

PUBLIC HEARING DRAFT

TOWN OF WAUPUN 2019 COMPREHENSIVE PLAN

Adopted **Month Day**, 2019



**PREPARED BY THE TOWN OF WAUPUN COMPREHENSIVE PLANNING COMMITTEE
WITH ASSISTANCE FROM MSA PROFESSIONAL SERVICES, INC.**

**TOWN OF WAUPUN
FOND DU LAC COUNTY, WISCONSIN**

2019 COMPREHENSIVE PLAN
(an update to the 2006 adopted plan)

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Planning assistance was provided by MSA Professional Services, Inc.



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Element 1

ISSUES AND OPPORTUNITIES

1.1 Introduction

1.1.1 Plan Summary

This comprehensive plan is a guidebook for the future of the Town of Waupun. It provides the most recent available statistics and survey data, documents the important issues of concern identified by Town residents, and sets forth goals, objectives, and recommendations for actions to be pursued by the Town in the coming years. The plan covers topics mandated by Wisconsin State Statute 66.1001, but the content of the plan reflects local concerns. The original plan was adopted in 2006 and in 2019 the plan was reviewed and data and policies were updated. This plan looks forward 20 years to 2039, but it should be reviewed every five years and fully updated every ten years.

1.1.2 Element Guide

Each element of the Town of Waupun Comprehensive Plan includes baseline information gathered from primary (Town of Waupun, Fond du Lac County, etc) and secondary (US Census, ACS Estimates, etc.) sources.

Caution should be used when interpreting the data from secondary sources. The United States has transitioned from the Census long-form to the American Community Survey (ACS). The majority of the data that the American Community Survey collects is from a sample of the total population; and therefore, is subject to both sampling errors (deviations from the true population) and non-sampling errors (human and processing errors). The ACS is released every year and covers all of the social, economic, housing, and demographic questions that previously were covered by the Census long-form.

Unlike the Census, which attempts to take a snapshot of the population on April 1st, the ACS provides consecutive estimates. Because the data is “smoothed out” over the time period, it is near impossible to pinpoint specific changes that may have occurred during the time period. The majority of the data in this document is from the 2013-2017 ACS estimates. Because these data are only estimates, they may not accurately represent conditions within the Town. Due to the fundamental differences in collection method, decennial Census data and ACS data cannot be directly compared with each other to draw conclusions about change over time. When comparing ACS data, it is necessary to take the margin of error (MOE) into account. Due to small sample sizes, the margin of error is sometimes very high, indicating low reliability – the estimate may or may not reflect reality. To account for the margin of error, ACS estimates will be shown in this report as a range instead of one number. The Census Bureau’s standard is a 90% confidence level for each estimate. For example, the 2013-2017 ACS Estimate for housing units in the Town of Waupun is 549 with a margin of error +/- 62. We will show this estimate as a range of 487 - 611. In figures the range will be shown through use of shading (e.g. light purple and dark purple to represent the low and high end estimate for one variable – see Figure 2.3.1). It is important to note the source of any of the data herein and understand the caveats that accompany them.

Each element also includes a vision statement and a set of goals, objectives, and policies. Lastly, each element includes a series of recommended actions that will help the Town achieve the visions and goals presented here. For the purposes of this plan, vision statements, goals and objectives, policies, and recommendations are defined as follows:

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

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

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

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

Recommended Actions: Actions are specific steps that should be taken to realize the Town's vision for the future. There are recommended actions at the end of each element, and a consolidated list of actions in the Action Plan (Table 9.1) located in the Implementation Element.

1.2 Public Process

1.2.1 Planning Committee Meetings

During the original 2006 Comprehensive Plan update, Planning Committee Meetings were held on a monthly basis in 2005 and early 2006 to review the 1998 Plan and discuss revisions and additions needed to bring the plan up to date and to ensure that the updated plan is in compliance with state law. All meetings were open to the public. During the 2019 update, a working meeting was held halfway through the process with the Planning Committee to present findings and discuss any new issues or concerns the Town had and related policy revisions. A final version of the plan was presented to a joint meeting of the Planning Committee and the Town Board. Both of these meetings were open to the public.

1.2.2 Community SWOT Exercise

On May 16th, 2005, the Town Board took part in an exercise to identify important issues to be addressed in the Comprehensive Plan.

Participants discussed the following strengths in the Town of Waupun:

- Desirable way of life (rural, agricultural)
- Farming – livelihood for some, town identity for many
- Neighborliness and friendliness – neighbors help each other out
- Easy access to major regional highways

- Schools – frustrated by loss of Amity Elementary, but quality of education in Waupun School District is high
- Taxes – rising but still low
- Recreation opportunities – hunting, hiking/biking trails
- Police Fire and EMS protection all very good
- Ground water quality is high
- Homes are generally well-maintained

Participants also identified current areas of concern:

- Loss of Amity Elementary
- Loss of tax revenue due to annexations, shared revenue reductions, public land purchases
- City doesn't understand town concerns and has more power than town – can disregard town concerns
- Utilities were buried in storm water ditches during US 151 expansion
- Nuisance properties – unsightly and sometimes a health threat

Finally, participants discussed possible future threats to the Town's current strengths:

- Groundwater contamination due to manure sludge spreading by megafarms
- Groundwater contamination due to leakages from Koch Refinery
- Continued loss of taxable land to City annexation and DNR purchases
- Possible adult entertainment establishments

As part of the 2019 plan update, the Town Planning Committee confirmed strengths, areas of concerns and threats from the 2006 plan and added new items that have come up since 2006.

One new strength that the Planning Committee added was that growth is slowing. A new area of concern that was added is that there are some areas of the Town that do not have internet service, or if there is service, it is slow. This is an issue for youth since they need access to the internet for school, and for workers who wish to telecommute. One additional threat was also added: future expansion of USH 151. This threat is related to a concern about loss of control over personal property for homes along the affected area of highway.

1.2.3 Intergovernmental Meeting

An intergovernmental forum was held on Monday, June 20th, 2005 at the Waupun Public Library. This meeting was not held again during the 2019 plan update. The 2005 forum featured presentations by representatives of area governmental agencies and was attended by representatives of the City of Waupun and the Towns of Chester, Alto, and Waupun. Presenters included: Brenda Hicks-Sorenson, Fond du Lac County Economic Development Corporation; Craig Arndt, Burke Correctional Institution; Cathy Jess, Dodge Correctional Institution; Phil Kingston, Waupun Correctional Institution; Mary Ehlert, Waupun Memorial Hospital; Dean Perlick, Dodge County Planning and Development; Sam Tobias, Fond du Lac County Planning and Development; Barbara Feeny, WisDOT District 1; Scott Simmons, WisDOT Northeast Region; and Brenda Hill, Wisconsin Department of Natural Resources. Each presenter described the activities of his or her agency in the Waupun area and responded to questions from the Town and City representatives in attendance.

1.2.4 Community Survey

The Town mailed a survey to all 550 property owners in 2004, and received 334 completed surveys (61% return). A new community survey was not part of the 2019 update to this plan. The 2004 50-question survey assessed demographic information, town values and trends, quality of life issues, land use and zoning issues, resource use and environmental issues, and adequacy of town services. The complete results are included in the appendix, and a few highlights especially pertinent to the planning process are noted below and where appropriate in the plan.

