%), and 35 to 44 (39%) disagree than agree (27%, 33%, and 34%, respectively). Respondents age 65 to 74 (51%), 75 to 84 (61%), and over 85 (67%) agree the most. By type of residence, farms agree the most (49%, rural hobby farm; 46%, rural farms) and, more than one in five farms strongly agree (28%).

| Q20                      | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| <b>Strongly Agree</b>    | 10%    | 12%  | 13%     | 9%    | 11%         | <b>10%</b> |
| <b>Agree</b>             | 33%    | 34%  | 34%     | 24%   | 30%         | <b>30%</b> |
| <b>Not Sure</b>          | 22%    | 26%  | 22%     | 28%   | 23%         | <b>25%</b> |
| <b>Disagree</b>          | 29%    | 22%  | 27%     | 32%   | 33%         | <b>30%</b> |
| <b>Strongly Disagree</b> | 6%     | 6%   | 4%      | 6%    | 2%          | <b>5%</b>  |

**" Where should future dairy and livestock expansion occur?"**

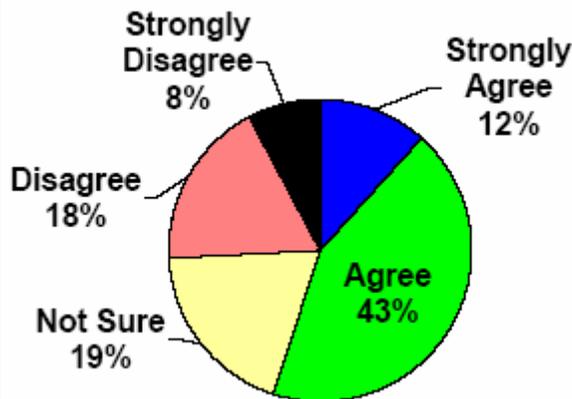


In this question, landowners were provided five choices and asked to pick two areas where dairy and livestock expansion should occur. **Countywide**, a majority (59%) identified that expansion should occur on the most productive land, followed by anywhere (44%) least amount of residential development (40%), strong service support (22%), and no expansion should be allowed (4%). By type of residence, only shoreland owners deviated from the countywide ranking, placing least residential development (48%) ahead of anywhere (42%). By acres owned, no cohort deviated from the ranking; however, respondents owning 200 - 500 acres put

less emphasis on the most productive land (50%) and more on strong service support (30%), while those with over 500 acres stated exactly the opposite (76%, most productive land; 9%, strong service support). Respondents age 18 to 54 did not deviate from the countywide ranking. Those age 55 to 64 and 65 to 74 stated least residential development more often than anywhere. Those age 75 to 84 ranked least residential development as their first choice (55%) and most productive land as their second (53%). The answers provided by this question should prove helpful as communities determine how to address Wisconsin's new livestock facility siting and expansion law.

| Q19                         | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-----------------------------|--------|------|---------|-------|-------------|------------|
| <b>Most productive land</b> | 62%    | 54%  | 62%     | 59%   | 61%         | <b>60%</b> |
| <b>Strong services</b>      | 21%    | 23%  | 16%     | 18%   | 19%         | <b>19%</b> |
| <b>Least residential</b>    | 42%    | 40%  | 38%     | 45%   | 39%         | <b>42%</b> |
| <b>Anywhere</b>             | 40%    | 45%  | 52%     | 42%   | 43%         | <b>43%</b> |
| <b>No expansion</b>         | 2%     | 5%   | 2%      | 3%    | 3%          | <b>3%</b>  |

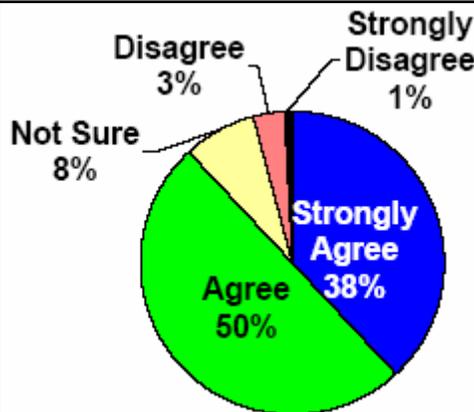
**"A portion of new homes built in this area of Waupaca County should provide housing opportunities for low and moderate income residents."**



**Countywide**, a majority (55%) agree (12% strongly agree) that a portion of new homes should provide housing opportunities for low and moderate income residents, while over 1/4 (26%) disagree (8% strongly disagree) and 19% are not sure. Level of agreement was inversely related to acres owned (53%, less than one acre; 44%, greater than 500 acres) and disagreement was directly related (20%, less than one acre; 33%, greater than 500 acres). Landowners at opposite ends of the age spectrum agree more (61%, age 18 to 24; 65 and over, 64% - 70%), while those age 25 to 34 (45%) and 35 to 44 (44%) agree less and disagree the most (31% and 32%, respectively). Rural hobby farms and non-residents also agree less (44% and 46%, respectively).

| Q8                       | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| <b>Strongly Agree</b>    | 11%    | 14%  | 18%     | 9%    | 23%         | <b>14%</b> |
| <b>Agree</b>             | 42%    | 41%  | 44%     | 44%   | 48%         | <b>44%</b> |
| <b>Not Sure</b>          | 17%    | 18%  | 14%     | 19%   | 13%         | <b>16%</b> |
| <b>Disagree</b>          | 18%    | 18%  | 17%     | 20%   | 9%          | <b>17%</b> |
| <b>Strongly Disagree</b> | 12%    | 9%   | 8%      | 9%    | 7%          | <b>9%</b>  |

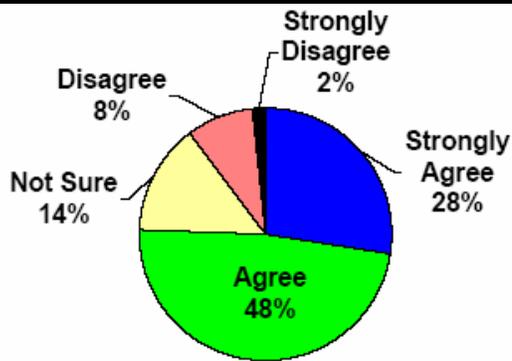
**"Waupaca County communities should pool resources to attract and/or retain companies that will create jobs."**



**Countywide**, over 3/4 (88%) agree (38% strongly agree) that communities should pool resources to attract and/or retain companies that will create jobs, while 4% disagree (1% strongly disagree) and 8% are not sure. Landowners with over 200 acres agree less (67% - 80%) and, owners of 201 - 500 acres disagree (13%) the most, while those owning over 500 acres are not sure more (30%).

| Q11                      | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| <b>Strongly Agree</b>    | 34%    | 44%  | 44%     | 34%   | 38%         | <b>37%</b> |
| <b>Agree</b>             | 52%    | 44%  | 42%     | 52%   | 51%         | <b>50%</b> |
| <b>Not Sure</b>          | 9%     | 8%   | 10%     | 8%    | 8%          | <b>8%</b>  |
| <b>Disagree</b>          | 4%     | 5%   | 2%      | 5%    | 4%          | <b>4%</b>  |
| <b>Strongly Disagree</b> | 1%     | 0%   | 1%      | 1%    | 0%          | <b>1%</b>  |

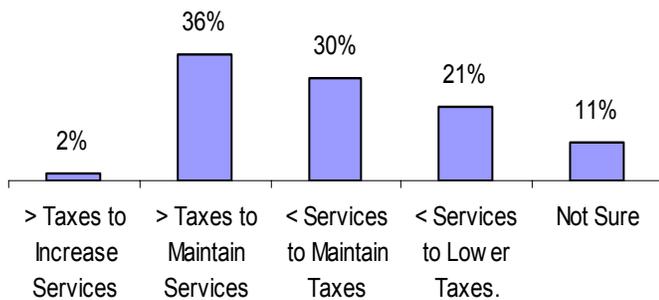
**"Community services, like schools, roads, and police and fire protection, should be combined and provided jointly by communities if money will be saved."**



