

WAUPACA

Downtown Plan

ADOPTED: JUNE 20, 2017

ACKNOWLEDGEMENTS

A MESSAGE FROM THE AUTHORS

We want to thank the hundreds of residents who invested their time and insight to help author the concepts and ideas in this plan. This plan is truly a document of the people. Plans like this can be a catalyst for new investment beyond the heart of the city, and help the community provide a more memorable experience for the people who live and visit Waupaca.

Congratulations on your past accomplishments and thank you for the opportunity to help create a roadmap to your future.

Sincerely,



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All supplemental reports summarized within the plan are available from the City of Waupaca.

Waupaca Retail Study by Gruen Gruen + Associates, 2016

Waupaca Housing Study by RDG Planning & Design, 2016

Historic Review by Commonwealth Heritage Group, 2016

Traffic Study of Main Street by SEH, Inc., 2016







COURTESY OF THE WAUPACA HISTORICAL SOCIETY

Waupaca Wis 1938

INTRODUCTION

Waupaca's citizens show a strong commitment and excitement for the future of their community, which is evident from the level of involvement at public meetings about downtown. When thinking about cities across the country, downtown is often the first image to come to mind. The same can be true for Waupaca. A new vision for downtown creates new opportunities to increase business startups, unite the district with the Waupaca River, create a unique shopping and business environment, and improve infrastructure all while preserving the small town atmosphere.



WHY PLAN FOR DOWNTOWN?

Reinforce the community commitment to downtown. Ultimately the citizens of Waupaca take ownership of downtown. It is their space to take pride in. All other towns that local residents visit will be compared to their downtown. Not surprisingly the community spoke loudly about how downtown should look in the future. These ideas and comments shed light on projects that will have the largest impact on community pride and continued commitment to downtown.

Stimulate private investment and entrepreneurship. Injecting public dollars and programing into downtown incentivize private property owner investment through assurance of the City's commitment. An attractive and exciting downtown draws visitors which in turn stimulates sales and additional profits that can be used for private improvements. Additionally, entrepreneurs and startups are attracted to exciting places that make collaboration easy. Making downtown accessible to these visionaries sets Waupaca apart from other communities in the region to foster innovation and job growth.

Attract and retain new business and customers. Improvements to parking, traffic, and public spaces creates a friendlier environment for people to shop and spend time downtown. Existing businesses will begin to flourish and new business will vie for potential profits.

Create a competitive advantage. Trends show a migration of people to urban areas, both to live and shop. Populations in smaller communities are shrinking. Waupaca is fortunate to have steady population growth and a small town atmosphere. However, economic growth is dependent on non-local visitors to support retail supply in the city. Soon, if

not already, other communities will search for ways to attract these non-local shoppers to their communities. An attractive and vibrant downtown is key to remain a destination for non-local shoppers and maintain its competitive advantage.

Celebrate the city's history and values. Downtown contains some of the oldest buildings in Waupaca. The buildings themselves are a physical representation of the historical development of the city. Residents are proud of the small town atmosphere and downtown exemplifies the history of small town main street. What better way to celebrate the city's history than to embody the framework of buildings that have been in place for years as a living history of the city.

Replace aging infrastructure. Maintaining a historic downtown does not come without the need to provide adequate services for businesses and residents. Streets and utilities need replacement over time not only for public convenience, but also for public safety. Current infrastructure is 100 years old. Updating utilities simultaneously reduces the need to tear up streets and sidewalks in a piecemeal manner as failures occur.

Take action on past efforts. Public input and stakeholder discussions are necessary for successful planning. Plans are not made to sit on the shelf. The strategies in this plan takes action on the past efforts by the city and sets the stage for immediate implementation.

Leverage funding sources for success. Streetscape renovations require a significant amount of funding. Opportunities to offset costs should be pursued when available. The Wisconsin Department of Transportation is providing funding assistance for the reconstruction of the streetscape. Involving WisDOT in the development of this plan increases the funding potential and expedites the approval process. Other funding sources must be explored.

MAIN ST., LOOKING NORTH, WAUPACA, WIS.





Waupaca Today

A sound downtown development program must be based on market potential. A review of important demographic and market characteristics will guide planning for the future of the downtown.

WAUPACA'S DEVELOPMENT PATTERNS

Waupaca is the largest city in Waupaca County, located in east central Wisconsin. At slightly over 6,000 people, Waupaca represents almost 12% of the county population. The topography of Waupaca consists of rolling hills and beautiful natural features such as the Waupaca River and Mirror and Shadow Lakes. Downtown Waupaca represents the hub of civic and cultural activities, attracting visitors from throughout the region and state. Waupaca offers everyday amenities with the charm of small town Wisconsin.

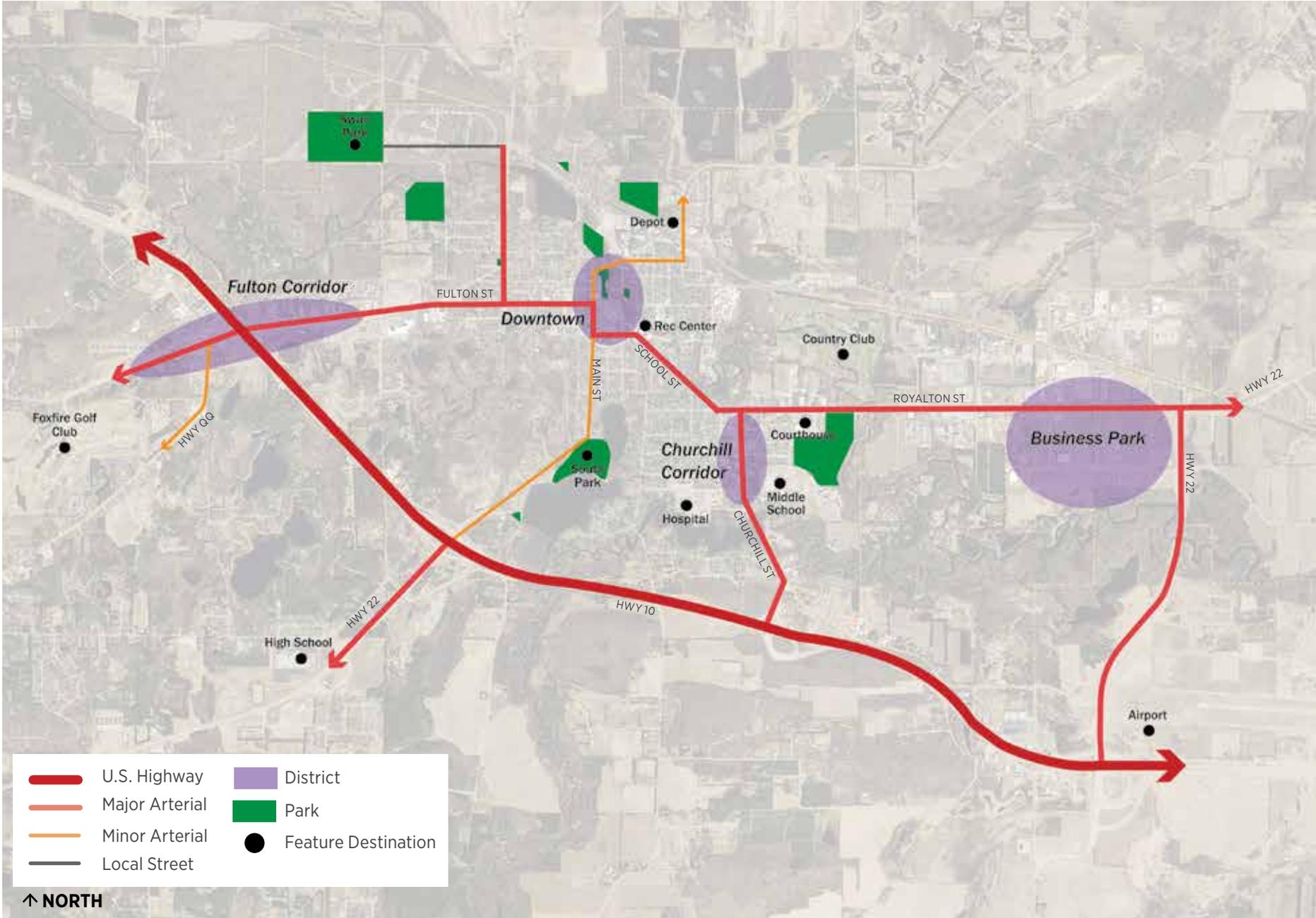
Waupaca began to see settlement in the mid-1800s for its access on the Waupaca River and potential for water power. Consequently, industry in Waupaca grew around milling operations. Growth continued through the late 1800s, fueled by a large Danish immigration, leading Waupaca to become the county seat of Waupaca County. Over time transportation routes further dictated development, first by railroad and then by highway, to support industrial operations. At one point a streetcar line operated to transport people to and from the Chain O' Lakes recreation area located a few miles southwest of the city.

Waupaca continued to add community services and amenities through the 19th and 20th centuries. Recreational and entertainment opportunities expanded including the Danes Homes opera house, parks near Mirror and Shadow Lakes, and the Rosa Theater. Growth staggered during the Great Depression, but not to levels that devastated local commercial businesses. The local investment in public infrastructure and facilities helped reboot the local economy following World War II. However, the economy would evolve. The milling industry shrunk and gave way to the emergence of the Waupaca Foundry. Today the Waupaca Foundry is the largest employer in Waupaca.

Development in Waupaca today revolves around the natural features of the past and regional forces of today. Development within the city has adapted for access and availability of commercial and recreational activity nodes. Access and availability, not only for residents, but also the increasing number of visitors to the region via easy commutes from Green Bay, Madison, and Milwaukee, as well as regional population centers such as Chicago and Minneapolis/St. Paul. Four major highways intersect Waupaca with Highway 10, the main connector between Stevens Point and Appleton, being the most highly traveled. Traffic on Highway 10 has led to several activity nodes spurring off into Waupaca and the Chain O' Lakes area. **Figure 1.1: Waupaca Destinations** shows Waupaca's main destination districts. Altogether, the amenities and characteristics of these districts influence the personal experience of people visiting and living in Waupaca.

- **Downtown.** Downtown Waupaca was the focal point of the community since incorporation and continues to be today. Downtown evolved over time characterized by two and three story brick commercial buildings lining Main Street and the surrounding blocks. Downtown features civic and entertainment uses with City Hall, the Public Library, and numerous retail and restaurant establishments. Commercial activity along Main Street transitions to natural green space and parks along the Waupaca River, creating two unique elements of the downtown district – a true mixed use environment.
- **Fulton Street Corridor.** Located on the west end of Waupaca, the Fulton Street Corridor directly connects to Highway 10 and leads east to downtown. As a result, Fulton Street has higher traffic counts than other areas in Waupaca, contains the most retail space (318,000 sq. ft.), and has seen the most commercial growth recently. The commercial character includes chain restaurants, stores with larger footprints, and an auto oriented environment.
- **King & In Between Area.** To the southwest of Highway 10 lies the community of King and the Chain O' Lakes area - a regional recreation destination focused around a series of lakes, campgrounds, and other outdoor amenities. King features restaurants, seasonal residences, and other hospitality amenities including the Wisconsin Veterans Home. The area is a 10 minute drive from downtown Waupaca west along Fulton and Highway QQ, but not as easily accessible by other means. Between King and downtown Waupaca are many regional destinations including the Foxfire Golf Club, Waupaca High School, and South Park, the largest public park in Waupaca.
- **Churchill Street Corridor.** Churchill Street extends north off Highway 10, terminating at Royalton Street. Users of the corridor are likely those going to the ThedaCare Medical Center, Waupaca Middle School, and possibly the Waupaca County Club. Since the development of Highway 10, activity on Churchill Street has dropped. The Highway created a bypass that led to much lower traffic counts on Churchill Street than other Highway 10 exits.
- **Waupaca Business Park.** The Waupaca Business Park is located to the north of the airport on the southeast side of the city. The Business Park is the main entry feature when approaching from the east on Highway 22. The area is designated as a Tax Increment Financing District (TIF) with the most available industrial land in the city for light industry and/or professional services. In 2008, a bypass for Highway 22/54 was completed to connect State Highway 22/54 and U.S. Highway 10. The bypass is the primary access to the Business Park for freight and transport vehicles from Highway 10.

Figure 1.1: Waupaca Destinations



PHYSICAL CONDITIONS

When thinking of downtowns, the buildings themselves are the framework. Downtowns developed around buildings and the activities within them as gathering places and everyday convenience destinations. Understanding the physical conditions, including parking, provides a starting place to begin future planning and programming.

BUILDING USE

A mixed-use downtown includes a variety of uses, typically with active uses at the street level and residential uses on upper floors. **Table 1.1 and Figure 1.2** shows the mix of uses on Main Street from Badger to Granite Streets as well as the entire district. Restaurant, retail, and service uses comprise about 46.8% of the total square footage of building space in the district and 53.6% of first floors along Main Street. Vacant spaces account for 12.5% of the total space in the district and drops to 9.9% on Main Street first floors. Another major component of downtown are civic uses, comprising 23.6% of space in the district largely from City Hall, the Library, and various churches.

Residential uses make up the second element of downtown space. There are 235 residential units identified in the downtown district when including single-family homes (which are excluded from Table 1.1) Many of the residential uses are single-use buildings with apartments and senior living. However, 50.5% of upper floors along Main Street are classified for residential use versus only 9.6% on first floors, indicating many mixed-



use buildings. The square footage does not indicate the condition or occupancy of these units.

Lastly, only one building downtown is classified as entertainment use – the Rosa Theater. This may be a reporting error, but perhaps not. Many entertainment options downtown are located outdoors, therefore reducing the demand for indoor entertainment space.

TABLE 1.1: Building Use, 2016

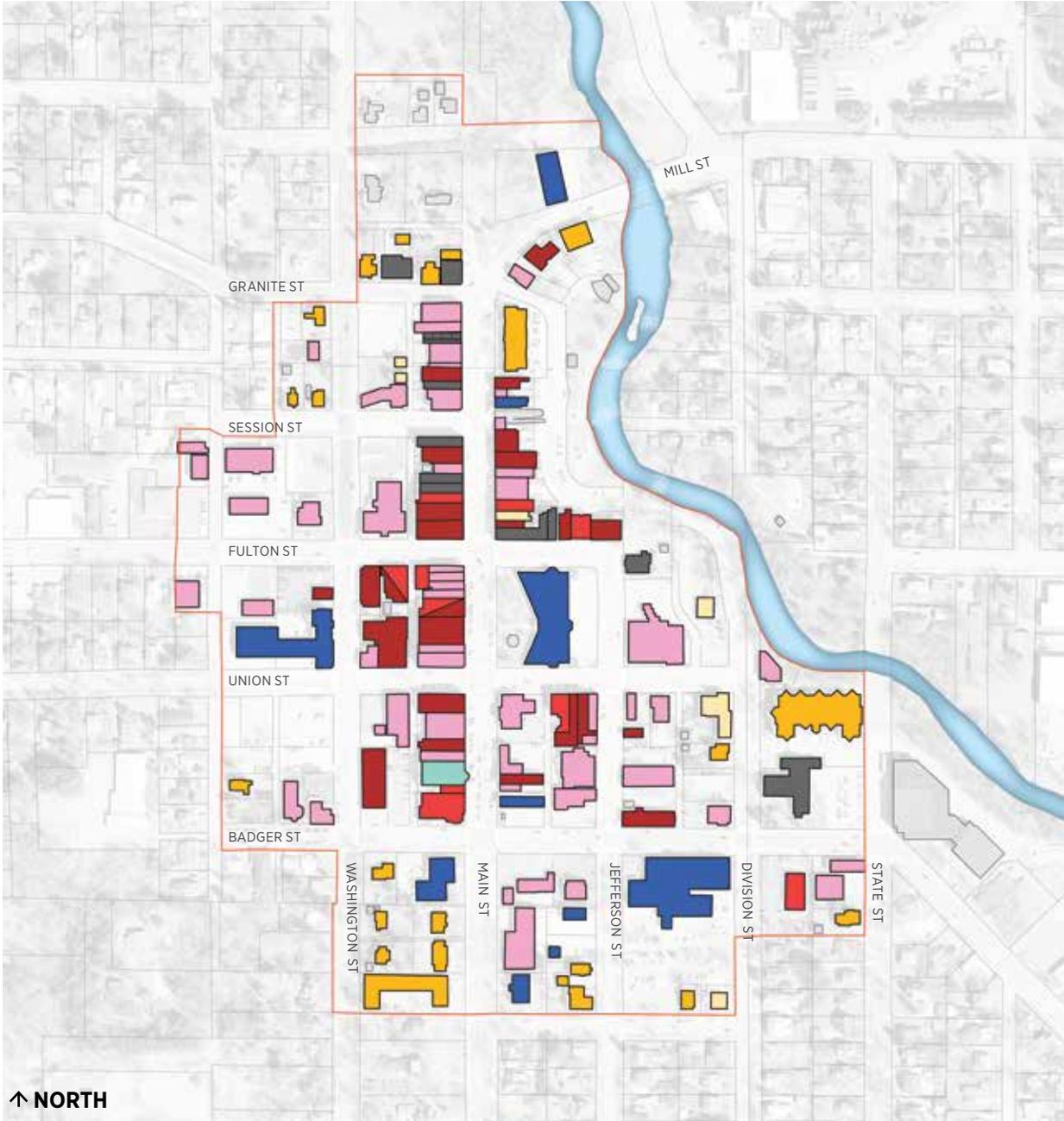
Use	Main Street (Granite St. to Badger St.)				District	
	First Floor (square feet)	% of First Floors	Upper Stories (square feet)	% of Upper Floors	Total all floors (square feet)	Total Percentage
Service	45,358	28.2%	16,236	6.8%	213,044	26.6%
Retail	29,888	18.6%	25,897	10.8%	128,826	16.1%
Restaurants/bars/coffee shops	10,910	6.8%	2,635	1.1%	32,702	4.1%
Residential*	15,418	9.6%	121,420	50.5%	241,240	30.1%
Civic	24,546	15.3%	26,753	11.1%	189,101	23.6%
Entertainment	6,480	4.0%	0	0%	6,480	0.8%
Storage	12,203	7.6%	0	0%	19,614	2.4%
Vacant	15,995 SF	9.9%	34,279	14.3%	100,208	12.5%

*Single-family homes excluded from square footage

Note: Retail square footage differs from market analysis based on area measured

Source: RDG Planning & Design, City of Waupaca

Figure 1.2: First Floor Building Use



HISTORIC CONDITIONS

The history of Waupaca starts downtown. From the names on the buildings to the views of the Waupaca Foundry, there are many stories to tell. The Main Street Historic District was listed on the National Register of Historic Places (NRHP) in 2002, stemming from a historical and architectural survey completed in 1999. The architectural details making the district significant are largely present. Examples of Italianate, Queen Anne, and simple vernacular building styles are still visible today. Many of the buildings that have been altered are not beyond repair and reversal through façade renovations that make the streetscape a more attractive pedestrian and retail environment.

An updated architectural historic survey was completed in 2016. The results of this study are shown in **Figure 1.3, Historic Conditions** and includes:

- 48 buildings located in the Main Street National Register Historic District (NRHP). Of these, 44 contribute to the historic character of the district and four do not contribute.
- Three buildings outside of the Main Street District deemed eligible for listing on the NRHP.
- Two structures designated as local landmarks – the Waupaca Bandstand and the Jens Hanson Carriage Shop at 115 East Fulton Street.
- In the downtown, six buildings individually listed on the NRHP.
 - » Browne Law Office, 202 E. Union Street
 - » Danes Hall, 303 N. Main Street
 - » Hansen, Jens, Wagon, and Carriage Shop, 117 E. Fulton Street
 - » Mead Bank, 215 Jefferson Street
 - » Waupaca Free Public Library, 321 S. Main Street (now the Waupaca Historical Society)
 - » Waupaca Post Office, 306 S. Main Street

Figure 1.3: Historic Conditions

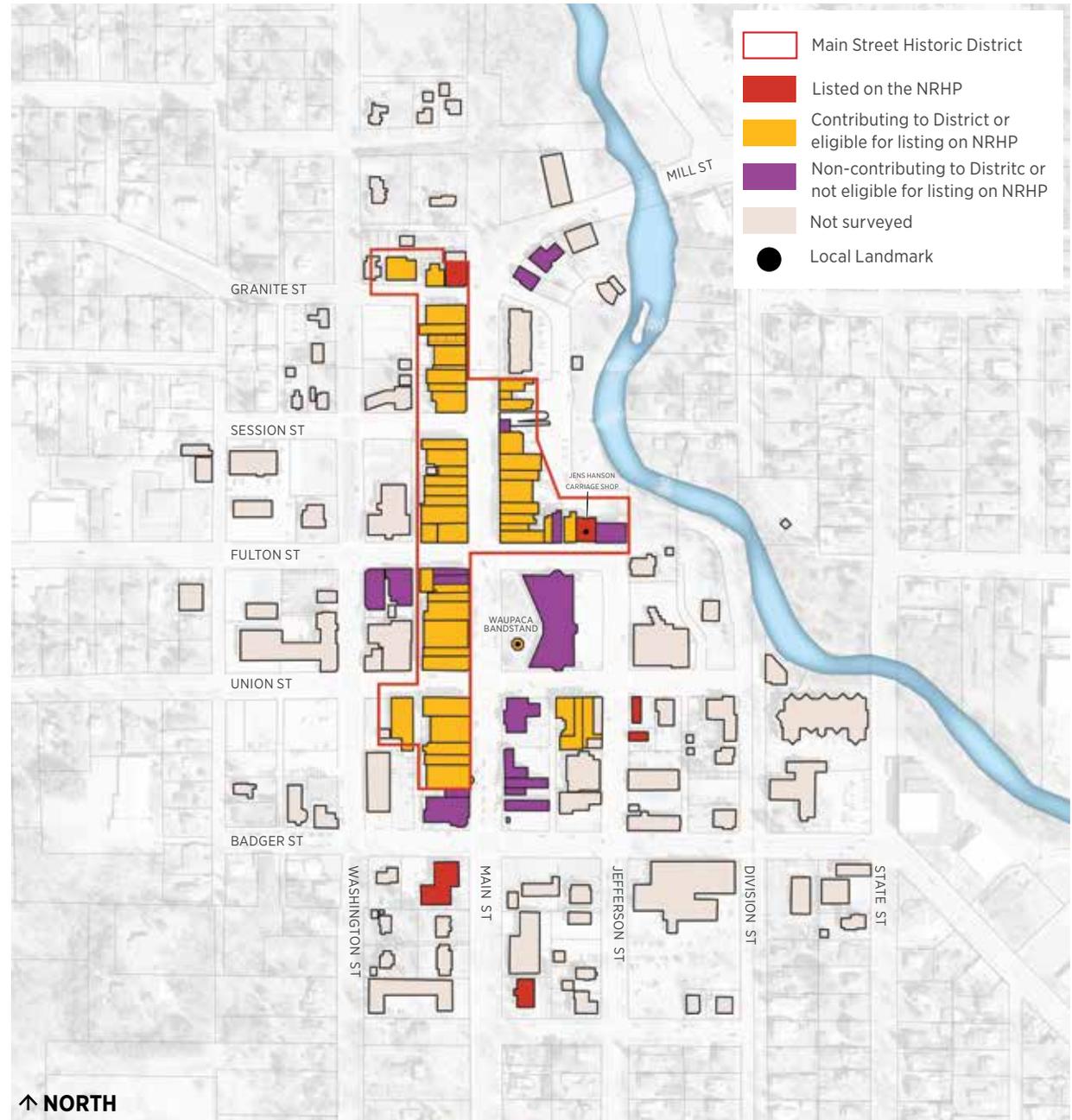
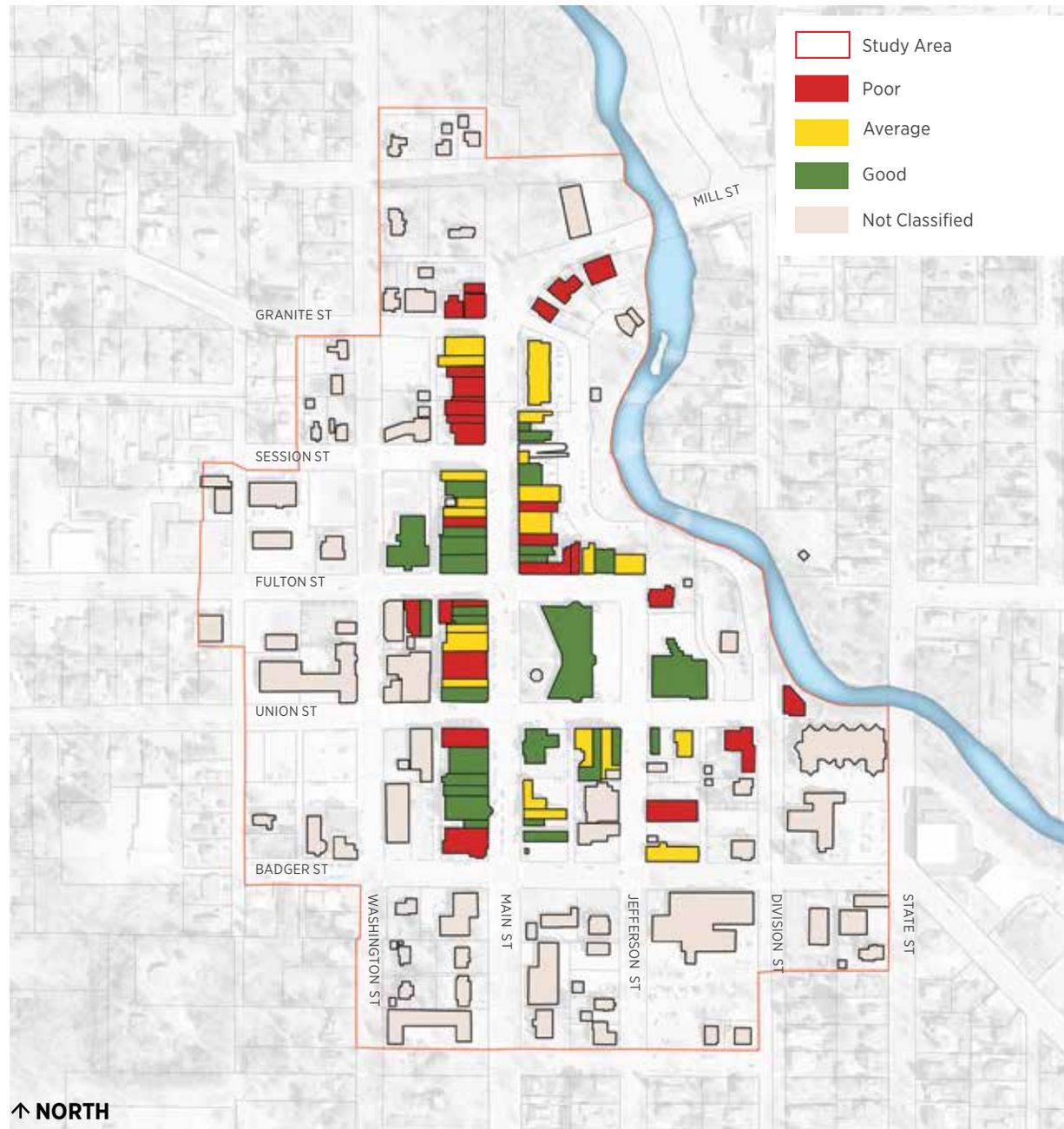


Figure 1.4: Building Conditions



National Register designation shows the community's commitment to preserving the character of buildings along Main Street as well as creating a tourist attraction. Nationally, as cultural tourism continues to grow as an attraction for weekend trips or longer excursions. These features will continue to affect the future development character of downtown.

BUILDING CONDITIONS

Waupaca's downtown is largely intact. However, both building use and historic status mean little for the downtown environment if the structures themselves are in disrepair and unsightly. Several buildings show their age and can benefit from façade improvements, but are otherwise structurally stable. A handful of buildings need major renovations, often vacant or multi-family buildings.

Figure 1.4: Building Conditions shows the condition of facades within the project area. Priority classifications identify which facades to target as first candidates for rehabilitation. Rehabilitation of these buildings would significantly influence the perception of the block and reinforce the character of the downtown business community. Recommended improvements are discussed in Chapter 3.

ENVIRONMENTAL CONDITIONS

Waupaca’s natural environment is one of the city’s charming assets, yet it presents some challenges, historically and still today.

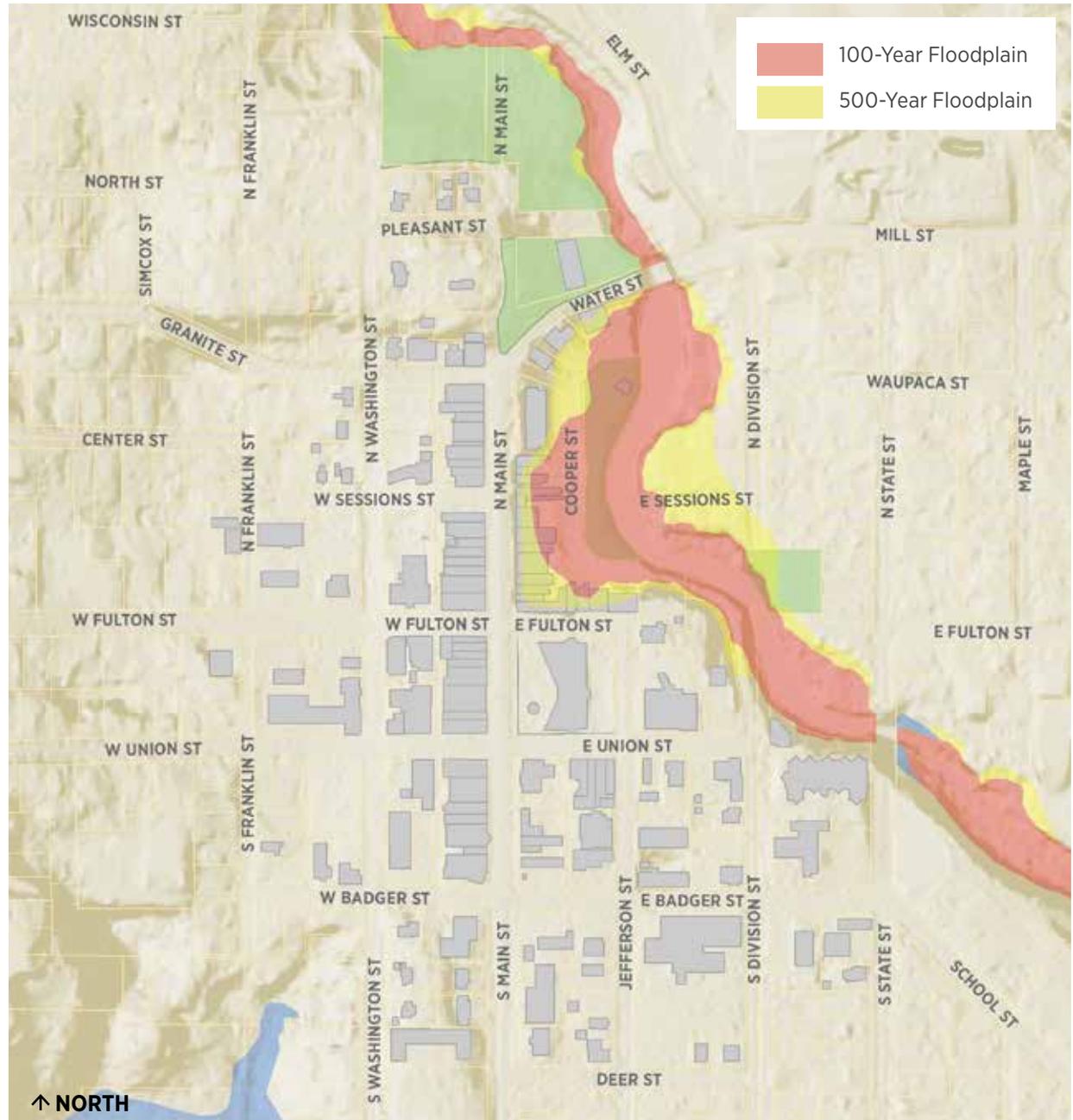
The Waupaca River establishes downtown’s eastern edge and lays a level lower than Main Street, creating separation from the retail core and Riverview Park.

Riverview Park (also known at Rotary Riverview Park) was always a focal point for Main Street. Originally the Waupaca River flowed right up to the rear sides of buildings on the east side of Main Street. Efforts in the 1930s to straighten the river were successfully completed so that water no longer flowed next to buildings, ultimately reducing pollution and providing space for recreational activities (J.J. Johnson, 2017).