- 82% of respondents agreed that preservation of farmland in the Town of Waupun is important, 70% of respondents wanted town officials to take an active role in Farmland Preservation, and 66% wanted the land use plan to include an agriculture protection zone that restricts non-agricultural uses.
- 54% of respondents believed large farm developments should be allowed, but not encouraged.
- 60% believed that agricultural land should not be allowed to be divided or subdivided for residential development purposes.
- Where residential development will be allowed, opinions about the desired lot size varied, though 60 percent preferred 1-3 acres.
- 48% believed there was not a need for business or industrial development in the town, while 30% believed there was a need and 18 percent had no opinion.
- 57% of respondents believed that subdivisions in the Town of Waupun should only be located where sewer service is available

1.2.5 Open House Meetings

During the creation of the original 2006 plan, three open house meetings were held to give residents an opportunity to learn about and comment on the draft plan. These meetings were not held during the 2019 plan update, however the Planning Committee meeting held during the update process was open to the public. At each of the three 2006 open house meetings there were poster-size copies of the plan maps on display, and a poster version of the Town's draft action plan. Full copies of the draft plan were available for review. A brief presentation at each meeting provided a summary of the major goals identified in the plan, and afterward the planning consultant and plan committee members answered questions about the plan.

1.2.6 Public Hearing

A formal public hearing was held before the Town Board on Monday, December 11, 2006, in accordance with State law to adopt the original 2006 plan. A formal public hearing was also held on July 8, 2019 during the 2019 update at a joint meeting of the Planning Committee and Town Board.

1.2.7 Other Opportunities for Public Input

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

1.2.8 Issues Identified During the Planning Process (2006)

Housing

- Nuisance properties that are unsightly and sometimes unhealthy

Utilities and Community Facilities

- Residents regret the loss of Amity Elementary – a valued community school
- Protection of groundwater quality is a concern

Intergovernmental Cooperation

- The Town desires a strong working relationship with the City of Waupun and Fond du Lac County

Land Use

- Residents want to retain the Town’s rural, agrarian character

1.3 Population Trends

1.3.1 Age Distribution

Table 1.3.1: Age Distribution, 2000 to 2017

	2000		2010		Percent Change 2000-2010	2013-2017	
	Number	Percent	Number	Percent		Number	Percent
Under 5 years	91	6.60%	40	2.9%	-56.0%	10-94	1.0-6.6%
5 to 9 years	111	8.00%	85	6.2%	-23.4%	15-57	1.2-4.0%
10 to 14 years	117	8.40%	107	7.8%	-8.5%	39-109	3.2-7.6%
15 to 19 years	118	8.50%	129	9.4%	9.3%	84-208	6.8-14.4%
20 to 24 years	58	4.20%	63	4.6%	8.6%	48-114	0-12.9%
25 to 34 years	151	10.90%	81	5.9%	-46.4%	74-156	5.4-11.4%
35 to 44 years	259	18.70%	203	14.8%	-21.6%	109-211	8.2-15.0%
45 to 54 years	190	13.70%	273	19.8%	43.7%	220-350	16.3-24.9%
55 to 59 years	72	5.20%	92	6.7%	27.8%	71-137	5.1-9.9%
60 to 64 years	59	4.30%	99	7.2%	67.8%	40-92	3.0-6.6%
65 to 74 years	104	7.50%	111	8.1%	6.7%	89-177	6.4-12.8%
75 to 84 years	52	3.80%	75	5.4%	44.2%	59-123	4.3-8.9%
85 years and over	3	0.20%	17	1.2%	466.7%	14-64	0.9-4.7%
Total Population	1,385	-	1,375	-	-0.7%	872-1,892	-

2000,2010 Census; 2013-2017 ACS Estimates

1.3.2 Population Projections

The following population projections were derived using projections from the Wisconsin Department of Administration last updated in 2013. The report indicates that the Fond du Lac County population will grow by 8.48 percent between 2010 and 2040, or approximately 0.28 percent per year. This growth rate was chosen as the low growth scenario for the Town of Waupun. The Town’s medium growth scenario was created by assuming 13.48 percent growth between 2010 and 2040, while the high growth scenario assumed 18.48 percent growth through 2040. Table 1.3.2 indicates the Town can expect to add about 100 to 226 additional residents

between 2015 and 2040. The actual 2018 population, according to Department of Administration estimates, was 1,405 residents. It should be noted that major land use decisions, such as annexations by the City of Waupun or unanticipated rural subdivision development, could dramatically alter the outcome of these projections.

Table 1.3.2: Population Projections 2040

Growth Rate	2010 Census	2015 DOA Proj.	2020	2025	2030	2035	2040
Total Population-Low Growth (0.28% per year)	1,375	1,380	1,400	1,419	1,439	1,460	1,480
Total Population-Medium Growth (0.45% per year)	1,375	1,380	1,411	1,443	1,475	1,508	1,542
Total Population-High Growth (0.62% per year)	1,375	1,380	1,423	1,466	1,511	1,558	1,606

Wisconsin Department of Administration 2013 Population Projections

1.4 Education

As shown in Table 1.4.1, over 90 percent of Town of Waupun residents over the age of 25 have received at least a high school degree. Between 13 and 21 percent have a bachelor's degree or higher.

Table 1.4.1: Educational Attainment, 2013-2017

	Number	Percent
<i>Population 25 years and over</i>	733-1,253	(X)
Less than 9th grade	10-42	1.0-4.2%
9th to 12th grade, no diploma	22-64	2.3-6.3%
High school graduate (includes equivalency)	376-536	39.8-52.0%
Some college, no degree	133-217	13.6-21.6%
Associate degree	83-163	8.5-16.3%
Bachelor's degree	83-165	8.7-16.3%
Graduate or professional degree	26-66	2.6-6.6%
Percent high school graduate or higher	(X)	90.4-95.8%
Percent bachelor's degree or higher	(X)	13.1-21.1%

2013-2017 ACS Estimates

1.5 Housing Forecasts

The following housing projections are based on three different growth scenarios, breaking out anticipated occupancy types. These projections are based on 2010 Census Data and Wisconsin Department of Administration projections for the years 2010-2040.

Table 1.5.1 shows the three projection scenarios. The Low Growth Projection uses a rate of 0.60 percent annual household growth projected for Fond du Lac County. The Medium Growth Projection assumes that total growth through 2040 will be 5% *higher* than projected (18.13% plus 5%), while the High Growth Projection assumes that total growth through 2040 will be 10% *higher* than projected.

Based on these three scenarios, the Town of Waupun is likely to see 49 to 78 additional housing units between 2015 and 2030. By 2040, housing units are projected to increase by anywhere from 84 to 136. It should be noted that major land use decisions, such as annexations and subdivision approvals, could dramatically alter actual housing growth.