**Countywide**, over 3/4 (76%) agree (28% strongly agree) that community services should be combined and provided jointly by communities if money will be saved, while 10% disagree (2% strongly disagree) and 14% are not sure. Landowners with 81 - 200 acres agree less (71%). Respondents age 25 to 34 agree less (63%) and disagree more (15%). Urban/suburban owners agree the most (91%) and, although rural farms agree (84%), they do so the least compared to other residence types.

| Q10                      | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| <b>Strongly Agree</b>    | 33%    | 28%  | 33%     | 30%   | 30%         | <b>31%</b> |
| <b>Agree</b>             | 47%    | 48%  | 43%     | 50%   | 44%         | <b>47%</b> |
| <b>Not Sure</b>          | 11%    | 15%  | 15%     | 13%   | 14%         | <b>13%</b> |
| <b>Disagree</b>          | 7%     | 9%   | 6%      | 5%    | 11%         | <b>7%</b>  |
| <b>Strongly Disagree</b> | 1%     | 0%   | 3%      | 2%    | 1%          | <b>1%</b>  |

**"Tax and Service Policy Choices."**



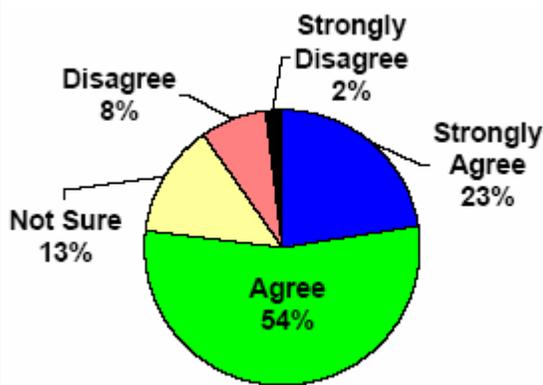
In this question, landowners were provided with four tax and service policy choices and asked to choose one. The choices included: 1) increase taxes to increase services; 2) increase taxes to maintain the existing services; 3) decrease services to maintain the existing taxes; and 4) decrease services and taxes.

**Countywide**, the opinion is divided. 2% felt taxes should increase to increase services, 36% stated taxes should increase to maintain existing services, 30% felt services should be decreased to maintain existing tax

levels, and 21% stated both taxes and services should be decreased. 11% were not sure. More age 18 to 24 felt both taxes and services should be increased (9%) and decreased (33%), indicating fewer stated a more moderate opinion. Fewer age 25 - 34 (16%) and over 85 (16%) felt both should be decreased. More landowners with 201 - 500 acres stated both services and taxes should be decreased (30%) and more with over 500 acres felt taxes should be increased to maintain existing services (45%). By type of residence, farms stated decrease services to maintain existing taxes most often (32%, rural hobby farm; 35%, rural farm), while all others indicated increase taxes to maintain services most often.

| Q22  | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--|--------|------|---------|-------|-------------|------------|
| <b>Taxes Increased, Services Increased</b> | 2%     | 2%   | 3%      | 1%    | 4%          | <b>2%</b>  |
| <b>Taxes Increased, Services Same</b>      | 37%    | 41%  | 30%     | 38%   | 40%         | <b>37%</b> |
| <b>Taxes Same, Services Decreased</b>      | 30%    | 30%  | 35%     | 28%   | 28%         | <b>30%</b> |
| <b>Taxes Decreased, Services Decreased</b> | 24%    | 18%  | 21%     | 25%   | 17%         | <b>22%</b> |
| <b>Not Sure</b>                            | 8%     | 9%   | 11%     | 8%    | 10%         | <b>9%</b>  |

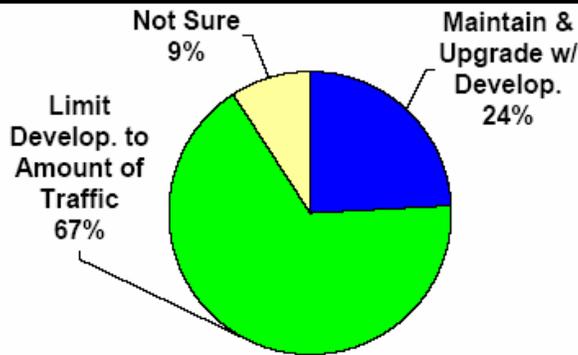
**" The placement of new residential development should be managed in order to control community service costs, like schools, roads, and police and fire protection."**



Countywide, over 3/4 (77%) agree (23% strongly agree) that placement of new residential development should be managed in order to control community service costs, while 10% disagree (2% strongly disagree) and 13% are not sure. Agreement was inversely related to acres owned (79%, less than one acre; 51%, greater than 500 acres), while disagreement was directly related (8%, less than one acre; 23%, over 500 acres). Those with over 500 acres strongly agree less (10%) and are not sure more (26%) Respondents over age 75 agree more (86% - 87%).

| Q12               | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-------------------|--------|------|---------|-------|-------------|------------|
| Strongly Agree    | 29%    | 24%  | 25%     | 26%   | 26%         | 26%        |
| Agree             | 49%    | 52%  | 53%     | 52%   | 57%         | 52%        |
| Not Sure          | 13%    | 9%   | 16%     | 10%   | 13%         | 12%        |
| Disagree          | 8%     | 13%  | 5%      | 9%    | 2%          | 7%         |
| Strongly Disagree | 2%     | 2%   | 1%      | 3%    | 2%          | 2%         |

**" Road maintenance and upgrading relative to new residential development."**



In this question, landowners were asked to identify whether road maintenance and upgrading should increase as residential development increases or if residential development should be limited to the amount of traffic the road can currently handle safely. Countywide, almost 1/4 (24%) indicated that maintenance and upgrading should increase as residential development increases, while a majority (67%) indicated residential development should be limited to the amount of traffic the road can currently handle safely. 9% are not sure. Landowners with over 500 acres

were evenly divided (39%, 39%, and 22% not sure). More over age 85, indicated development should be limited (72%) and fewer indicated maintenance/upgrading should be increased (19%). More urban/suburban residents stated that maintenance should increase (29%) and more rural hobby farms (75%), rural farms (73%), and rural non-farms (72%) felt that residential development should be limited. When urban/suburban respondents are compared to rural respondents (i.e., rural farm, rural hobby farm, and rural non-farm), fewer urban/suburban (60%) than rural (73%) stated limit development.

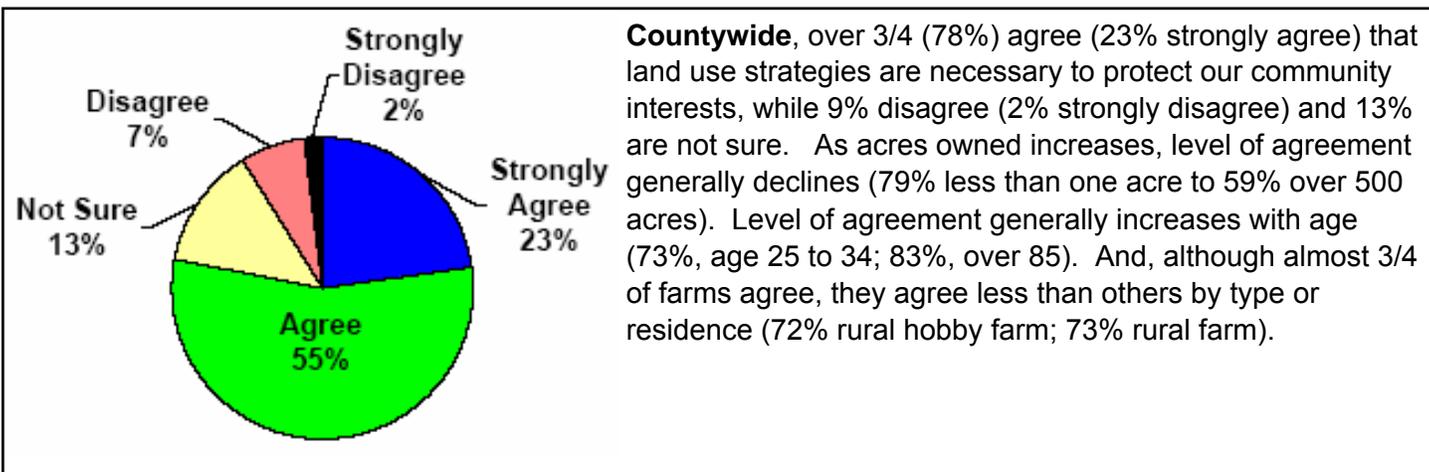
| Q23  | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--|--------|------|---------|-------|-------------|------------|
| Maintenance & Upgrades Increase w/ Development     | 25%    | 19%  | 23%     | 26%   | 30%         | 26%        |
| Limit Residential Development w/ amount of Traffic | 67%    | 71%  | 69%     | 68%   | 62%         | 67%        |
| Not Sure   | 8%     | 10%  | 8%      | 6%    | 8%          | 8%         |