Visitors can access the area by a series of walkways and via Cooper/Division Streets. Using the stairs, walking the ramp, and sharing the roadway create some hesitation for pedestrians because of the disinterest of climbing the slope. A pedestrian bridge across the river is closed due to its condition.

Stormwater runoff makes the Waupaca River prone to flooding. **Figure 1.5** shows the floodway and floodplain. Almost all of Riverview Park, and some buildings along Main Street, are in a floodway. Areas designated as floodways are meant to take on normal flood waters without adding to the height of flood levels. Generally, floodways should be undeveloped without new buildings or changes in elevation. Any changes to the riverfront needs to be sensitive to the impacts from flooding.

Figure 1.5: Floodplain



MOBILITY

TRAFFIC

Main Street is the north-south principal arterial through downtown with a posted speed limit of 25 mph. Main Street is significantly busier between Fulton and Badger, while traffic is much lighter and more localized on the north blocks between Fulton and Granite. Annual Average Daily Traffic (AADT) between Badger and Fulton is 8,300 vehicles, while AADT between Fulton and Granite is 2,800 vehicles, shown in **Figure 1.6: Annual Average Daily Traffic**.

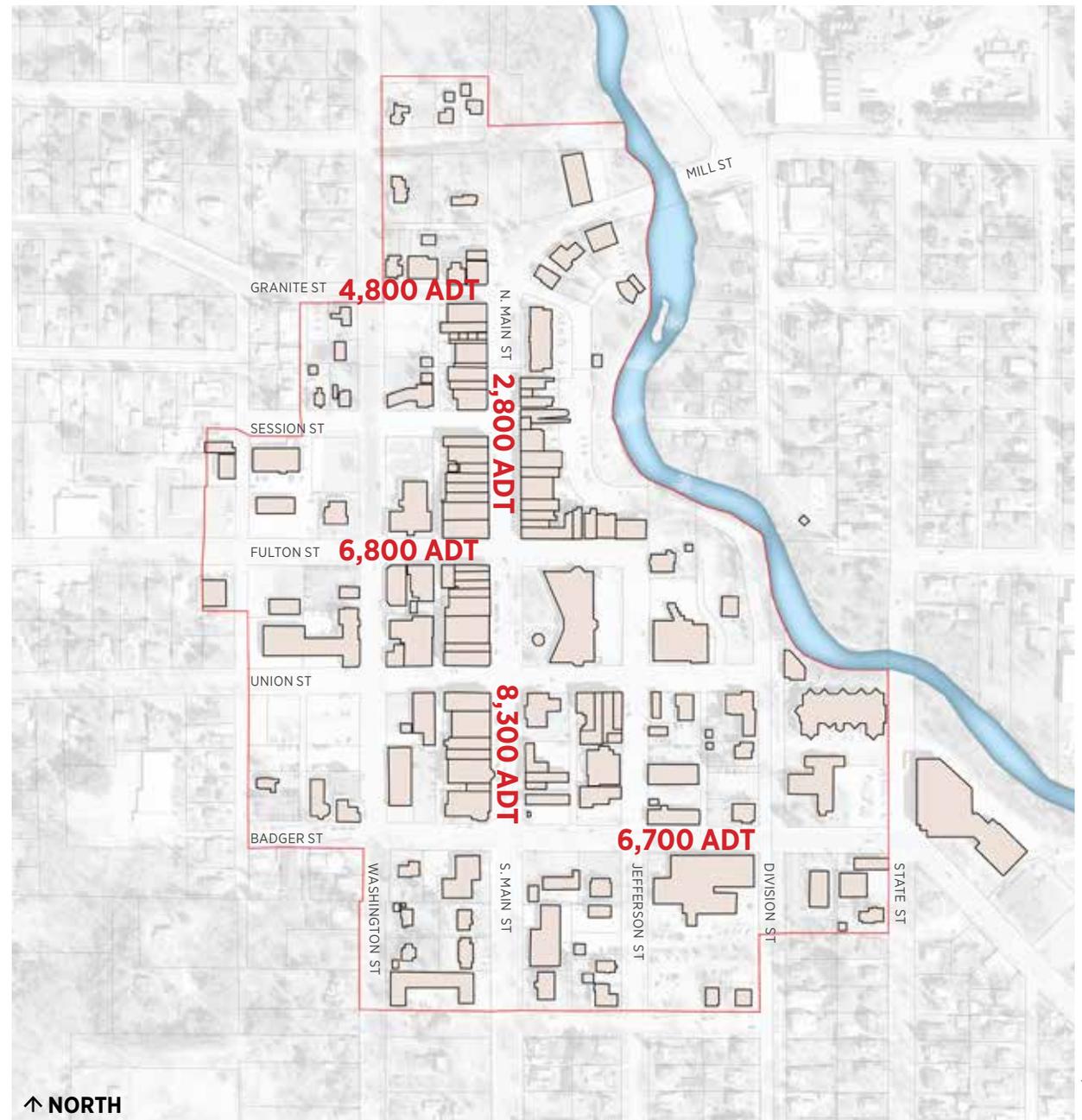
Traffic conditions with this level of use is affected by a few street design elements:

- The free right-turn on eastbound Fulton to southbound Main has poor visibility of pedestrians and cars backing out of parking spaces creates crash hazards.
- The Main/Granite/Mill Street intersection leads Main to Mill traffic to shoot through the intersection, the right-of-way is unclear, and pedestrians have no specific crossing territory.
- Downtown has crash rates well over the state and national average.

PARKING CONSIDERATIONS

Parking in any downtown district presents the challenge of trying to balance perceived versus actual parking needs. All designs for downtown Waupaca need to ensure an appropriate quantity of quality parking spaces for residents and visitors from outside the district. Current parking location and supply are a key component for undertaking downtown planning.

Figure 1.6: Average Daily Traffic



Shown later in the plan, RDG held numerous focus groups and large public meetings as part of the downtown planning process. The prominent concern was the potential loss of parking because of the reconstruction of Main Street, both for patrons and businesses alike. Retaining available parking is imperative for businesses to provide convenience to their customers. In developing and evaluating alternatives, there are several basic factors that should be recognized in selecting a preferred alternative to optimize the balance of safety, parking supply, customer convenience, and business economics. These factors include the following:

1. **Diagonal parking on Main Street is very important to businesses along the street.**

Downtown has abundant parking, although not perceived by customers. Everyone wants to park at the front door of their destination business, impossible for a prospering main street district to provide. However, diagonal parking means there are more parking spaces along a given length of street versus parallel parking. Also, different people have different capabilities. Parallel parking requires a skill that challenges many motorists, particularly for an aging population.

Diagonal parking on Main Street is important because:

- » Not all parking locations are equally regarded. Local customers, particularly aging customers, are purpose-driven when they shop. They want to be close to their destination, like a salon. The visit does not seem worthwhile if they must walk multiple blocks. Regional customers are more likely to walk several blocks or the entire district.
- » People tend to perceive a block as not having parking, even when scattered stalls are available. A contributing factor is the lack of side street parking east of Main Street for people to park on. If there are no side streets, then customers are deterred from visiting any

businesses altogether and businesses feel they are inconvenient to customers.

- » Parking spaces on Main Street are perceived better than those off Main Street.

Parking “psychology” is an interesting field with many possible explanations, but we know that people are more willing to walk a long distance through a “big box” parking lot environment than in a fine-grained or compact environment like downtown Waupaca. Currently people appear driven to visit a particular business in downtown, not yet the district itself. It’s essential that parking is available to attract new restaurant and retail businesses and it’s difficult to accomplish that if parking is remote.

2. **Conventional diagonal parking presents safety problems.**

Long vehicles like pick-ups and large SUV’s make it hard to see oncoming traffic, and rear vehicle cameras still do not see around corners. Backing into a travel lane sometimes requires a leap of faith. Back-in parking (diagonal or perpendicular) solves the problem of backing into traffic, but also encounters resistance from customers and requires a certain amount of skill and practice. Both back-in and parallel parking require parking cars to stop in a travel lane, potentially having an impact on the number of rear-end crashes.

Waupaca launched a pilot program in August 2016 for back-in diagonal parking on the north side of Union Street from Main Street to Jefferson Street. The design of the parking received mixed reviews with some cars still parking head-in. With the current on-street parking arrangement on Main Street there continues to be safety issues. The crash analysis in the next section provides the evidence. Improving safety without harming

businesses and the pedestrian environment is certainly feasible and proposed in this plan.

3. **Some conditions on Main Street tend to increase speed and traffic conflicts, particularly between vehicles and pedestrians.** Examples include:

- » The free right-turn on eastbound Fulton to southbound Main - Poor visibility of pedestrians and cars backing out of parking spaces creates crash hazards.
- » The intersection of Main/Granite/Mill Street - Traffic from Main to Mill Streets tends to shoot through the intersection, the right-of-way is unclear, and pedestrians have no specific crossing territory. The intersection should be realigned and improved in the future.

4. **The traffic characteristics of Main Street are different north and south of Fulton Street.**

Main Street is significantly busier as a regional traffic way between Fulton and Badger (8,300 average daily traffic). Comparatively, traffic is much lighter and more localized on north Main Street between Fulton and Granite (2,800 average daily traffic). Typical street design north of Fulton could be more relaxed, in part, because the conditions are much different with it not being directly on the business route for the highway.

5. **The north two blocks of Main Street are a weaker retail environment than the south two blocks.**

This is true despite the presence of several of the district’s destination retailers. Thus, convenience and special amenities are particularly important here. Downtown competes with strip centers. Businesses recently leaving the district cite the concern for available parking

now and in the future. When preferred parking becomes unavailable or when the view of the storefront becomes blocked, many shoppers will conclude that parking has become problematic, at best, inconvenient. This reflects the east side of Main Street, north of Fulton, where side streets are not available to supplement parking on Main Street.

CRASH ANALYSIS

Crashes were reviewed by SEH for a period of five years for Main Street from January 2011 through December of 2015 to provide insight on current safety conditions. The segment crash rate was computed and standardized to a rate of crashes per the guidelines provided by the WisDOT. A complete summary of results is available in the Appendix. **Table 1.3: Main Street Crash Data** summarizes accident severity and manner of collision.

A total of 26 crashes occurred on the Main Street corridor (Badger Street to Granite Street) from 2011 to 2015, 5.2 annually. The crash rate on Main Street was calculated to be 874.4 crashes per one hundred million vehicles miles traveled (HMVM), which is over twice the statewide average for its peer group of about 418

crashes.

The analysis indicates that 15 of the 26 crashes, or 57%, are attributable to on-street parking. No fatal crashes and nine injury crashes occurred on the corridor for the years that were studied. Injury Type B (non-incapacitating), are slightly higher than the statewide average.

All the intersection crash rates were found to be below the statewide threshold of 1.5 per million entering vehicles (MEV) and approximately half of the crashes were property damage while the other half involved some type of injury. Crash types were distributed between sideswipe, rear-end, and angle crashes.

Improving safety without harming businesses and the pedestrian environment is certainly feasible and proposed in this plan. If considering a normal annual average of about four crashes (excluding the abnormal 2012 year), taking measures that eliminate only one crash per year reduces the rate to 504. If two crashes are eliminated annually, Main Street becomes compliant with the statewide average.

All these factors play into creating a streetscape design that encourages customers to walk the entire district, visit multiple stores, and return to downtown because they had an enjoyable experience. Available and convenient parking is imperative to attract customers and new investment.

TABLE 1.3: Main Street Crash Data – Badger Street to Granite Street (0.3 miles)

Year	ACCIDENT SEVERITY				MANNER OF COLLISION						RATE
	TOTAL	PROPERTY DAMAGE	INJURY	FATALITY	REAR-END	RIGHT ANGLE	SIDE-SWIPE SAME	SIDE-SWIPE OPPOSITE	HEAD-ON	OTHER	
2011	4	2	2	0	1	1	1	0	0	1	
2012	10	8	2	0	2	3	2	0	0	3	
2013	4	0	4	0	2	1	0	0	0	1	
2014	5	4	1	0	1	2	2	0	0	0	
2015	3	3	0	0	0	2	0	1	0	0	
Total	26	17	9	0	6	9	5	1	0	5	
	100%	65%	35%	0%	23%	35%	19%	4%	0%	19%	874.42

*Annual Average Daily Traffic – 5,377 vehicles

Source: SEH, Inc. October 21, 2016

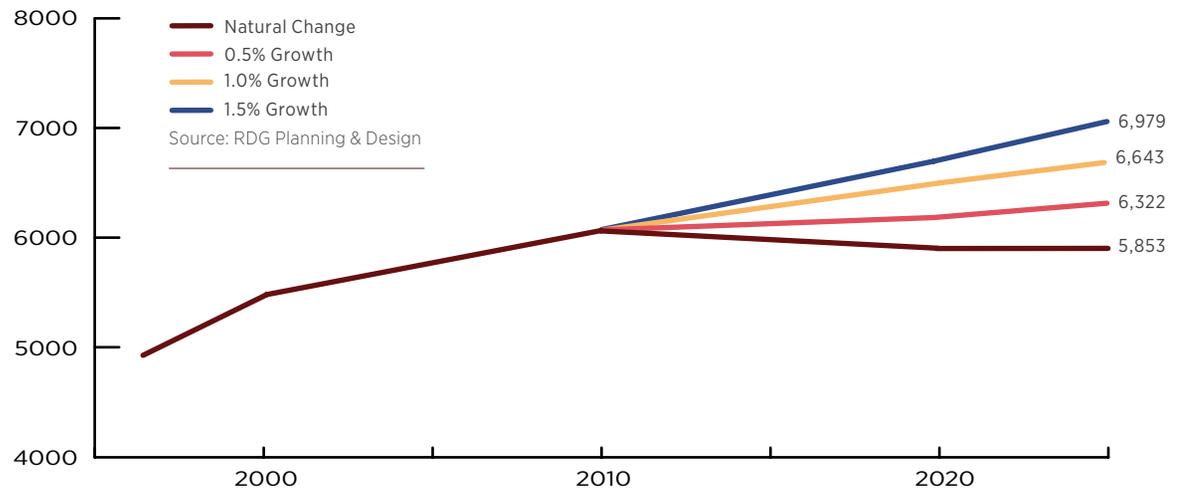
MARKET REVIEW

The City of Waupaca retained Gruen Gruen + Associates to prepare a retail market study for the entire city during the preparation of this plan. RDG studied the housing market.

The physical conditions relate to the look and experience people feel downtown, not necessarily the forces themselves that create activity downtown. A market review of both retail and housing demand evaluates what needs and opportunities exist for development projects in the city and subsequently, in downtown. Indicators from past and current trends in retail spending give insights into the types of businesses Waupaca can and should be supporting. The same goes for housing. Population trends, past construction activity, and current housing types show the demand and affordability for housing in the future, and what proportion can be absorbed downtown.

The housing and retail analysis encompass the entire city to identify recommendations appropriate for downtown, how much additional residential and retail space downtown can support, and indicators for types of redevelopment projects for the future. A certain percentage of city demand can and should be absorbed downtown. Thus, recommendations in the plan focus on accommodating these findings.

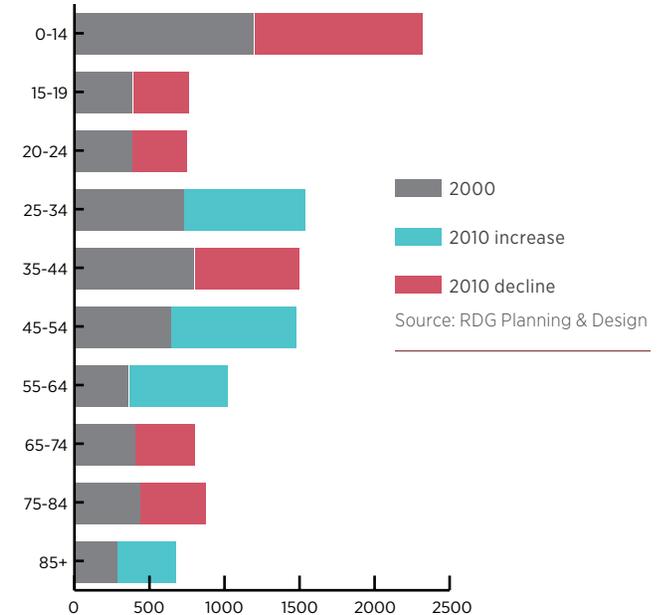
Figure 1.7: Growth and Population Projection



POPULATION CHARACTERISTICS

- The population has steadily grown since 1960, up to a population of 6,069 in 2010. Population estimates in 2015 show a slight decline to 6,014,
- The population is aging, between 2000 and 2010 the largest growing age group was 55 to 64 year old. These households will need different housing choices and will have different spending patterns than other age groups, **Figure 1.8: 2000-2010 Population Comparison.**
- Population growth occurred because of immigration – thus projecting future growth at 1.0% annually the 2025 population will be 6,643, **Figure 1.7: Growth and Population Projection.**

Figure 1.8: 2000-2010 Population Comparison



HOUSING MARKET

Population trends, past construction activity, and current housing types show the demand and affordability for housing in the future, and what proportion can be absorbed downtown. Vibrant downtowns have a mix of different uses. Mixed uses create activity day and night. People that live downtown spend more of their disposable income at restaurants and shops in downtown. This section provides insight on housing characteristics and gaps to capitalize on in Waupaca.

Current Housing Market

- Housing construction in Waupaca is low, with little variety in housing types. Generally, annual residential building permits since 2010 was below 10.
- Waupaca has a 50/50 split between renter and owner-occupied units, with an increasing trend toward more renters. A high number of renters can indicate an unmet demand for housing units forcing people to rent while they wait for new housing options to become available, but can also be an opportunity to provide more of this housing type, **Table 1.4: Waupaca Occupancy Characteristics**.
- A shortage of housing units exists for those in the lowest income range (<25,000). Some households in the lowest income range are likely seniors who have paid off their mortgages and do not experience affordability issues.
- A shortage also exists for those in the middle/ upper income ranges (\$75,000-\$150,000). This may indicate that higher income households occupy units below what they can afford, waiting for newer options to become available and limiting affordable units for lower and middle income households, **Table 1.5: Income Distributions and Housing Affordability Ranges**.

TABLE 1.4: Waupaca Occupancy Characteristics

	2000	2010	2015 ACS
	Number (%)	Number (%)	Number (%)
Owner-Occupied	1,277 (54%)	1,346 (50%)	1,232 (48%)
Renter-Occupied	1,087 (46%)	1,356 (50%)	1,313 (52%)
Total Vacant	179	294	391
Vacancy rate	7.0%	9.8%	13.3%*
Total	2,543	2,996	2,936
Average Household Size	2.25	2.1	2.18

*Not comparable to 2000 or 2010 due to measurement differences

Source: U.S. Census, American Community Survey

TABLE 1.5: Income Distributions and Housing Affordability Ranges

Income Range	HH'S INCOME RANGE	AFFORDABLE RANGE FOR OWNER UNITS	# OF OWNER UNITS	AFFORDABLE RANGE OF RENTER UNITS	# OF RENTER UNITS	TOTAL AFFORDABLE UNITS	2015
Balance							
\$0-25,000	647	\$0-50,000	97	\$0-400	141	238	-409
\$25,000-49,999	731	\$50,000-99,999	456	\$400-800	724	1180	449
\$50,000-74,999	400	\$100,000-149,999	355	\$800-1,250	288	643	243
\$75,000-99,999	402	\$150,000-200,000	125	\$1,250-1,500	0	125	-277
\$100,000-150,000	311	\$200-\$300,000	151	\$1,500-2,000	23	174	-137
\$150,000+	54	\$300,000+	48	\$2,000+	137	185	131
Median Income:	\$41,897						

Source: U.S. Census, American Community Survey; RDG Planning & Design

- Overall, current housing in Waupaca is neither undervalued nor unaffordable based on median incomes and home values and compares well with other communities in the region. The market is able to support new construction and rehabilitation of existing housing.

Future Housing Projections

- With a 1.0% annual population growth rate, 294 units are needed by 2025 with 29-30 units needed annually, **Table 1.6: Housing Development Projection**.
- Specifically, the most units needed are those over \$130,000 and rental units above \$450 by 2025, assuming an equal split of owner-occupied to rental units in the future, **Table 1.7: Housing Development Program**.
- The senior population in Waupaca County will continue to grow naturally, in addition to in-migration from other areas. Projected senior population growth through 2025 means a variety of housing types are needed for seniors looking to downsize or be closer to amenities – townhomes, condominiums, unique market rate apartments. Throughout the County, 106 units, or seven units annually, are needed particularly in more urban settings like Waupaca.

TABLE 1.6: Housing Development Projection

	2015	2016-2020	2021-2025	TOTAL
Population at End of Period	6,014	6,321	6,643	
Household Population at End of Period	5,663	5,952	6,256	
Average People Per Household	2.18	2.18	2.18	
Household Demand at End of Period	2,598	2,730	2,870	
Projected Vacancy Rate	9.81%	9.56%	9.31%	
Unit Needs at End of Period	2,880	3,019	3,164	
Replacement Need		5	5	10
Cumulative Need During Period		144	150	294
Average Annual Construction		29	30	29

Source: U.S. Census; RDG Planning & Design

TABLE 1.7: Housing Development Program

	2016-2020	2021-2025	TOTAL
Total Need	144	150	294
Total Owner Occupied	72	75	147
Affordable Low: 60,000-100,000	16	16	32
Affordable Moderate: 100,000-130,000	15	16	31
Moderate Market: 130,000-200,000	17	18	35
High Market: Over \$200,000	24	25	49
Total Renter Occupied	72	75	147
Low: Less than 450	29	30	59
Affordable: 450-700	15	16	31
Market: Over \$700	28	29	57

Source: RDG Planning & Design

RETAIL MARKET

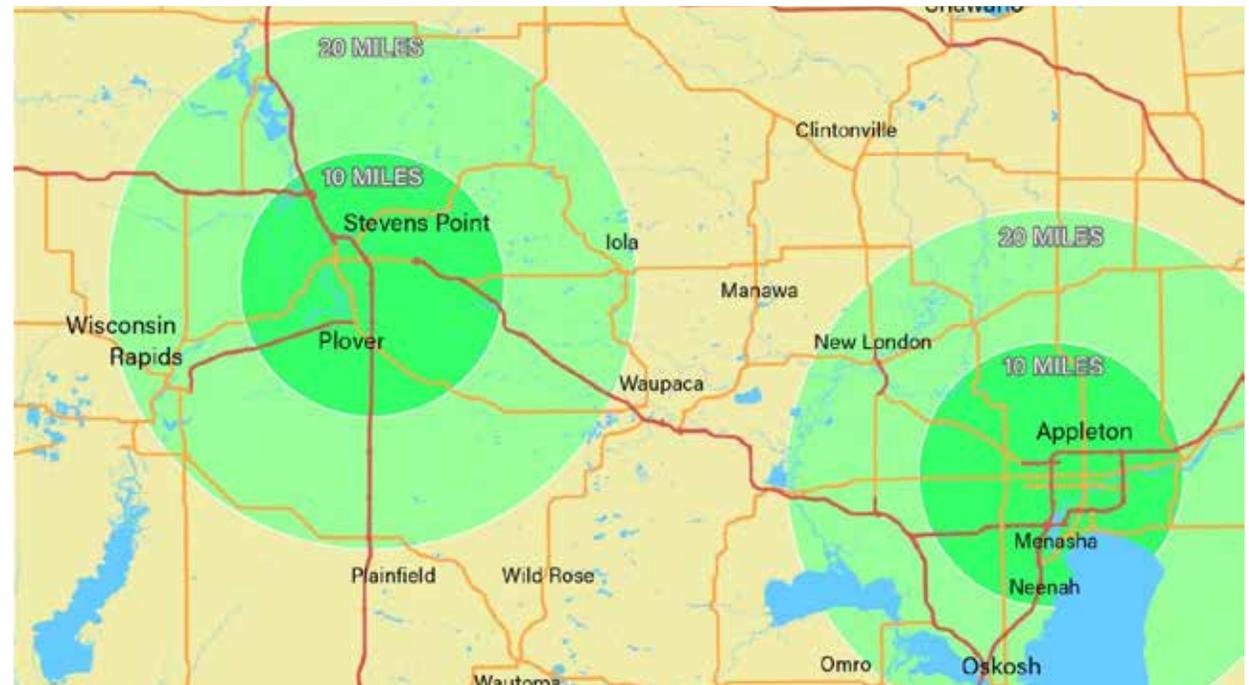
The City of Waupaca retained Gruen Gruen + Associates to research and analyze the retail base in Waupaca. Their expertise in economic analysis and retail enhancement strategies helped craft many of the development program recommendations in this plan. The full retail market report is included in the appendix. Key findings and recommendations are noted in the following section.

Understanding the retail market in Waupaca helps identify the potential demand for current retail and assess opportunities for new retail development. Retail demand and current supply in the City can indicate market segments to target downtown. A successful downtown should attract people for a variety of reasons, of which shopping is a major component, to encourage all day activity.

The retail market area reaches further than the housing market area. **Figure 1.9** shows the regional competition, while **Figure 1.10** shows the primary trade area. A primary trade is the area from which most (i.e., 70 percent or more) customers of a shopping center or shopping area are drawn, many times for grocery or other routine purchases. The trade area is determined based on the size and types of retail options around the target area.

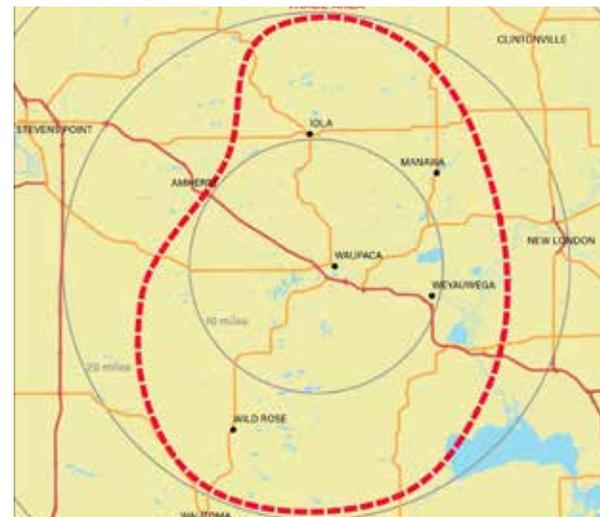
The retail market reach for Waupaca is limited by competition from Steven’s Point and Appleton. The primary trade area extends about 20 miles to the north and south, and about 15 miles to the east and west. Within this area 70% or more of shoppers are captured by Waupaca because of more variety in retail supply than smaller surrounding towns. Typically, this indicates that Waupaca serves as a retail and service hub of daily convenience items for surrounding smaller communities. Many people may go to the larger urban areas nearby for large purchases and big box stores.

Figure 1.9: Waupaca’s Regional Competition



Source: Gruen + Gruen Associates, 2016

Figure 1.10: Waupaca’s Primary Trade Area



Source: Gruen + Gruen Associates, 2016

Existing Retail Space

The City of Waupaca has a strong retail market, attracting consumer spending from outside of the city.

- Waupaca has 6.5 times more retail square footage per person than the average community in the United States, meaning residents of Waupaca alone cannot support the existing amount of retail space. Retail stores rely on sales to customers in surrounding areas.
- Most retail space is along the Fulton Street Corridor. **Table 1.8: Existing Retail Supply in City of Waupaca** shows an abbreviated look at where retail space is located in Waupaca. Note, the Eastern Gateway supply all comes from one store.
- There is an equal number of grocery stores in Waupaca as Stevens Point and Appleton, although a much lower number of households.
- Commercial rents in downtown Waupaca indicate a limited unmet demand for retail space.

	BUILDING SPACE
# Square Feet	
Fulton Street Corridor	318,100
Downtown (Core Four Block Area) ³	101,000
Eastern Gateway ³	
	264,000
TOTAL⁴	853,900

³ Estimate of building space square footage made based on dimensions of building footprint.
⁴ Total space has been increased by 25 percent to account for free-standing stores, restaurants, and other general retail not included in subareas.

Sources: Google Earth; Loopnet; Gruen Gruen + Associates.

Projected Retail Demand

Spending patterns in the Waupaca trade area are similar to the Midwest and seasonal households support a large portion of the retail base.

- Household retail expenditures for Midwestern households is estimated at 22.8 percent of income in 2014. A decline of about 6 percentage points since 2000, shown in **Table 1.10: Retail Expenditures for Households in the Midwest**.
- Retail demand is estimated at \$270 million and can support about 900,000 square feet of retail space, **Table 1.9: Supportable Retail Space Demand Within Primary Trade Area**.
- The population of Waupaca alone can only support about 101,000 square feet of the projected demand, but has over 850,000 square feet of retail space, although within the primary trade area there is only a minor surplus of 33,000 square feet, **Table 1.11: Relationship Between Demand for and Supply of Retail Space in the City of Waupaca and Primary Trade Area**.

	CITY OF WAUPACA HOUSEHOLDS	TOTAL PRIMARY TRADE AREA
Expenditure Potential (\$)	30,283,142	270,275,340
Sales Per Square Foot Threshold (\$)	300	300
Supportable Retail Space Demand in Square Feet	100,944	900,918

Source: Gruen Gruen + Associates

TABLE 1.10: Retail Expenditure Rates for Households in the Midwest

Retail Item	2000 EXPENDITURE RATE % OF BEFORE-TAX INCOME	2014 EXPENDITURE RATE % OF BEFORE-TAX INCOME	SHIFT IN PERCENTAGE OF INCOME
Food at Home ¹	7.5	7.1	-0.4
Food Away From Home	5.2	4.2	-1.0
Personal Care & Services	1.2	1.0	-0.2
Housekeeping Supplies	1.2	1.1	-0.1
Household Furnishings & Appliances	3.7	2.5	-1.2
Apparel & Accessories	4.3	2.9	-1.4
Entertainment ²	4.6	3.2	-1.4
Other ³	1.2	0.8	-0.4
TOTAL	28.9	22.8	-6.1

¹ Includes alcohol.

² Includes a variety of discretionary goods, such as audio/video electronics, computers, sporting goods, pet supplies, toys, etc.

³ Reading materials and tobacco products.

Source: Bureau of Labor Statistics, Consumer Expenditure Surveys; GG+A

TABLE 1.11: Relationship Between Demand for and Supply of Retail Space in the City and Primary Trade Area

	CITY OF WAUPACA # SQUARE FEET	PRIMARY TRADE AREA # SQUARE FEET
Estimated Supportable Space Demand ¹	100,900	900,900
Estimated Supply of Space	853,900	933,900 ²
Potential Unmet Demand (Surplus)	(753,000)	(33,000)

¹ Based on sales threshold of \$300 per square foot. Figures are rounded.

² Includes an additional 80,000 square feet of space estimated to exist in the smaller trade area communities of Iola, Wild Rose, and Weyauwega.

Source: Gruen Gruen + Associates

DOWNTOWN MARKET OPPORTUNITIES

The current and future housing and retail markets unveil several opportunities for downtown. Opportunities and challenges for future development strategies include:

OPPORTUNITIES TO LEVERAGE

- Waupaca has a rich history (both architecturally and economically) and is already within a recreational destination region. Promoting redevelopment of spaces for cultural and entertainment attractions will make Waupaca stand out as a “must see” downtown in the region.
- Current commercial/office rents are low. Seeking out entrepreneurs or artists that are looking for low rents and/or live-work units can spur additional small businesses.
- There are four highways that intersect Waupaca. Enhanced wayfinding to Downtown lets shoppers know about other retail options and attractions that are not immediately off the highways, particularly Highway 10.
- Downtown sits along the Waupaca River. Providing recreational opportunities and connections to the Waupaca River further enhances the downtowns appeal as a full day destination.
- Downtown contains many buildings with upper stories in decent condition. Encouraging conversion of vacant or underutilized commercial property for mixed-use market rate residential uses can fill a housing gap and help activate downtown.

CHALLENGES TO OVERCOME

- Waupaca retailers rely on non-local residents to support the amount of retail space supplied. Other communities will continue to seek ways to attract these same shoppers. If Waupaca does not keep pace and remain a destination with a unique mix of retail shops and attraction for non-local visitors, its ability to keep open storefronts will suffer.
- The tourism industry fluctuates with the economy. Job base and employment needs to be strengthened to continue to support existing retail if tourism and seasonal visitors drop.
- Commercially, downtown is secondary to the Fulton Street Corridor. Uniqueness will be key to differentiate downtown from typical commercial areas and attract visitors, while not competing with businesses on Fulton
- Construction activity continues to be relatively low. Development incentives may be needed to overcome the low number of new residential units and meet the projected demand of 29-30 new units annually.
- The variety of new housing types are limited and recent construction activity is low. Residential uses not seen elsewhere in Waupaca can be targeted, particularly upper story apartments or condominiums, to accommodate seniors and young people not looking for conventional single-family homes. Incentives such as tax credits and gap financing may be needed to stimulate alternative housing projects.