Table 1.5.1: Housing Needs Projections 2010-2040

<i>Low Growth Projection (0.60% per year)</i>	2010 Census	2015	2020	2025	2030	2035	2040
Owner Occupied Housing Units	475	489	504	519	535	551	568
Renter Occupied Housing Units	31	32	33	34	35	36	37
Total Occupied Housing Units-Low Growth	506	521	537	553	570	587	605
<i>Medium Growth Projection (0.77% per year)</i>	2010 Census	2015	2020	2025	2030	2035	2040
Owner Occupied Housing Units	475	493	512	532	553	574	596
Renter Occupied Housing Units	31	32	33	35	36	37	39
Total Occupied Housing Units-Medium Growth	506	526	546	567	589	611	635
<i>High Growth Projection (0.94% per year)</i>	2010 Census	2015	2020	2025	2030	2035	2040
Owner Occupied Housing Units	475	497	521	545	571	597	625
Renter Occupied Housing Units	31	32	34	36	37	39	41
Total Occupied Housing Units-High Growth	506	530	555	581	608	636	666

Based on Wisconsin Department of Administration Household Projections for Fond du Lac County 2010-2040

Assumptions for Preparing Housing Needs Projections

General: Population of 1,375, 506 housing units (2010 US Census).

Low Growth: Based on Wisconsin Department of Administration's household growth projection from 2010-2040 for Fond du Lac County, 18.1% total, 0.60% annual growth.

Medium Growth: Based on Wisconsin Department of Administration's household growth projection from 2010-2040 for Fond du Lac County, 18.1% total, plus 5 percent.

High Growth: Based on Wisconsin Department of Administration's household growth projection from 2010-2040 for Fond du Lac County, 18.1% total, plus 10 percent.

1.6 Employment and Income

Table 1.6.1 lists employed residents over age 16 by industry. Most residents (15-27%) are employed in the manufacturing industry. An additional 10 to 18 percent of Town of Waupun residents are employed in the education, health, and social services industry.

Table 1.6.1: Workers by Industry, 2013-2017

	Number	Percent
Agriculture, forestry, fishing and hunting, and mining	35-97	4.3-11.7%
Construction	68-148	9.1-16.9%
Manufacturing	117-235	15.0-27.4%
Wholesale trade	0-9	0.0-2.1%
Retail trade	48-108	6.2-12.6%
Transportation and warehousing, and utilities	10-34	1.2-4.2%
Information	0-10	0.0-1.2%
Finance, insurance, real estate, and rental and leasing	15-43	1.8-5.2%
Professional, scientific, management, administrative, and waste management services	21-57	2.6-6.8%
Educational, health, and social services	82-150	10.2-17.8%
Arts, entertainment, recreation, accommodation and food services	23-67	2.7-8.1%
Other services (except public administration)	39-91	4.7-10.9%
Public administration	53-111	6.7-13.1%
Employed civilian population 16 years and over	511-1,160	64.5-138.0%

2013-2017 ACS Estimates

Table 1.6.2 lists employed residents over the age of 16 by occupation. Most residents (22-33%) are employed in management, business, science and arts occupations. Another 18 to 27 percent are employed in sales and office jobs.

Table 1.6.2: Workers by Occupation, 2013-2017

	Number	Percent
Management, business, science and arts	170-284	21.8-32.8%
Service occupations	115-205	13.9-24.7%
Sales and office	141-231	17.7-27.1%
Natural resources, construction, and maintenance	63-139	8.1-16.3%
Production, transportation, and material moving	108-204	13.5-24.1%
Management, business, science and arts	597-1,063	75.0-125.0%
Employed civilian population 16 years and over	170-284	21.8-32.8%

2013-2017 ACS Estimates

Median household income in the Town of Waupun was between \$56,751 and \$85,067 according to 2013-2017 ACS estimates, which appears higher than the county and state median incomes (see Table 1.6.3).

Table 1.6.3: Median Household Income, 2013-2017

	Town of Waupun		Fond du Lac County	State of Wisconsin
	Number	Percent	Percent	Percent
Households	468-592	-		
Less than \$10,000	7-47	1.6-8.6%	3.5-4.7%	5.1-5.3%
\$10,000 to \$14,999	2-20	0.4-3.8%	4.3-5.5%	4.7-4.9%
\$15,000 to \$24,999	0-67	0.0-12.3%	0.0-9.8%	9.9-10.1%
\$25,000 to \$34,999	9-43	1.9-7.9%	9.3-11.3%	9.9-10.1%
\$35,000 to \$49,999	38-88	7.4-16.4%	13.3-15.1%	13.7-14.1%
\$50,000 to \$74,999	0-137	0.0-25.7%	0.0-22.7%	19.2-19.4%
\$75,000 to \$99,999	52-124	10.4-22.8%	13.8-15.6%	13.6-13.8%
\$100,000 to \$149,999	74-152	14.6-28.0%	14.3-16.1%	14.2-14.4%
\$150,000 to \$199,999	20-64	3.8-12.0%	3.3-4.3%	4.6-4.8%
\$200,000 or more	2-22	0.4-4.2%	1.9-2.7%	3.8-4.0%
Median household income (dollars)	\$56,751-\$85,067		\$56,337-\$59,259	\$56,546-\$56,972

2013-2017 ACS Estimates

Employment forecasts are not available for local towns, municipalities, or counties. However, the Wisconsin Department of Workforce Development prepares employment projections for 11 geographic regions within the State. Fond du Lac County is part of the Fox Valley region. The Fox Valley includes Calumet, Fond du Lac, Green Lake, Waupaca, Waushara and Winnebago Counties.

The projections indicate the greatest employment growth will occur in the Life, Physical and Social Science occupations (12% projected growth), and in Healthcare Support and Personal Care & Service occupations (both at 11% projected growth).

Table 1.6.4: Projected Employment in the Fox Valley Region, 2014-2024

Occupation Group	Estimate employment		Change		Average Annual Openings ¹			Median Annual Wage
	2014	2024	Numeric	Percent	Due to Growth	Due to Replacements	Total Openings	
Total, All occs	236,327	247,083	10,756	5%	1,332	5,497	6,829	\$34,347
Management	20,261	21,515	1,254	6%	127	418	545	\$81,355
Business & Financial	8,913	9,324	411	5%	55	193	248	\$51,577
Computer & Mathematical	2,777	2,992	215	8%	23	40	63	\$56,988
Architecture & Engineering	3,903	4,020	117	3%	20	99	119	\$61,593
Life, Physical & Social Science	1,462	1,641	179	12%	18	46	64	\$57,740
Community & Social Service	2,598	2,678	80	3%	8	55	63	\$45,829
Legal	600	623	23	4%	3	11	14	\$55,808
Education, Training & Library	21,542	22,119	577	3%	59	471	530	\$45,352
Arts, Entertainment & Media	2,972	3,021	49	2%	10	76	86	\$36,966
Healthcare Practitioners	10,459	11,114	655	6%	67	222	289	\$56,188
Healthcare Support	5,467	6,059	592	11%	61	122	183	\$28,219
Protective Service	4,086	4,191	105	3%	11	105	116	\$36,754
Food Preparation & Serving	15,373	16,583	1,210	8%	131	562	693	\$18,814
Building & Grounds Maintenance	7,059	7,604	545	8%	54	143	197	\$23,690
Personal Care & Service	10,306	11,491	1,185	11%	119	205	324	\$21,621
Sales & Related	18,132	18,838	706	4%	79	540	619	\$24,599
Office & Administrative Support	29,314	29,326	12	0%	67	630	697	\$31,748
Farming, Fishing & Forestry	8,290	8,338	48	1%	16	215	231	\$34,653
Construction & Extraction	8,604	9,367	763	9%	77	129	206	\$43,124
Installation, Maintenance, Repair	8,464	8,954	490	6%	53	193	246	\$42,904
Production	29,047	29,291	244	1%	142	638	780	\$34,818
Transportation & Material Moving	16,698	17,994	1,296	8%	133	383	516	\$32,229

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, September 2015

¹ Replacements are an estimate of the number of job openings expected because people have permanently left a given occupation. Permanent exits occur if someone dies, retires, or otherwise leaves the labor force. Permanent exits also include openings resulting from someone permanently changing occupations. For example, a person leaves their job as a cashier and becomes a truck driver. Openings resulting from people changing employers, but staying in the same occupation are not included.