## LAND USE VALUES AND DESIRES

Waupaca County's land base is 751 square miles or 480,640 acres. Over half (51%) of this is farmland, while forests (23%), wetlands/water (23%), and urban areas (3%) comprise the rest. There are 35 general purpose units of government that provide leadership over this land base, including, 22 towns, 6 cities, 6 villages, and the county. As noted earlier, during the 1990s, Waupaca County witnessed 12.2% population growth (5,627) coupled with an increase of 2,367 housing units (2000 Census). From 1995 – 2002, growth led to the conversion of almost 1,400 acres of farmland to a non-agricultural use (Wisconsin Ag Statistics Service, 2004). According to Waupaca County sanitary records, from 1992 – 2004 new construction accounted for the addition of 27,862 acres in residential lots (including associated property) in the towns. This growth provides many opportunities and dilemmas that communities can choose to address during the comprehensive planning process.

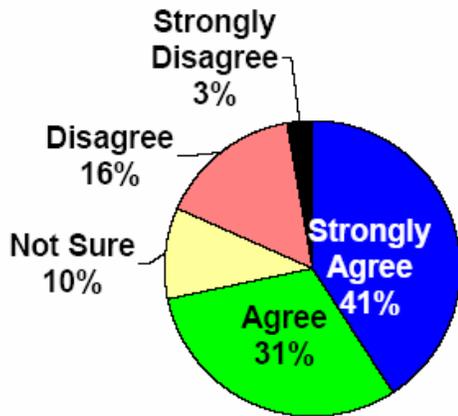
The ability of communities to take advantage of opportunities and effectively avoid or address dilemmas often hinges on land use decisions. For every land use action there is going to be a reaction. That reaction might be by the community as a whole, an individual property owner, the natural environment, the transportation system, the economy, or the agriculture industry to name a few. Ultimately, almost every community decision affects land use and every land use decision affects the community. This survey provides insight into landowner opinions regarding some land use policies and strategies communities might consider as part of the planning process.

**" Land use strategies are necessary to protect our community interests."**



| Q16                      | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| <b>Strongly Agree</b>    | 33%    | 29%  | 20%     | 24%   | 29%         | <b>28%</b> |
| <b>Agree</b>             | 47%    | 50%  | 58%     | 56%   | 55%         | <b>53%</b> |
| <b>Not Sure</b>          | 11%    | 11%  | 16%     | 9%    | 12%         | <b>11%</b> |
| <b>Disagree</b>          | 6%     | 7%   | 3%      | 9%    | 2%          | <b>6%</b>  |
| <b>Strongly Disagree</b> | 3%     | 3%   | 3%      | 3%    | 1%          | <b>3%</b>  |

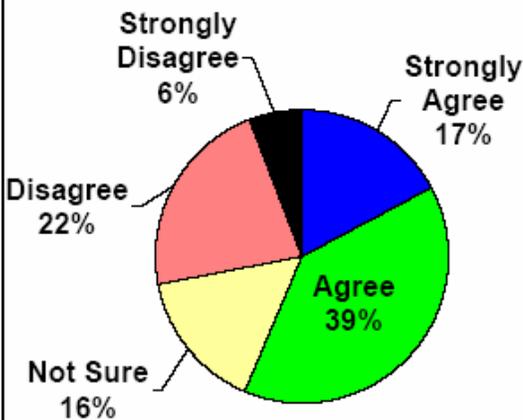
## " I should be allowed to use my property as I see fit."



**Countywide**, almost 3/4 (72%) agree (41% strongly agree) that they should be allowed to use their property as they see fit, while 19% disagree (3% strongly disagree) and 10% are not sure. Generally, there is a direct relationship between acres owned and level of agreement (72%, 1 - 10 acres; 87%, over 500 acres). Strength of agreement also increases with acres owned (41% strongly agree, 1 - 10 acres; 72% strongly agree, over 500 acres). Level of agreement generally declines as age increases (91%, age 18 to 24; 72%, over 85). Strength of agreement also declines with age (61%, age 18 to 24; 29%, over 85). By type of residence, farms agree the most (77%, rural hobby farm; 82%, rural farm) and most strongly (54% and 52%, respectively). Although still a majority, fewer shoreland owners (64%) agree. Agreement ranged from 80% in the Central Cluster to 65% in the Southwest Cluster. One in four (26%) in the Southwest Cluster disagree.

| Q9                       | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| <b>Strongly Agree</b>    | 38%    | 41%  | 49%     | 36%   | 33%         | <b>38%</b> |
| <b>Agree</b>             | 27%    | 22%  | 23%     | 27%   | 30%         | <b>27%</b> |
| <b>Not Sure</b>          | 5%     | 11%  | 10%     | 12%   | 11%         | <b>10%</b> |
| <b>Disagree</b>          | 26%    | 22%  | 14%     | 22%   | 21%         | <b>22%</b> |
| <b>Strongly Disagree</b> | 4%     | 5%   | 5%      | 3%    | 5%          | <b>4%</b>  |

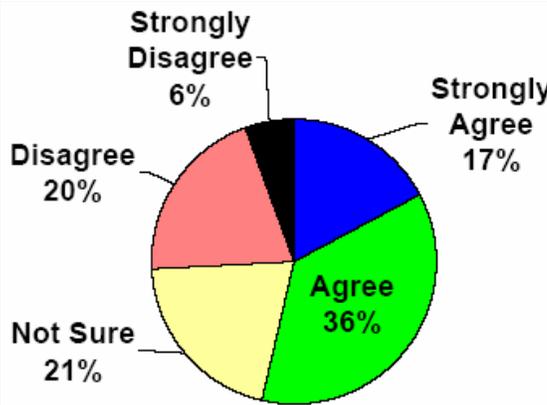
## " My neighbors should be allowed to use their property as they see fit."