COURTESY OF THE WAUPACA HISTORICAL SOCIETY



Strategic Planning

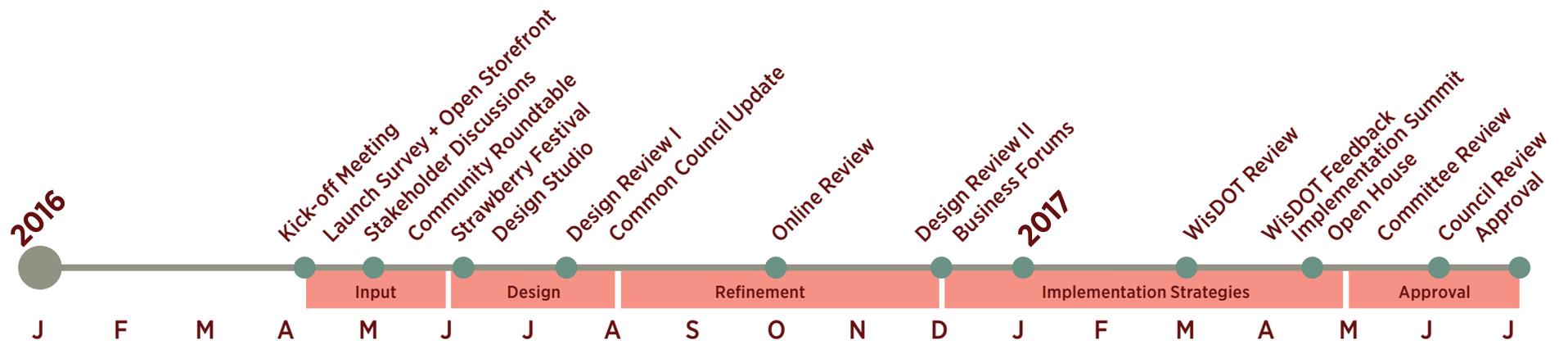
The plan's concepts flow from the opinions and perceptions of those who know it best – its residents and people who work or invest in the community.

Creating a vision for the future of downtown is an ongoing effort for the City of Waupaca.



PLANNING HISTORY

- 2007:** The 2030 Comprehensive Plan that was completed in 2007 identified downtown as a historic asset for Waupaca. Public input revealed a desire by residents to attract visitors, connect trails, and update parking. Implementation of the Comprehensive Plan led to several studies that contribute to the recommendations made for downtown.
- 2014-15:** The City spearheaded a Downtown Vision Plan.
- 2016-17:** The City launched a more detailed study to leverage funding from the Wisconsin Department of Transportation to rebuild Main Street. This current effort builds from over a decade of past planning initiatives and commitment by state and local officials. In tandem with the downtown plan, the City studied the community's retail, housing, and transportation system.



PLANNING PROCESS

The recommendations in this plan take hold of the broader community interest in downtown. Undoubtedly, those that live and work in Waupaca know downtown the best. Beginning the strategic planning process by going to the people gives life to a real vision for Downtown Waupaca. The public engagement process began in April 2016 and concluded in December 2016. The process included a series of opportunities to participate onsite and online.

Plan Steering Committee. The Plan Steering Committee met at key points during the planning process to review the progress of the plan and make revisions to the draft concepts.

Website. A project website, planwaupaca.com, provided updates, advertised meetings, and gathered input throughout the planning process.

Kick-off Meeting. The steering committee met on April 18th to discuss the project schedule and overall expectations throughout the planning process.

Stakeholder Discussions. The planning process began by meeting with the plan steering committee on April 18th. Focus groups took place on September 19th and 20th, with business owners, young professionals, developers, retailers, community groups, and major employers. The meetings provided a full day of discussions about the emerging issues and challenges facing Waupaca and an in-depth understanding of the community's issues.

Student Group. The project team met with members of the Waupaca Schools Student Council to talk about opportunities for the community, region, and downtown.





Club Meetings. The project team met with the Rotary Club and Lions Club in May to increase awareness for the planning process. Participants discussed their concerns and ambitions for the streetscape reconstruction.

Community Roundtable. An initial community wide kick-off event took place on May 18th at the Waupaca Public Library. This event was open to the public and invited participants to complete a visual preference survey and sit with their peers to discuss the issues and possibilities for downtown.

Visual Preference Survey. A visual preference survey was launched at the kick-off meeting and made available online through July. The survey presented images

of concepts people would like to see in Downtown Waupaca. Several preferred themes emerged that became incorporated into final design concepts.

Storefront on Main. The city leased space at 215 Main Street leading up to and after the Design Studio (June-August). Visitors completed the visual preference survey, reviewed past planning initiatives, and commented on issues and opportunities. The city provided open hours for the public to learn and participate in the planning process.

Strawberry Festival Outreach. The city sponsored a booth during the Strawberry Festival on June 18th to increase awareness for the upcoming Downtown

Design Studio. Children were encouraged to “design their downtown” by building with sugar cubes and markers.

Design Studio. A design studio took place from June 20th to June 24th to engage residents, business owners, and other stakeholders directly in conceptual planning for downtown, parking scenarios, and streetscape enhancements. Participants shared their ideas, issues and concerns informally with the design team, and helped define and test concepts for the future of the planning area.

Design Review 1. The steering committee convened on July 20th to discuss alternative street alignments and parking scenarios for Main Street. The committee



favored the “hybrid” concept as the leading design to advance through schematic design.

Common Council Update. The consultant team presented an update of the plan at the Common Council meeting on July 20th. City leaders authorized the consultant team to advance the concepts and approved additional services for SEH to gather additional data (traffic study) to secure the steering committee’s preferred “hybrid” concept.

Field Trip to La Crosse. The city’s project manager visited La Crosse on September 28th to tour a past project designed by RDG. The project team, including

RDG and SEH, met to discuss emerging streetscape concepts to be later refined and reviewed by the steering committee in October.

Design Review 2. The steering committee convened on November 29th to review streetscape elements and themes. The committee supported the presented concepts, which are shown in Chapter 3.

Business Forums. The city hosted a public forum on November 30th for affected business and property owners along Main Street. Participants learned about the proposed streetscape, and discussed the project’s potential influence on their investment.

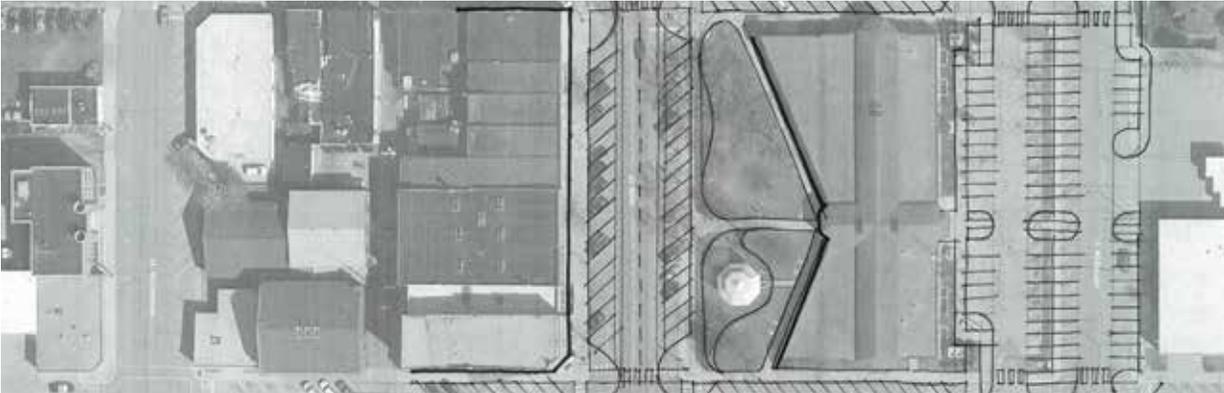
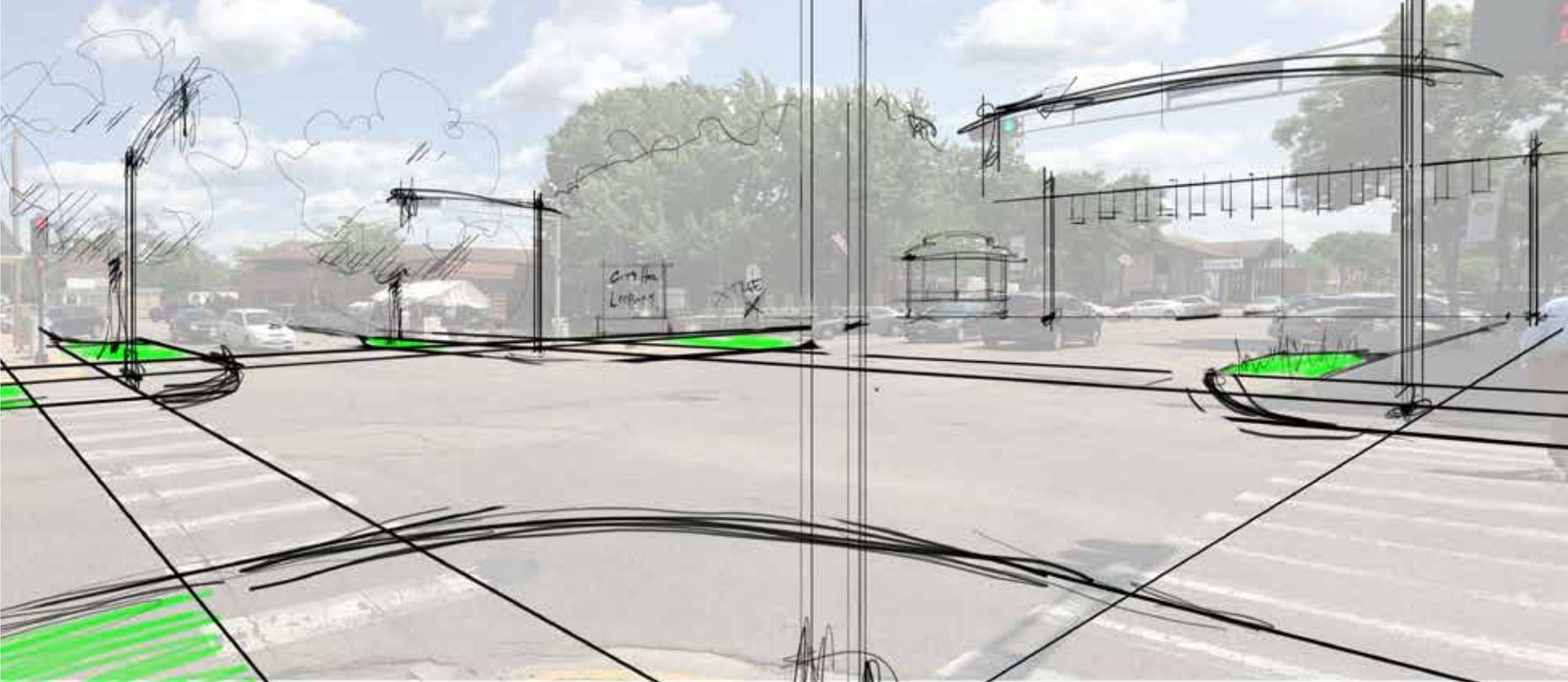
Open House. A public open house occurred on April 24, 2017. The open house provided the public an opportunity to review and comment on the development plan before further development and adoption.

Council Work Session. The project team met on April 25, 2017 to discuss strategies for implementing the next phase of the project - Main Street Streetscape.

Implementation Summit. The steering committee and key stakeholders met on April 26, 2017 to review strategic initiatives included in the plan. Participants defined the priorities and responsibilities to achieve the objectives included in the plan.



PLANNING PROCESS DIAGRAMS



PLANNING PROCESS DIAGRAMS

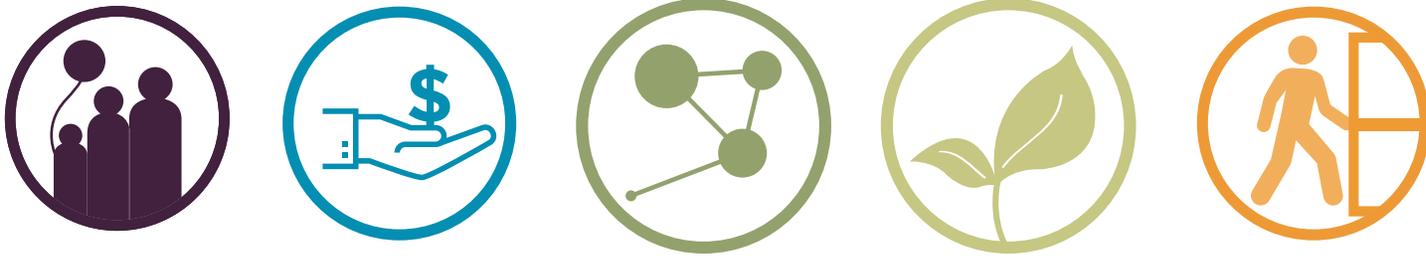






FIRST PRINCIPLES

of the Downtown Plan



FIRST PRINCIPLES

The Waupaca Downtown Plan builds off the principles and goals of the Vision Plan prepared in 2015. The First Principles of this plan continues the momentum and commitment of past planning efforts by describing what success looks like for the community. These principles emerged from numerous interviews, small group discussions, and meetings.

- Build memories.
- Stimulate private investment.
- Create a chain reaction.
- Celebrate the natural environment.
- Attract new customers



BUILD MEMORIES.

We want people to remember Waupaca as a special place in their heart. A place where visitors and residents alike want to return to in the future and tell others about their fun experiences. Waupaca wants and needs to be a unique experience for all. We've described this as placemaking in the past, yet ultimately what we desire is a place that people will remember to tell others about us.



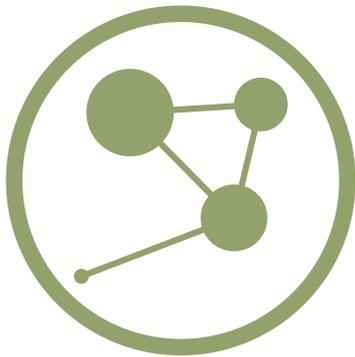
STIMULATE PRIVATE INVESTMENT.



We want developers and investors to see where they fit in the bigger picture and that their investment will be matched by the city's commitment to improve the main attraction - the businesses along Main Street. Special features add sparkle and interest to being part of a place where people want to walk, shop, explore the surrounding parks and riverfront, and possibly become an entrepreneur. Meanwhile, functional improvements, like new water and sewer lines, increases confidence by downtowners that the city is committed to making downtown a premier destination in Wisconsin.



CREATE A CHAIN REACTION.



We want Main Street to be a catalyst for new investment for the immediate area and for the entire community. What's good for downtown is good for the entire community. Downtown should be a tribute to our history and values, appealing to people who are looking for a city to share in the civic pride and call their home.



CELEBRATE THE NATURAL ENVIRONMENT.



We have an incredible resource in our backyard – the Waupaca River! We want to celebrate its presence and continue to transform it into a destination for family activities and community events. We want to complement the natural environment with our own initiatives through “green practices” in managing stormwater and sensitive construction.



ATTRACT NEW CUSTOMERS.



We want to continue to attract people to Waupaca for their ordinary needs and spend money on unique purchases. We want to continue to give visitors as many excuses as possible to choose Waupaca over other destinations. Making downtown an even greater destination is of critical importance. First of all, we need to make sure they know we exist by collectively marketing the district through campaigns, signage, and overall shoulder-to-shoulder teamwork.

Eight themes emerged from the Downtown Vision Plan in 2015.

The steering committee considered the recommendations of the previous plan and prioritized each. All recommendations are a priority and some rose to the top as a high priority for the committee and community at-large. These priorities were used as a framework for evaluating the recommendations in Chapter 3.

1. MAIN STREET

Main Street is the most active portion of downtown that supports numerous retail and service-oriented businesses, as well as the center of government - the library and city hall.

- ↑ Retaining parking
- ↑ Develop and update ordinances for the downtown area to maintain the quality of building stock.
- ↑ Evaluate and develop new organizational methods and collaborative program opportunities that enhance the vitality and success of downtown Waupaca.
- Support, promote and leverage the Main Street Historic District designation and make it a focal point of downtown revitalization efforts.

2. CONNECT TO THE RIVERFRONT

The River can and should be an attractant for those who live, work, or visit downtown Waupaca. By offering an experience beyond a well-kept, attractive and successful Main Street, the Waupaca River offers a nearby, parallel corridor for intense activity which can lend to the vibrancy of Main Street by offering a set of ‘destination uses’ that will support and complement current and future businesses.

- ↑ Expand and redesign the existing public lands along the Waupaca River.
- Add new amenities and features along the riverfront area as follows or to improve its connectivity, function, and draw.

3. GATEWAYS

Downtown Waupaca is unique in that it has four separate ‘gateways’, or main entrance/exit routes by which traffic can access, or go through, the downtown: Fulton Street on the west, Mill Street/Granite Street on the north, S. Main Street/CTH K on the south, and E. Badger Street/School Street (to Hwy 54) on the east.

- The four entry points to the downtown should be enhanced physically and visually to foster identity, boundaries, and establish places/reference points for residents and visitors alike.

4. FULTON STREET CORRIDOR

Fulton Street, while not quite serving the same function as Main Street, is important to the downtown in that it is a major corridor connecting Waupaca’s major commercial districts to downtown from the west, as well as having its eastern portion situated well for interaction with the ‘Municipal Blocks’ area that includes city hall and the library.

- Seek ways to increase pedestrian usage of space at eastern end of Fulton Street.
- Incorporate the Fulton Street businesses and buildings in a Façade Improvement Program incorporated with Main Street.
- Seek to develop a future “transformative” project along the eastern end of buildings.

5. RIVERVIEW PARK FACADES

Riverview Park lies along one of the City’s biggest assets, the Waupaca River. Along its western edge, however, lies a potential hidden asset – the conglomeration of diverse rear facades along two blocks worth of Main Street fronting businesses. This area could be transformed over time to a mixed use, highly active entertainment and urban living space which increases opportunities for social interactions and innovation.

- ↑ Create a new destination adjacent to Riverview Park by improving rear facades.

6. MUNICIPAL BLOCKS AND ST. MARY MAGDALENE CATHOLIC CHURCH

While the City Hall/Library building and interior spaces continue to function well, the outdoor spaces and parking conditions could be vastly improved and better integrated into a larger space that takes advantage of its proximity to the Waupaca River.

- ↑ Seek opportunities to acquire lands for public green space on lands at the eastern terminus of Fulton Street.
- ↑ Consider creating a “Makerspace” to enhance workforce skills and foster entrepreneurship and innovation.
- Consider the placement of a new parking structure within the area.

↑ High Priority → Priority

7. TRANSITION AREAS

It is important that the downtown blocks which surround Main Street, Fulton Street and the Municipal Blocks be improved and revitalized. If other parts of downtown are considered to be a ‘great place’, those blocks will continue to be part of the service/retail mix that draws people downtown and may induce residents and visitors to linger downtown a bit longer.

- Re-develop and intensify development in the Transition Area blocks over time as opportunities and market demands allow.
- Improve and enhance public and private parking areas with landscaping, markings, and signage (including off-site wayfinding signage) where necessary.

8. TRANSPORTATION AND UTILITIES

An effective downtown relies on having the right transportation and utility infrastructure that provides good connections and levels of service for all modes of transportation.

- ↑ Retaining convenient, accessible parking in downtown is a significant priority. The topic of parking was discussed at every meeting, and is a principal concern of business operators and patrons for rebuilding Main Street. Of particular concern was the lack of existing side-street parking to supplement the limited available parking along Main Street. The loss of even a few stalls as a result of converting from angle to parallel parking was a greater concern, leading businesses to submit a petition of signatures from patrons claiming the loss of parking would deter them from shopping in downtown. Some

businesses even moved out of the district before the completion of this plan, citing the reconstruction of perceived loss of parking as reasons.

- ↑ Walking is the most important method of moving around downtown. The safety of all pedestrians – children, elderly, and strollers – is critical.
- ↑ Moving people from point A to Z is important, but not at the expense of losing downtown’s “sense of place”. Slower moving traffic is acceptable if it means that travelers will slow down to become more aware of pedestrians.
- Consider using of different pavement surfaces along Main Street as part of the reconstruction.
- Accommodate bicycles within and near downtown, particularly bicycle parking along Main Street.
- Explore the feasibility of establishing a seasonal trolley/transit service which connects downtown Waupaca with the King Veteran’s Home and Chain O’ Lakes area.
- Consider how utility systems could be improved to reduce energy or costs.

Two alternative concepts emerged from the 2015 Plan. In general, participants continue to support the concepts, but remain concerned about the loss of parking to the district:

Session Street Greenspace. This alternative focused on converting Session Street from Main Street to the alley, making a new greenspace that extends Riverview Park from the ramp into downtown. Participants perceive this concept as a priority.

Fulton Street Greenspace. This alternative focused on converting Fulton Street from Main Street to Jefferson Street, creating a public greenspace for events and informal activity. Participants perceive that retaining parking is critical, yet see an opportunity for Fulton Street to become a fulcrum between Riverview Park and Downtown.



COURTESY OF THE WAUPACA HISTORICAL SOCIETY



Waupaca Tomorrow

The future development and streetscape plan for Downtown Waupaca strives to accomplish many things:

- Reinforce the community commitment to downtown
- Stimulate private investment and entrepreneurship
- Attract and retain new business and customers
- Create a competitive advantage
- Celebrate the city's history and values
- Replace aging infrastructure
- Act on past efforts
- Leverage funding sources for success

DEVELOPMENT FRAMEWORK

Waupaca Tomorrow combines the input received from the public, review of current conditions and trends, market potential, previous plans and studies, and recommendations by the consultant team to create a feasible and realistic program for development and implementation. Downtown is not isolated. Conditions in the entire city and region shape the approach to downtown revitalization and the appropriate policies to implement.

PROGRAM

The vision begins by establishing a development program, much like the architectural program for a building project. This program identifies the ingredients of development – the amount of space that markets can absorb, present and future community needs, current projects that are pending, and other opportunities. Generally, the ingredients for success fall under the agendas for development, the community, and functional.

DEVELOPMENT AGENDA

The development agenda is based on the development potential of retail, office, residential, and cultural uses.

Retail development. Waupaca’s retail strength lies in its ability to attract customers from outside the city, leading to 6.5 times more retail space than its population can support alone. Strategies in retail development should capitalize on the city’s ability to attract spending by providing more unique goods and services to create a diverse shopping experience.

Residential development. Waupaca will likely experience steady population growth over the next ten years, requiring 28 additional residential units annually to support growth and catch up from recent lulls in

building activity. About 10-20%, or 56 units, of the unit demand in the next 10 years could be absorbed in downtown. Conversion of vacant upper floors that retain original interior features, and new development near the riverfront are most marketable for young professionals and seniors looking to downsize.

Redevelopment and reuse. Waupaca has a strong stock of historical-contributing buildings, yet many of them have been adapted over the decades. Restoring and reusing buildings should be a priority, particularly for the structures along Main Street. Sites beyond repair or out of character with downtown are candidates for redevelopment.

Office space development. Affordable rents and building costs make downtown an attractive location for small businesses and start-ups. Leading an effort to provide affordable space for these types of individuals can spin-off into unique uses not seen in Waupaca or other communities as they become self-sustaining.

Stimulate private investment. Initial investments in the public realm can create conditions for economic growth that are unlikely to happen spontaneously. These investments will maintain property values, increase sales tax revenues, and create a central district that adds business to the city.

COMMUNITY AGENDA

The community agenda is based on goals and recommendations that enhance the image of the distinct and reflect the citizen’s desired outcomes for the downtown area.

Attract customers. Waupaca’s strength as a retail center should continue by creating new opportunities to capture customers through destinations in recreation, activities, and new unique businesses.

Retain the small town atmosphere. Strategies for downtown should be sensitive to the small town charm of Waupaca. Development in downtown should be scaled to historical main streets that invite pedestrian activity.

Restore the Waupaca River. The Waupaca River provides a second element to downtown and is one of Waupaca’s greatest assets. The river should be an attraction for those who live, work, and visit downtown. Increasing public access to the river through trail systems and passageways creates a new user experience in downtown. Integrating Waupaca’s culture and history into the riverfront reinforces the unique heritage and creates a sense of place.

Pursue sustainable practices. Environmental sustainability improves the quality of spaces through less run-off, more “greenery”, and reduced heat island effects in the summer.

Create memories. The district should have a cohesive atmosphere that creates a sense of place for downtown. Gateway and welcoming features tell visitors they’ve arrived and add an element of excitement for reaching the downtown destination. Creating several iconic public spaces, buildings, or gateways will together craft a branding image for downtown and the City of Waupaca.

Access to convenient, available parking. Clear connections from parking to the downtown core provide a pleasant experience for visitors who are not left searching for permitted parking areas. Signage and pathways defined by landscaping or alternative paving should direct drivers to parking areas, and pedestrians from parking areas to downtown destinations.

Improve pedestrian safety. Pedestrian safety is a key ingredient to a walkable downtown. Pedestrians need to feel safe crossing streets, exiting their cars, and using public spaces. Improvements should focus on the pedestrian as a primary user of the streetscape.

Enhance undeveloped spaces. Open spaces should be aesthetically pleasing and enhanced for their best use, including both private and public spaces. Opportunities to transform lawns or unused paved areas for gathering spaces or public art will enhance the overall atmosphere of downtown.

FUNCTIONAL AGENDA

The functional agenda is based on improving access to, and circulation through, the downtown area.

Improve parking. Parking is an issue in nearly every downtown across the nation, and in many cases the availability of parking can either make or break a district. Downtown Waupaca does not have a shortage of parking, but is considered inconvenient. Clearly striped and signed parking areas tell visitors where and how long they can park. The planning process considered multiple street alignments

Replace aging infrastructure. Waupaca’s downtown infrastructure is nearly 100 years old. New infrastructure throughout downtown prevents individual repairs over time as pipes and systems fail to ensure that future development demands are met.

Make downtown walkable. Sidewalks downtown are functional, but not optimized for walkability. Reconstruction of sidewalks and sidewalk amenities create a friendly, and safer, pedestrian environment that invites people to walk from destination to destination in the district.

Develop a wayfinding and gateway system. Waupaca has a high tourist and seasonal population. As people arrive to Waupaca, they should be welcomed and directed to destinations in the community. Gateway features at major corridors through the community convey a strong sense of care for the appearance of the community and draw visitors to downtown. Once downtown, wayfinding for pedestrians and drivers identify important destinations, parking, and public spaces.

Improve traffic circulation. Increased activity downtown comes with increased traffic. Street designs can accommodate pedestrians, but still allow drivers to navigate in an efficient and un-confusing manner.

THE CONCEPT

The vision for the Waupaca Downtown Plan emerges from the development agendas compiled throughout the strategic planning process and market research. Two elements comprise the master plan - the streetscape and the remaining downtown built environment. Both are interconnected. A lively streetscape depends on the surrounding buildings and vice versa.

The components of the vision for downtown Waupaca, **Figure 3.1 and 3.2: Development Concept** include:

- **Main Street.** A plan for redesigning Waupaca’s Main Street streetscape to accommodate both pedestrian and vehicles, including themes, streetscape amenities, circulation, and pedestrian safety, among other recommendations.
- **The Downtown.** A plan for the buildings and spaces downtown, including parking lots, pedestrian connections, redevelopment opportunities, and historic facade preservation.
- **Riverfront.** A guide for making the riverfront and Riverview Park a “go-to” destination in Waupaca and how to engage people with the river in a safe and fun environment.
- **City Context.** A plan for making downtown a place - How to get there, how to know you’ve arrived, and how to ensure visitors can maximize their experience.

Figure 3.1: Development Concept

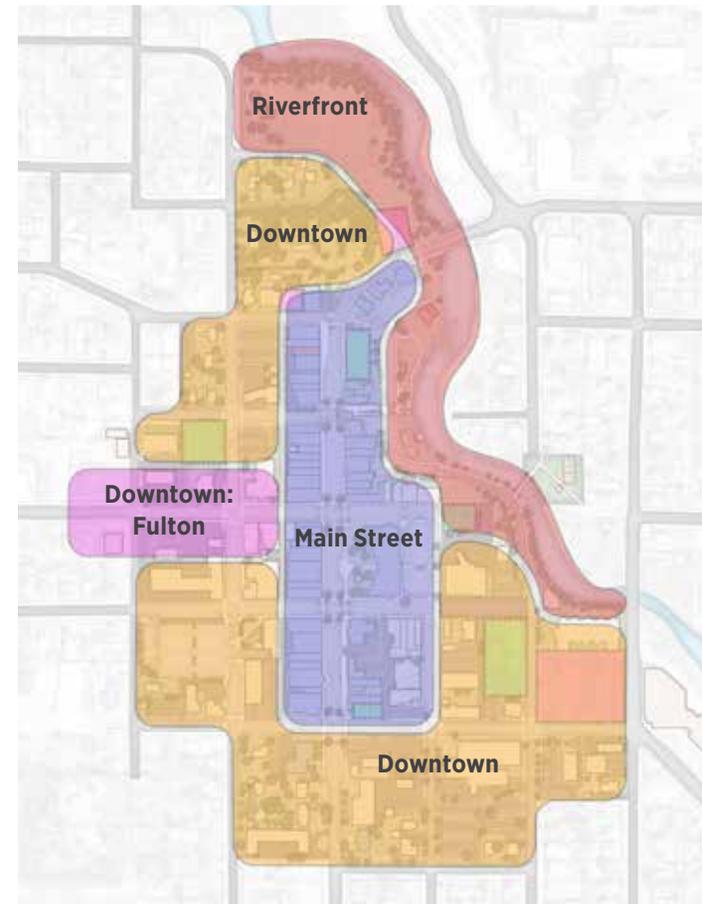
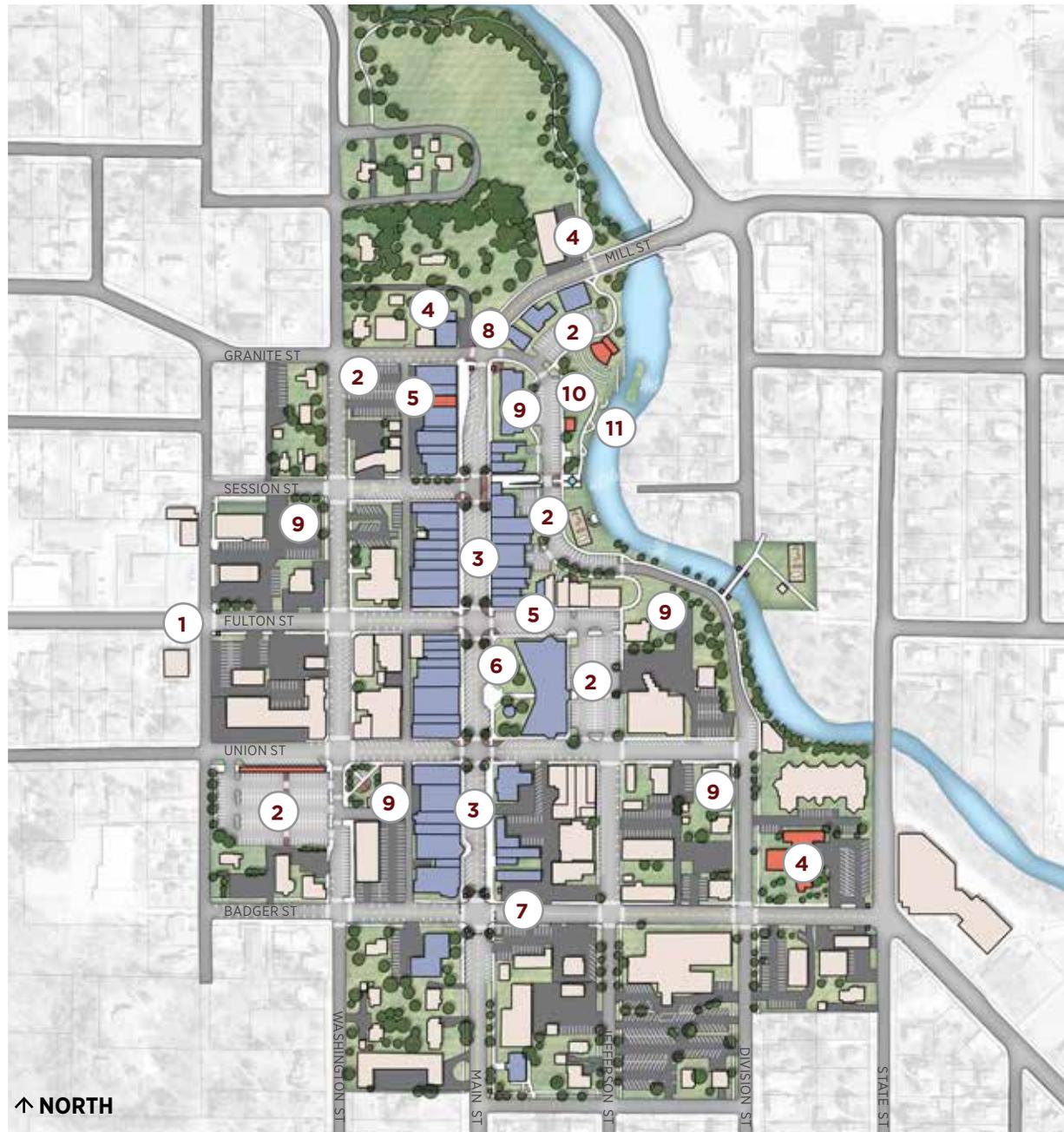


Figure 3.2: Development Concept



KEY

- ① Fulton Street Gateway
- ② Parking Lot Improvements
- ③ Streetscape Improvements
- ④ Reuse Site
- ⑤ Passageway
- ⑥ City Hall Plaza
- ⑦ Main Street Gateway
- ⑧ Rasmussen Park Improvements
- ⑨ Redevelopment Site
- ⑩ Riverview Park Improvements

DEVELOPMENT PROJECTS

The buildings along Main Street are historically intact and complete. Each building expresses a unique identity often not seen in modern buildings today. However, vacant buildings do exist, facades wear over time, and buildings become unstable. The development strategies focus on redevelopment and reuse projects to enhance the unique building stock and streetscape, summarized in **Figure 3.3: Development Projects**.