Element 2

HOUSING ELEMENT

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

2.1 Housing Vision

The Town of Waupun offers a wide array of housing choices in excellent condition. Residents can find adequate housing easily and affordably within the town and are generally able to stay throughout their lives, as their income, family, and individual needs change.

2.2 Housing Goals and Objectives

2.2.1 Goal: Encourage the continued maintenance of local homes

Objectives:

- Identify programs that provide grants, loans, or information that will help homeowners make necessary repairs.

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

Objectives:

- Provide developers with a preferred development area to build new homes
- Ensure that new infrastructure meets town standards before it is approved or accepted as public responsibility

2.2.3 Goal: Encourage the continued availability of affordable housing options for Town residents of multiple income levels.

Objective:

- Continue to permit manufactured homes that meet local building code requirements.

2.3 Existing Housing Conditions

A majority of the information listed in the following section was taken directly from 2013-2017 American Community Survey Estimates. Where possible current information is also incorporated.

2.3.1 Housing Stock Characteristics

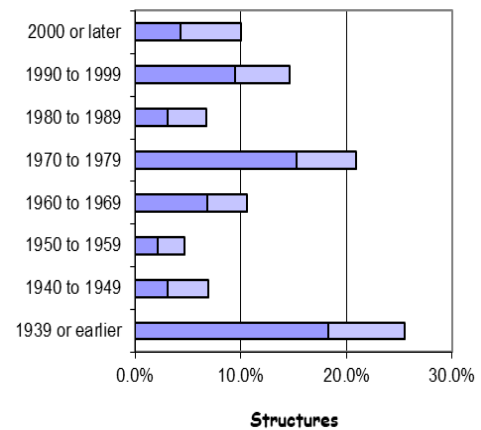
Table 2.3.1 shows the age of local housing stock by the year the structure was built. According to 2013-2017 ACS Estimates, there were between 334 and 754 residential structures within the Town during that time. Many of these residences, between 18 and 33 percent (94-186) were built prior to 1939. Between 4 and 16 percent of the Town’s housing stock has been constructed since 2010. The Town’s housing stock is diverse, by age, as Table 2.3.1a and Figure 2.3.1 below indicate.

Table 2.3.1a: Year Structure Built, 2013-2017

	Number	Percent
1939 or earlier	94-186	18.3-32.7%
1940 to 1949	16-60	3.1-10.7%
1950 to 1959	11-41	2.1-7.3%
1960 to 1969	38-78	6.8-14.4%
1970 to 1979	82-148	15.3-26.5%
1980 to 1989	16-58	3.1-10.3%
1990 to 1999	50-110	9.5-19.7%
2000 or later	27-83	4.3-15.7%

2013-2017 ACS Estimates

Figure 2.3.1: Year Structure Built, 2013-2017



As indicated in Table 2.3.1b, most residential structures (91-99%) are single-unit detached homes. Other than a handful of multi-unit structures, the only significant category of housing type in the Town is mobile homes, of which there were up to 24 according to 2013-2017 ACS Estimates.

Table 2.3.1b: Units in Structure, 2013-2017

	Number	Percent
1-unit, detached	458-584	90.8-99.0%
1-unit, attached	0-25	0.0-4.5%
2 units	0-19	0.0-3.5%
3 or 4 units	0-9	0.0-3.1%
5 to 9 units	0-9	0.0-3.1%
10 to 19 units	0-9	0.0-3.1%
20 or more units	0-9	0.0-3.1%
Mobile home	0-24	0.0-4.3%
Total housing units	458-688	90.8-123.7%

2013-2017 ACS Estimates

According to 2013-2017 ACS Estimates, the median value for a home in the Town was between \$192,132 and \$229,268. Most homes, 57 to 94 percent, ranged in value between \$100,000 and \$299,999. See Table 2.3.1c below. The Wisconsin Board of Realtors reports a median selling price of \$133,500 for single-family homes in Fond du Lac County in 2017 (by 2018 median selling price was \$138,000).

Table 2.3.1c: Housing Values, 2013-2017

	Number	Percent
Less than \$50,000	0-19	0.0-3.8%
\$50,000 to \$99,999	10-38	2.2-7.6%
\$100,000 to \$149,000	46-106	10.0-20.8%
\$150,000 to \$199,999	87-151	18.4-29.8%
\$200,000 to \$299,999	136-220	28.8-43.2%
\$300,000 to \$499,999	30-76	6.1-15.3%
\$500,000 to \$999,999	4-44	1.0-8.8%
\$1,000,000 or more	0-30	0.0-5.9%
Median (dollars)	\$192,132-\$229,268	

2013-2017 ACS Estimates

2.3.2 Occupancy Characteristics

According to 2013-2017 ACS Estimates, the Town of Waupun had between 487 and 611 total housing units. Of these, 94 to nearly 100% percent (468-592) were occupied. There were between 1 and 37 vacant housing units, and between 0 and 10 of these units were sold, but not yet occupied. See Table 2.3.2.

Table 2.3.2: Housing Occupancy, 2013-2017

	Number	Percent
Total Housing Units	487-611	93.6-106.4%
Occupied Housing Units	468-592	93.3-99.7%
Vacant Housing Units	1-37	0.3-6.7%
Homeowner Vacancy rate (percent)	-	0.0-3.4%
Rental Vacancy rate (percent)	-	0.0-36.1%

2013-2017 ACS Estimates

2.3.3 Housing Tenure

The Town of Waupun had between 468 and 592 occupied housing units according to 2013-2017 ACS Estimates. Owner-occupied units accounted for between 89 and 97 percent (435-553) and renter-occupied units for between 3 and 11 percent (13-59). The average household size for owner-occupied units was 2.39-2.83, and 1.69-3.53 for renter-occupied units. See Table 2.3.3.

Table 2.3.3: Housing Tenure, 2013-2017

	Number	Percent
Occupied Housing Units	468-592	91.8-108.2%
Owner-occupied housing units	435-553	89.1-97.3%
Renter-occupied housing units	13-59	2.7-10.9%
Average household size (owner-occupied)	2.39-2.83	(X)
Average household size (renter-occupied)	1.69-3.53	(X)

2013-2017 ACS Estimates

2.3.4 Senior Housing

There is no local senior housing available within the township. Nearby, the City of Waupun contains a number of senior housing facilities including Gateway Senior Housing (120 Gateway Drive), Prairie Ridge Assisted Living (819 Wilcox Street), Harris Court Senior Apartments (100 S Harris Avenue), and Marvin’s Manor Assisted Living (10 Pluim Drive). In addition, there are a number of other senior-specific facilities located in nearby jurisdictions, including Mayville, Beaver Dam, and Ripon.