**Countywide**, a majority (56%) agree (17% strongly agree) that their neighbors should be allowed to use their property as they see fit, while 28% disagree (6% strongly disagree), and 16% are not sure. There is a direct relationship with acres owned. As acres owned increases, level of agreement also increases (51%, less than one acre; 79% over 500 acres). There is an inverse relationship with age. As age increases, agreement declines (84%, age 18 to 24; 70%, age 25 to 34; 65%, age 35 to 44; 58%, age 45 to 54; 51% age 55 to 64; 54% age 65 to 74; 44%, age 75 to 84; 41% over 85). By type of residence, rural farms (64%) agree the most. Shoreland owners disagree the most (37%). Respondents with less than one year in tenure agree more (67%) and disagree less (19%). The Central Cluster agrees the most (63%), while less than 1/2 in the Southwest Cluster (48%) agree and 36% disagree.

| Q14                      | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| <b>Strongly Agree</b>    | 19%    | 16%  | 17%     | 15%   | 14%         | <b>16%</b> |
| <b>Agree</b>             | 31%    | 31%  | 38%     | 34%   | 30%         | <b>32%</b> |
| <b>Not Sure</b>          | 14%    | 13%  | 14%     | 17%   | 17%         | <b>16%</b> |
| <b>Disagree</b>          | 26%    | 29%  | 24%     | 26%   | 30%         | <b>27%</b> |
| <b>Strongly Disagree</b> | 11%    | 11%  | 8%      | 8%    | 9%          | <b>9%</b>  |

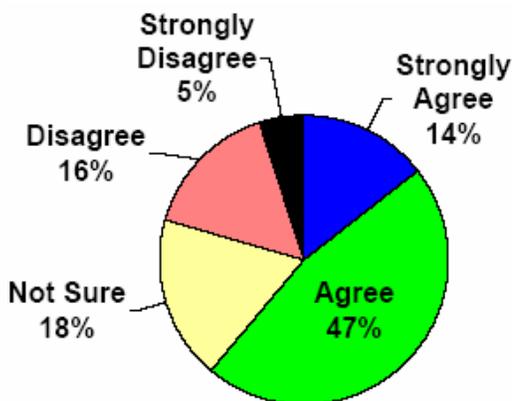
**" Having more public land available for recreational activities in my community is important to me."**



**Countywide**, a majority (53%) agree that having more public land available for recreational activities is important (17% strongly agree), while 26% disagree (6% strongly disagree), and 21% are not sure. Level of agreement declines significantly with acres owned (61%, less than one acre; 55%, 1 to 10 acres; 50%, 11 to 40 acres; 45%, 41 to 80 acres; 40%, 81 to 200 acres; 30%, 201 to 500 acres; 9%, over 500 acres). Level of agreement also declines with age (63%, age 18 to 24; 60% age 25 to 34; 61% age 35 to 44; 56%, age 45 to 54; 51% age 55 to 64; 47% age 65 to 74; 46%, age 75 to 84; 40% over 85). More rural farms disagree (45%) than agree (34%), while by type of residence all others have a majority in agreement (57%, urban/suburban; 54%, rural hobby farm; 55%, shoreland; 53% rural non-farm; 56% non-county resident). Respondents with less than one year of tenure agree more (64%) and disagree less (16%), while those with over 20 years agree less (49%) and disagree more (30%). Agreement ranged from 47% in the Northwest Cluster to 57% in the Southeast Cluster.

| Q5                       | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| <b>Strongly Agree</b>    | 19%    | 18%  | 17%     | 15%   | 18%         | <b>18%</b> |
| <b>Agree</b>             | 39%    | 34%  | 34%     | 38%   | 37%         | <b>36%</b> |
| <b>Not Sure</b>          | 18%    | 17%  | 23%     | 18%   | 18%         | <b>19%</b> |
| <b>Disagree</b>          | 18%    | 23%  | 20%     | 23%   | 20%         | <b>21%</b> |
| <b>Strongly Disagree</b> | 5%     | 8%   | 6%      | 6%    | 8%          | <b>7%</b>  |

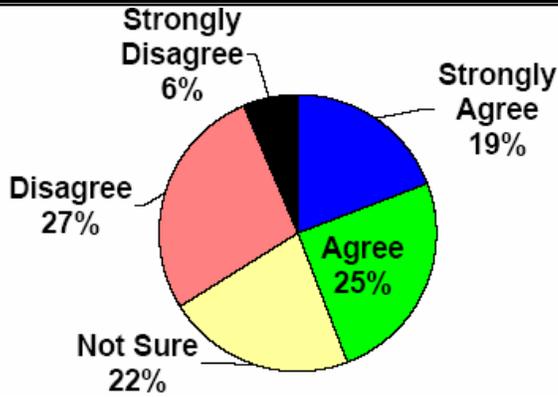
**" Design standards, like landscaping, building characteristics, and signage, should be implemented for new development so community character can be preserved."**



**Countywide**, a majority (61%) agree that design standards should be implemented for new development (14% strongly agree), while one in five (21%) disagree (5% strongly disagree) and 18% are not sure. Landowners with over 40 acres agree more (68% - 72%) and respondents with over 500 acres agree the most strongly (41%). Generally, agreement was directly related to age (51%, age 18 to 24; 71%, age 75 to 84). Although still over 1/2, respondents from rural hobby farms and rural non-farms agree less (54% and 56%, respectively), while shoreland owners agree more (68%). Agreement ranged from 57% in the Northeast to 67% in the Southwest.

| Q15                      | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| <b>Strongly Agree</b>    | 22%    | 16%  | 22%     | 17%   | 25%         | <b>20%</b> |
| <b>Agree</b>             | 47%    | 49%  | 44%     | 49%   | 46%         | <b>47%</b> |
| <b>Not Sure</b>          | 14%    | 15%  | 13%     | 17%   | 17%         | <b>15%</b> |
| <b>Disagree</b>          | 13%    | 14%  | 17%     | 12%   | 9%          | <b>12%</b> |
| <b>Strongly Disagree</b> | 5%     | 7%   | 5%      | 6%    | 4%          | <b>5%</b>  |

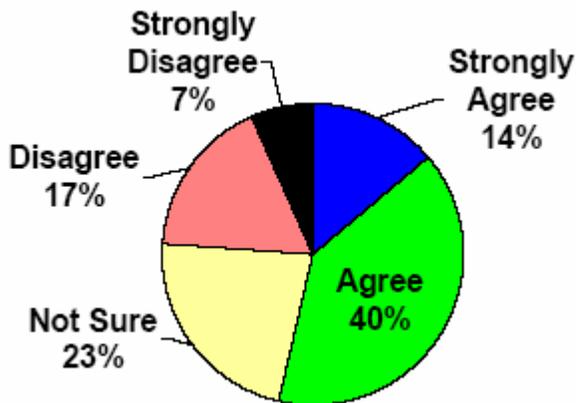
**" Residential development should not occur in rural areas (defined as not in a city or village) of Waupaca County."**



**Countywide**, most landowners (45%) agree that residential development should not occur in rural areas (19% strongly agree), while 33% disagree (6% strongly) and 22% are not sure. More landowners with 41 to 80 acres agree (49%), while those with less than one acre (39%), 81 to 200 acres (36%), and over 500 acres (30%) agree less. A majority of landowners with over 500 acres disagree the most (67%) and are not sure the least (3%). By age, those age 18 to 24 (36%) agree the least and those age 25 to 34 (48%), 35 to 44 (48%), and over 85 (49%) agree the most. Urban/suburban landowners disagree the most (40%). Farms agree the most (58%, rural hobby farm; 53%, rural farm) and most strongly (34% and 24%, respectively), while one in four (25%) rural hobby farms and one in three (35%) rural farms disagree. Urban/suburban (38%) and shoreland (39%) owners agree the least.

| Q6                       | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| <b>Strongly Agree</b>    | 21%    | 21%  | 22%     | 14%   | 14%         | <b>18%</b> |
| <b>Agree</b>             | 26%    | 29%  | 24%     | 24%   | 19%         | <b>25%</b> |
| <b>Not Sure</b>          | 21%    | 18%  | 19%     | 23%   | 28%         | <b>22%</b> |
| <b>Disagree</b>          | 24%    | 27%  | 29%     | 31%   | 33%         | <b>29%</b> |
| <b>Strongly Disagree</b> | 8%     | 5%   | 5%      | 8%    | 6%          | <b>6%</b>  |

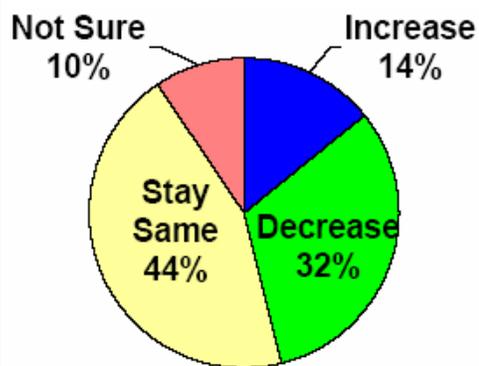
**" If rural residential development takes place, it should be widely scattered throughout this area of Waupaca County."**