SITE FOR CHANGE

The terms “redevelopment” and “reuse” are often used interchangeably. For the purposed of this plan:

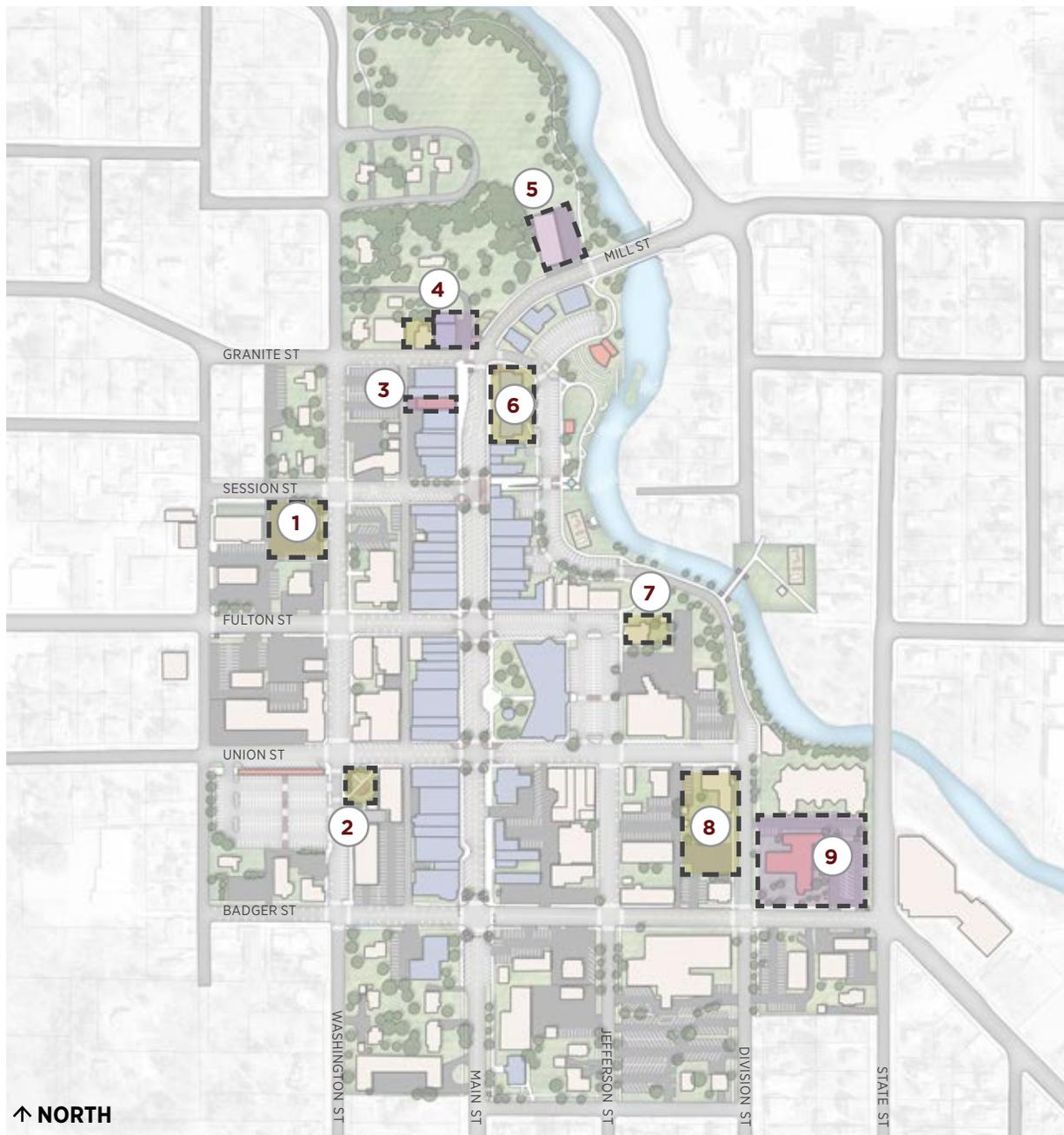
Redevelopment indicates new construction of existing building(s) or site(s) for the purpose of a new use, building, or development.

Reuse indicates rehabilitation of existing buildings for another use, while avoiding significant alteration.

Often more sustainable, reuse of historic buildings is more appropriate to retain the charm of downtown versus other sites appropriate for redevelopment that lack the character of buildings. Adaptive reuse does not come without its own challenges. Historic buildings require careful maintenance, contain difficult spaces to renovate, and often require a mix of uses to be profitable for developers. In addition, mixing residential with commercial uses brings added building code regulations often increasing costs exponentially. Adaptive reuse projects for historic buildings are particularly suited for developers with attention to detail and a unique vision. There is often not a “one size fits all” model to approach redevelopment and reuse endeavors.

Most, if not all, redevelopment and reuse projects require partnerships. Cost is often the most prohibitive element. However, technical guidance on building methods and considerations of the market are equally important for property owners and developers. The city needs to be flexible with property owners of potential sites to amend codes, attract employment, create an attractive streetscape, and provide further financial incentives when the project fits with the vision for downtown. Other essential partners to include in redevelopment and reuse projects include financial institutions, the Waupaca Area Chamber of Commerce, the Waupaca Historic Preservation Commission, and the media to promote the new space.

Figure 3.3: Development Projects



- 1 Parking lot at Session and Washington
- 2 Rendezvous Park
- 3 Passageway (215 Main)
- 4 Danes Hall
- 5 City Maintenance Facility
- 6 Firehouse Apartments
- 7 105 Jefferson Street
- 8 Former Waupaca Hotel at Union and Division
- 9 Arts Hub (St. Mary Magdalene)

-  Reuse Opportunity
-  Redevelopment Opportunity

↑ NORTH

REDEVELOPMENT POSSIBILITIES



Waupaca Hotel at Union and Division

The three-story building originally operated as the Waupaca Hotel. Today, the first floor sits vacant and 39 residential units occupy the upper floors, although many are likely vacant. Overall, the building does not complement the surroundings and lacks curb appeal for a passerby and those looking to live downtown.

Redeveloping the site for multi-story development will help satisfy a demand for housing units, with the potential for first floor retail and service uses to complement new residents and the senior living facility to the east. With easy connections to the Waupaca River and downtown amenities, a mixed-use development at this site contributes to a walkable downtown environment.



Firehouse Apartments

The Firehouse Apartments are one of the first buildings seen from the north gateway. The building contains 30 residential units with parking located on the east facing the riverfront. This project is out of place in the context of its surrounding buildings and does not complement the traditional streetscape design.

Large parcels are rare downtown, so redevelopment of this site poses potential, but needs to consider the potential loss of residential units. Any replacement should consider a mixed-use design with first floor commercial space and upper story residential units overlooking the river.



Parking Lot at Session and Washington

The parking lot on the southeast corner of Session and Washington Streets contains 47 parking spaces and sees decent occupancy during peak hours. Mostly pavement with no shade, the lot creates a harsh environment for pedestrians entering downtown from the west.

One could envision many options for redevelopment on this site. A gateway plaza, entry feature to downtown, residential, or commercial uses are all possibilities. This plan does not recommend a specific project for this site. Rather, redevelopment should occur when the downtown market evolves. As the rest of the plan unfolds the appropriate use of the site can be determined.

REDEVELOPMENT POSSIBILITIES



105 Jefferson Street

Fulton Street terminates at the intersection of Jefferson behind city hall. At this intersection sits a dilapidated house, an unsightly marker at the end of the primary east/west corridor into downtown and along visitor parking areas for city hall. An existing connection to Riverview Park should also be improved to feel more welcoming and safe for pedestrians. Several options are available to better use this site and improve the atmosphere in the area.

- **Redevelopment:** Reuse of the site for mixed-use commercial/residential space.
- **Parking:** Reuse for surface parking, incorporating landscaping and other public amenities.
- **Open Space:** Reuse for additional open space, emphasizing the connection to Riverview Park.



Rendezvous Park (111 W. Union Street)

The auto service business at the southeast intersection of Union and Washington Streets is out of place and is restricted by the smaller lot near downtown. Relocating this business to a commercial area on a larger lot would allow more outdoor storage and site efficiency for service. A commercial area like the Fulton Street corridor also gives more visibility to the business.

Acquisition and conversion of the private lot into a corner square/park will create a sense of place adjacent to public parking areas to the west and encourage people to park further from their destination. Landscaping, seating, public art, fountains, or other features provide a pleasing environment that lead pedestrians to Main Street.

REUSE POSSIBILITIES

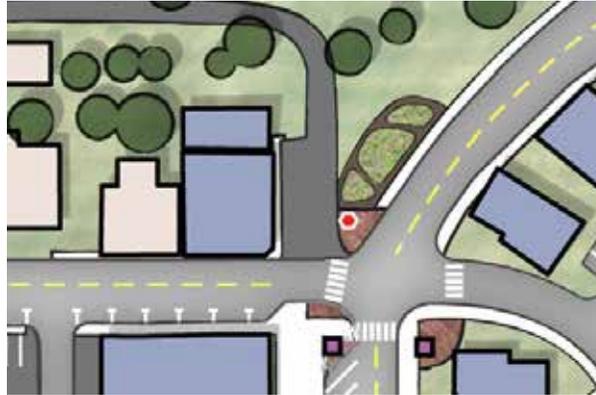


Danes Hall

In 1877 the first Danish fraternal organization in Waupaca become known as the Danes Hall. The building at 303 N. Main Street was built in 1894 for the new location of the organization. The Danes Hall evolved over time into a community gathering space, meeting location, and opera house. Today the building sits vacant and is in jeopardy of deterioration. However, a recent private acquisition seeks to repurpose the site.

As a symbolic icon in Waupaca's history, the Danes Hall can provide an iconic focal point at the northern terminus of downtown and once again be a gathering place for the community. Its status as a National Register property and location in the Main Street Historic District makes the building not only important for Waupaca, but also for the State of Wisconsin and the National Park Service.

Recommendations should consider not only the building itself, but also the surrounding landscape. The proximity of the Danes Hall to Rasmussen Park, future bicycle trails, and the Main Street district creates the opportunity for an attractive outdoor space.



Reuse possibilities include:

Building use. Restore the upper floors into an open space for community events, receptions, weddings, and other gatherings with lower floors for retail uses to bring the building back to its original use.

Rasmussen Park expansion. East of the building, at the center terminus of Main Street could become a highly valued public space. The existing gardens along Water Street could extend to the Danes Hall with the incorporation of tiered plazas, benches, and/or a prominent vertical feature visible to all of Main Street, such as a fountain or piece of art



Parking. Convert parking on the east side of the building to outdoor gathering space. Parking could be supplemented by the city's surface parking lot or redeveloping a nearby lot. The B-2 zoning district (Central Business District) does not require on-site parking. However, the city should explore lease agreements for parking stalls at the underutilized public lot at Granite and Washington Streets and enforce short-term parking along Granite Street to allow visitors easy access to businesses on the north end of the downtown district.

REUSE POSSIBILITIES



Arts Hub (St. Mary Magdalene)

Reusing a former church can be a challenge, as shown for St. Mary Magdalene at Badger and Division Streets. Unique spaces and rooms make the church difficult to convert into efficient commercial, retail, or residential space.

However, the former St. Mary Magdalene Church presents an opportunity for an arts and culture hub near downtown. The building itself is in beautiful condition and a focal point on the street. Programming visual and performing arts will create a place for novice and experienced artists to collaborate and visitors to enjoy.



The Passageway (215 Main Street)

The building at 215 N. Main Street is vacant. The interior is comprised of an open floor plan with functional restrooms. Overall, the building condition shows its age and lacks curb appeal.

Repurposing the space for offices with a public passageway from the parking lot to the west adds a connection to the core downtown. Restrooms within the building can be made available to the public during events. In addition, low rents and the potential for live-work, upper story residential units are appealing to entrepreneurs. Installing incubator/co-working spaces provide an opportunity for start-ups to share equipment, internet, and knowledge. Partnering with the Venture Center at Fox Valley Technical College to advertise the space will help leverage its benefits to entrepreneurs and connect them with other resources in the region to foster innovation and business growth.



City Maintenance Facility

On the north end of Water Street, just west of the river sits the current city municipal garage. The building is in fair condition and expected to be decommissioned. Additional public works vehicles and equipment will outgrow the building in the future.

The location of the building presents an opportunity for reuse should the municipal facility relocate. A commercial recreation use could cater to bicyclists riding the river trail or kayakers getting ready to launch at Riverview Park. Bicycle/boat rentals, convenience retail, or repair stations are all possibilities.

MAIN STREET CONCEPT

The preferred streetscape detailed in this section is the culmination of public input and best design practices. The streetscape concept considered many themes identified throughout the strategic planning process. Several are incorporated into the final concept. However, the Waupaca River and natural resources rose to the top. “Embrace the River” became the common theme.

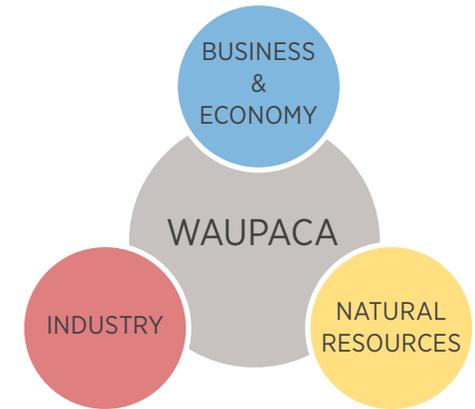
HONORING THE PAST

The design of the downtown streetscape evolved from research on the history of downtown, public input, and themes seen throughout Waupaca.

HISTORY OF THE STREETScape

The streetscape of downtown Waupaca shows its age. The most recent roadway pavement occurred in 1990. Street trees and lights were installed in 1994. Sewer and water utilities are over 100 years old. Each year increases the chance of utility failure leading to piecemealed replacement over time. Full infrastructure replacement, while costly up-front, saves future costs and sporadic disturbances in business operations. The City of Waupaca initiated this plan to fully reconstruct the streetscape infrastructure on Main Street with added amenities for better traffic circulation, pedestrian safety, tourism, and business environment.





A LEGACY FOR THE FUTURE

Waupaca's streetscape concept celebrates the community's rich resources and culture to create a memorable experience for residents and visitors alike.

THE VISION FOR WAUPACA

Downtown Waupaca is the focus of the city's civic, economic and service industries. From its roots in the foundries to agriculture and more recently tourism, Waupaca's growth has always come back to three key components: It's heritage, industry and natural resources. These components have served the community well for many years and continue to be a mainstay within the region, attracting business and new community members alike.





The Vision for Waupaca’s Downtown Streetscape has been crafted to artfully tie together these three components to help celebrate the values of which the community has embraced. Subtle cues that connect to the Waupaca River, integrated art that connects to the Waupaca Foundry and the use of materials that are indigenous to the region all help connect and embrace citizens to main street.

Heritage

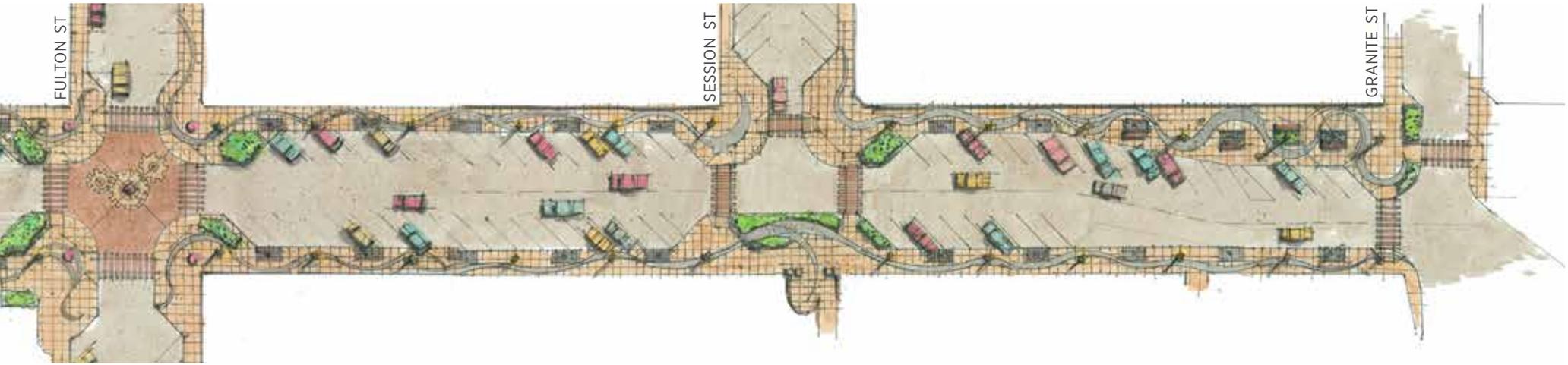
The plan pulls together hints of the community’s past using pedestrian lighting, overhead banners, flags and special paving. These materials and furnishings will help break up the streetscape into scale that is appropriate for pedestrians, creating a “room” within main street reminiscent of the trolley, festivals and historical buildings.

Industry

When looking beyond downtown and into the surrounding community, one significant economic industries were also present. The Waupaca Foundry, serving as major employers and providers of casting, components for vehicles and similar goods, serving as a major employer within the community. Much of Waupaca’s stability is a result of the ongoing operations and connections to these major employers. Using the foundry and its process of pouring molten metal into a mold inspired the design of the architectural markets, tree grates and illumination – think glowing metal!

Natural Resources

The glacial movement from about 50,000 to 11,000 years ago contributed to today’s landscape and geological features. Large sheets of ice broke off and carried stones, cobbles and soil leaving behind a mosaic of kames & kettles (think mounds & potholes), lakes, rivers and wetlands. These natural assets have helped bring people to Waupaca for recreation, enjoyment and relaxation. In addition to the recreational benefits, the soil is rich providing great opportunity for agricultural production. When one looks close, the pieces of the pre-settlement landscape exists creating unique patterns that illustrate how humans have worked with and benefited from the land.



The Concept

Connect people to place through the river, its heritage and economies. The design uses a linear “flowing river” to draw people from one end of the street to the other. Vertical markers welcome vehicles and tourists to downtown. Lights, plantings and furnishings provide places for people to connect, shop and relax. Special paving



VISUAL PREFERENCE SURVEY

Referenced in Chapter 2, a visual preference survey was conducted to gather what people would like to see in downtown Waupaca to supplement the overall design philosophy. The visual preference survey received 201 responses. Several themes emerged on streetscape amenities most favored by participants.

Highest scoring images are shown to the right. Images with the highest ratings generally fell under four categories:

- Outdoor seating for sidewalk cafes, separated from buildings.
- Plazas and public spaces for informal gatherings, farmers markets, or community events.
- Art through building murals, street signs, and public spaces.
- Enhanced pedestrian environment.

Other responses gave insight on the preferred designs for crosswalks, seating, alley improvements, and gateway features to guide design elements recommended throughout this plan. Throughout all talks and input gathered, residents emphasized that designs must retain Waupaca's small town charm. Streetscape amenities will focus on reinforcing Waupaca's history and traditional main streets of the past rather than incorporating abstract or modern design elements.



STREETSCAPE SCENARIOS

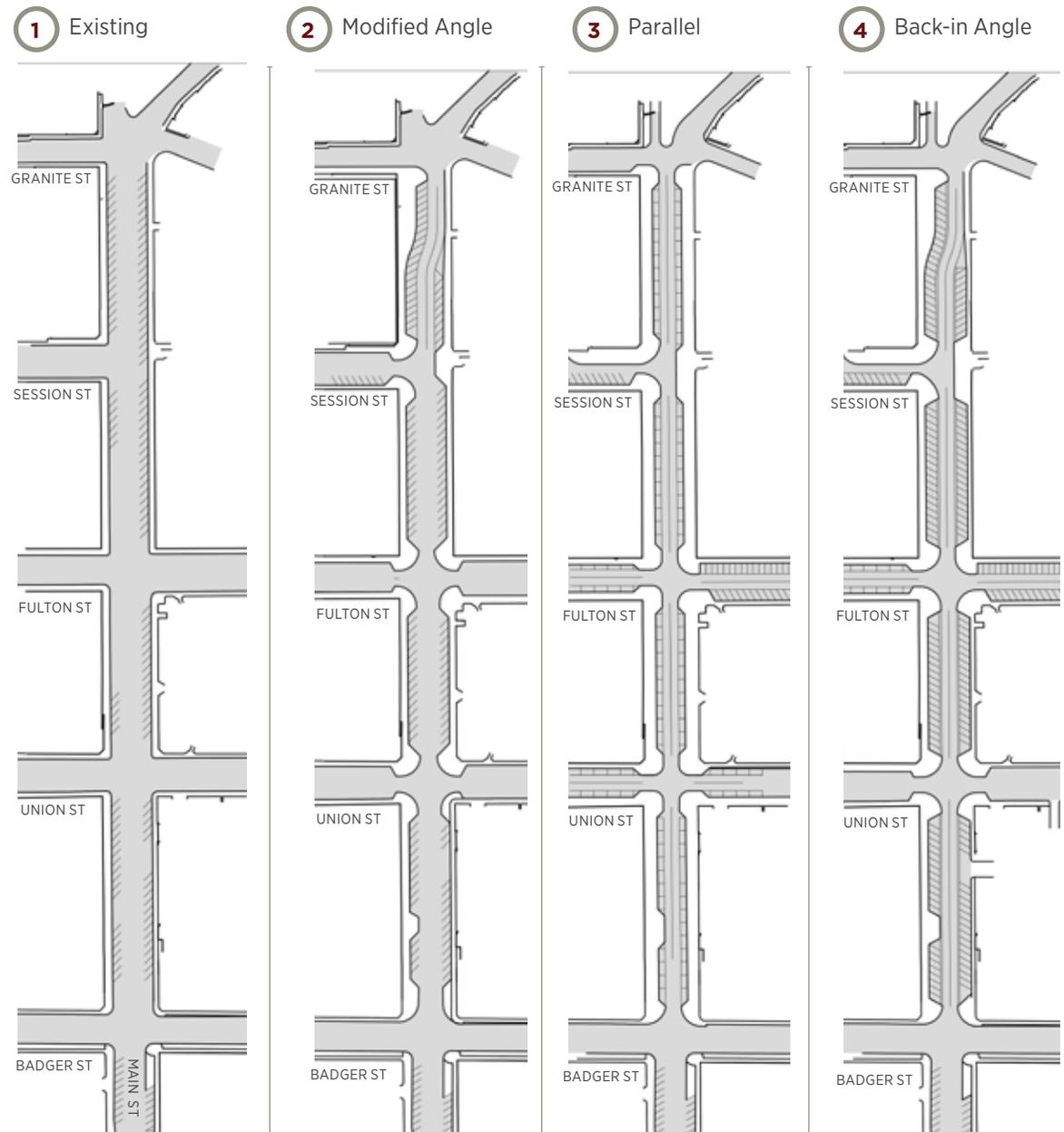
To arrive at the preferred streetscape, several alternative scenarios were developed. Each was considered for implementation before arriving at the preferred streetscape alignment and design. Scenarios shown in **Figure 3.4** include:

1. **Existing.** Leave existing alignment and parking the same.
2. **Modified Angle.** Keep angle parking along Main Street with significant safety improvements.
3. **Parallel.** Main Street becomes parallel parking with safety improvements.
4. **Back-in Angle.** Rather than pulling into angled spaces, motorists back into the stall.
5. **Hybrid.** Primarily angle parking with some parallel parking. This alignment is shown in the development concept as the preferred streetscape.

All options (other than existing) incorporate new asphalt paving, street trees, bump outs, enhancements to the Riverview Park entrance, and modifications to the Granite Street intersection to clarify traffic movements and improve safety. All reduce the number of parking spaces on Main Street to some degree.

With continued input from city staff, residents, business owners, and the Wisconsin Department of Transportation the plan focuses on a hybrid of parallel and angle parking, described in the following section.

Figure 3.4: Streetscape Scenarios







COMING SOON

LOCATION

STREETSCAPE AMENITIES

Streetscape amenities focus on both functional and aesthetic improvements to the district. The streetscape needs to create a positive and memorable experience for everyone to attract and keep visitors coming back to downtown. Features such as pedestrian lighting, trees, and benches create a sense of place and human scale and can be accomplished at a relatively minor expense.

Figure 3.x and images on page 69 show how amenities can be used on the Main Street streetscape.

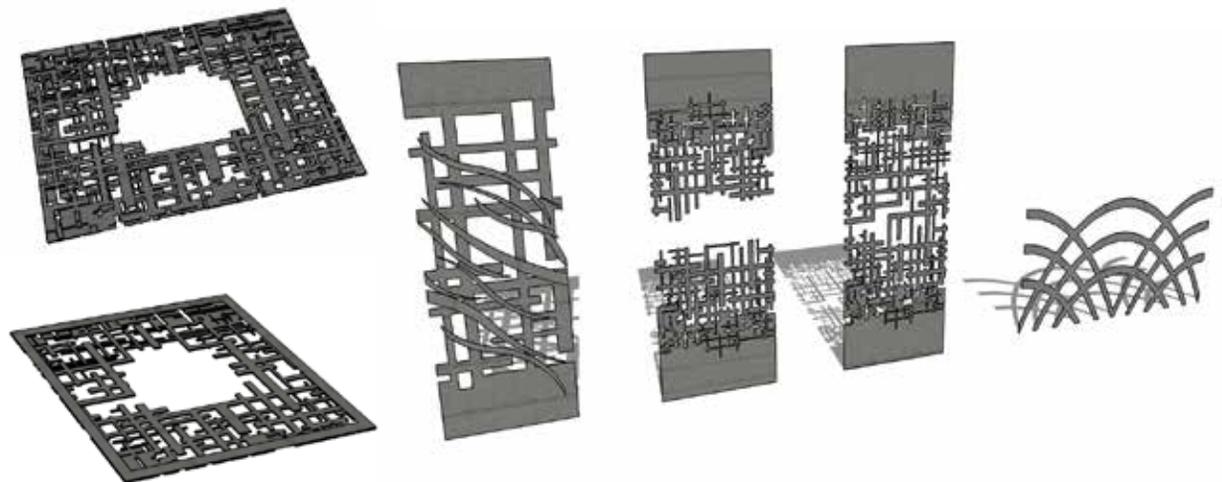
Specific recommendations include:

Bump-outs. Bump-outs shorten the crossing distance for pedestrians, create space for additional landscaping and placement benches, give more protection for street lights, and allow installation of stop signs closer to the drive lane. Bump-outs at all intersections along Main Street create a safer environment for pedestrians.

Plazas. Plazas give a change in scenery with locations for art, landscaping, and seating. Plazas are versatile for many events such as farmers markets, holiday celebrations, or an everyday lunch spot.

Outdoor seating. The width of the sidewalk allows for dedicated outdoor seating areas where pedestrian can relax along the street. Seating areas should be well-defined, in good condition, and not interfere with pedestrian walkways (five feet of unobstructed sidewalk space). Shops and restaurants should be encouraged to provide outdoor seating for people to wait while others shop or enjoy a meal outside.

Street furniture. Street furniture give a functional element to the sidewalk. Trash bins should accompany benches to reduce clutter along the street. Information kiosks at highly traveled areas and gateways such as the Waupaca Chamber kiosk at S. Main and Badger Streets notify people of destination points in the district. Decorative railings also can protect flower beds and planting areas from foot traffic.





Landscaping. Landscaping provides color and shade to the district. Tree planting beds provide uniformity and even placement provides continuity in the landscape design. Street trees planted at intersections and mid-block crossings provide shade and visual interest to the street. Shade from trees during the summer months also helps to improve energy efficiency of buildings. Other low cost enhancements such as flower baskets and low-lying planters break up storefronts and concrete sidewalks to provide color and interest.

Lighting. The character and type of illumination of light fixtures along the street and parking areas should complement the historic elements of downtown

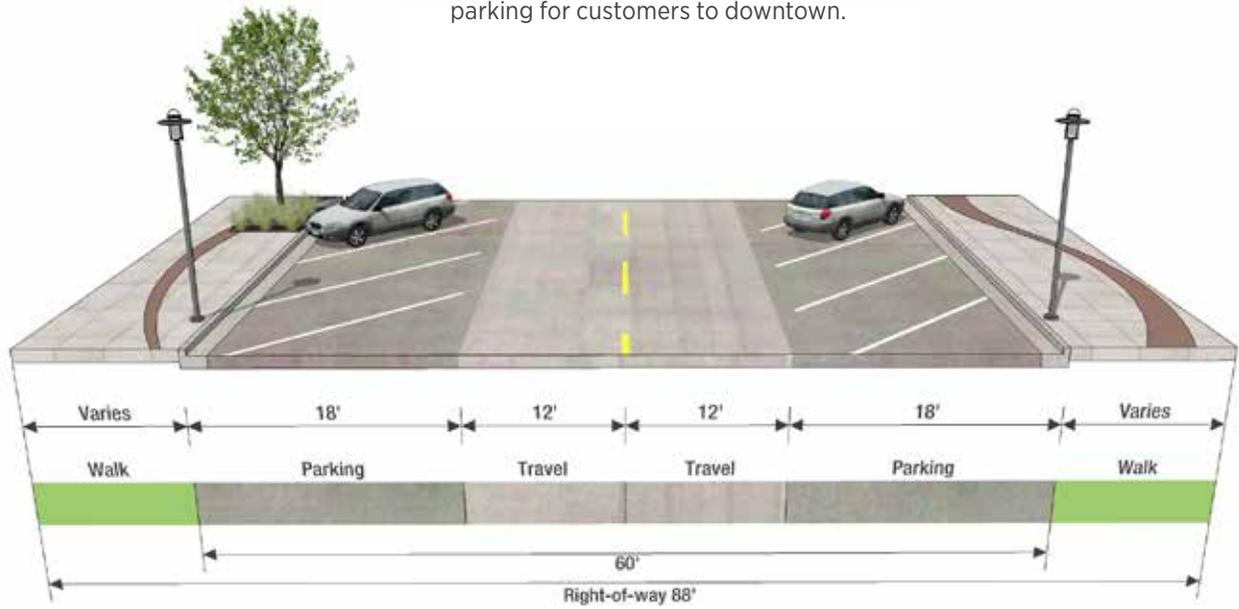
buildings. Lighting that projects downward reduces light pollution and illumination into upper story units. Another option is the use of specialty, blue catenary lighting. Lighting for building facades is discussed later in this plan.

Art. Wall signs function as both an advertisement piece for a business and a visual feature that contributes (or detracts) from the streetscape. Art incorporated onto building façades adds a unique environment for pedestrians. Art can vary throughout the district from historically appropriate pieces in the Main Street Historic District to more abstract pieces near the art center and riverfront.

Materials. A variety of high quality, colorful materials throughout the streetscape are recommended. Brick, stone, colored concrete, river rock, and other natural materials will reflect the historic downtown buildings as well as the Waupaca River.