2.3.5 Special Needs Housing

There are a multitude of special needs housing options located in Fond du Lac County. There are adult day care facilities, adult family homes, residential care apartments, and community based residential facilities (CBRFs) located in the Cities of Fond du Lac and Ripon. Within closer proximity, the City of Waupun contains three CBRFs: Prairie Ridge, offering care for the advanced aged; Daybreak Inc Waupun, offering care for the disabled and those with drug dependencies; and Christian Homestead, which provides professional nursing care management and 24-hour skilled nursing services. Dodge County also offers many existing special needs housing facilities. The Town of Waupun does not have sufficient population to warrant specific housing for special needs populations other than the elderly, especially with an adequate supply located within the region.

2.3.6 Affordable Housing

The Town of Waupun does not contain any public housing. The City of Waupun has two affordable options, both owned by Oakbrook Corporation: The Landings (965 Wilcox Street) and Lincoln School (114 S Division Street). The City also offers housing assistance for recipients who have incomes at 80% or less of the County Median Income for housing rehabilitation (for homeowners and landlords/investors) and home purchase.

2.4 Housing Issues Raised During Planning Process

Results of the December 2004 town survey indicated a strong desire for farmland preservation and resistance to new residential subdivisions. Seventy-eight percent of respondents believed agricultural land should not be divided for residential development, and forty-nine percent of residents believed the town should not allow residential subdivision development anywhere. These interests are likely to conflict with those of current owners of agricultural land interested in selling that land for development and profit.

If residential subdivisions are to be allowed, fifty-seven percent of respondents preferred that they be located only where sewer service is available. Due to a City of Waupun ordinance prohibiting the extension of municipal services beyond the city limits (common to most cities in the state), this desire for sewer service in Town of Waupun residential developments can only be met with a separate, local sewer system requiring county approval.

In 2006 Town Board members participated in an issues and opportunities exercise and identified nuisance properties as a current problem to be remedied. This problem was confirmed again in 2019 with the Planning Committee.

2.5 Housing Actions

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

The Town's current housing stock meets its existing housing demand. However, if the Town grows at the same rate as Fond du Lac County overall, there can be expected an increased housing demand of around 109 additional units by 2040.

This section provides actions that the Town of Waupun can take to help meet future housing needs, improve the quality of the current supply, and increase the quantity of senior housing options.

Actions:

2.5.1 Identify appropriate locations for new residential development in the land use plan.

2.6 Housing Programs

2.6.1 WHEDA Mortgage Programs

The Wisconsin Housing and Economic Development Authority (WHEDA) offers a menu of mortgage programs (see below). For more information contact WHEDA at 1-800-334-6873, or visit www.wheda.com.

- WHEDA Advantage Conventional – Home Loan
- Advantage Conventional HomeStyle Renovation
- First Time Home Buyer (FTHB) Advantage
- Veterans Affordable Loan Opportunity Rate (VALOR)
- WHEDA Tax Advantage
- WHEDA FHA Advantage – Home Loan
- Capital Access Advantage – Down Payment Assistance
- Easy Close Advantage – Down Payment Assistance

2.6.2 Housing Cost Reduction Initiative (HCRI)

Local sponsors compete annually for state HCRI funds to provide assistance to reduce the housing costs of low- and moderate-income households and encourage the purchase of affordable housing units. The money may be used to assist in purchase of affordable single-family or duplex homes, or for foreclosure prevention. Households receiving assistance must have gross incomes at or below 80% of the County median Income (CMI), adjusted for family size.

Organizations that are eligible to compete for funds include local governments, housing authorities, non-profit and for-profit corporations, Native American Indian Tribes, and religious societies. Information regarding the Housing Cost Reduction Initiative Program can be obtained online: <https://doa.wi.gov/Pages/LocalGovtsGrants/HCRIHomePage.aspx>.

2.6.3 Special Needs—State Shelter Subsidy Program (SSSG)

The State Shelter Subsidy Program (SSSG) provides grants to support homeless and emergency shelter program's operations. SSSG funds cannot exceed 50% of an agency's annual operating budget. Eligible applicants are a county or municipal governing body or agency, for-profit entities, an Indian tribal government, a community action agency, or other private non-profit organization. Only generic emergency facilities and voucher programs are eligible.

Funds are distributed throughout the State by formula, based on past shelter use and anticipated need, to the three "regions" of the State defined by statute (Milwaukee County, Dane County and the remainder of the State). More information regarding the State Shelter Subsidy Program (SSSG) can be obtained online: <https://doa.wi.gov/Pages/LocalGovtsGrants/SSSGHomePage.aspx>

2.6.4 ADVOCAP

ADVOCAP is a non-profit agency that is committed to fighting poverty in Fond du Lac, Green Lake and Winnebago Counties. ADVOCAP provides assistance in the areas of business development, employment and training, food and nutrition, getting out of poverty, Head Start programming, home energy conservation, transportation, and affordable housing. Affordable housing services include:

-
- Home purchase assistance – *0% deferred second mortgage*
 - Rehabilitation loans – *0% deferred loan to home owner for \$1,000 to \$29,999*
 - Foreclosure prevention – *foreclosure counseling and a six month deferred loan for up to \$5,000*
 - Rental units – *ACVOCAP owns properties in all three counties*
 - Assistance with homelessness – *limited financial assistance and case management*

Element 3

TRANSPORTATION

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

3.1 Transportation Vision

The Town of Waupun provides safe and reliable transportation options for its residents, including a road network for automobile travel and opportunities for pedestrian and bicycle travel.

3.2 Transportation Goals and Objectives

3.2.1 Goal: Maintain the town roads.

Objectives:

- Continue to repair town roads as possible within budget constraints.
- Ensure that Town roads are adequately maintained to support their average daily traffic volume, as required by State Statute (Trans 204).
- Maintain contact with Wisconsin Southern Railroad to ensure safe rail crossings at Hemp Road, Heidman Road, Harmsen Road, and Savage Road. Regular brush trimming is necessary to maintain safe lines of sight.

3.2.2 Goal: Maintain access to the state highway system.

Objective:

- Work with the Wisconsin Department of Transportation to accommodate local needs when changes are proposed for STH 49.

3.2.3 Goal: Provide hiking and biking opportunities for local residents.

Objective:

- Maintain existing pedestrian opportunities in the Town.

3.2.4 Goal: Maintain good local traffic flow and access.

Objectives:

- Continue current methods of automobile control signage.
- Analyze traffic flow improvements on an as-needed basis.

3.2.5 Goal: Support services that provide mobility transit-dependent and disabled residents.

Objective:

- Encourage the continued availability of elderly and disabled transportation through Dodge County Human Services.

3.3 Transportation Policies

- 3.3.1 The Town will improve local roads as necessary due to increased traffic as required by State Statute.
- 3.3.2 The Town will analyze the safety and mobility needs of motorists, bicyclists, and pedestrians when planning road system improvements.
- 3.3.3 The Town recommends the addition of sidewalks and other pedestrian linkages in new residential developments.