**Countywide**, a majority (54%) agree if rural residential development takes place that it should be widely scattered (14% strongly agree), while nearly 1/4 (24%) disagree (7% strongly disagree) and 23% are not sure. Agreement generally decreases with acres owned (53%, less than one acre; 56%, 1 to 10 acres; 53%, 11 to 40 acres; 53%, 41 to 80 acres; 48%, 81 to 200 acres; 35%, 201 to 500 acres; 41%, over 500 acres), with more respondents who own 201 to 500 acres disagreeing than agreeing. Respondents age 18 to 24 agree the least (47%) and those over age 85 agree the most (61%) and disagree the least (7%). Rural hobby farms agree the most (62%) and disagree the least (19%).

| Q7                       | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|--------------------------|--------|------|---------|-------|-------------|------------|
| <b>Strongly Agree</b>    | 17%    | 19%  | 15%     | 11%   | 9%          | <b>14%</b> |
| <b>Agree</b>             | 34%    | 42%  | 35%     | 36%   | 36%         | <b>36%</b> |
| <b>Not Sure</b>          | 19%    | 17%  | 24%     | 26%   | 29%         | <b>24%</b> |
| <b>Disagree</b>          | 22%    | 19%  | 19%     | 19%   | 19%         | <b>20%</b> |
| <b>Strongly Disagree</b> | 7%     | 4%   | 7%      | 7%    | 7%          | <b>7%</b>  |

**“Would you like to see the amount of land used for new residential development in your community increase, decrease, or stay the same as compared to the trend over the last 5 to 10 years?”**



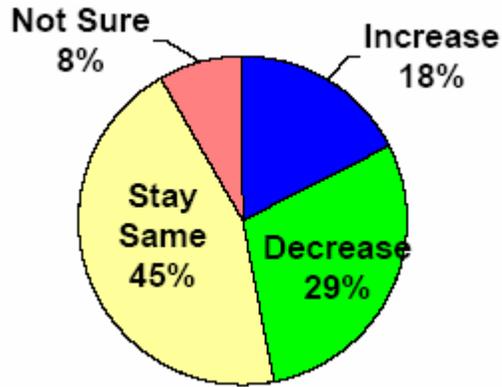
**Countywide**, most landowners would like to see the amount of land used for residential development to stay the same (44%), while nearly one in three (32%) would like it to decrease, 14% to increase, and 10% are not sure. Landowners with over 500 acres stated increase more often (25%). Those with less than one acre stated decrease (23%) less often, while those with 11 - 40 acres (37%), 41 - 80 acres (40%), 81 - 200 acres (37%), and 201 - 500 acres (41%) stated decrease more often. With the exception of over 500 acres (34%), stating “stay the same” was inversely related to acres owned (48%, less than one acre; 28%, 201 to 500 acres).

By age, those stating decrease was represented by a bell curve with the younger (21%, 18 to 24) and older (23%, 65 to 74; 22%, 75 to 84; and 17% over 85) respondents indicating decrease less often and middle age cohorts indicating decrease more often (34%, 25 to 34; 39%, 35 to 44; 37%, 45 to 54; and 32% 55 to 64). The opposite was true for the option “stay the same”, thus resulting in an inverse bell curve.

By type of residence, urban/suburban landowners (21%) indicated increase more often and rural hobby farms (8%) indicated increase less often. Urban/suburban (21%) and shoreland (26%) indicated decrease less often, while rural hobby farms (49%), rural non-farms (38%), and rural farms (44%) indicated decrease more often. Rural hobby farms (36%) and rural farms (36%) indicated the same less often. When urban/suburban respondents are compared to rural respondents (i.e., rural farm, rural hobby farm, and rural non-farm), there is a large difference in their response to increase (21%, urban/suburban; 10% rural) and decrease (21%, urban/suburban; 42% rural). By cluster, the Northeast stated increase the most (22%) and decrease the least (25%). The Northwest Cluster indicated decrease the most (38%).

| Q17                  | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|----------------------|--------|------|---------|-------|-------------|------------|
| <b>Increase</b>      | 8%     | 14%  | 11%     | 14%   | 16%         | <b>12%</b> |
| <b>Decrease</b>      | 37%    | 36%  | 31%     | 29%   | 24%         | <b>31%</b> |
| <b>Stay the Same</b> | 46%    | 44%  | 42%     | 47%   | 48%         | <b>46%</b> |
| <b>Not Sure</b>      | 9%     | 6%   | 16%     | 10%   | 13%         | <b>11%</b> |

**“Would you like to see the number of new homes built in your community increase, decrease, or stay the same as compared to the trend over the last 5 to 10 years?”**



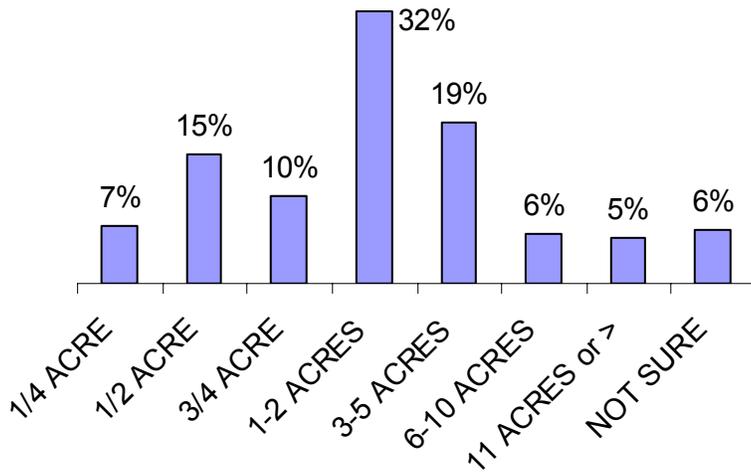
**Countywide**, most landowners (45%) would like to see the number of new homes stay the same, while nearly 1/3 (29%) would like it to decrease, 18% to increase, and 8% are not sure. Landowners with over 500 acres (25%) and under 1 acre (24%) stated increase more often. Those with less than one acre also stated decrease (20%) less often, while those with 201- 500 acres stated decrease (43%) more often and stay the same (27%) less often.

By age, those stating decrease was represented by a bell curve with the younger (21%, 18 to 24) and older (20%, 65 to 74; 17%, 75 to 84; and 12% over 85) respondents indicating decrease less often and middle age cohorts indicating decrease more often (35%, 25 to 34; 38%, 35 to 44; 35%, 45 to 54; and 29% 55 to 64). The opposite was true for the option “stay the same”, thus resulting in an inverse bell curve.

By type of residence, urban/suburban landowners (27%) indicated increase more often and rural hobby farms (8%) and rural non-farms (11%) indicated increase less often. Urban/suburban (18%) and shoreland (24%) indicated decrease less often, while rural hobby farms (50%), rural non-farms (36%), and rural farms (45%) indicated decrease more often. Rural hobby farms (36%) and rural farms (36%) indicated the same less often, while shoreland owners indicated the same (51%) more often. When urban/suburban respondents are compared to rural respondents (i.e., rural farm, rural hobby farm, and rural non-farm), there is a large difference in their response to increase (27%, urban/suburban; 11% rural) and decrease (18%, urban/suburban; 40% rural). By cluster, the Northeast stated increase the most (28%) and decrease the least (23%). The Northwest Cluster indicated decrease the most (35%).

| Q18                  | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|----------------------|--------|------|---------|-------|-------------|------------|
| <b>Increase</b>      | 9%     | 13%  | 11%     | 17%   | 20%         | <b>15%</b> |
| <b>Decrease</b>      | 32%    | 34%  | 28%     | 27%   | 20%         | <b>28%</b> |
| <b>Stay the Same</b> | 50%    | 47%  | 47%     | 46%   | 48%         | <b>48%</b> |
| <b>Not Sure</b>      | 8%     | 6%   | 14%     | 9%    | 12%         | <b>10%</b> |

**" What is the most desirably lot size for a home in your community (an acre is about the size of a football field)?"**



**Countywide**, most landowners (32%) preferred 1– 2 acre lot sizes; 19%, 3 - 5 acres; 15%, 1/2 acre; 10%, 3/4 acre; 7%, 1/4 acre; 6%, 6 - 10 acres; 5%, 11+ acres; while 6% are not sure.