Trolley tracks. A streetcar once ran through Main Street. During street reconstruction remains of trolley track may be uncovered. The opportunity to incorporate these historical pieces into the streetscape can create a unique aesthetic element to downtown, and possibly mitigate costs for their removal.

Preserve angle parking, ensuring available parking for customers to downtown.



Catenary lighting in Mason City, Iowa



Historic catenary lighting

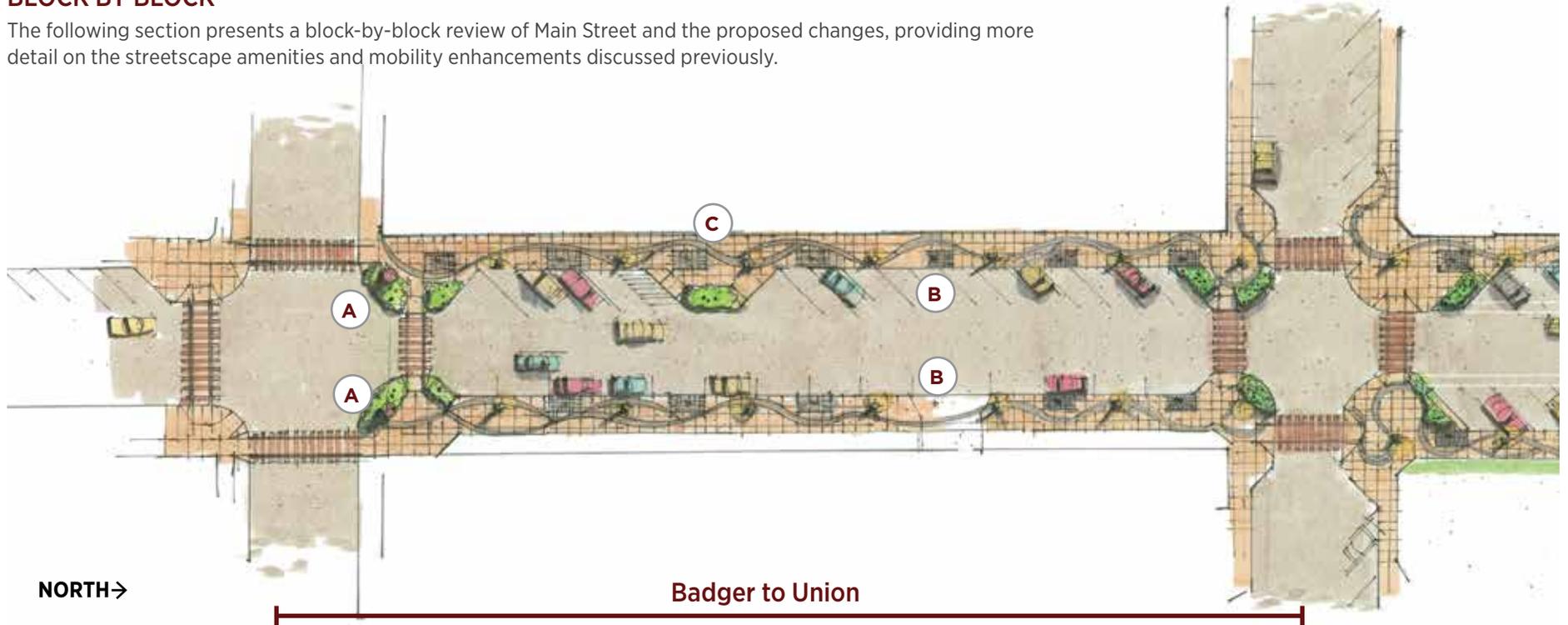


Historic catenary lighting and banners



BLOCK BY BLOCK

The following section presents a block-by-block review of Main Street and the proposed changes, providing more detail on the streetscape amenities and mobility enhancements discussed previously.



A. GATEWAY FEATURE

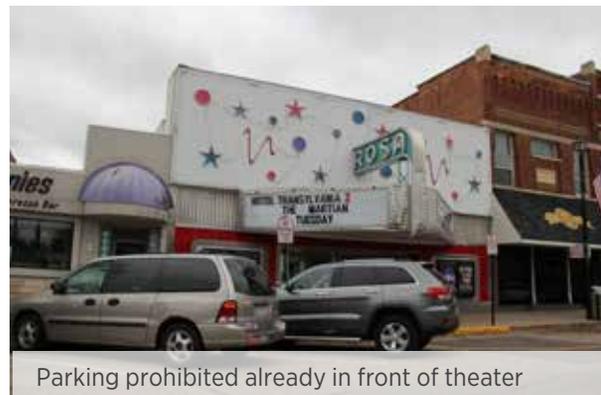
As the beginning of the downtown district, a gateway feature should be installed at the corner of Badger and Main Streets. The feature could range from a monument to architectural elements over the street.

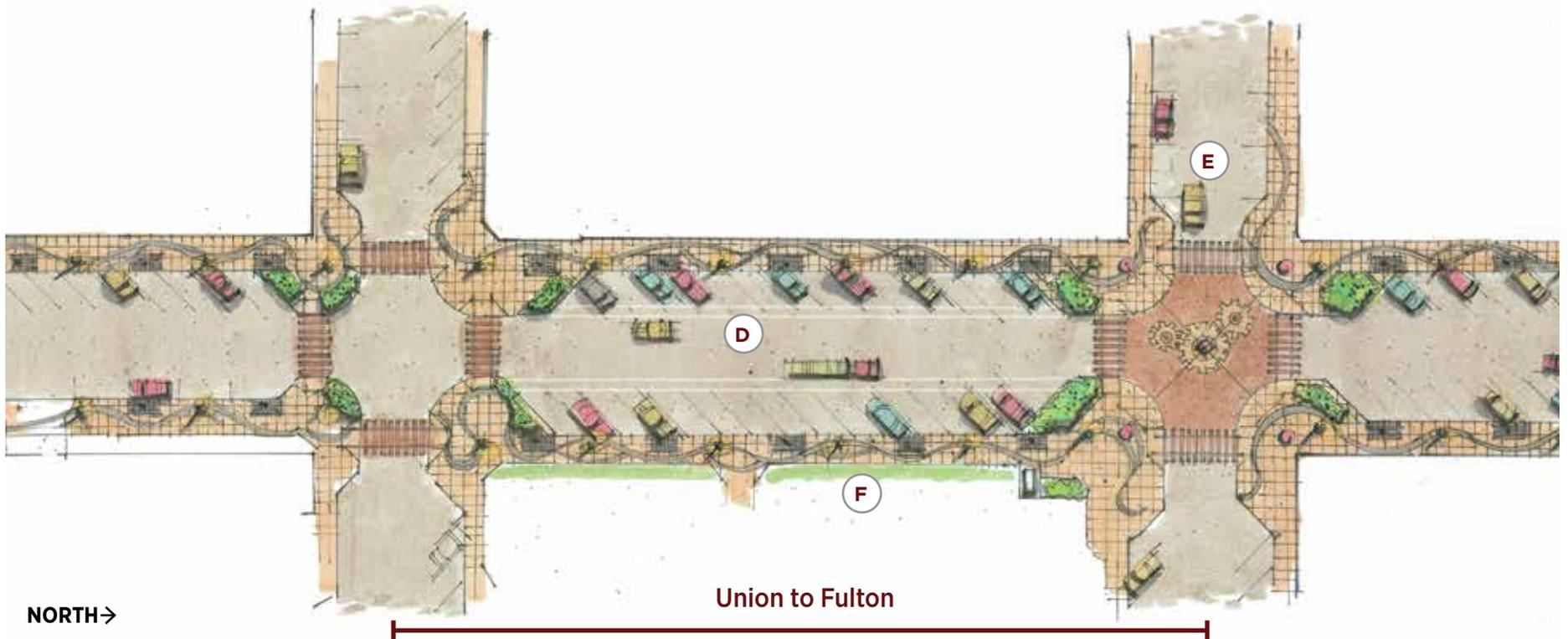
B. ANGLE AND PARALLEL PARKING

On this block, the street maintains buffered diagonal parking on the west side, but substitutes parallel for diagonal parking on the east side of Main Street. The hybrid design removes traffic conflicts with diagonally parked cars on the relatively busier westbound to northbound movement from Badger to Main.

C. THEATER PLAZA

The design includes a separate bump out at the Rosa Theater entrance to complement the historic marquee. This space could be used for seating or other gathering space before and after showings, perhaps spurring other events outside the theater.





D. BUFFER LANE/CURB ALIGNMENT

On this block, the street will be widened to provide space for a 3 to 4 foot buffer behind diagonal parking stalls for driver and on-street bicyclist safety. Moving the eastside curb on the block back into the City Hall site provides a 68 foot channel between curb faces. The buffer allows people to back out cautiously for a distance before they enter the travel lane. The buffer zone will be defined by a different shade of concrete or change in surface texture.

E. FULTON STREET TURNING

Removal of the eastbound to southbound free right turn only lane on Fulton Street will also aid safety by improving visibility, eliminating the sense of a free-right turn, and with bump-outs, creating a safer pedestrian environment by placing pedestrians in a much more visible position.

F. CITY HALL PLAZA

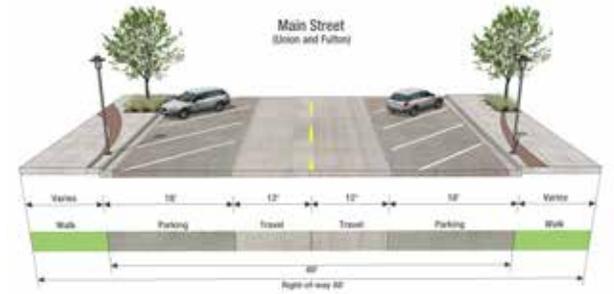
Along with the street changes, the scenario recommends improvements to the front lawn of City Hall.

Sidewalks and Plaza. Removing sidewalks along the building in lieu of a plaza creates more useable space for events and interaction. The plaza could focus around a new veteran memorial and the existing band shell.

Signage and Aesthetics. Opportunities could be pursued for elements over Main Street, such as flags, to connect to the historic facades on the west side of the block. A sign for the Library should also be improved along with landscaping, seating, and public art pieces.



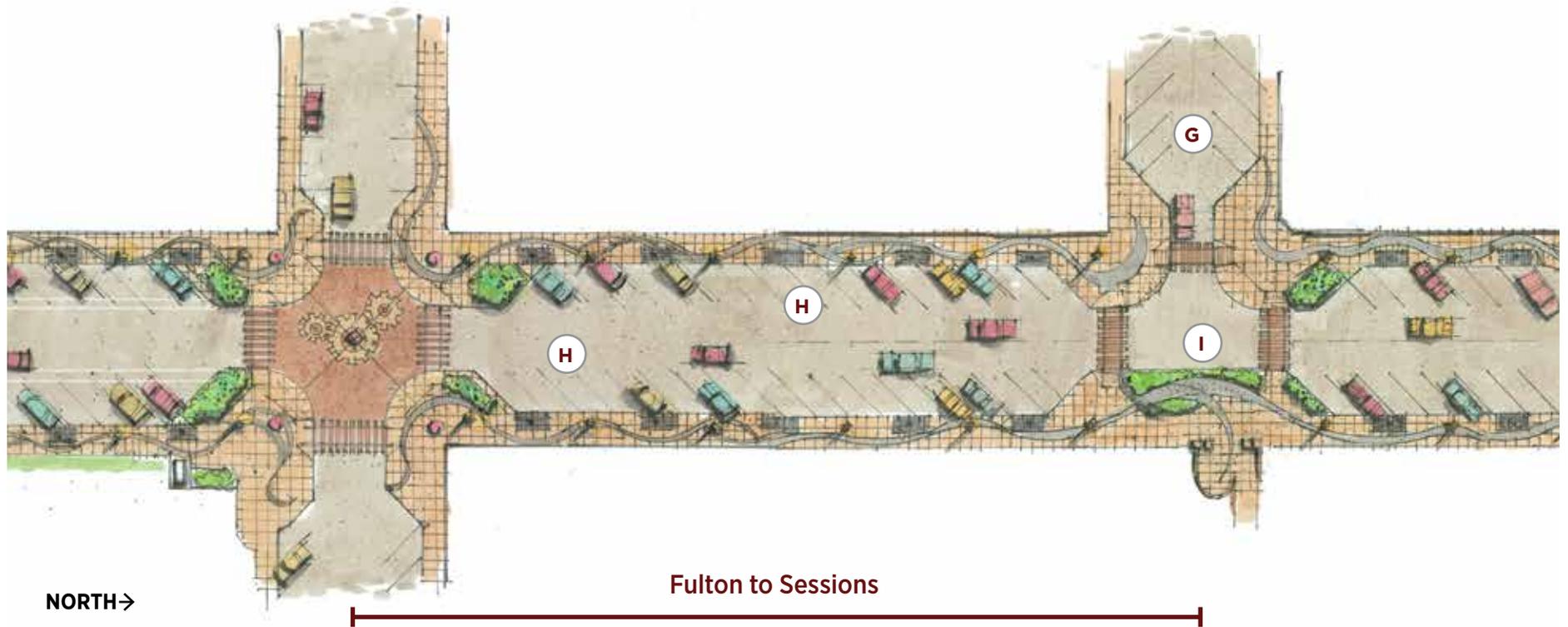
Catenary lighting and banner relics reintroduced



Current Condition



Demonstration



G. ONE-WAY SESSION

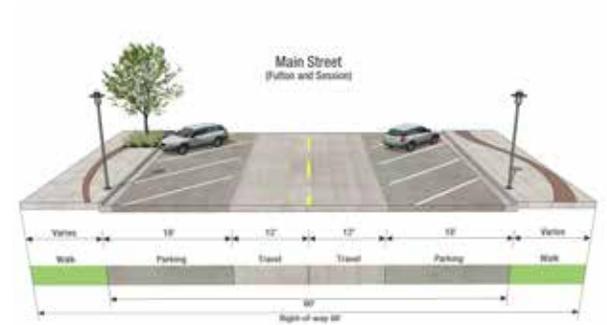
Off of Main Street, the conversion of Session Street to one-way will also help simplify traffic movement at this dead-end intersection while creating room for a bump-out at the intersection.

H. DIAGONAL PARKING

This block would retain diagonal parking on both sides and remove the stalls directly in front of the Riverview Park Plaza with a sidewalk extension.

I. RIVERVIEW PARK PLAZA

The sidewalk extension in front of the plaza would help emphasize the entrance and connection to the park, add an amenity on the east side of the block, and eliminate the hazard of parked cars backing out into an active intersection. The extension should emphasize public art to complement the Community Arts Center next to the plaza.



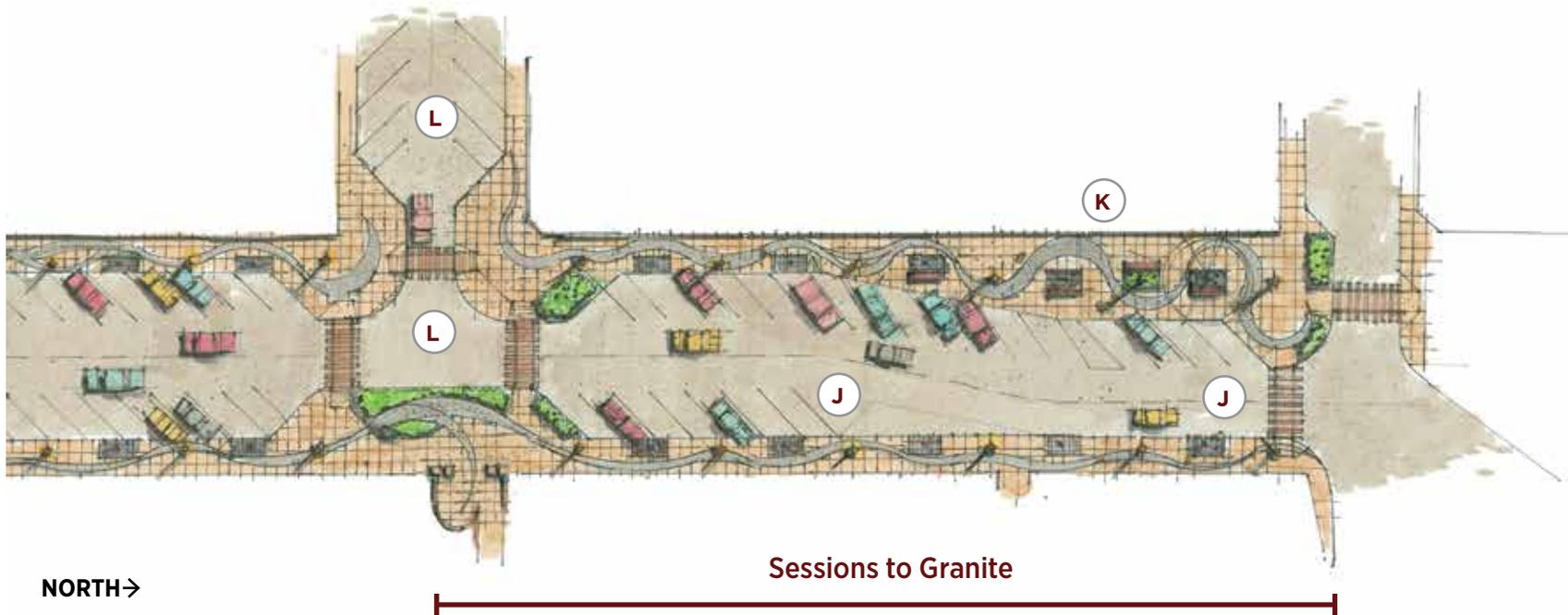
Possible expansion of catenary lighting, using blue LED that extends the “river” further into downtown



Current Condition



Parking prohibited already



J. STREET ALIGNMENT

This block retains diagonal parking on the entire west side of the street and on a portion of the east side. The Main Street travel lanes curve to the east side, removing parking on the northern 2/3 of the block. Bump-outs are provided at intersections to ease pedestrian travel and calm traffic.

This design has several benefits:

- Retains diagonal parking in front of almost all the retail buildings on the block.
- Realigns the Granite/Mill/Main intersection for better traffic control through a four-way stop, visibility, and pedestrian safety.
- Helps to calm traffic in either direction, creating lower speeds and a more pedestrian-oriented environment without impeding access.

- Reduces the curb length where diagonal parking is provided on both sides.
- Provides a safer, more direct connection to the Danes Home – a potential redevelopment site.
- Provides a larger sidewalk plaza space, providing the opportunity for a gateway feature at the intersection of Granite and Main.

K. PASSAGEWAY

With the reduction in on-street parking along Main Street on this block it becomes important to connect parking lots to Main Street. Discussed later in this chapter, a passageway between buildings on this block would connect Main Street to a parking lot behind the buildings. Crossings should be clear to direct people from parking areas.

L. CONVERTIBLE STREETS

A convertible street is simply a street designed in a way that can be easily converted between vehicle and pedestrian use. Candidates for convertible streets have low traffic volumes, in area with higher pedestrian traffic, and/or positions next to civic/public uses or locations that would benefit from public space for events, festivals, or other gatherings. Main Street and the Session Street cove are areas that would function well as convertible streets.



Clear sidewalks and crosswalks with a bump-out to reduce crossing distances.



Current Condition



Current Condition

RIVERVIEW PARK

Downtown Waupaca’s success evolved from its location on the river. Connecting to the riverfront will not only make the river a more attractive community amenity, but also provide linkages to trails, recreational amenities, and nearby neighborhoods. A pervasive message throughout the planning process calls for connecting downtown with the Waupaca River and providing another must-see destination.

CELEBRATE THE RIVER

Throughout the years Riverview Park featured an ice rink, carnivals, bonfires, dances, recreational games/courts, fishing coves, and continual efforts to maintain a pedestrian bridge across the river. A true activity center from the founding of Waupaca, Riverview Park will continue to be a focal point to build on and enhance today.

The riverfront was once studied in 2000. The design process and recommendations led to several improvements including the Riverview Park plaza entryway, the park plaza, amphitheater, and landscaping improvements. Portions of the concept were never realized or considered to ever be built. This plan captures recent thinking for the district’s direction and its relationship as the fulcrum between downtown and nature.

CONCEPT PRINCIPLES

Figure 3.5: Riverview Park Concepts presents a strategy to enhance the connection to the river between the surrounding buildings, trails, and roads through tactical and larger development possibilities. The design principles to achieve the highest and best use of the river includes three elements:

Engage the river. The flat topography of Riverview Park gives a great opportunity for people to get close to the river. Park enhancements should allow, and encourage, visitors to interact with the water – touch, float, splash, and wade – in a safe and friendly way. The river should develop as a place for recreation and leisure.

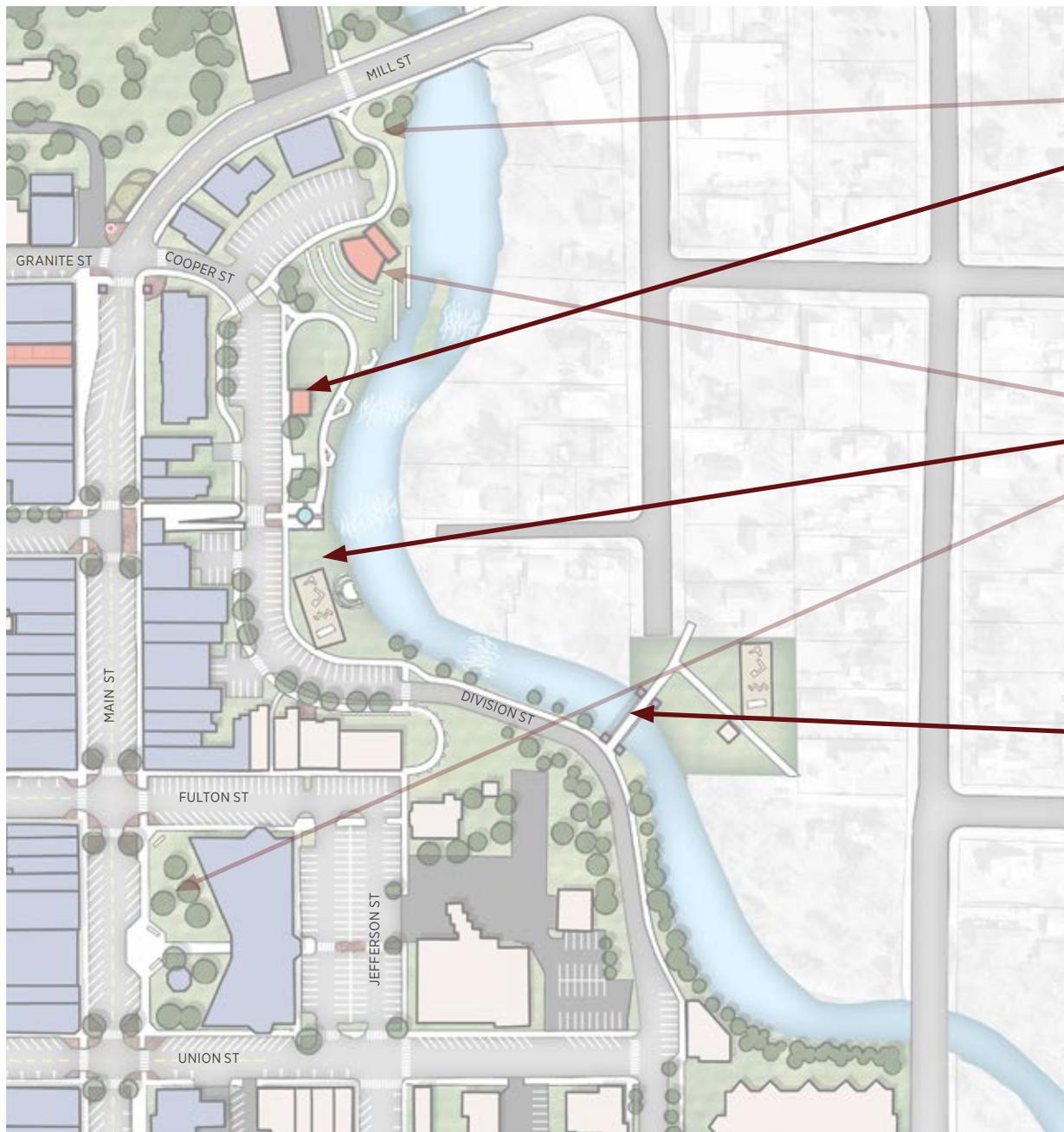
Respect the river. While a desirable amenity, rivers can present challenges when prone to flooding. Almost all of Riverview Park, and some buildings along Main Street, are in a floodplain, as shown previously in Figure 1.5: Floodplains. Areas designated as floodplains are meant to take on normal flood waters without adding to the height of flood levels. Design for the riverfront will be sensitive to the potential impacts of future flooding events.

Connect to neighborhoods. The distance between the bridge on Mill Street and bridge on State Street covers nearly a half mile. The existing pedestrian bridge at the southern end of the park provides secondary access to downtown from the east, but is not a feature element of the park or in useable condition. A new pedestrian bridge can be a featured icon and provide a necessary link for pedestrians and cyclists between city parks located on both sides of the river and downtown Waupaca.

Enhance the experience to Main Street. A mix of unique rear building facades enclose Riverview Park to the west. The facades provide a vertical enclosure to the park to create a sense of place. Visitors should feel welcomed to spend time in the park.

In addition, visible connections to the Main Street should invite park visitors to explore the commercial district. These include the Riverview Park entryway plaza and the walkway between buildings on E. Fulton Street.

Figure 3.5: Riverview Park Concepts



Restrooms



Play areas



Bridge Enhancements



TACTICAL IMPROVEMENTS

Tactical improvements focus on small scale, low investment projects (<\$10,000).

Improve rear facades

A coat of paint or updated exterior staircases can drastically change the appearance of a building. Paint serves as a protective barrier against the elements, as well as enhances the beauty of the building. However, property owners may never see returns from these type of investments. The city should explore incentives to encourage private property owner investment in rear façade. Murals, differentiated paint schemes, exterior lighting, and other features increase the aesthetic value of the building and the attractiveness of the park. Potential programs are detailed in Chapter 4.

Bridge lighting.

Activity within Riverview Park should not be limited to daytime hours. Decorative lighting on pedestrian bridges as well as bridges on Mill and State Streets achieves the function of illuminating access route and provides the opportunity to incorporate public art and gateway features to the downtown district.

Passageway from Fulton Street to the Riverfront.

Enhancements to a stairway connection between buildings on Fulton Street can be simple, yet effective, to reduce the passageway from feeling “hidden”. Adding decorative lighting and artwork within this interior passageway creates both a functional and attractive pedestrian connection that leads into the civic hub of downtown. Developing a destination feature at the end of Fulton Street would lead visitors to an additional walkway between the riverfront.

Striped sidewalk path on Division Street.

Division Street provides vehicle access to Riverview Park from the south. However, the road edges are steep and offer little room to buffer vehicles from pedestrians. Pedestrians are forced to walk alongside the street without raised curbs or clear sidewalks. Unsafe conditions can deter pedestrian activity along Division Street. Painting a striped sidewalk path creates a clear boundary between vehicle lanes and walking paths. Striping also continues the proposed trail connections along the riverfront, where room for a separate trail is not feasible along Division Street.



STRATEGIC IMPROVEMENTS

Longer term development possibilities focus on larger investment that can be made over time, considering potential impacts to the Waupaca River and natural environment.

Define drive lanes and add screening/landscaping.

Colored concrete to define drive lanes from pedestrian walkways emphasize pedestrians to create a safer environment. Screening and landscaping further distinguish vehicular use areas from walkways and public spaces, creating a safe and aesthetically pleasing environment.

Connect fishing coves.

Fishing is a popular activity on the river. Fishing areas could be designated on the north end of the park to prevent conflict with zero entry features or events along a potential boardwalk feature to the south. Fishing coves should be clear of overgrowth and connected by walking paths.



Replace Waupaca River Pedestrian Bridge

The pedestrian bridge over the river needs to be replaced to become useable and accessible by all users. The concept connects Hidden Park on the east side of the river to Riverview Park. Public art at the landings and lighting will make the new bridge an iconic feature overlooking the water. The bridge could become a signature feature for the city's marketing collateral and photo opportunities for weddings and graduations.



Canoe/Kayak launch.

The Waupaca River canoe trail begins at Riverview Park. However, access to the launch point is not clear. Signage and improvements for grade level access the river should be made near the north end. Locating the launch point near parking areas on the north end of the park also gives canoe and kayakers easier access without having to transport gear by foot. A potential partnership with Adventure Outfitters, located on Main Street, could be explored to sponsor entry features or trail maps for visitors.

ENHANCEMENT POSSIBILITIES

Figure 3.x: Shelters and performance spaces



Figure 3.x: Educational kiosks



Figure 3.x: Play, restrooms, and lighting





Natural Playscape

A natural playscape uses the natural environment to create opportunities for kids to play. Transforming the current playground equipment into a natural playscape restores the natural appearance of the riverfront, while still providing fun activities for kids.

Zero Entry

The Waupaca River slows along Riverview Park where shallow waters can be easily accessed. The slow current gives a soothing atmosphere for those visiting the park. It also provides an opportunity for safe zero entry access to the water, allowing visitors to wade and sit along the river. Designs for zero entry should control and prevent future erosion of the river bank.



Art in Water

Public art could be temporary or permanent installations along, and maybe in, the river. A bronze fisherman on the banks and trail of lighted bobbers in the water were discussed during the planning process.

Boardwalk

A boardwalk concept on the southern end of the park could connect sidewalks from South Division Street to Riverview Plaza. The space would provide a durable surface for events, festivals, and seating overlooking the river. Keeping the boardwalk elevated will retain permeable ground surface should occasional flooding of the river occur.



Ecological restoration

As improvements are made to the riverfront more people will visit. It is important to be mindful of the effects of past and future human activity on the river's ecosystem. Steps should be taken to maintain existing trees and shrubs to help prevent erosion and stabilize the landscape during flooding events. Other plantings, such as various flower species, not only look attractive but promote biodiversity for a balanced ecosystem. Rasmussen Park should be a priority for natural restoration.

MOBILITY STRATEGIES

Downtown functions with people, buildings, and public spaces. How they interact determines the success of creating a vibrant and active downtown. **Figure 3.6: Mobility Enhancements** shows this overall vision and plan for future mobility in the district, consolidating the block by block review shown previously.

CONNECTIVITY

Waupaca's Downtown Plan consists of two guiding strategies – mobility and development strategies.

Main Street and Riverview Park contain the main attractions in the downtown district. A successful downtown district unites attractions so a visitor never feels like they've left the district. Moving around by car, bicycle, or foot should connect public spaces throughout the district in a safe and easy to navigate manner.