3.4 Existing Transportation Facilities

3.4.1 Road Network

The existing transportation system serving the Town is shown on Map 5. It should be noted that transportation facilities comprise a land use category, however, for the purpose of this report transportation land use has been allocated to the various land use categories that abut transportation right-of-ways. In 2005, there were approximately 71 miles of roads and highways within the Town, including USH 151 (6.7 miles), STH 26 (5.9 miles), CTH M, CTH MM (7.7 miles), CTH MMM (1.6 miles), and the remainder being local roads (50.4 miles). Assuming a typical right-of-way width of 66 feet, roads, highways, and railroads comprise about 0.9 square miles (604 acres), or about 2.8 percent of the total area of the Town.

There are no current or future planned WisDOT projects/studies in the Waupun area.

3.4.2 Transit Service

Shared-ride taxi services, through Waupun Taxi Service, offer a public transportation alternative in smaller communities lacking traditional fixed-route bus service. Users call in advance for taxi rides that may be shared with other riders. Town of Waupun residents may or may not be eligible to use this service, depending on location. Waupun Taxi will provide rides up to 2 miles out from the city, further in some cases.

3.4.3 Rail Road Service

As shown on 3-1 the Wisconsin and Southern railway line extends north from the City of Waupun through the western area of the Town. The Wisconsin and Southern Railroad line extends from the northwestern area of Milwaukee County through Hartford and Horicon before entering the town of Waupun, and continues northwesterly to Ripon, and then northeasterly to Oshkosh. The railroad right-of-way occupies about 35 acres of the total area of the Town.

The former Chicago and Northwestern Railway right-of-way that extends between Horicon and Fond du Lac is now owned by the State of Wisconsin and is utilized for the Wild Goose Recreation Trail.

3.4.4 Aviation Service

Waupun has a private airport with 3,200 ft. of paved two- runway system. Small aircraft can also use the nearby Dodge County Airport in Juneau. Commercial airport service is available at the Wittman Regional Airport in Oshkosh, General Mitchell International Airport in Milwaukee, and the Dane County Regional Airport near Madison. Both Fond du Lac County Airport and Wittman Regional Airport are located within a 60 mile radius of the City.

3.4.5 Pedestrian and Bicycle Transportation

With the exception of the Wild Goose State Trail, which runs through the southeast corner of the town, there are few facilities dedicated to pedestrian and bicycle use. The Wild Goose State Trail is a 34-mile county-operated trail skirting the western edge of the vast Horicon Marsh from the City of Fond du Lac to Clyman Junction.

Walkers and bikers currently use the town's existing roadways. Highways rated as moderately suitable for bikers include CTH TC, CTH M, and STH 49, though only STH 49 has a paved shoulder. STH 26 is deemed undesirable for biking on the Wisconsin Department of Transportation's Fond du Lac County Bike Map.

Residents have complained about the lack of safe walking facilities along town roads, though the town lacks the resources to create and maintain separate pedestrian facilities.

3.4.6 Highways

The Town is served primarily by two highways. USH 151 is a limited-access 4-lane divided highway that runs south to Madison and east to USH 41 at Fond du Lac. STH 26 runs north from USH 151 to Rosendale and Oshkosh, and south to Watertown and Johnson Creek. STH 49 runs directly east and west along the south edge of the town and provides the most direct route to southbound USH 41 and Milwaukee.

3.4.7 Transportation Facilities for the Disabled

Specialized transportation services serve the needs of commuters whose transportation needs are not met by traditional services. Each of the counties in southeast Wisconsin offer some type of specialized services. Specialized transit services include elderly and disabled services, shared ride taxi and Wisconsin Employment Transportation Assistance Program (WETAP). For the Town of Waupun, Fond du Lac County Department of Senior Services provides regional elderly and disabled transportation services. For more information call (920) 929-3936.

3.4.8 Trucking

There are approximately four trucking businesses in the Town operating out of farming or residential properties. Trucking across local roads includes milk trucks, grain trucks, implements trucks, and various other delivery trucks. Heavier trucks do cause road damage especially in the spring.

3.4.9 Water Transportation

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

3.4.10 Commute to Work

Table 3.4.10 shows commuting choices for resident workers over age 16. Between 79 and 90 percent of local workers use automobiles to drive themselves to work, an additional 5 and 14 percent report carpooling. Between 2 and 8 percent of residents worked at home and did not commute to work. Most residents can travel to work in between 18.7 and 23.7 minutes. This is similar to the overall State of Wisconsin mean travel time to work of 22 minutes.

Table 3.4.10: Commuting to Work, 2013-2017

	Number	Percent
Workers 16 years and over	724-924	85.3-117.7%
Car, truck, or van--drove alone	595-797	78.6-90.4%
Car, truck, or van--carpooled	37-119	4.7-14.3%
Public transportation (including taxicab)	0-9	0.0-2.1%
Walked	0-15	0.0-1.7%
Other means	0-8	0.0-1.0%
Worked at home	17-67	2.0-8.2%
Mean travel time to work (minutes)	18.7-23.7	-

2013-2017 ACS Estimates

3.4.11 Road Evaluation System

Town officials evaluate local roads each year in the spring using PASER (Pavement Surface Evaluation and Rating System).

3.5 State and Regional Transportation Plans

3.5.1 Connections 2030: Statewide Long-Range Transportation Plan

Connections 2030 (adopted in 2009) is the state's long-range multimodal transportation plan. The plan identifies statewide, intercity corridors to communicate existing conditions and future recommendations. The Town of Waupun is part of the Wild Goose Corridor which runs from Madison to Oshkosh. Projects within the corridor include:

- Construct candidate passing lanes (WIS 26)
- Candidate expressway upgrade of corridor and the potential conversion of expressway-to freeway corridor (US 151)

3.5.2 2018-2023 Six Year Highway Plan

WisDOT maintains a six year highway plan comprised of a list of projects that reflect the department's intent to improve the state highway system based on assumptions about available revenue, inflation and legislative decisions. As these assumptions change, so does the program. There are currently no planned projects within the Town of Waupun.

3.5.3 Wisconsin Bicycle Transportation Plan 2020

WisDOT encourages planning for bicyclists at the local level, and is responsible for developing long-range, statewide bicycle plans. Guidelines for accommodating travel by bicycles when roadways are reconstructed, or new roads are built, are available and their use is encouraged.

The development of WisDOT's statewide long-range bicycle plan, Wisconsin Bicycle Transportation Plan 2020, involved many people, including an advisory committee. This bicycle planning document is intended to help both communities and individuals in developing bicycle-friendly facilities throughout Wisconsin. Although specific projects in the Waupun area are not specified, the recommendations within the Plan are worth considering locally if development of a regional bicycle plan occurs.

3.5.4 Wisconsin Pedestrian Policy Plan 2020

The Wisconsin Pedestrian Policy Plan 2020, created by the Wisconsin Department of Transportation (WisDOT), was established to make pedestrian travel a viable, convenient and safe transportation choice throughout Wisconsin. While the Policy Plan primarily aims to minimize the barrier to pedestrian traffic flow from State Trunk Highway expansions and improvements, it provides guidance to local communities on how to encourage pedestrian travel through the creation of pedestrian plans, increasing enforcement of pedestrian laws, adopting and implementing sidewalk ordinances, and addressing pedestrian issues through the public participation component of Comprehensive Smart Growth Planning.