Landowners with less than one acre preferred smaller lots sizes more often (14%, 1/4 acre; 28%, 1/2 acre; 19%, 3/4 acre) and larger lot sizes less often (7%, 3 - 5 acres; 1%, 6 - 10 acres). Those with 1 - 10 acres preferred 1– 2 acres (41%) and 3 - 5 acres (26%) more often and 1/2 acre (9%) less often. Those with 11 - 40 acres preferred 3 - 5 acres (27%) and 11+ acres (10%) more often and 1/2 acre (9%) less often. Those with 41 - 80 acres preferred 11+ acres (12%) more often and 1/2 acre (8%) and

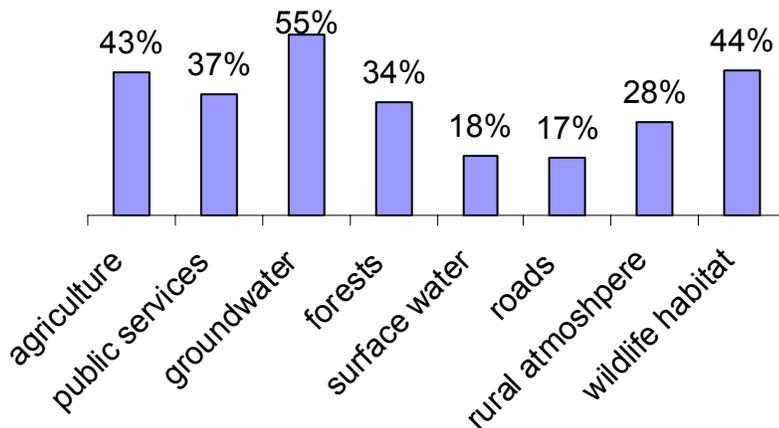
3/4 acre (4%) less often. Owners of 81 - 200 acres preferred 1 - 2 acres (37%) and 11+ acres (11%) more often and 3/4 acres (5%) less often. Those with 200 - 500 acres also preferred 1 - 2 acres (42%) and 11+ acres (15%) more often and 3/4 acres (3%) less often. Those with 500+ acres preferred 3 - 5 acres (44%) more often and less than 1% preferred 3 - 5 acres.

Respondents age 75 to 84 (22%) and over 85 (20%) preferred 1/2 acres more often and, those age 75 to 84 also preferred 1 to 2 acres more often (37%) and 3 to 5 acres less often (9%) . Respondents age 35 to 44 preferred 3 - 5 acres more often (24%).

By type of residence, urban/suburban and shoreland owners preferred smaller lot sizes (urban/suburban: 12%, 1/4 acre; 24%, 1/2 acre; 15%, 3/4 acre) (shoreland: 44%, 1/2 acre; 15%, 3/4 acre) and did not prefer 3 - 5 acres as often (9%, urban/suburban; 11%, shoreland). Rural hobby farms, rural non-farms, and rural farms stated smaller acreages less often (rural hobby farm: 1%, 1/4 acre; 6%, 1/2 acre; 2%, 3/4 acre; 20%, 1 - 2 acres) (rural non-farm: 2%, 1/4 acre; 6%, 1/2 acre; 4%, 3/4 acre) (rural farm: 2%, 1/4 acre; 8%, 1/2 acre; 5%, 3/4 acre). They also stated larger acreages more often (rural hobby farm: 33%, 3 - 5 acres; 19%, 6 - 10 acres; 11%, 11+ acres) (rural non-farm: 38% 1 - 2 acres; 30%, 3 - 5 acres) (rural farm: 37%, 1 - 2 acres; 12%, 11+ acres).

| Q21                     | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-------------------------|--------|------|---------|-------|-------------|------------|
| <b>1/4 acre</b>         | 3%     | 1%   | 5%      | 6%    | 12%         | <b>6%</b>  |
| <b>1/2 acre</b>         | 14%    | 5%   | 12%     | 18%   | 23%         | <b>16%</b> |
| <b>3/4 acre</b>         | 12%    | 5%   | 13%     | 13%   | 16%         | <b>13%</b> |
| <b>1 - 2 acres</b>      | 37%    | 47%  | 33%     | 38%   | 29%         | <b>36%</b> |
| <b>3 - 5 acres</b>      | 18%    | 31%  | 20%     | 17%   | 8%          | <b>17%</b> |
| <b>6 - 10 acres</b>     | 6%     | 4%   | 4%      | 3%    | 2%          | <b>4%</b>  |
| <b>11 or more acres</b> | 4%     | 3%   | 6%      | 2%    | 2%          | <b>3%</b>  |
| <b>Not Sure</b>         | 6%     | 5%   | 7%      | 3%    | 8%          | <b>5%</b>  |

## " What are the most important impacts to consider when determining whether or not a residential development should occur?"



In this question, landowners were provided eight choices and asked to pick the three most important factors to consider when determining whether or not a residential development should occur. **Countywide**, the factor most often identified was groundwater quality and quantity (54%). Wildlife habitat was identified by 44% of the respondents, followed by agriculture (43%), cost and quality of public services (37%), forested areas (34%), rural/small town atmosphere (28%), surface water quality (18%), and roads (17%).

By acres owned, agriculture or groundwater always ranked in the top two. Roads, surface water, and rural/small town atmosphere always ranked in the bottom three. Landowners with over 80 acres of land identified agriculture most frequently (57%, 81 - 200 acres; 55%, 201 - 500 acres; 58%, over 500 acres), while groundwater was the number two factor (54%, 53%, and 57% respectively). The importance of wildlife habitat generally declined with acres owned, ranking second for respondents with 1 to 10 acres (48%) and last for those with over 500 acres (12%).

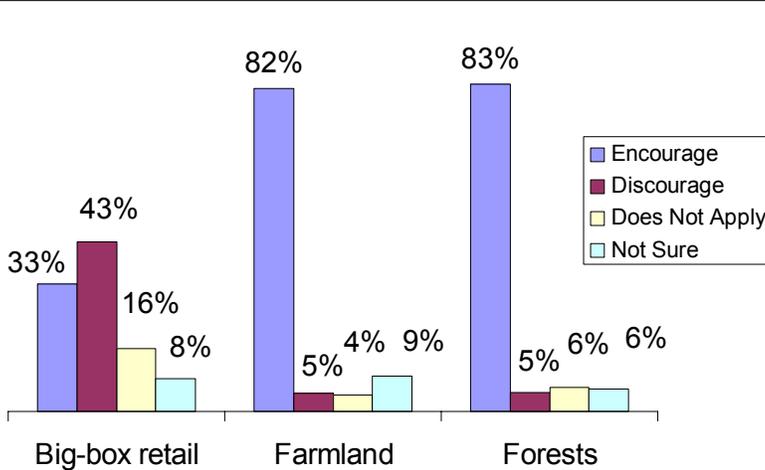
By age, either groundwater or wildlife habitat were identified as the most important, with respondents under 45 ranking wildlife habitat as the most important (57% - 64%) and those 45 and over ranking groundwater as most important (52% - 65%). The importance of both groundwater and the impact on public services generally increased with age (groundwater: 42%, age 18 to 24; 65% age 75 to 84) (public services: 24%, age 18 to 24; 52%, over age 85). Forests, generally declined in importance with age, with respondents age 25 to 34 ranking it second (51%) and those over age 85 ranking it last (23%).

By type of residence, either agriculture or groundwater was identified as the most important factor. Rural hobby farms (51%) and rural farms (66%) ranked agriculture as most important, while all others ranked groundwater as most important (56%, urban/suburban; 61%, shoreland; 53%, rural non-farm; 54%, non-county resident). Public services was identified most often by urban/suburban (44%) and shoreland (41%) owners, both of whom ranked it as the second most important. Roads and surface water were always ranked in the bottom two.