Mobility strategies focus on:

- Vehicular Circulation Changes
- Active Transportation Changes
- Parking Improvements
- Cultural Corridors

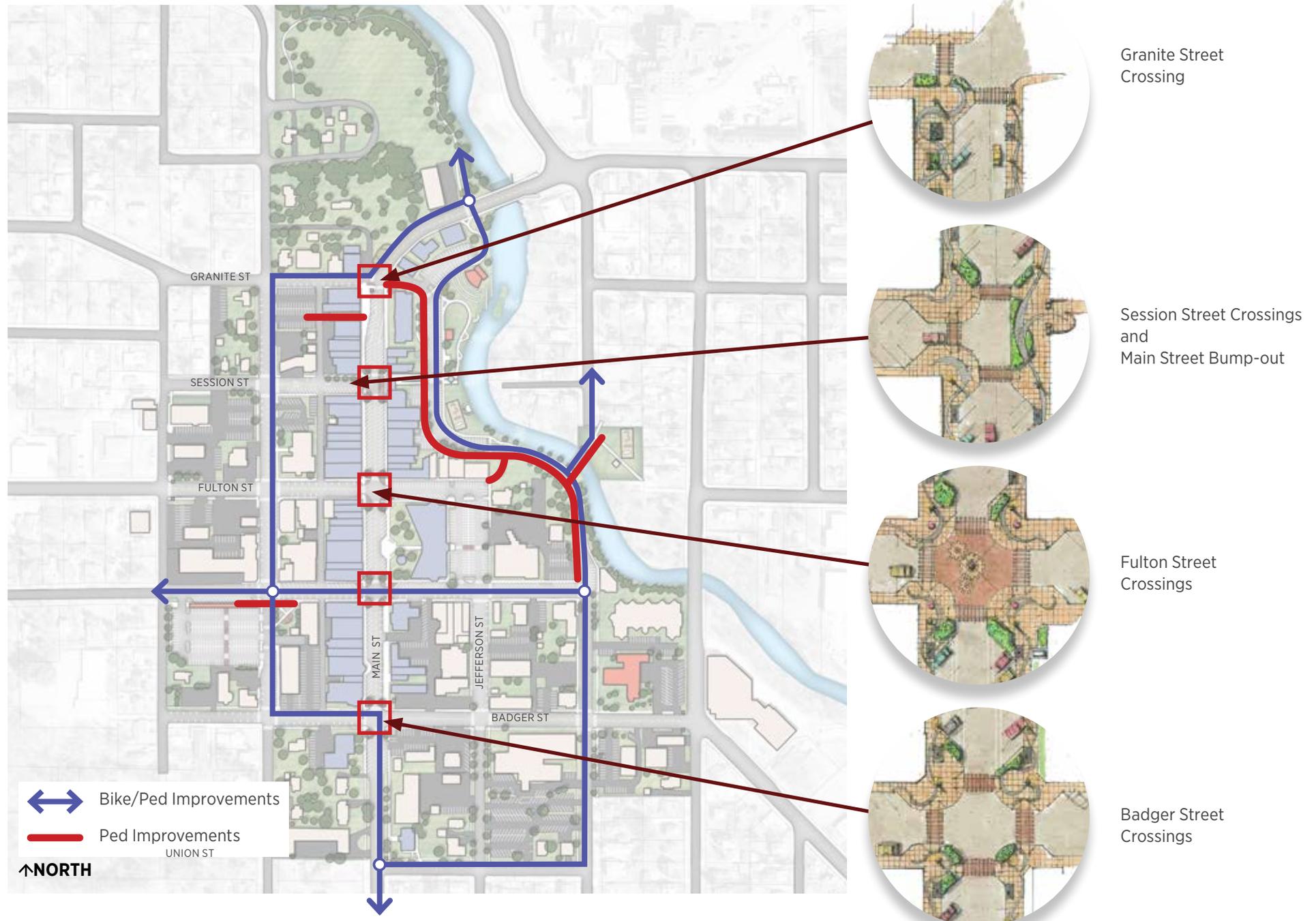
Shown previously in Figure 3.4: Streetscape Scenarios, the current streetscape alignment has two-way traffic and diagonal on-street parking lines Main Street. Some side streets have parallel parking on one side of the street. Sidewalks range from 10-12 feet wide. Vehicles currently own Main Street. Pedestrians often feel unsafe, deterring them from parking minor distances from their destination. Several vehicular circulation and active transportation changes are proposed for downtown.

VEHICULAR CIRCULATION CHANGES

1. **Realignment of Main Street at Granite Street.** The intersection at Main and Granite Streets is confusing, difficult for both drivers and pedestrians to navigate. Shifting Main Street to the east, aligning with Mill Street to the north, will help slow traffic and shorten crossing distances for pedestrians. Sidewalks remain the same on the east side of Main, while sidewalks on the west side can be significantly widened.

2. **One-way movement at Session Street.** Session Street is not a through street, terminating two blocks to the west of Main Street. A one-way of between Washington and Main Streets is proposed to simplify traffic movements on this focal street to the Riverview Park Plaza.
3. **Remove free right-turn at Fulton and Main.** The existing right-turn lane on Fulton Street onto Main Street prevents on-street parking spaces and favors the vehicle over the pedestrian. Eliminating this lane creates room for seven parallel parking spots and bump out at the Main Street intersection for pedestrians.
4. **Remove turn-lane from Main Street to Badger Street.** Traffic analysis suggest that the left-turn lane from Main Street to Badger Street is not warranted. Removing the turn-lane allows the crossing distance for pedestrians to be shorter at the intersection.

Figure 3.6: Mobility Enhancements





ACTIVE TRANSPORTATION

Not all visitors to downtown will arrive by vehicle. Proper design can encourage people to bicycle and walk from throughout the community by making alternative transportation modes an easy choice rather than a hindrance. **Figure 3.7: Waupaca Trail Map** shows the local trail network leading to downtown.

Shorter crosswalks. Bump outs are a great way to slow traffic and reduce the time a person takes to cross the street. Every intersection at Main Street in the district is proposed to incorporate bump-outs.

Countdown timers. Simple, yet effective, countdown timers alert pedestrians when the right time to cross streets are when cars are waiting at stoplights. Timers can be programmed with traffic signals to let pedestrian begin walking before vehicles make left or right turn movements into the intersection.

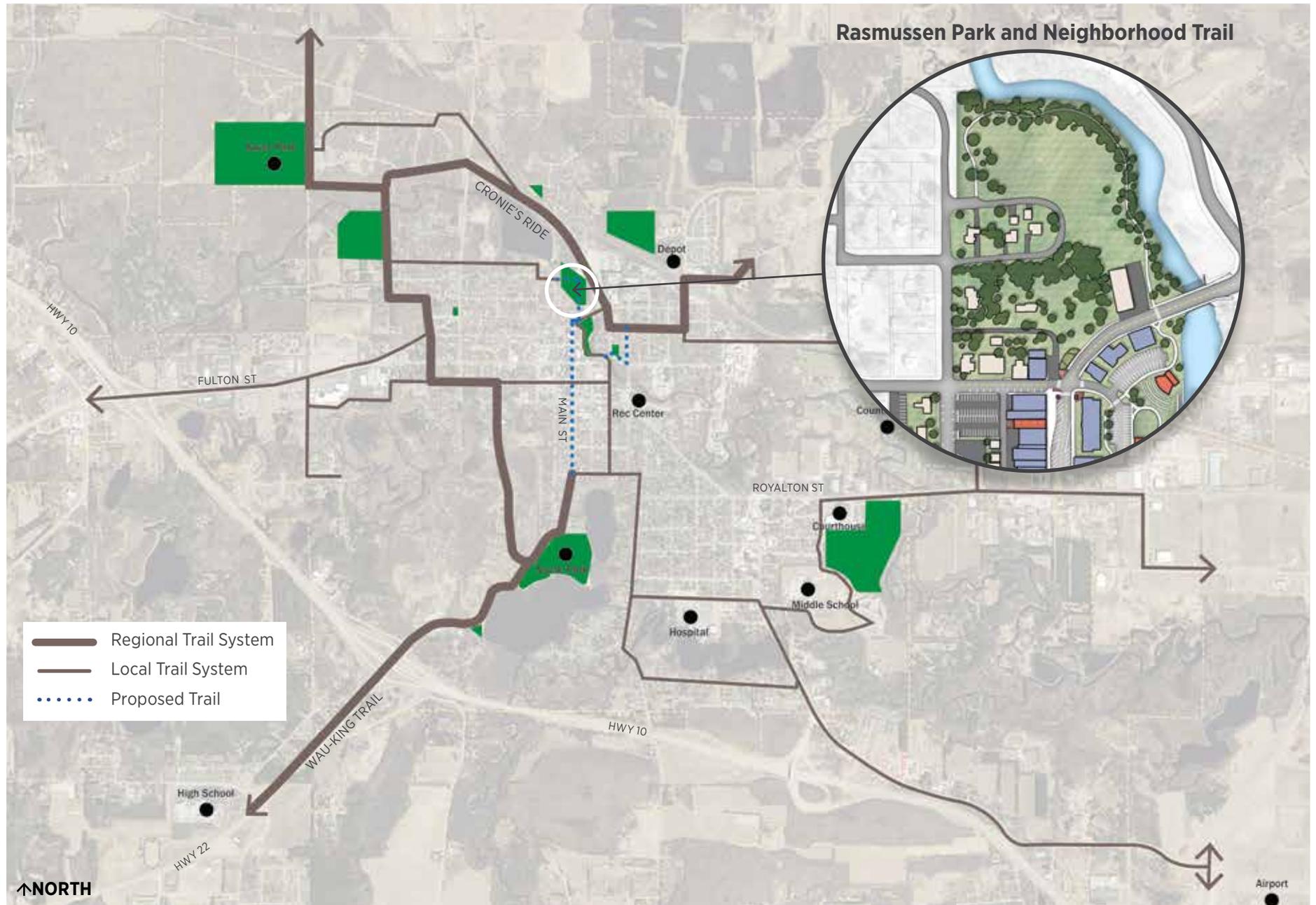
Walking paths. Walking paths provide a simple, yet effective way to connect amenities within the district. Walking paths should be wide enough to accommodate two-way pedestrian traffic and be ADA accessible. Beaten down grass or dirt, also known as “goat paths,” indicates a demand for formal walking paths. Primary paths should be along the riverfront, then branch out toward destinations such as the Danes Hall, north to Rasmussen Park, and east to the historic train depot and Waupaca Foundry.

Bike Signage and Sharrows. While not the same as bicycle lanes, sharrows are pavement markings that tell drivers that bicyclists could be present. Placement of sharrows are most desirable where bicycle lanes are not feasible because of narrow road widths or where front- or back-in angle parking is present. Although bicyclists are encouraged to use Washington Street, sharrows could be placed on Main Street.

Connections to Trails. Trail connections to downtown are essential for a complete trail system within Waupaca and the region. Most often people recreate on trails for the purpose of reaching a certain destination. On-street, and where feasible, off-street connections through Rasmussen Park to the north and South Park to the south invite cyclists from the region and pedestrians from nearby neighborhoods to downtown. For a destination for all users, trails connections need to be visible, clearly identified, and easy to access. These can be called out with signage, pavement markings, and identified street crossings.

Bicycle racks. The presence of bicycle racks presents an image of bicycle friendliness. Much like parking lots, bicycle racks are an expectation for bicyclists to park and walk to their destinations. Bicycle racks should be spaced along sidewalks in the district and in Riverview Park. Bicycle racks on Main Street should be simple in design to match the historic character of the surrounding buildings. In Riverview Park racks could be more fun and reflect a creative design with the surrounding playscape.

Figure 3.7: Waupaca Trail Map



PARKING IMPROVEMENTS

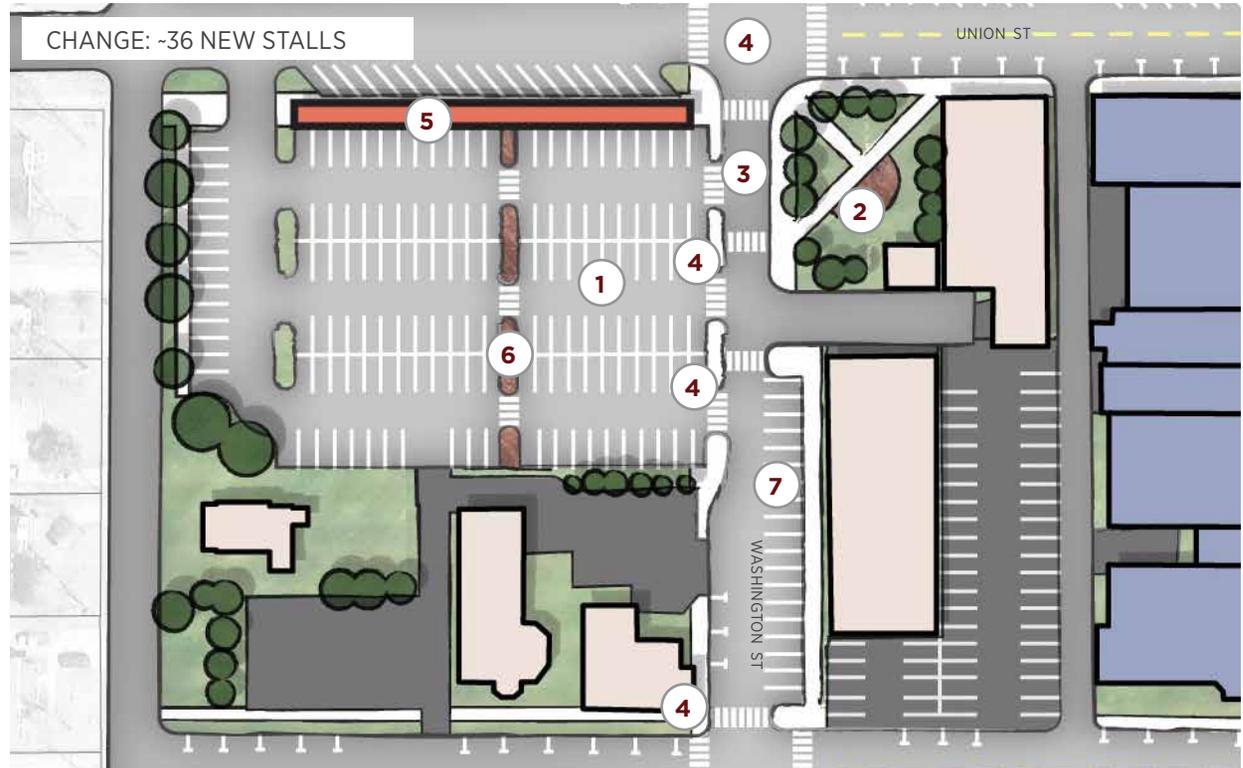
Landscaping along the edges of parking lots screen sidewalks and creates a more pleasant environment for pedestrians to walk along. Improving the design of surface parking lots will increase the efficiency of downtown’s parking resources and be incorporated into the district character. Eliminating unnecessarily wide lanes and multiple access points increases the quantity of stalls and opportunities for landscaping.

Union Street Lot

The parking lot southwest of the Union and Washington Street intersection is the highest used public lot in downtown during peak hours. Pavement covers nearly all the lot. Crosswalks are limited to the intersection with several access points creating potential vehicle/pedestrian conflicts.

Figure 3.8: Union Street Parking Lot and Environs shows a concept that reconfigures the lot to encompass the entire half block. Moving vehicle access from Union Street to the west and converting the mid-block lane into pedestrian crossings reduces interior parking lot conflicts with pedestrians, while giving an opportunity for additional landscaping. Raised curbs and bump-outs along Washington Street will delineate vehicle access points from walkways. **This parking lot scenario increases the number of off-street stalls from roughly 119 stalls to 155 stalls.**

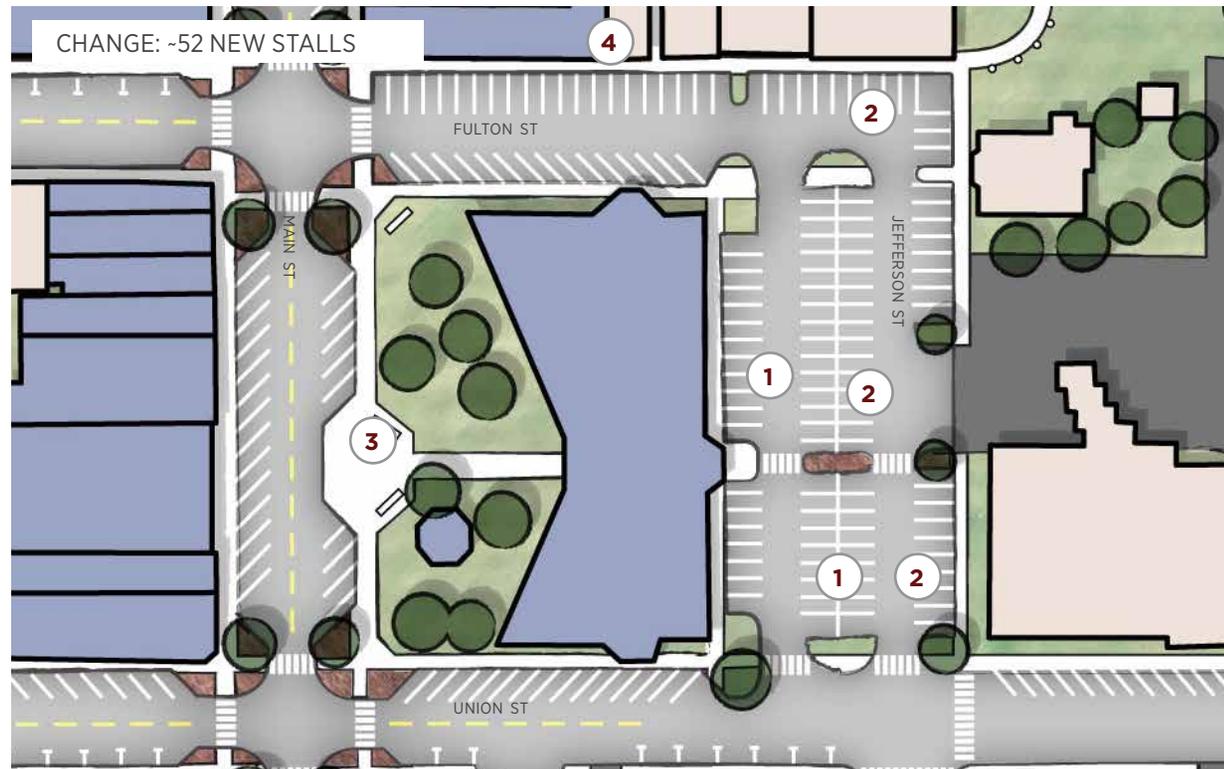
Figure 3.8: Union Street Parking Lot and Environs



- 1 Redesigned Parking Lot
- 2 New Rendezvous Park
- 3 Narrowed Street
- 4 Crosswalks
- 5 Market Shelter
- 6 Pedestrian Walkway
- 7 Parking Street



Figure 3.9: City Hall Parking Lot



City Hall Lot

Reconfiguring the public parking lot by City Hall and parking along Jefferson and Fulton Streets with 90 degree stalls adds a significant amount of additional parking on the south end of downtown. **Figure 3.9: City Hall Parking Lot** shows a potential layout. **Reconfiguration increases the number of stalls from 78 to 130.**

The concept allows a convertible street design for public gatherings on Fulton Street or Jefferson Street. Jefferson Street does not extend north, resulting in little traffic. Temporary closings of the street for special events and activities would not limit access to any properties. The concept may include patterned pavement crosswalks, bump-outs, and extended on-street parking. The design provides pedestrians approaching from the riverfront and Union Street safer connections to City Hall and Main Street when open, and an attractive unobstructed gathering space when closed for festivals, events, or celebrations.

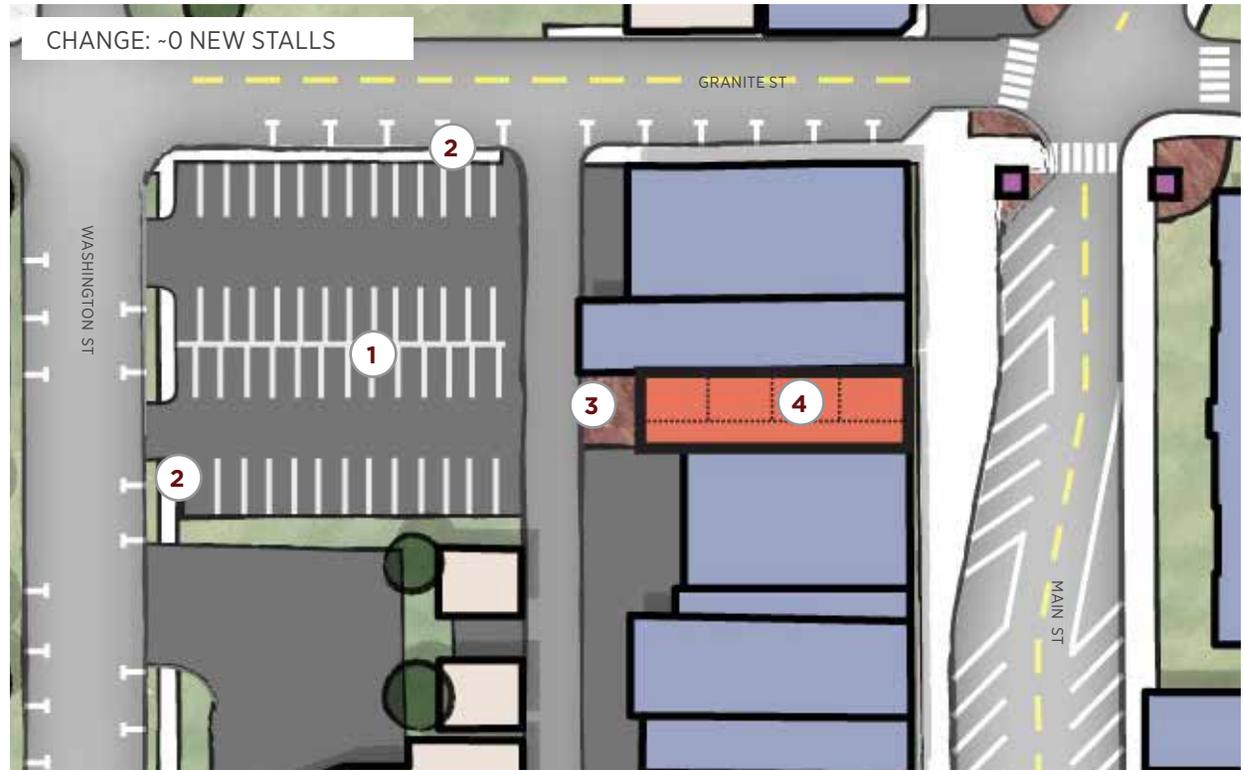
- 1 Lighting/Striping
- 2 Landscaping
- 3 Entrance Plaza
- 4 Passageway



Granite Street Lot

The public lot at the intersection of Granite and Washington Streets is underused and feels disconnected from other downtown destinations. The lot abuts rear storefront entrances served by a north-south alley. **Figure 3.10: Granite Street Parking Lot** shows the layout. Accent lighting within the lot to lead pedestrians to Main Street are recommended to incorporate the lot into the downtown theme. A pathway identified by colored pavement that leads to adjacent buildings could be added to call out pedestrian routes through a proposed interior passageway within the building at 215 Main Street, detailed earlier in this plan.

Figure 3.10: Granite Street Lot



- 1 Lighting/Striping
- 2 Landscaping
- 3 Entrance Plaza
- 4 Passageway



Figure 3.11: Cooper Street Parking



- 1 Lot Redesign
- 2 Narrow Lane
- 3 Define Edge
- 4 Screening



Cooper Street Parking

The existing parking area within Riverview Park serves visitors to the park, but also residents and business owners along Main Street. **Figure 3.11: Cooper Street Parking** shows enhancements to the lot that can add more parking without impacting the enjoyment of Riverview Park.

Lot redesign. The lot can be redesigned including expanding a lot north of Cooper Street for adjacent businesses. Improvement on the southern lot includes enhanced crosswalks, narrowed drive lanes, and clear parking areas immediately adjacent to Main Street businesses where there is now unpaved/unmarked areas where cars park.

Pathways. Sidewalks along all parking areas direct people from their cars to destinations in a safe manner. Sidewalks also serve as a visible edge to the parking lot.

Screening. Mechanical equipment and trash enclosures should be screened from parking areas and Riverview Park. Decorative fences, trees, and shrubs all function as an aesthetic barrier and also a defined edge from parking areas.

CULTURAL CORRIDORS

Input from the community indicated interests in a downtown public art presence. Public art can break up monotonous sidewalks, increase the visual appearance of downtown, draw people to the riverfront and create a destination for visitors. A “Cultural Corridor” art walk can connect downtown art resources and give opportunities to celebrate Waupaca’s history and culture through sculptures, pavement markings, and monuments.

The spine of the cultural corridor can follow the riverfront from Water Street to Division Street, leading visitors to the Arts Hub on Badger Street. Spur routes along the trail establish east and west connections such as the Community Arts Center, City Hall, Hidden Park, and the historical society. Art pieces on the walk should be located at intersections or mid-block (~100 feet apart) to lead visitors through the walk without long breaks from visible art pieces.

Art installations could reflect regional culture themes and Waupaca’s history such as the relationship with the river, the railroad heritage, and downtown architecture. Information kiosks at the major nodes can provide information on other cultural destinations in Waupaca and the region. In addition, building surfaces present a blank canvas for murals and public art pieces. Wall paintings or art pieces on buildings along the walk would further the ambiance of a cultural corridor. However, historic buildings and front facades on Main Street should not be painted.

Funding for art pieces can come from a variety of sources and model programs. An art committee should oversee art selection along the trail. Paying artists to display their pieces will promote initial interest in the program. Selling art after a certain period can provide additional funding for new pieces over time.



Figure 3.12: Cultural Corridors shows a proposed cultural corridor plan for downtown. The creation of a plan can help to guide the location and nature of the public art that the community chooses to incorporate into the street environment and public spaces along the walk. Major nodes lead visitors to the art walk, while minor nodes call out specific features spurring off of the walk. Three spur routes include:

Community Arts Center

A focal public art piece at the Riverview Park Plaza should attract visitors to the Waupaca Community Arts Center on North Main Street. The south building façade of the Arts Center provides an opportunity for a mural or wall painting reflecting the riverfront or other cultural theme that can be seen from the riverfront.

Union Street

Sidewalks along Union Street from City Hall, east to Division Street should reinforce the connection between the downtown municipal block and arts hub. Art installations, pavers, or stamped concrete that lead pedestrians between the two destinations should be evenly spaced at intersections and mid-block. Incorporating a focal piece into a redeveloped lawn space at City Hall will show the city’s commitment to art.

Riverfront Bridge

A replacement of the riverfront bridge connecting Riverview Park to Hidden Park should incorporate significant art and lighting features. The bridge can represent both a major connection to the cultural corridor trail.

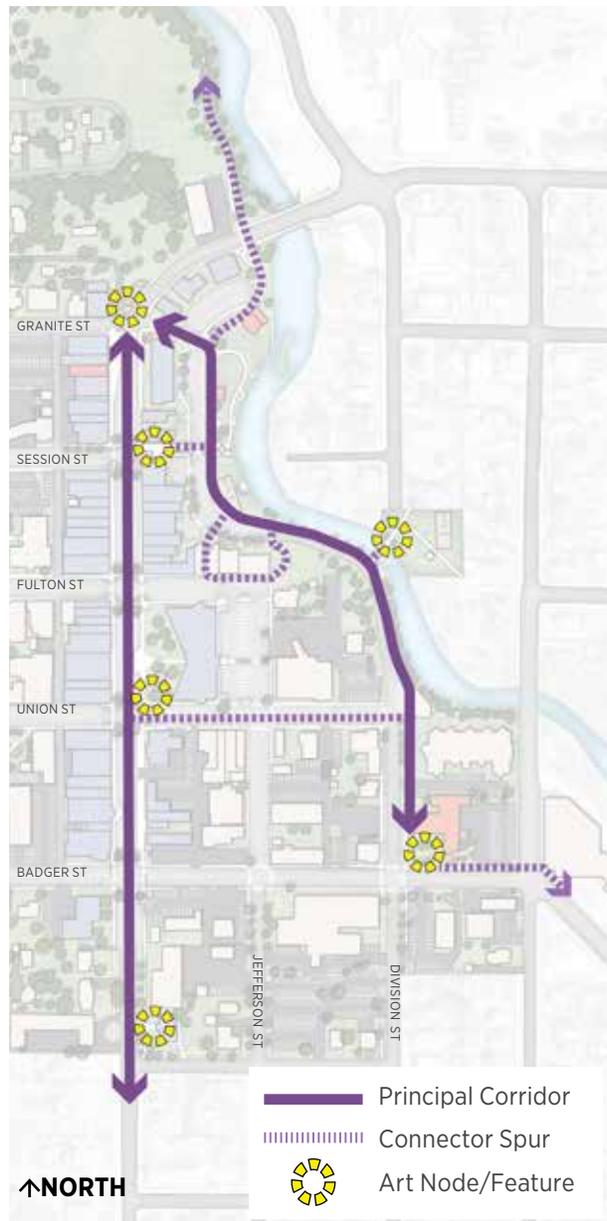
Historical Society and South Park Spur.

Main Street is the principal route from downtown to South Park. The Waupaca Historical Society is a short distance from Badger Street. Art installations along Main Street could tell a story that leads the walker to continue their journey from downtown to South Park.

Rasmussen Park

The northern focal point of Main Street is Rasmussen Park. Art in the form of landscaping and seating could be a feature of the park for visitors to enjoy along their journey.

Figure 3.12: Cultural Corridors



GATEWAYS & WAYFINDING

Gateway and wayfinding enhancements welcome visitors to the city and direct people to destinations such as downtown. People visit Waupaca for a variety of reasons. When looking for a place to eat, shop, or recreate, visitors need information to tell them where to go and when they get there. Wayfinding directs people to a destination and gateway features tell them they've arrived.

All gateway features and wayfinding signage should have a theme that complements the city's identity. Elements of the design should consider construction materials, fonts, color, and graphics. **Figure 3.13** shows the possible locations for gateways and wayfinding and **Figure 3.14** shows example designs for gateway features for downtown. Community gateways are frequent decision points in the community that welcome people to a part of the city. These gateways can be individually unique.

DISTRICT GATEWAYS

District gateways hold a theme that reinforces the character and design of the district. Possible locations for district gateways include:

Main Street and Badger Street

A clear gateway feature tells travelers they have arrived and creates excitement for what the downtown represents, giving the district a sense of place. Wayfinding that leads visitors from South Park to downtown should terminate at a downtown gateway feature at the south end of S. Main and Badger Street. A connection to the Waupaca Historical Society could be incorporated into the design.

Map 3.x: Downtown Gateway Locations



Fulton and Washington Street

Wayfinding that leads visitors from the Fulton Street commercial corridor to downtown should terminate at a downtown gateway feature at W. Fulton and Washington Street. The gateway could extend over the middle of the intersection for a greater impact and destination feature.

School Street and State Street

Waupaca's middle school holds dozens of events and regional athletic tournaments each year that bring visitors from other communities to Waupaca.

A gateway at the corner of School and State Street near the Waupaca Recreation Center can draw people traveling on School Street from the east into the core business district.

Granite Street and Main Street

Streetscape features at the intersection of Granite and Main Street will welcome visitors from the north. A monument or art piece could be included along the reconstructed streetscape and/or potential redevelopment sites near the intersection.

Figure 3.13: Downtown Gateways and Wayfinding UPDATE

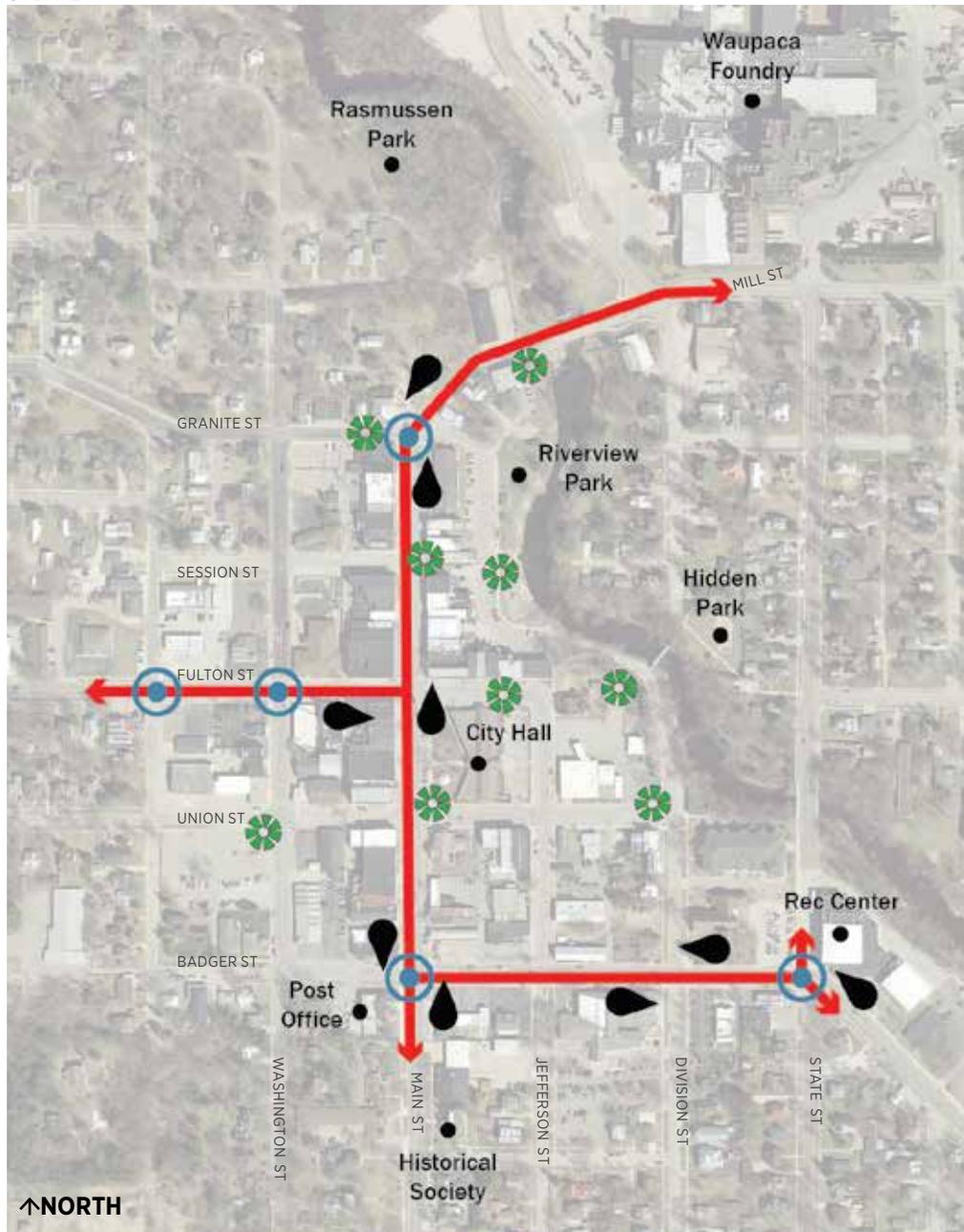
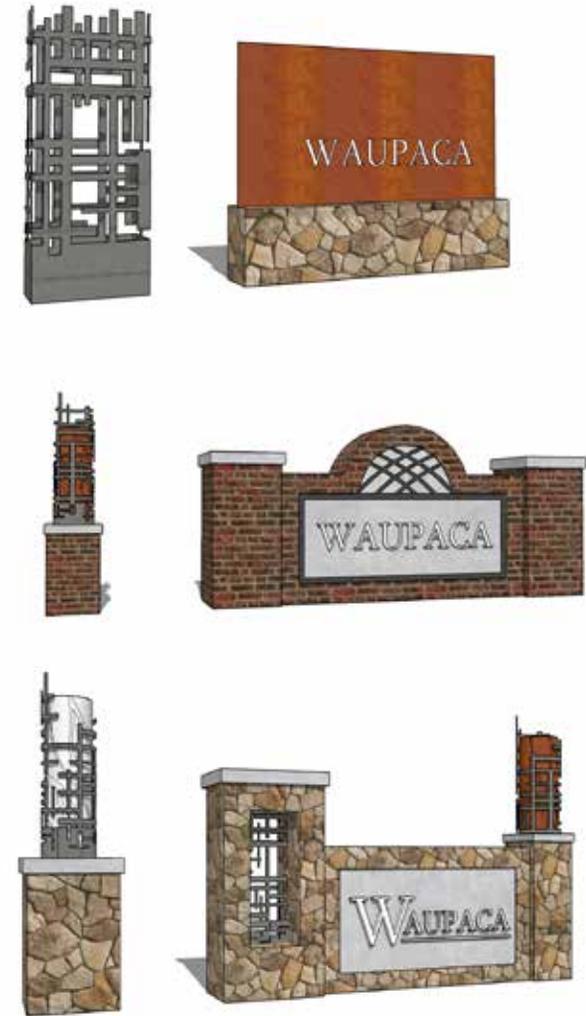


Figure 3.14: Gateway Prototypes UPDATE



-  District Gateway
-  Vehicle Wayfinding Sign
-  Pedestrian Wayfinding Sign

COMMUNITY GATEWAYS

South Park

South Park sits about a half mile south of downtown on Main Street and attracts visitors to the recreational opportunities on Mirror and Shadow Lake. Installing a community welcoming feature when approaching south on Lakeside Parkway should convey the natural features in Waupaca. An opportunity to direct drivers north to downtown should be incorporated into the feature.