The Town of Waupun has not identified pedestrian travel as a major concern. However, the Town will consult this plan when planning for increases in pedestrian access and facilities development.

3.6 Transportation Actions

The Town of Waupun's current transportation system is adequate for existing users. However, with increases to the local population, or increased demand for multimodal transportation options, it will be important for Waupun to remain active in long-term planning efforts to improve existing facilities over time.

The following actions, if implemented, will help provide for future transportation needs and improve the quality and ease of use of the current system.

Actions:

- 3.6.1 Repair local roads each year, as possible within budget constraints.
- 3.6.2 Continue to utilize PASER each spring to analyze local road conditions and help identify needed improvements.

Element 4

UTILITIES AND COMMUNITY FACILITIES

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

4.1 Utilities and Community Facilities Vision

Town of Waupun residents have affordable options for all their utility needs, including water, sewer, electricity, and natural gas. Emergency fire and rescue services are dependable and affordable due to cost-sharing with neighboring communities. The Town also supports the local library, senior center facilities, Waupun School District facilities, and Rosendale-Brandon facilities, all of which are highly valued and utilized by Town residents.

4.2 Utilities and Community Facilities Goals and Objectives

4.2.1 Goal: Maintain the high quality of local public facilities and services.

Objective:

- Monitor satisfaction with local emergency services and seek adjustments as necessary.
- Monitor satisfaction with garbage and recycling services and consider offering pick-up service.

4.2.2 Goal: Maintain the quality and quantity of local groundwater.

Objective:

- Encourage capping of abandoned wellheads.
- Promote safe agricultural practices to reduce the possibility of groundwater contamination.
- Encourage private monitoring of water levels and quality.

4.3 Utilities and Community Facilities Policies

- 4.3.1 To maintain quality groundwater, the town will encourage private property owners and farmers to engage in best management practices and seal any abandoned wells to limit the possibility of groundwater contamination.

-
- 4.3.2 The Town will work with the City of Waupun, the Village of Brandon, Fond du Lac County, Dodge County, and local service providers to provide adequate emergency services in the most cost effective manner appropriate.
 - 4.3.3 The Town of Waupun will cooperate with utility and service providers to ensure adequate delivery of services to Town residents.

4.4 Existing Utilities and Community Facilities Conditions

4.4.1 Sanitary Sewer System

The Fond du Lac County sanitary code and private sewage system ordinance regulates the location, design, construction, alteration, and maintenance of all private waste disposal systems in the county. The private sewage system regulations apply throughout the County and are listed in the Fond du Lac County Sanitary and Private Sewage System ordinance as adopted on December 17, 1985.

Under the sanitary code, a holding tank may be installed in the case of the failure of a conventional private sewage system or mound system. Before obtaining permission for a holding tank, however, the applicant must have exhausted all alternative means of private sewage treatment, such as construction of a mound system. It should be noted that detailed site investigations based upon the requirements of Chapter ILHR 83 of the Wisconsin Administrative Code are essential to the determination of whether or not the soils on any specific site are suitable for development served by onsite sewage disposal systems.

4.4.2 Water Supply

Most Town of Waupun businesses and residences rely on private wells for the water needs. A few residences and businesses are connected to City of Waupun water.

4.4.3 Storm Sewer System

The Town of Waupun does not currently have any of its own storm sewer facilities. Stormwater drains from roadside ditches to local waterways. There are some properties in the Town that are connected to the City of Waupun storm sewer system, though this system is maintained by the City.

4.4.4 Solid Waste Disposal/Recycling Facilities

Town residents individually retain private firms for removal and disposal of solid waste. The Town contracts with a private firm that provides a drop-off site for recyclables. This service cost the Town \$3,900 in 2018. Town residents are responsible for conveying recyclable materials to Aronson Recycling, or they can pay extra for roadside pickup.

4.4.5 Post Office

There are no post offices in the Town of Waupun. The nearest U.S. post offices are in the City of Waupun (400 E Franklin St) and northwest of the Village in Brandon (120 N Commercial St).

4.4.6 Rescue/Fire Protection

Fire protection for the Town is provided by the Waupun Community Fire Department, which is co-owned by the Towns of Trenton, Chester, and Waupun. The fire trucks are stationed at the Waupun Community Fire Department in the City of Waupun. The Town also participates in the operation of the Brandon Fairwater Fire Department, which serves the northern portion of the Town.

4.4.7 Law Enforcement

Police services in the Town are provided by the Fond du Lac County Sheriffs Department and occasionally the Waupun Police Department. The Waupun Police Department will respond if called directly or if requested as backup.

4.4.8 Emergency Medical Services

EMS services are currently provided by Lifestar Ambulance, located at W7185 Highway 49. Lifestar contracts 911 emergency calls with the Towns of Chester, Trenton and Waupun and the City of Waupun.

4.4.9 Health Care Facilities

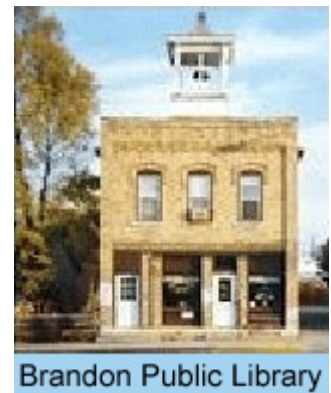
There are at least four local health care facilities near the Town of Waupun. Brandon Clinic is located at 601 E. Clark Street in the Village of Brandon and is part of Agnesian HealthCare (St. Agnes Hospital, Fond du Lac). Waupun Memorial Hospital, also part of Agnesian, is a 25-bed acute care hospital located at 620 W. Brown Street in the City of Waupun. Waupun Clinic is attached to the hospital. Schrank Clinic is located at 600 Fern Street in Waupun. Beaver Dam Community Hospital Clinic is located at 180 Gateway Drive in Waupun.

4.4.10 Library

The Town is served by the Waupun Public Library, located in the City of Waupun at 123 S Forest Street. The library was built in 1968 and expanded in 1998 and 2009, and houses about 74,000 items. The library facility is generally meeting the needs of users and no upgrades are currently planned.

Materials available for checkout include books, videos, DVDs, CD-ROM software, books on tape, books on CD, magazines, newspapers, vertical file materials and some genealogical materials. The library has reference books, genealogical materials, telephone books and Waupun High School yearbooks (for various years) that can be utilized in the library. The Waupun Public Library also offers the free use of technological equipment (with the exception of 10¢ per page copy charge), such as 12 computers, two microfilm readers/printers and two copy machines. The Waupun Public Library is directly connected with 31 other libraries in Dodge, Ozaukee, Sheboygan and Washington Counties through the Monarch Library System.

The Town is also served by the Brandon Library, located at 117 E. Main St. in Brandon. This library is part of the Winnefox Library System, which serves libraries in Fond du Lac, Green Lake, Marquette, Waushara & Winnebago Counties.