By tenure, either groundwater or wildlife habitat were identified as the most important, with respondents under 5 years of tenure ranking wildlife most important (51% - 57%) and those with 5 years and over ranking groundwater most important (53% - 57%). Roads, surface water, and rural atmosphere always ranked in the bottom three.

| Q24                             | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|---------------------------------|--------|------|---------|-------|-------------|------------|
| Agriculture                     | 34%    | 45%  | 44%     | 31%   | 39%         | 36%        |
| Cost/quality of public services | 33%    | 36%  | 32%     | 36%   | 48%         | 37%        |
| Quality/quantity groundwater    | 55%    | 57%  | 54%     | 62%   | 53%         | 57%        |
| Forested areas                  | 38%    | 29%  | 30%     | 36%   | 36%         | 35%        |
| Surface water                   | 20%    | 15%  | 20%     | 24%   | 18%         | 20%        |
| Roads                           | 17%    | 29%  | 17%     | 16%   | 16%         | 18%        |
| Rural/small town atmosphere     | 40%    | 28%  | 36%     | 29%   | 25%         | 32%        |
| Wildlife habitat                | 41%    | 41%  | 47%     | 37%   | 39%         | 40%        |

**" For each of the following types of land use, please indicate if your community should encourage or discourage that type of land use."**



In this question, landowners were provided eight choices and asked to pick the three most important factors to consider when determining whether or not a residential development should occur. The text applies only to **Countywide** results.

**Big Box Retail** - Most respondents (43%) stated discourage big-box retail, while 33% indicated encourage, 16% does not apply, and 8% not sure. Respondents who were more likely to state encourage include those age 18 to 34 (40% - 47%), those owning less than one acre (42%), urban/suburban residents (46%), and those with less than one year of tenure (42%). Most respondents in these cohorts responded encourage more often than

discourage. All other cohorts indicated discourage more often than encourage. Shoreland residents were more likely to state discourage (50%).

**Farmland** - Over 3/4 (82%) stated encourage farmland, while 5% stated discourage, 4% does not apply, and 9% not sure. Urban/suburban (72%) and shoreland respondents (77%) stated encourage less often, which could explain why respondents with less than one acre (74%) also stated encourage less often. Rural hobby farm (91%), rural farm (91%), and rural non-farm (88%) stated encourage more often. Respondents age 25 to 34 stated encourage more often (90%).

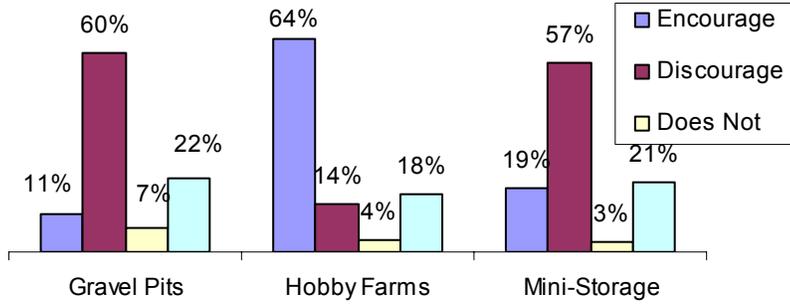
**Forests** - Over 3/4 (83%) stated encourage forests, while 5% stated discourage, 6% does not apply, and 6% not sure. Urban/suburban (74%) respondents stated encourage less often, which could explain why respondents with less than one acre (74%) also stated encourage less often. Respondents owning 41 to 80 acres (89%) and 201 to 500 acres (90%) stated encourage more often. Respondents age 25 to 34 stated encourage more often (90%).

| Q25 BIG BOX RETAIL    | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-----------------------|--------|------|---------|-------|-------------|------------|
| <b>Encourage</b>      | 41%    | 46%  | 48%     | 41%   | 47%         | <b>43%</b> |
| <b>Discourage</b>     | 44%    | 36%  | 40%     | 47%   | 44%         | <b>44%</b> |
| <b>Does not apply</b> | 6%     | 7%   | 4%      | 2%    | 0%          | <b>3%</b>  |
| <b>Not Sure</b>       | 9%     | 12%  | 8%      | 10%   | 9%          | <b>9%</b>  |

| Q25 FARMLAND          | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-----------------------|--------|------|---------|-------|-------------|------------|
| <b>Encourage</b>      | 83%    | 85%  | 87%     | 80%   | 75%         | <b>81%</b> |
| <b>Discourage</b>     | 4%     | 4%   | 3%      | 5%    | 6%          | <b>5%</b>  |
| <b>Does not apply</b> | 2%     | 1%   | 4%      | 2%    | 8%          | <b>4%</b>  |
| <b>Not Sure</b>       | 11%    | 10%  | 6%      | 13%   | 10%         | <b>11%</b> |

| Q25 FORESTS           | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-----------------------|--------|------|---------|-------|-------------|------------|
| <b>Encourage</b>      | 89%    | 87%  | 87%     | 86%   | 78%         | <b>85%</b> |
| <b>Discourage</b>     | 5%     | 4%   | 1%      | 4%    | 5%          | <b>4%</b>  |
| <b>Does not apply</b> | 1%     | 4%   | 7%      | 4%    | 9%          | <b>4%</b>  |
| <b>Not Sure</b>       | 5%     | 6%   | 4%      | 7%    | 7%          | <b>6%</b>  |

**" For each of the following types of land use, please indicate if your community should encourage or discourage that type of land use." - continued**



In this question, landowners were provided eight choices and asked to pick the three most important factors to consider when determining whether or not a residential development should occur. The text applies only to **Countywide** results.

**Gravel Pits** - A majority (60%) stated discourage gravel pits, while 11% stated encourage, 7% does not apply, and 22% not sure. The level of encouragement was directly related to acres

owned (7%, less than one acre; 55%, over 500 acres), with the owners of over 500 acres stating encourage more often than discourage. Rural farms also stated encourage more often (21%), but a slight majority (51%) still stated discourage.

**Hobby Farms** - A majority (64%) stated encourage hobby farms, while 14% stated discourage, 4% does not apply, and 18% not sure. Respondents owning less than one acre stated encourage (56%) less often, while those owning 11 to 80 acres stated encourage more often (71%). The percentage indicating encourage peaked in the 35 to 44 age cohort (79%) and declined with age (71%, age 45 to 54; 64%, age 55 to 64; 54%, age 65 to 74; 40%, age 75 to 84; 42%, over age 85). As would be expected, rural hobby farms stated encourage more often (92%) as did rural non-farm (71%). Respondents with 1 to 20 years of tenure stated encourage more often (68% - 73%), while those with over 20 years stated encourage less often (60%).

**Mini-Storage** - A majority (57%) stated discourage mini-storage, while (19%) stated encourage, 3% does not apply, and 21% not sure. Respondents owning 201 to 500 acres indicated encourage more often (29%). Respondents age 18 to 24 indicated discourage more often (70%), while those over age 75 indicated discourage less often (39% - 45%). Urban residents stated discourage less often (50%), while those with less than 5 years of tenure indicated discourage more often (62% - 63%).

| Q25 GRAVEL PITS       | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-----------------------|--------|------|---------|-------|-------------|------------|
| <b>Encourage</b>      | 8%     | 19%  | 10%     | 13%   | 6%          | <b>10%</b> |
| <b>Discourage</b>     | 76%    | 56%  | 67%     | 64%   | 61%         | <b>67%</b> |
| <b>Does not apply</b> | 3%     | 7%   | 6%      | 3%    | 8%          | <b>5%</b>  |
| <b>Not Sure</b>       | 13%    | 19%  | 17%     | 20%   | 25%         | <b>19%</b> |