Churchill Street

Churchill Street leads visitors to the middle school, courthouse, and hospital off of Highway 10. A gateway sign accompanied by wayfinding signage should welcome visitors and assure them they have reached their destination.

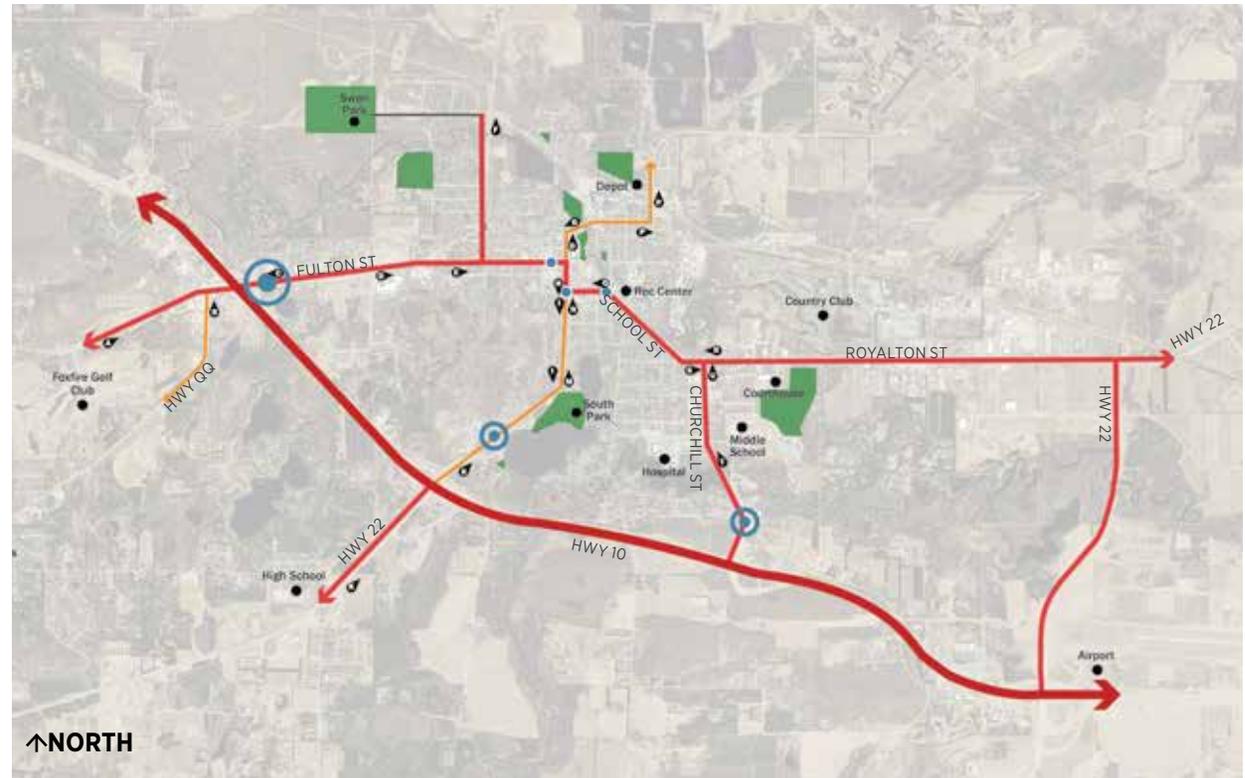
Mill and Oak Street

Travelers entering Waupaca from the north along Oak Street are faced with no welcome to Waupaca or direction to downtown. Mill Street provides the most direct route into downtown from the north and east. A gateway feature at the intersection of Mill and Oak Street should aim to capture visitors to the Soo Line Railroad Depot by incorporating elements of the railroad history into the gateway feature.

W. Fulton Street

The West Fulton Street corridor (along Hwy 49) has the largest amount of retail space in Waupaca followed by downtown. Wayfinding should focus on unique businesses not present elsewhere in Waupaca or the region to attract non-local shoppers to downtown. A gateway feature should serve to separate the commercial corridor from the approach into residential neighborhoods and downtown.

Figure 3.15: Community Gateways and Wayfinding



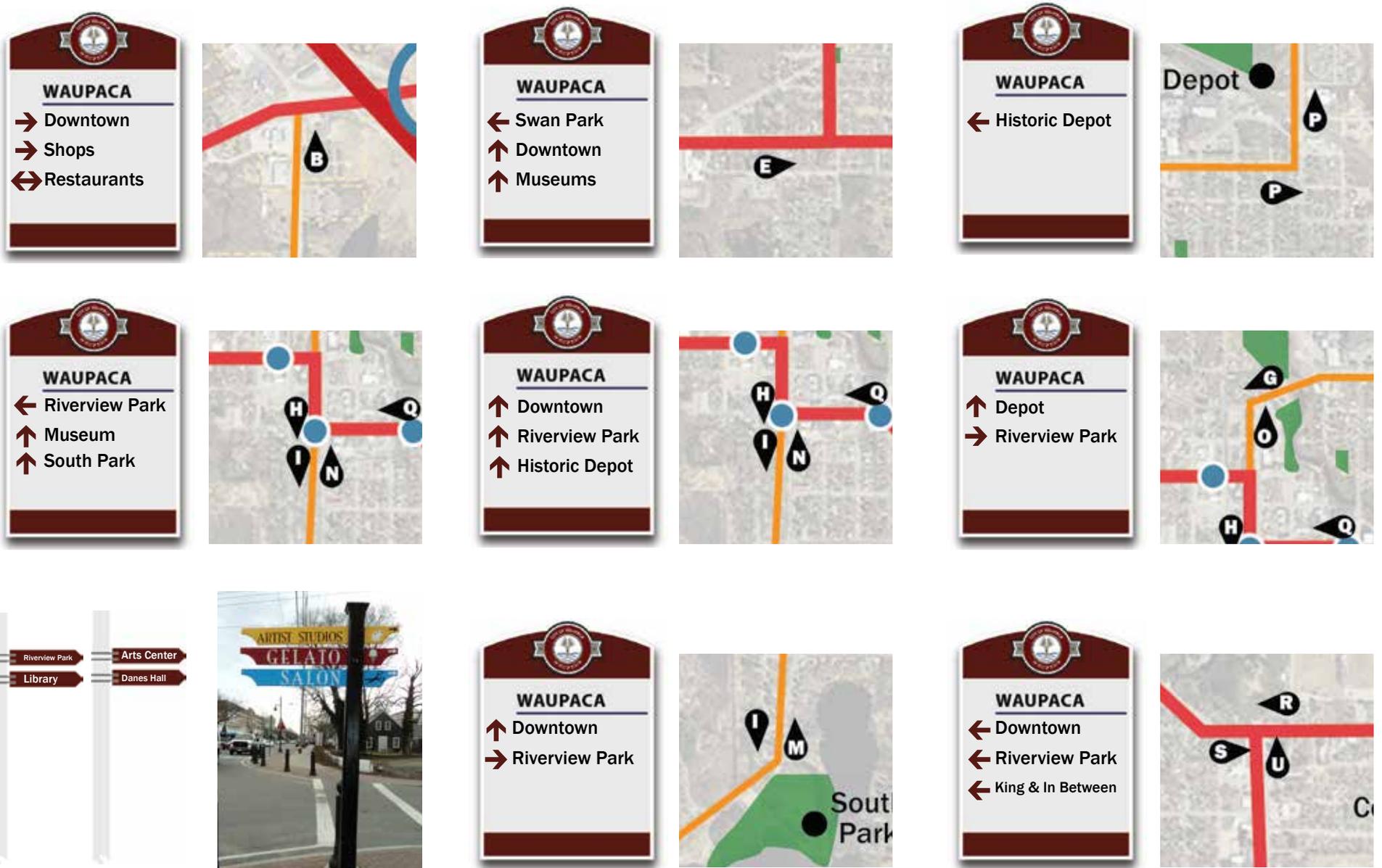
WAYFINDING

Figure 3.15 shows a proposed wayfinding system to accompany the gateway features. Community destinations should be identified to direct travel for visitors. Signs should be differentiated and scaled for auto-oriented versus pedestrian oriented travelers.

Figure 3.16: Wayfinding Prototypes shows example sign layouts that are clear and legible for auto and pedestrian oriented wayfinding. Pedestrian level wayfinding can be incorporated into the downtown district or other areas with frequent pedestrian traffic such as trails, bike paths, and parks. The figures are not all inclusive. Placement of signs should be from multiple directions and offset from intersections on the respective side of the street.



Figure 3.16: Wayfinding Prototypes



Pedestrian Example

BUILDING FACADES

The majority of buildings in Downtown Waupaca can, and should not only be preserved, but enhanced. Building facades in Downtown Waupaca are a unique aspect to capitalize on where many front and rear facades face public spaces.

THE VERTICAL STREETScape

A plan to enhance building facades is a key step to an attractive downtown. For example, building on the east side of Main Street face the commercial streetscape and rear facades face Riverview Park. Facades create the “walls” of public spaces. An unattractive wall creates a feeling of an overall unattractive space..

Buildings along Main Street and throughout downtown range in condition and level of alterations. The majority of buildings along Main Street have/are:

- Built to the sidewalk
- Two and three stories
- Flat roofs
- Contain decorative cornice features
- Built of brick, varying in color by building
- Have facades ranging from 20'-60' wide
- Contain glass storefronts and recessed entries

Figure 3.17: Candidate Facade Improvement Buildings provides a starting point for facade improvements.

The importance of façade improvements goes beyond appearance. Property owners see direct benefits from increased individual property values and potential energy savings from installing correct insulation and window treatments. Benefits to the city include greater tourism possibilities, a revamped character for downtown, and an increased tax base.

The basic historic downtown storefront contains several common elements. Features accommodate pedestrians and accentuate decorative elements. Over time many characteristic features of downtown buildings were altered or covered up. Façade recommendations for each block face of Main Street, including rear facades facing public spaces, focus on:

Signage. Signs provide clear messaging to both drivers and pedestrians about a business. Signage should be legible for the intended reader and complement the character of the building. Size, design, location, type, material, and lighting all influence the effectiveness of the message and compatibility within the district. Projecting signs at the pedestrian level promote walking from store to store as people along the sidewalk can see from a distance which businesses are on the block.

Lighting. A mistake in downtown districts is to limit lighting to only street lights. Lighting on building facades that illuminate sidewalks create a friendlier and safer feeling environment for pedestrians. Decorative lighting over building storefronts and signage promote

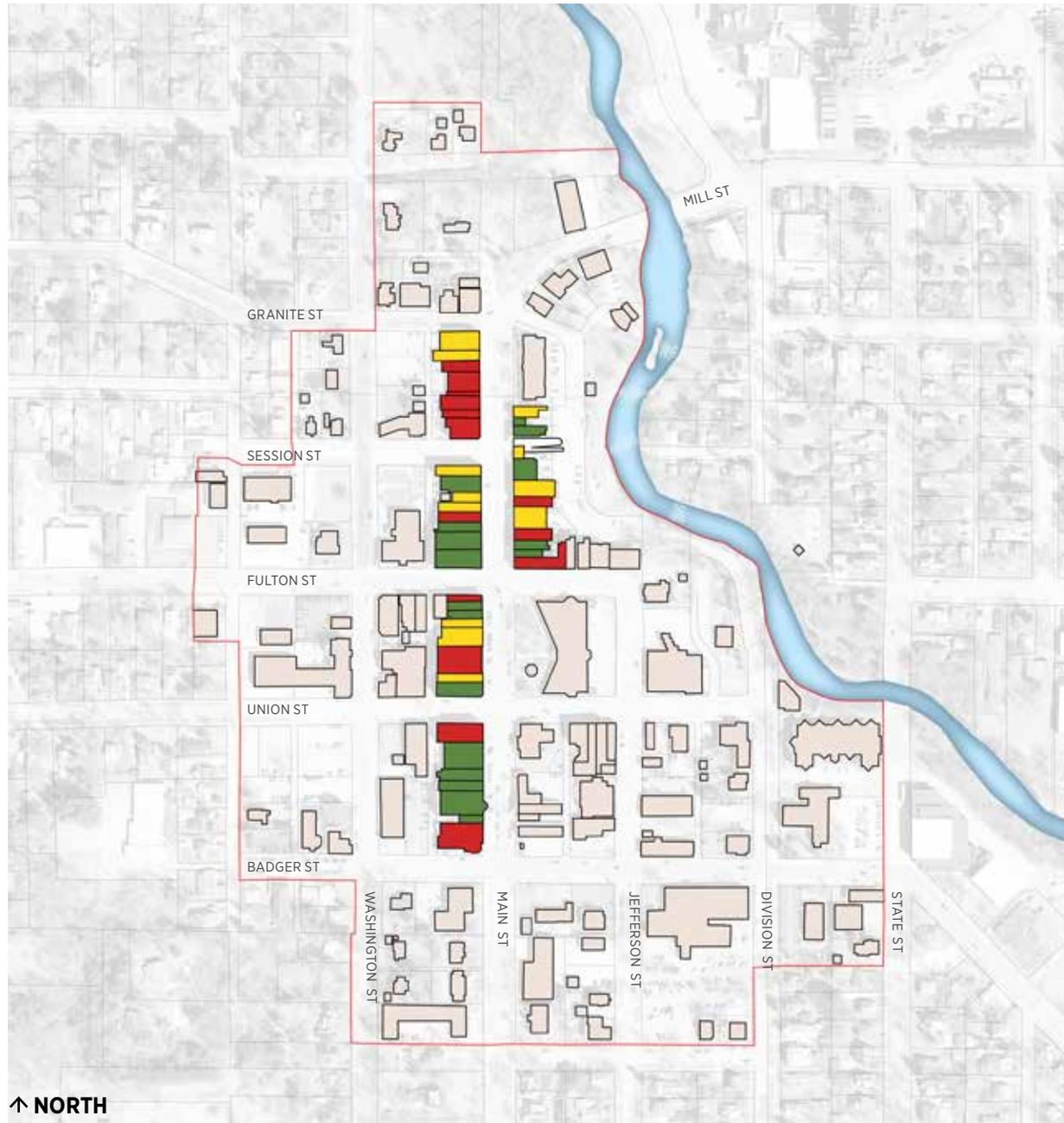
an active streetscape in the evening and nighttime hours. Lighting should be directed downward to limit glare to upper story residential uses.

Windows. Windows provide natural light to the building and provide a transparent streetscape for pedestrians. Often older building contained irregular window openings that since were covered up. Generally, first floor storefronts should consist of mostly non-tinted display windows. Window replacement should complement the style and scale of the building and in most cases utilize the entire original opening.

Awnings. Awnings provide shelter for pedestrians from sunlight and rain while walking along the sidewalk. Shade to the building storefront also protects merchandise from sun damage. Awnings provide space for signage, both above and hanging underneath. Often cloth awning are replaced with metal and wood canopies becoming incompatible with the building character. The size of an awning should fit the window or entry opening and scaled relative to adjacent awnings.

Entryways. Entries should welcome visitors to a business. If the building contains multiple entrances, perhaps for upper floor residential and a ground floor commercial, signage or lighting should inform customers on the correct entry. Much like windows, original door openings enhance the character of the building.

Figure 3.17: Candidate Facade Improvement Buildings



- Study Area
- High Priority
- Medium Priority
- Low Priority or Limited Rehab Needed
- Not Classified

Figure 3.18: Facade Demonstration





Figure 3.19: 200 Block S. Main Street (West)

Color. Historic paint colors vary by time period, building type, and location in the country. Simply painting a building can transform the appearance from an aesthetic and maintenance standpoint. Colors should not create a visual distraction, but rather create continuity throughout the district. Brick and stone features should not be painted unless historically painted.

General Maintenance. A well maintained building gives customers an impression that the property owner cares about his or her business. Regular maintenance of buildings in district increases feelings of safety for pedestrian and shows that property owners are committed to their businesses. Proper maintenance and cleaning may be all that is needed to enhance

several facades in downtown Waupaca. In addition, cleaning slows long term deterioration and can show if a bigger problem with the masonry exists and where to address the cause.

Additional recommendations and discouraged design guidelines are included as a supplement to this plan.

Façade Grants and Easements

The main financial tool to encourage façade improvements currently are for National Register properties, which are eligible for state and federal historic tax credits. These are great programs that make historic rehabilitation projects possible throughout the country. However, property owners often don't

seek tax credits because of a lengthy (and sometimes confusing) application process, strict adherence to the Secretary of Interior Standards for Rehabilitation, and the inability to reap meaningful cost savings from small scale projects.

Façade easements are a tool the City can use to protect building facades from certain alterations while providing a tax benefit to the donor. A local façade improvement grant program is another avenue the city should explore. More details on façade easements and examples of local façade grant programs are included in the Implementation section of this plan.

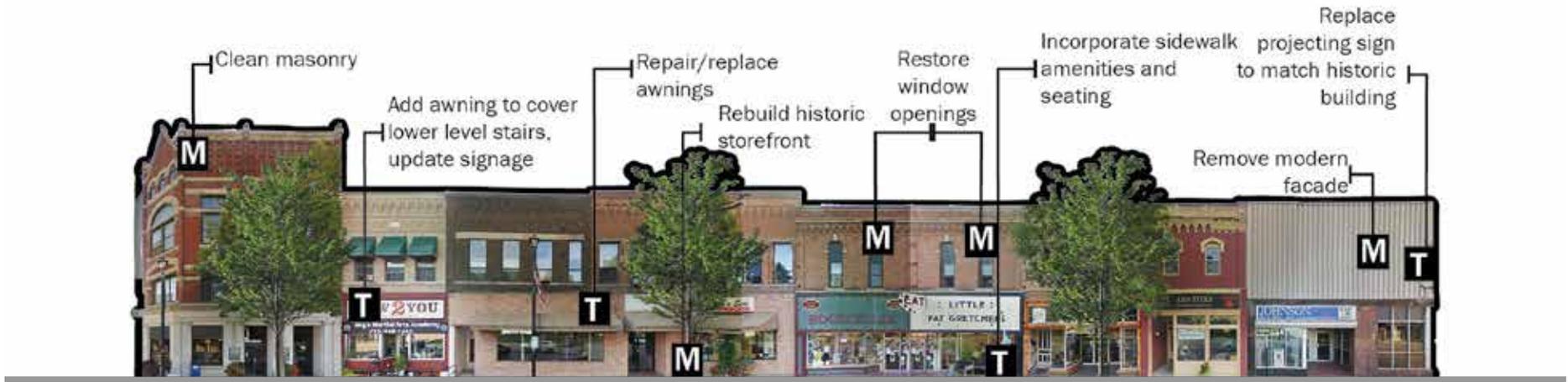


Figure 3.20: 100 Block S. Main Street (West)

Whether the city regulates façade design or not, the final decision whether to undertake a project lies with the property owner. The city should be instrumental to relay information to property owners before enacting any policy actions. Exterior rehabilitation often translates to dollar signs in the eyes of a property owner. While this may be true in many instances, equipping property owners with information on potential long term energy savings, increased visitorship, and property value stabilization will make policy adoption less conflicting for all parties.

Tactical Improvements and Major Façade Rehabilitation

The intention of this section is not to create formalized design guidelines for the district. Rather, this section presents an overview of what small and large façade improvements can look like to enhance the character and pedestrian friendliness of downtown.

Recommendations for each block fall under tactical improvements and major façade rehabilitation. Tactical improvements are projects under \$10,000 that do not significantly alter materials on the façade. Major façade rehabilitation are projects over \$10,000 or that require alterations and repair to façade materials. Many buildings require more investigation to provide a better understanding of each unique situation. A professional should always be hired for major rehabilitation projects.

Before this plan was completed, a few property owner's completed façade improvements that align with this plan's recommendations. Shown below are two examples of façade projects undertaken during the summer of 2016.

214 S. Main Street. *The property owner removed a modern shingled awning to reveal original storefront windows and features. The improvement makes the storefront compatible with others on the block.*

220 S. Main Street. *New signage and repairs to the damage dome on the façade create a more pleasing façade from the street and those walking on the sidewalk. The improvements show the business owner is committed to the location and conveys success.*

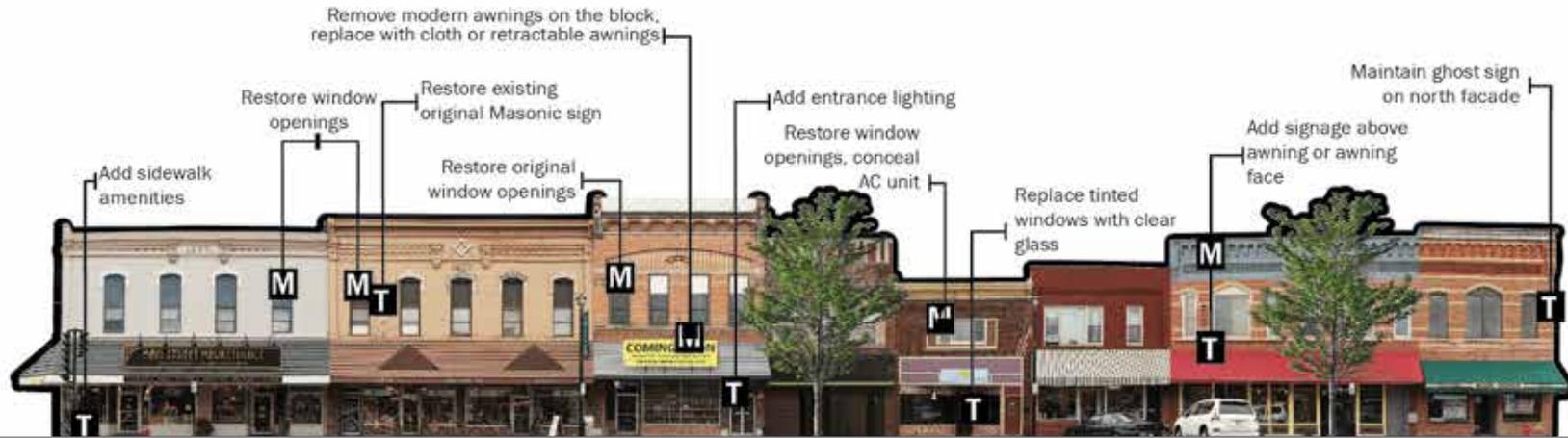


Figure 3.20: 100 Block N. Main Street (West)

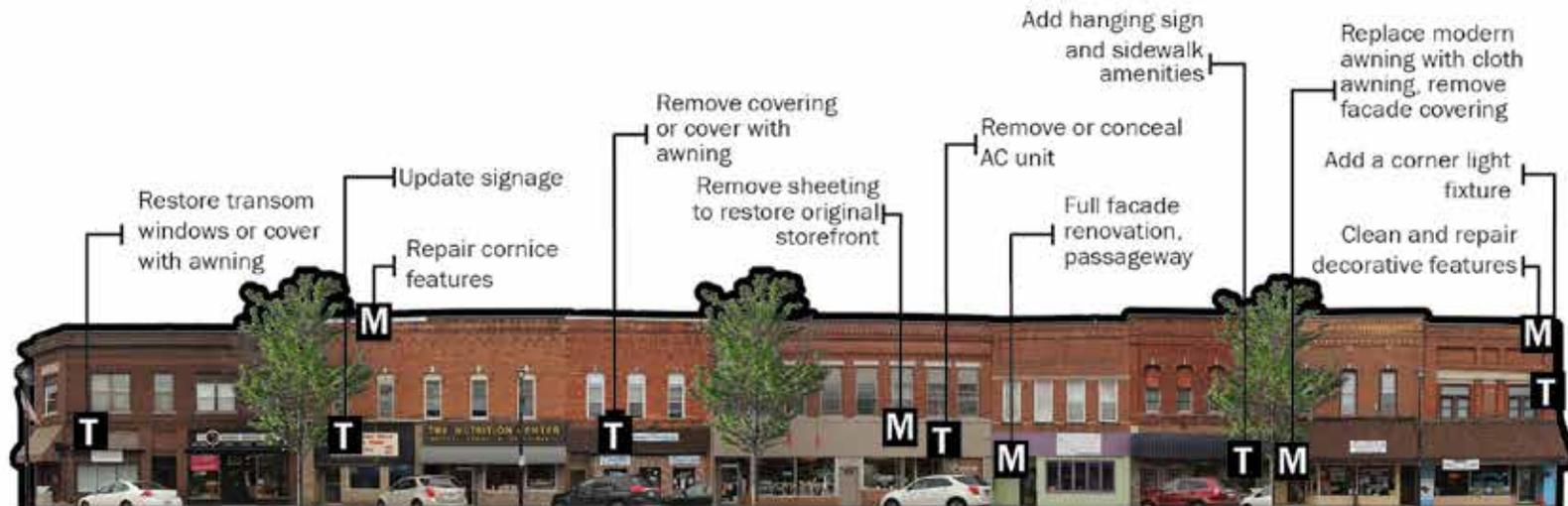


Figure 3.21: 200 Block N. Main Street (West)



Figure 3.22: 200 Block N. Main Street (East)

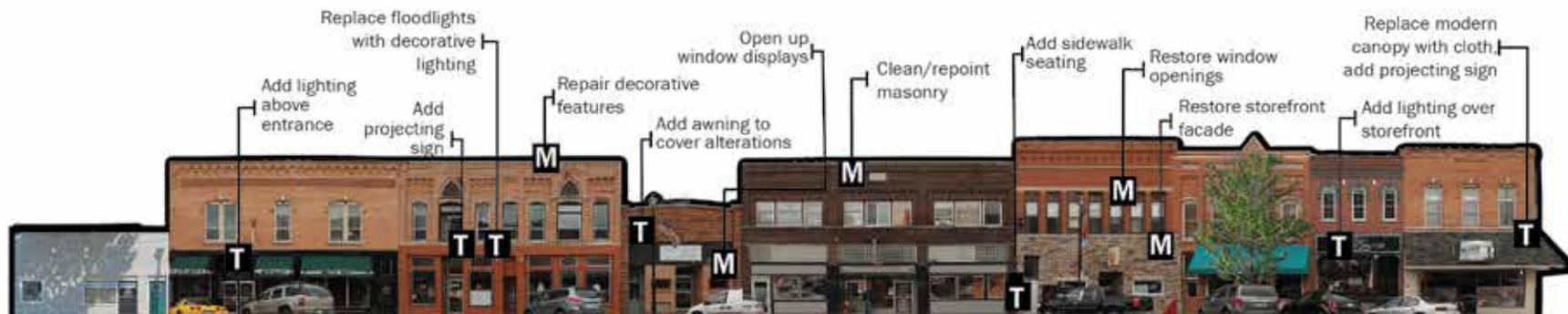


Figure 3.23: 100 Block N. Main Street (East)

Rear Facades

While not as prominent as front facades, rear facades become aesthetically important when facing public spaces. Rather easy improvements such as landscaping, decorative fencing or railings, and creative lighting can make the backs of buildings become an positive element of the public space rather than a negative one, shown in **Figures 3.24 and 3.25.**



Figure 3.24: Rear facades - 100 E Fulton Street (North)

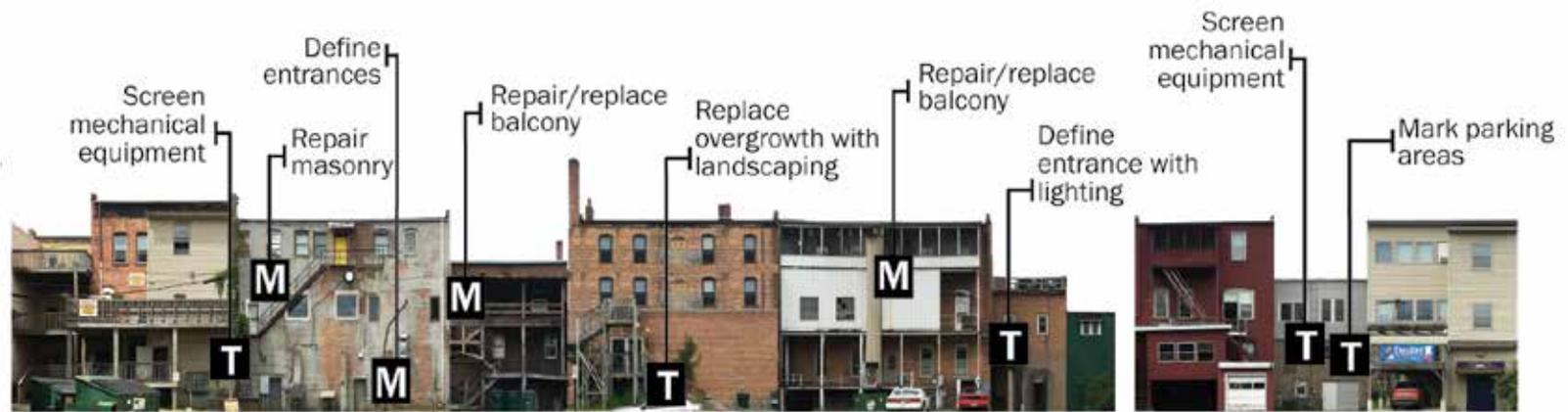
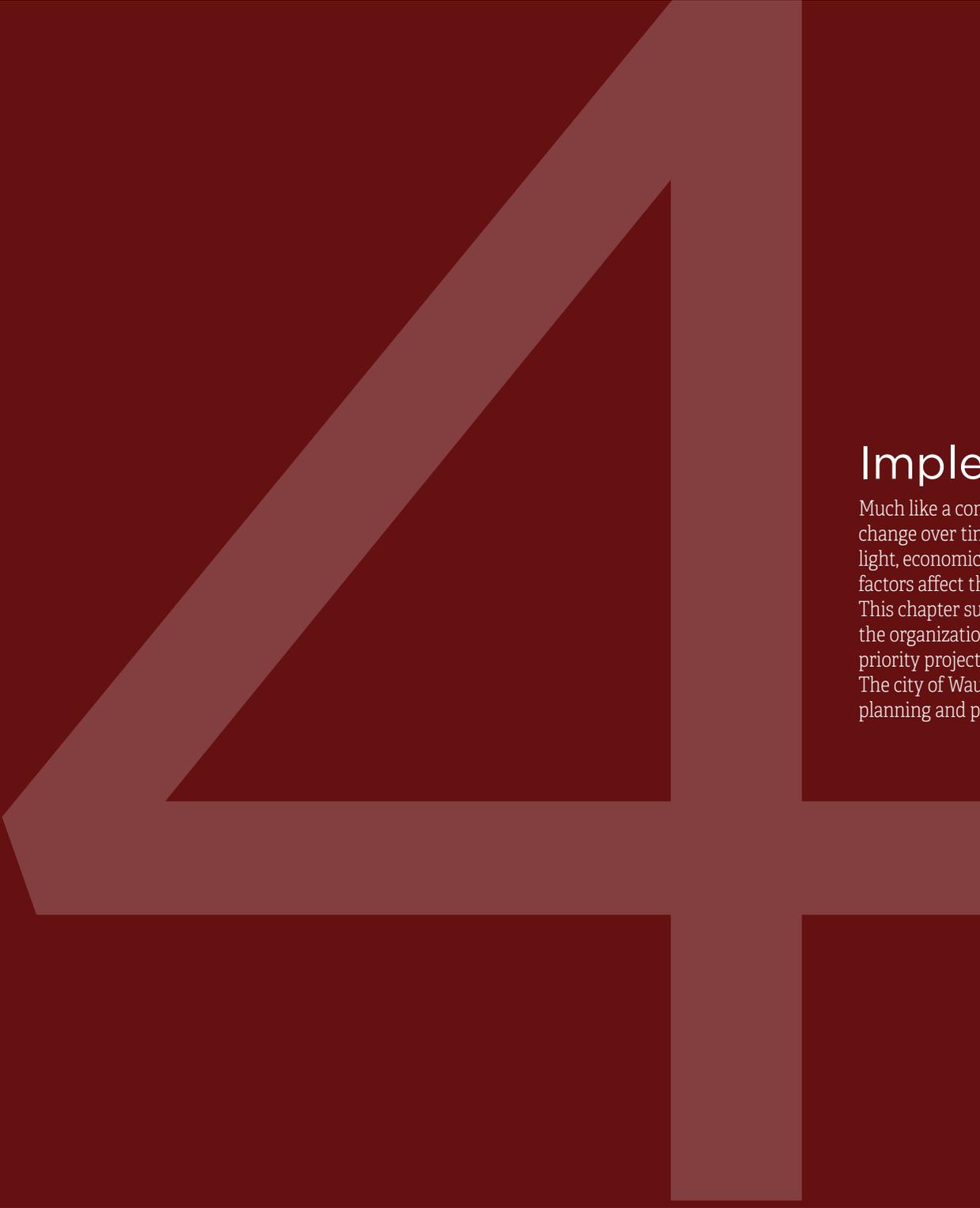


Figure 3.25: Rear facades - 100 & 200 Block N. Main Street (East)



COURTESY OF THE WAUPACA HISTORICAL SOCIETY



Implementation

Much like a comprehensive plan, the Waupaca Downtown Plan will change over time. Property changes hands, funding sources come to light, economic forces evolve, and priority projects change. All these factors affect the implementation schedule of projects within the Plan. This chapter summarizes the implementation schedule starting with the organizations involved, recommended policies and funding sources, priority projects, the time frame for completion, and probable costs. The city of Waupaca can use the implementation schedule to shape planning and policy efforts for the future.