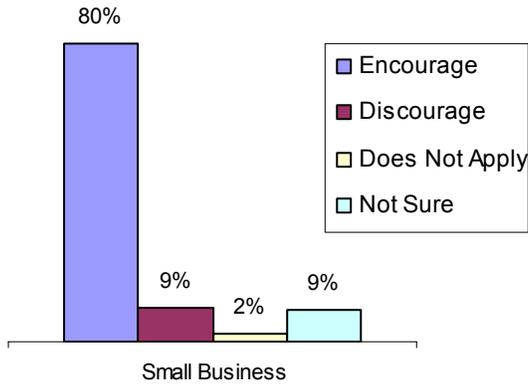
  

| Q25 HOBBY FARMS       | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-----------------------|--------|------|---------|-------|-------------|------------|
| <b>Encourage</b>      | 65%    | 72%  | 66%     | 66%   | 52%         | <b>63%</b> |
| <b>Discourage</b>     | 14%    | 15%  | 15%     | 11%   | 20%         | <b>14%</b> |
| <b>Does not apply</b> | 1%     | 0%   | 4%      | 2%    | 8%          | <b>3%</b>  |
| <b>Not Sure</b>       | 20%    | 14%  | 15%     | 21%   | 20%         | <b>19%</b> |

| Q25 MINI-STORAGE      | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-----------------------|--------|------|---------|-------|-------------|------------|
| <b>Encourage</b>      | 13%    | 16%  | 17%     | 14%   | 16%         | <b>14%</b> |
| <b>Discourage</b>     | 66%    | 65%  | 59%     | 64%   | 60%         | <b>63%</b> |
| <b>Does not apply</b> | 1%     | 2%   | 2%      | 1%    | 3%          | <b>2%</b>  |
| <b>Not Sure</b>       | 20%    | 17%  | 22%     | 21%   | 20%         | <b>20%</b> |

**" For each of the following types of land use, please indicate if your community should encourage or discourage that type of land use." - continued**



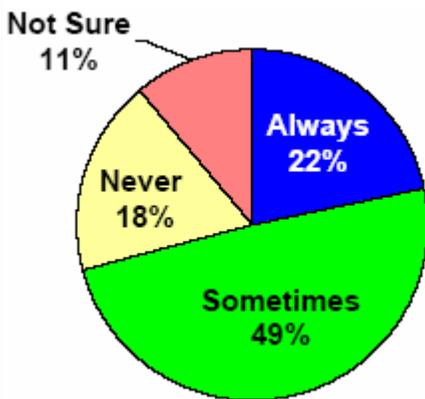
In this question, landowners were provided eight choices and asked to pick the three most important factors to consider when determining whether or not a residential development should occur. The text applies only to **Countywide** results.

**Small Business** - Most respondents (80%) stated encourage small business, while 9% stated discourage, 2% does not apply, and 9% not sure. Respondents owning less than one acre (89%) and over 500 acres (85%) stated encourage more often, while those owning 11 to 200 acres stated encourage less often (71% - 72%). Urban/suburban respondents indicated encourage more often (90%), while

rural hobby farms (74%), rural farms (69%), rural non-farms (75%), and non-county residents (73%) stated encourage less often.

| Q25 SMALL BUSINESS    | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-----------------------|--------|------|---------|-------|-------------|------------|
| <b>Encourage</b>      | 77%    | 78%  | 81%     | 83%   | 91%         | <b>82%</b> |
| <b>Discourage</b>     | 7%     | 11%  | 9%      | 7%    | 4%          | <b>7%</b>  |
| <b>Does not apply</b> | 4%     | 3%   | 0%      | 1%    | 1%          | <b>2%</b>  |
| <b>Not Sure</b>       | 12%    | 8%   | 9%      | 9%    | 5%          | <b>9%</b>  |

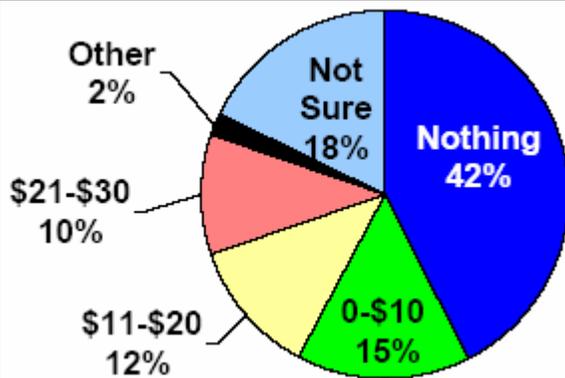
**" Should landowners in your area be compensated not to develop their land?"**



**Countywide**, most (49%) stated sometimes, while 22% stated always, 18% stated never, and 11% were not sure. Respondents stating always increased directly with acres owned (16%, less than one acre; 39%, over 500 acres) and decreased with age (36%, age 18 to 24; 13%, over 85). Urban/suburban (17%) and shoreland (15%) respondents stated always less often, while rural hobby farms (34%) and rural farms (32%) stated always more often.

| Q26              | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|------------------|--------|------|---------|-------|-------------|------------|
| <b>Always</b>    | 21%    | 17%  | 25%     | 19%   | 23%         | <b>21%</b> |
| <b>Sometimes</b> | 52%    | 46%  | 45%     | 53%   | 48%         | <b>50%</b> |
| <b>Never</b>     | 18%    | 25%  | 18%     | 18%   | 19%         | <b>19%</b> |
| <b>Not Sure</b>  | 9%     | 12%  | 12%     | 11%   | 10%         | <b>10%</b> |

## " How much would you be willing to pay annually in increased property taxes to fund a system that pays landowners for not developing their land ?"



**Countywide**, most (42%) stated nothing, followed \$0 - \$10 (15%), \$11 - \$20 (12%), \$21 - \$30 (10%), other (2%), and not sure (18%). When an analysis is completed using the all landowners (e.g., \$5 for the \$0 - \$10 category), the average a county landowner is willing to pay annually is \$7.33. When only those who are willing to pay is considered, the average is \$15.14.

| Q27         | DAYTON | LIND | WAUPACA | FARM. | WAUPACA (C) | SW CLUSTER |
|-------------|--------|------|---------|-------|-------------|------------|
| Nothing     | 41%    | 44%  | 41%     | 42%   | 41%         | 41%        |
| \$0 - \$10  | 12%    | 12%  | 19%     | 15%   | 20%         | 16%        |
| \$11 - \$20 | 15%    | 10%  | 14%     | 13%   | 11%         | 13%        |
| \$21 - \$30 | 11%    | 17%  | 11%     | 13%   | 11%         | 12%        |
| Other       | 3%     | 2%   | 2%      | 2%    | 1%          | 2%         |
| Not Sure    | 17%    | 15%  | 14%     | 15%   | 15%         | 16%        |

### Survey Results Summary

#### "9 Elements"

- √ Natural resources are important with an emphasis on groundwater and wildlife habitat.
- √ 75% agree protecting forests from fragmentation is important.
- √ Farmland protection is important, while converting farmland is not supported by a majority.
- √ Dairy/livestock expansion widely supported...acres with most productive farmland preferred.
- √ Affordable housing supported by a slim majority...more support by young and old age groups and owners of fewer acres.
- √ Regional cooperation for economic development and service provision widely supported.
- √ Divided opinions on increasing taxes and reducing services, but...
  - ...3/4 (77%) support managing development to control community costs.
  - ...2/3 (67%) support limiting new development to existing road capacity.

#### Land Use

- √ Most agree (78%) land use strategies are necessary to protect community interests.
- √ 72% agree they should be allowed to use their property as they see fit, but fewer (56%) agree neighbors should too.
- √ Most support (61%) design standards for new development.
- √ Most agree (45%) residential development should not occur in rural areas; urban/suburban disagree the most (40%), while farms agree the most (53%-58%), but many disagree (25%-35%).
- √ Preference is to use same amount of land and build same number of homes; rural owners (40+% prefer a decrease).
- √ 1-2 acres preferred lot size for almost all demographic groups.
- √ Most (71%) agree owners should "sometimes" or "always be compensated not to develop their land...
  - ...37% willing to pay taxes to fund a compensation system (\$15.14 annually); 42% not willing