ORGANIZATIONAL STRUCTURE

The previous chapters of this plan focus on the physical components to reach a revitalized downtown. This section considers organizational aspects for Downtown Waupaca and offers recommendations that can strengthen the support structure for Downtown. Successful development efforts require successful organizations, appropriate policies, and successful public/private partnerships.

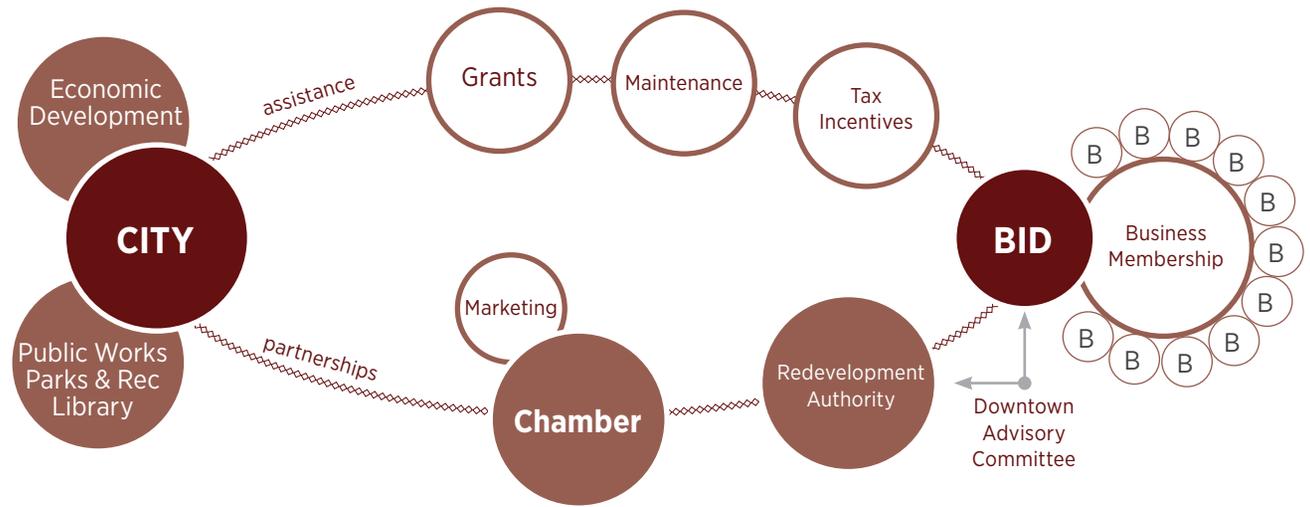
CITY OF WAUPACA

The City of Waupaca is responsible to implement and guide the recommendations of the Plan. All city departments must be involved in day-to-day implementation - Community and Economic Development, Public Works, Parks and Recreation, the Library - they all have a role to play. The Mayor and City Council, under guidance from the City Manager, will oversee the overall plan strategies. The Planning and Development Director will undertake the day-to-day implementation, working with the Advisory Committee and other departments as necessary.

DOWNTOWN ADVISORY COMMITTEE

The citizens of Waupaca are heavily committed to downtown. Much like historic preservation commissions or parks and recreation boards, a group of citizens to monitor downtown activities can push plans forward and provide continual input to the city. Waupaca created a Downtown Steering Committee to guide the planning efforts for revitalizing downtown. When the plan is adopted the committee should transition to a Downtown Advisory Committee.

A Downtown Advisory Committee to oversee the plan keeps staff accountable, but more importantly keeps the public involved throughout the implementation process. The committee should consist of downtown



property owners, civic leaders, city staff, and members of the general public. Responsibilities of the committee gear towards development and transportation (both vehicle and pedestrian) projects rather than day-to-day implementation of the plan, such as:

- Advise on development proposals for consistency with the Downtown Plan
- Recommend improvements to the streetscape and public spaces
- Promote and/or organize events Downtown
- Advise on updates to the Plan as necessary

The committee will likely act as the advisory group to the next phases of the streetscape project. Also, the committee could transition to a formal Main Street Board if the city elects to participate in the National Main Street program or Business Improvement District Board (BID).

CHAMBER OF COMMERCE

There are 134 businesses in the downtown district. As implementation begins to unfold it is important that the Waupaca Chamber of Commerce be involved early and throughout the process. The Chamber's active

involvement in business recruitment will be key to implement the redevelopment projects identified in the Plan. Tourism promotions through the Chamber can focus on improvements in the downtown as a tool to attract new customers, events, meetings, or conferences to Waupaca, and subsequently, downtown.

REDEVELOPMENT AUTHORITY

Administering redevelopment projects involves multiple steps and processes. The City of Waupaca should develop a Redevelopment Authority to administer and coordinate projects moving forward. The benefits of a redevelopment authority vary by the scope of the organization, but generally range from helping small businesses and developers find incentives to administering façade improvement programs. For Waupaca the Authority would fall under the oversight of the Community and Economic Development Department. Primary responsibilities include:

- Managing redevelopment projects
- Preparing requests for proposals
- Administering the developer selection process for redevelopment sites

POLICY REVIEW

This section addresses policy considerations for key issues and components of the plan. Many of these principles are discussed throughout the plan, but bear repeating to address policy actions. Principles of policy address the following general issue areas:

1. Retail and service development
2. Code and design guidelines
3. Building reuse and rehabilitation
4. Public art program

RETAIL AND SERVICE DEVELOPMENT

- Persuade retail, office or services to first locate in downtown, rather than solely in the Fulton Street Corridor.
- Concentrate new businesses for downtown in areas of demonstrated potential strength, including restaurants, bakeries, specialty retailing, and outdoor recreation sales and services.
- Increase the demand for retail space in the market by increasing the number of people who use Downtown as a destination, and connecting Downtown to other community attractions, the Waupaca River, South Park, and the Waupaca Historical Society.
- Encourage unique mixed-use spaces such as business incubators, live-work units, and outdoor dining.
- Target public investment strategies to improve the experience of visiting the district.
- Hold special events in downtown as a first option.
- Aggressively market and recruit retailers in Downtown, matching needs with available space.

- Promote high standards of customer service to strengthen the district's identification with local consumers.

CODE AND DESIGN GUIDELINES

All of downtown is zoned Central Business District (CBD). The CBD district is intended to permit both large and small scale "downtown" commercial development at an intensity which provides significant incentives for infill development, redevelopment, and the continued economic viability of existing development. On site landscaping, parking, and setbacks are not required. Upper story residential units are allowed. The zoning code generally complies with the recommendations of the Downtown Waupaca Plan.

However, with the potential for infill and new development comes the concern for how these buildings will look and "feel" in the small town Main Street context. Adopting a form-based code for downtown is one option to achieve the development the city desires - regulating on physical form rather than specific uses. Although, the framework for regulating building design is already in the zoning code under the Historic Preservation Commission. Operationalizing the current historic preservation code to review and evaluate projects will protect the character of Main Street and surrounding areas.

Zoning code recommendations include:

- Leverage the current certificate of appropriateness regulations and create historic downtown overlay or stand-alone districts, one for the Main Street historic district and one for the surrounding area, to preserve the historic fabric and character as adaptive reuse, façade improvements, redevelopment, and new construction occur.

- » Evaluation criteria would require the development of a historic preservation plan with design standards. The Main Street National Register Historic District should involve the Secretary of the Interiors Standards for historic review. Separate design standards could be developed for the surrounding downtown area and included in the historic preservation plan.
- » Example standards to maintain the character of downtown include: maximum setbacks, limitations on pole/pylon signs, use of brick, stone, or other compatible building materials, arrangement of first floor windows and entryways, and use of other street level features. Expanded examples are included as a supplement to this plan.
- Consider adopting an application process to allow sidewalk cafes and outdoor dining along sidewalks in the public right-of-way, ensuring at least 4 feet of unobstructed sidewalk space remains.
- Create parking lot landscaping requirements when surface parking lots are necessary or reconstructed, including interior island and perimeter tree plantings. For example, 10 foot landscaped areas along streets/sidewalks and a minimum 5% interior landscaped area.
- Incorporate allowances for work-live units in the downtown district where a building can have both a business and dwelling on the same floor (first or upper) or within the same space, with the residence being secondary. Include standards so that first floor dwellings do not front on Main Street, have vehicle access to the rear, and comply with applicable building codes.
- Explore the potential of a form-based code for downtown that regulates on physical form rather than specific uses.

BUILDING REUSE AND REHABILITATION

Discussed throughout this Plan, much of the existing building stock in the district should remain. Historic incentives, façade easements, facade improvement programs, design guidelines, and proposed adaptive reuse projects are all key components for a successful reuse and rehabilitation plan. Adopting the most recent building codes will ensure that adaptive reuse will occur without compromising health, safety and welfare.

PUBLIC ART PROGRAM

The creation of a public art program and associated committee can help to guide the location and nature of public art that a community chooses to incorporate into the street environment and public spaces of the community. The committee can oversee the community's public art program and decide project priorities such as those identified for the cultural corridor along the riverfront.

PRIORITY CRITERIA

The Downtown Plan establishes a concept for the streetscape and the downtown. The plan includes many projects that will be developed incrementally over time, and requires setting priorities, completing initial steps, and evaluating new conditions along the way. Waupaca's opportunity to receive funding from WisDOT will go a long way to implementing many elements of this plan.

The City with coordinating agencies and other principals in the development process should maintain a five year Downtown capital program, updated annually, much as city and state governments do with their capital improvement plans. **Table 4.1** identifies individual projects and provides a conceptual schedule for implementation. However, market demands and opportunities will inevitably affect this schedule.



Annually, the Downtown Advisory Committee should update the schedule, based on priority criteria. These evaluative criteria may involve applying the following questions to specific projects at the time of consideration:

- Does the project respond to specific or high-profile community issues or needs?
- Does the project generate maximum private market response?
- What is the project's potential to transform the image of the area and community?
- Does the project attract both local residents and visitors, increasing business traffic and creating new reasons for people to be downtown?
- Does the project support the growth of existing businesses?
- Does the project capitalize on established, but unmet, market needs?
- Can the project be realistically implemented within a reasonable time frame with potentially available resources?
- Does the project generate substantial community support or consensus?
- Does the project incorporate and leverage outside funding sources, such as state grants or charitable contributions?

PROJECT TIMELINES

The following schedule identifies the planning, design, financing, and construction for the implementation of the streetscape, City Hall parking area, and Riverview Park.

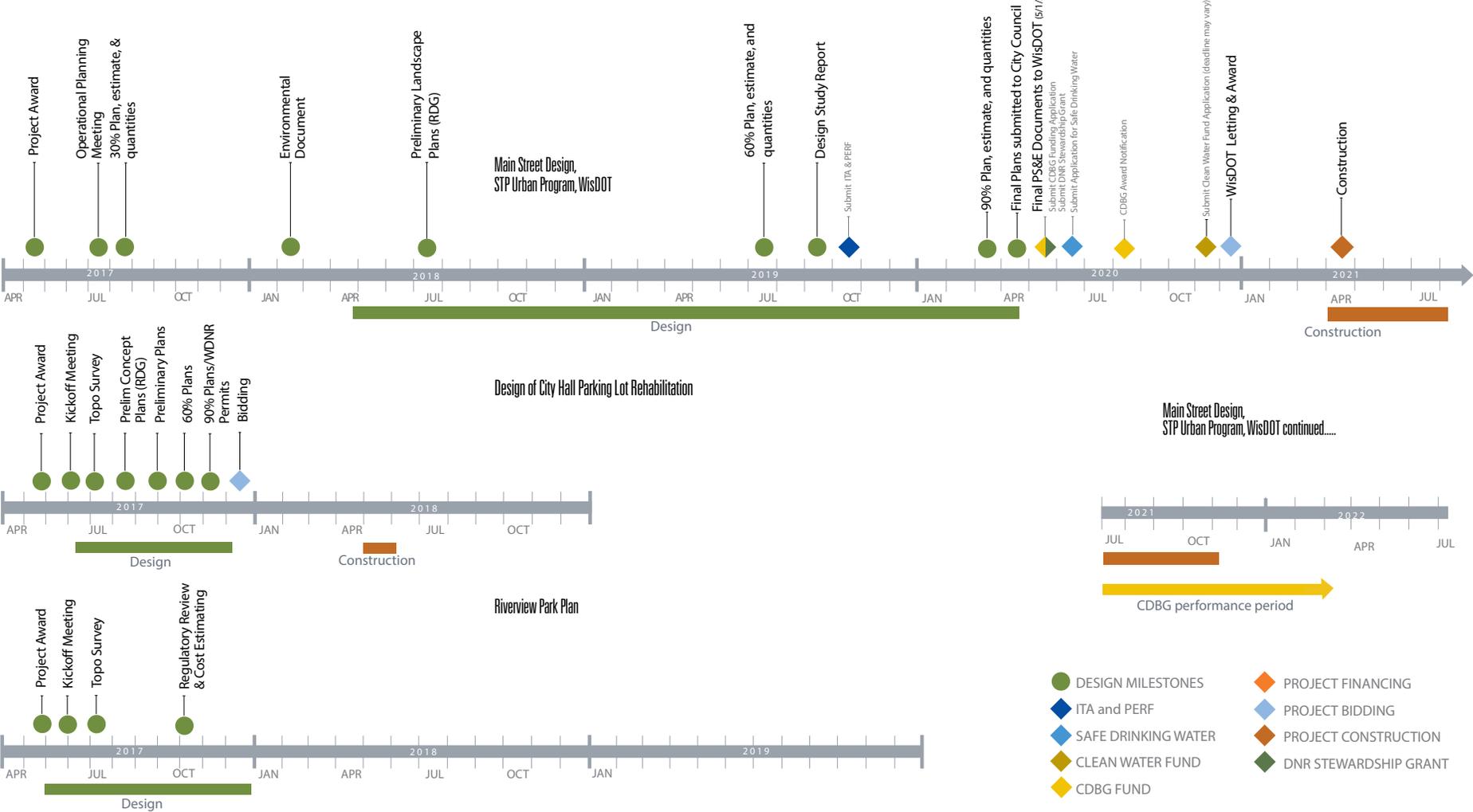


TABLE 4.1: Implementation Schedule

Description	On-Going	< 3 Years	3-10 Years	Over 10 Years	Funding Mechanisms
DEVELOPMENT PROJECTS					
Waupaca Hotel Redevelopment			○		Private; Grants
Firehouse Apartments Site			○		Private; Grants
Session/Washington Parking Lot				○	Private
City Maintenance Facility Reuse			○		City
Rendezvous Park (111 W. Union St)			○		City/Private; Grants
105 Jefferson Street			○		Private
Danes Hall Reuse	○				Private; Grants and Historic Tax Credits
Arts Hub (St. Mary Magdalene)		○			Public/Private; Philanthropy
The Passageway (215 Main Street)		○			Public/Private; Grants and Historic Tax Credits
MAIN STREET					
Design	○	○			
Construction			○		
RIVERVIEW PARK ENHANCEMENTS					
Rear Facade Improvements		○			Public/Private; Grants
Bridge Lighting			○		City; Grants
Fulton Street Passageway		○			Public/Private
Division Street Path		○			City
Landscaping and Screening			○		City
Pedestrian Bridge			○		City; Grants
Canoe/Kayak Launch		○			City
Natural Playscapes		○			City
Zero Entry		○			City
Boardwalk				○	City; Grants
Ecological Restoration	○				City; Grants

FUNDING KEY:

City - General revenues and bonds

Grants - City, State, or Federal Grants (public and private)

Private - Property owners and/or developers

Public/Private - mix of city, state, federal funds and private investment

Philanthropy - non-profits, private donations

TABLE 4.1: Implementation Schedule

Description	On-Going	< 3 Years	4-10 Years	Over 10 Years	Funding Mechanisms
MOBILITY STRATEGIES					
Parking Lot Enhancements					City
Union Street Lot			○		
City Hall Lot		○			
Granite Street Lot			○		
Cooper Street Lot			○		
Cultural Corridors			○		Public/Private; Philanthropy
Gateways (District)					Public/Private; Philanthropy
Main and Badger Streets			○		Coincide with streetscape project
Fulton and Washington Streets				○	Foundation set during streetscape project.
School and State Streets				○	Foundation set during streetscape project.
Granite and Main Streets			○		Coincide with streetscape project
Gateways (Community)					Public/Private; Philanthropy
South Park				○	
Churchill Street				○	
Mill and Oak Streets				○	
W. Fulton Street				○	
Wayfinding Signage		○			City
BUILDING FACADES					
					Private; Grants
Awnings (per linear foot)		○			Public/Private Matching
Upper-Story Windows (per unit)		○			
Signage Upgrades		○			
Lighting			○		
ORGANIZATIONAL MANAGEMENT					
Establish BID		○			
Establish Redevelopment Authority		○			

FUNDING KEY:

City - General revenues and bonds

Grants - City, State, or Federal Grants (public and private)

Private - Property owners and/or developers

Public/Private - mix of city, state, federal funds and private investment

Philanthropy - non-profits, private donations

FUNDING TECHNIQUES

Available financing and policy tools are available at the local, state, and national level to help implement the recommendations for Waupaca.

LOCAL

- Façade Easement
- Private and Foundation Philanthropy
- Business Improvement District (BID)
- Waupaca Co. Business Revolving Loan Fund (RLF)
- Tax Increment Financing
- City General Revenues
- General Obligation Bonds
- Revenue Bonds
- Façade Improvement Program

STATE

- Community Development Investment Grant Program
- Community Development Block Grant – Public Facilities Program
- Wisconsin State Historical Society

NATIONAL

- Federal Historic Preservation Tax Incentives Program
- Home Ownership Made Easy (HOME)
- Rural Business Enterprise Grant Program
- Recreational Trails Aids (RTA) Program
- Surface Transportation Block Grant Program (STBG)
- National Creative Placemaking Fund

LOCAL

Façade Easement

Façade easements are a tool to protect downtown facades from inappropriate alterations. Façade easements are simply easements to the City that protect building facades from certain alterations while providing a tax benefit to the donor. In addition, various forms of public financing may be available as a result of permanent easements. For temporary easements, responsibility returns to the property owner when the term ends, typically between 7-15 years.

Private and Foundation Philanthropy

The Plan provides a variety of opportunities for individual or foundation contributions. Private philanthropy, with appropriate recognition and commemoration, is a critical part of the downtown implementation program, and is especially appropriate for trail and riverfront projects, such as the Waupaca River pedestrian bridge, public art and gateway pieces, and other public open spaces.

More information about sources of philanthropy and non-profits can be found from The Waupaca Area Community Foundation:
<http://donor.cffoxvalley.org/AboutUs>

INCENTIVES

Business Improvement District (BID)

A BID for the downtown district can provide a funding pool for projects in the district and unite property owners. The State of Wisconsin authorizes municipalities to establish business improvement districts (BIDs) for the promotion, management, maintenance and development of the district (Wisconsin Statutes 66.1109). Districts are restricted to commercial and industrial properties, any structures that are tax-exempt or function exclusively as residences cannot

be included in assessments. The State of Wisconsin does not currently specify an assessment formula for municipalities to follow. The majority of BIDs utilize a fee based on the per \$1,000 value of property. Other widely used assessment formulas include assessments based on the frontage foot, or a flat fee for each property within the BID. Establishing special assessments should be reasonable to not deter investment into and around project areas. Successful BID's in smaller cities include Downtown Burlington, Downtown Waupun, and Downtown Port Washington.

For additional information, contact the University of Wisconsin Extension:
<http://lgc.uwex.edu/cpd/bidpage/bid.html>

Waupaca County Business Revolving Loan Fund (RLF)

Waupaca County provides funding in the form of direct business loans. Funds are designed to be leveraged with other funding sources such as private sector loans, government loans, equity investments, and other similar resources. A one-to-one match of private funds are required with the creation of one permanent job (half for low to moderate income) per \$20,000 of funds requested. Eligible projects include acquisitions of land, buildings, equipment, and fixed assets, new construction, expansions, or remodeling of buildings, working capital, and buy-outs of assets or stock. Applications are accepted throughout the year.

For additional information:
<http://www.wcedc.org/financial-resources/>

Tax Increment Financing

Local Tax Increment Financing (Local TIF) permits the use of a portion of local property taxes to assist funding the redevelopment of certain designated areas within your community. Projects pay their entire established tax obligation. However, taxes produced by the added value of the property caused by redevelopment or

improvements may be used to finance project-related improvements or other public improvements in the district. TIF may be used to pay certain costs incurred with a redevelopment project. Such costs may include, but are not limited to:

- Public improvements and amenities
- Infrastructure improvements and upgrades
- Site improvements and preparation
- Rehabilitation of structure, including adaptive reuse or rehabilitation of private properties.
- Property acquisitions

CAPITAL IMPROVEMENTS

City General Revenues

General revenues, appropriated through the city's annual budget process, can finance services, improvements, facilities and development projects. These appropriations are separate from general revenues devoted to debt service on bonds. Common uses of general revenues in downtown development programs include funding staff and organizational expenses, or projects that can be divided into smaller phases, such as streetscape improvements.

General Obligation Bonds

General obligation bond issues, typically secured by general city revenues or incremental property taxes, can finance major public projects or improvements. General revenues may include property taxes or local option sales taxes. Appropriate uses for bonds include streets, infrastructure, park and public space projects, and similar improvements.

Revenue Bonds

Revenue bonds are debt instruments that are repaid all or in part from revenues generated by the project or by other associated revenue sources. For example, part of the capital cost of a parking structure may be repaid through parking fees generated by that structure, or other parking facilities in a community. Revenue bonds typically are not secured by the credit of the community.

GRANTS

Façade Improvement Program

Establishing a local façade improvement program can stimulate private investment and can require funded projects to follow design criteria to achieve an aesthetic appearance and character the city seeks to achieve. Matching grants, revolving loan funds, TIF, Capital Improvement funds, and General Obligation bonds are all models to consider. Several examples are used in similar sized cities.

TACTICAL GRANTS

Monona, WI (Pop.7,500). The city established a grant program in conjunction with reconstruction of Monona Drive, a major commercial corridor in the city, financed through Tax Increment Financing. All buildings with frontage on Monona Drive are eligible for 50% matching funds of project costs up to \$10,000. Improvements must follow design guidelines created for the corridor including exterior work, site improvements, roof replacements, and additions.

Waupun, WI (Pop. 11,000). Waupun combines program with a Business Improvement District (BID) and Community Development Authority to provide grants for exterior improvements. Properties in the BID can receive matching funds up to \$5,000 for design work and façade renovations. Funds are made available through

taxes on properties in the BID and funds allocated to the Community Development Authority. The fund maximum can be increased on a case-by-case basis depending on the approval of the Community Development Authority.

MAJOR REHABILITATION GRANTS

City of Ottumwa, Iowa (Pop. 25,000) The City's Downtown Interest Buy-Down Rehabilitation Loan and Downtown Façade Improvement Program provides financial incentives to improve storefronts and to rehabilitate existing buildings in downtown. Through the loan program, an individual can apply for a maximum of \$50,000 over a five (5) year period at 0% interest; funds may be used for structural repair and improvements for the interior or facades of existing buildings. Through the facade program, and individual can apply for a maximum of \$5,000 per facade, \$10,000 per owner; reimbursement of 25% of façade improvements with the aforementioned dollar maximums.

STATE OF WISCONSIN

The State of Wisconsin provides funding across various organizations such as grants, low-interest loan programs, tax credits, and technical assistance to communities, businesses, and property owners. A few funding programs related to building and streetscape improvements are listed in this section. Several loan and training programs to support small businesses and entrepreneurship are also available through the Wisconsin Economic Development Corporation. Contact the City of Waupaca Development Director for additional funding sources that might be available for a specific project.

Community Development Investment Grant Program

The CDI Grant program is designed for all Wisconsin communities to provide financing for shovel ready projects with a focus on downtown. The Wisconsin Economic Development Corporation administers the grant and accepts applications throughout the year. Funds are distributed to projects that include benefits in job opportunities, property values, or investment by private partners. Past recipients include:

- Omro - \$13,000 toward a \$100,000 project to restore a historic clock tower and Masonic Temple
- Rice Lake - \$260,000 toward a \$1.1 million conversion of a property to a multi-tenant commercial structure
- Burlington - \$205,000 toward a \$1.4 million renovation/expansion of The Coffee House and addition for mix-uses.

For additional information:
<http://inwisconsin.com/community/assistance/community-development-investment-grant>

Community Development Block Grant - Public Facilities Program

The Wisconsin Department of Administration CDBG funds for infrastructure and facility projects. Eligible streetscape projects include improvements, repairs, or expansions of streets, sidewalks, and utility systems. Other eligible activities include acquisition, demolition, and/or rehabilitation of deteriorated buildings. Projects need to demonstrate benefits to low- and moderate-income residents. Application are due in the spring.

For additional information: <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Community-Development/CDBG-PF-Program-Overview>

Wisconsin State Historical Society

Wisconsin State Historical Society offers assistance in seeking funding for historic preservation projects and programs. A database is available to help identify public and private funding sources related to the documentation and preservation of Wisconsin's historic places. Assistance types include grants, low-cost loans and tax credit programs. There are funding programs administered by federal, state and local agencies, as well as by private organizations. Eligibility, application requirements and level of competition vary according to the goals of each grantmaker.

The Historic Preservation Tax Credit applies specifically to state or nationally designated historic properties, such as those in the Main Street Historic District, for rehabilitation projects. The cost of the project must be at least \$50,000. Awards are in the form of a 20 percent transferable tax credit on the expenses. Applications are accepted throughout the year.

For additional information: <http://www.wisconsinhistory.org/Content.aspx?dsNav=N:1210>
 State Historic Tax Credit Program: <http://inwisconsin.com/inside-wedc/transparency/programs/historic-tax-credit/>



NATIONAL

A variety of federal and nationwide funding sources are available for downtown rehabilitation, small business development, and streetscape improvements. A consolidated list of possible federal funding sources is available through Reconnecting America at: <http://reconnectingamerica.org/resource-center/federal-grant-opportunities/>.

A few funding opportunities specific to this plan are detailed below, although not all inclusive of possible funding sources from federal government or national organization sources.

Federal Historic Preservation Tax Incentives Program

The National Park Service provides a 20 percent tax credit for rehabilitation of designated historic properties. Properties must be income producing buildings and work must adhere to the Secretary of the Interior's Standards for Rehabilitation. A 10 percent tax credit is available for rehabilitation work on non-historic buildings built prior to 1936, subject to conditions for retaining a majority of the original structure.

For additional information: <https://www.nps.gov/tps/tax-incentives.htm>



Surface Transportation Block Grant Program (STBG)

In 2016 the Transportation Alternatives Program (TAP) was incorporated into the Surface Transportation Block Grant Program (STBG). While no longer called TAP, STBG sets aside \$760 million annually for Transportation Alternatives. Funding allocations are to projects that expand transportation choices through pedestrian and bicycle infrastructure, scenic and historic highway programs, landscaping and scenic beautification, historic preservation, and environmental mitigation.

For additional information:

http://www.fhwa.dot.gov/environment/transportation_alternatives/

National Creative Placemaking Fund

The organization, ArtPlace America offers funding for projects that target arts and culture into planning and community development efforts to strengthen the community. Any city, person, or other entity can apply and grant amounts range from \$50,000 - \$500,000 per project. Projects must be completed over 18 months. Awarded projects should be confined to a geographic area (such as a downtown), focus on creative placemaking, explain how arts and culture will be used, and provide metric to measure change. Applications are due in February every year.

For additional information:

<http://www.artplaceamerica.org/our-work/national-creative-placemaking-fund/introduction>

HOME

HOME is the largest Federal block grant to State and local governments designed exclusively to create affordable housing for low-income households. Each year it allocates approximately \$2 billion among the States and hundreds of localities nationwide. HOME provides formula grants to States and localities which communities use-often in partnership with local nonprofit groups-to fund a wide range of housing needs. The grants allow for the development, purchase, and/or rehabilitation of affordable housing for rent or homeownership or provide direct rental assistance to low-income people. The Joliet Square Expansion could be a candidate site for low-income housing.

For additional information:

http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/affordablehousing/programs/home/

Rural Business Enterprise Grant Program

The RBEG program provides grants that facilitate and finance the development of small and emerging private business enterprises in rural areas through establishing

small business revolving loan funds, acquisition of land, buildings, and infrastructure to enhance business development or by providing technical assistance, etc. Grants range from \$10,000 to \$500,000, however, smaller amounts are given priority. Applications are due in the spring.

For additional information:

<http://www.rd.usda.gov/programs-services/rural-business-development-grants/wi>

Recreational Trails Aids (RTA) Program

The Recreational Trails Program offers federally-funded grants through the Federal Highway Administration that are administered by the Wisconsin Department of Natural Resources. Reimbursement grant funds are available for motorized or non-motorized trail development or renovation and preservation. Reimbursements are limited to 50 percent of eligible project costs and capped at \$45,000 per grant. Applications are due in the spring.

For additional information:

<http://dnr.wi.gov/Aid/RTA.html>





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