4.4.11 Schools

The Town of Waupun is served by two public school districts: the Waupun School District and the Rosendale-Brandon School District. The Waupun School District operates Waupun Area Junior/Senior High School, Rock River Intermediate School, Meadow View Primary School and SAGES (a 4K-6 charter school with an environmental and agriculture science emphasis). The Rosendale-Brandon School District operates Laconia High School, Cirrus Charter High School, Rosendale Intermediate School, Brandon Middle School, and two elementary schools, including Rosendale Primary School and Brandon Elementary School. The only school that operates within the Town of Waupun is the Amity Alternative EBD School which serves students in grades K-12 with emotional and behavioral disorders. Amity School is part of CESA 6, a non-profit member driven cooperative educational service agency. There are 12 CESA districts in Wisconsin.

4.4.12 Child Care Facilities

There are no licensed child care facilities in the Town of Waupun, and six such facilities in the City of Waupun. Some residents would prefer to have access to a facility that stays open later than 6:00 pm. Town residents also rely on networks of friends and family for child care needs.

4.4.13 Parks and Recreation Facilities

There are no parks or public open spaces owned or maintained by the Town of Waupun. Public recreation sites located within the Town include the Horicon Marsh Wildlife Refuge (owned and managed by the U.S. Fish and Wildlife Service), the Wild Goose State Trail (operated by Fond du Lac and Dodge Counties), and Hwy 49 Wayside Park (operated by Fond du Lac County).

4.4.14 Electricity and Natural Gas

Some Town of Waupun residents purchase electricity from Waupun Utilities. The rest purchase from Alliant Energy. All natural gas is supplied by Alliant Energy.

4.4.15 Telephone and Television Services

There are multiple providers of telephone service in the Town, though all facilities are owned by SBC. Cable television service is limited to only portions of the Town, though all residents have the option of satellite television service.

4.4.16 Cemeteries

The Town of Waupun has four cemeteries. These include the Wedge Prairie Cemetery at the corner of Amity Road and STH 103, Calvary Cemetery along CTH M just north of the City of Waupun, Cattaraugus Cemetery located along US 151 just east of the City of Waupun, and Norwegian Cemetery on Church Road.

4.5 Issues Raised During Planning Process

Results of the December 2004 Town Survey:

- Strong support for wind power projects or wind farms: 47 percent believed such projects should be allowed though not encouraged, while 31 percent believed they should be encouraged.
- Strong support for regulation of factors that impact water quality – 69 percent of respondents supported active local regulation.

- High ratings for the quality of local services, including police and fire protection, EMS services, road maintenance, snow plowing, and the recycling drop-off center.

Results of the May 2005 Town Board SWOT exercise:

- Schools and emergency services are excellent.
- Groundwater quality is currently good, but its long-term protection is a concern. Key threats include agricultural manure sludge spreading and potential leaks by the Koch refinery pipeline.

Results of the May 2019 Planning Committee SWOT exercise:

- Certain areas of the Town do not have internet access, or have slow internet service.

4.6 Community Utilities and Facilities Actions

Actions:

- 4.6.1 Perform periodic review of existing community facilities to identify areas for repair or possible upgrade.
- 4.6.2 Work with Alliant Energies, SBC, and Waupun Utilities to allow sufficient easements or access to necessary locations within the jurisdiction.

4.7 Forecasted Utilities and Community Facilities Needs

Utilities/Facilities	Approximate Timeframe	Comments
Town Hall	Long-Term	The Town Hall and Garage was completed in 2002. It meets the needs of Town residents and is in good condition, requiring only routine maintenance.
Fire Department	Long-Term	The Waupun Community Fire Department and the Brandon Fire Department meet the needs of the Town of Waupun. Neither has specific needs or plans to replace or expand equipment or facilities.
Police	Long-Term	The Fond du Lac County Sheriffs Department meets the Town's law enforcement needs.
EMT/Rescue	Long-Term	Current arrangement with Lifestar Ambulance is adequate for current needs.

Short-Term: approximately 1-4 years in the future

Mid-Term: approximately 5-8 years in the future

Long-Term: approximately 9+ years in the future

Element 5

AGRICULTURAL, NATURAL & CULTURAL RESOURCES

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

5.1 Agricultural, Natural and Cultural Resources Vision

The Town of Waupun is a rural, agricultural community and residents wish to maintain this identity. As further development occurs, it is concentrated mostly adjacent to the City of Waupun. All development proceeds only with careful protection of local waterways, groundwater, scenic viewsheds, and archeological and historic sites.

5.2 Natural Resources Goals and Objectives

5.2.1 Goal: Protect water quality and quantity throughout the Town.

Objective:

- To work with the WDNR and Fond du Lac County to identify critical zones, such as groundwater recharge areas.
- Work with the County and UW-Extension to address fertilizer and manure runoff issues.
- Update applicable town ordinances to protect recharge areas.
- Preserve wetland areas that serve a vital role in replenishing groundwater resources.

5.2.2 Goal: Preserve natural areas throughout Waupun.

Objective:

- Work with property owners to encourage preservation of forests and other non-agricultural natural areas located on private land.
- Work with the WDNR to identify incentives for private landowners to preserve non-agricultural natural areas.

5.3 Natural Resources Policies

5.3.1 The Town will discourage activities that are harmful to wetlands that serve any of the following functions:

- serve as recharge areas for groundwater
- help to maintain surface water quality
- reduce flood hazards

-
- provide wildlife habitat
- 5.3.2 Residential, commercial and industrial uses will be discouraged in woodlots, open spaces and other environmentally significant areas prioritized for preservation.
- 5.3.3 The Town of Waupun discourages development in areas critical to the maintenance of the Town's groundwater supply.

5.4 Cultural Resources Goals and Objectives

5.4.1 Goal: Preserve historically significant buildings, sites, and events.

Objective:

- Work with local Historical Societies to identify historic resources so they may be considered in future planning.
- Ensure that any known cemeteries, human burials or archaeological sites are protected from encroachment by roads or other development activities.

5.5 Cultural Resources Policies

- 5.5.1 The Town will act to preserve historically significant structures and locales within the jurisdiction.

5.6 Agricultural Resources Goals and Objectives

5.6.1 Goal: Preserve prime agricultural land.

Objective:

- Discourage conversion of active farmland to rural residential lots.
- Continue programs, such as the Conservation Reserve Program, that seek to maintain prime soils and cropland.
- Maintain farmland preservation zoning.

5.6.2 Goal: Encourage preservation of the rural landscape.

Objective:

- Maintain low rural density throughout the township.
- Consider views from roadways when approving new development, and encourage development patterns minimize the impact on those views (e.g. conservation subdivisions)
- Encourage best management practices (BMPs) concerning manure management.

5.7 Agricultural Resources Policies

- 5.7.1 The Town will support the preservation of agricultural lands for continued agricultural use.

5.8 Agricultural Resource Inventory

5.8.1 Active Agriculture

Active agriculture in the Town of Waupun is a vital part of the local economy. With the exception of the existing wetland and floodplain areas, the remainder of the Town is well suited to agricultural production. Around eight percent of the Town's residents are employed in agriculture, forestry, fishing, hunting or mining industries. Agriculture also has a profound impact on the Town's appearance and overall character. Town residents enjoy a natural splendor that is very closely related to the continuation of agricultural operations.

5.8.2 Productive Farmland Soils

Much of the area of the Town is covered by soils which are well suited for agricultural use. The Fond du Lac County Farmland Preservation Plan identifies "prime soils" as those soils identified by the Soil Conservation Service (SCS) as Class I, Class II, and Class III soils. The plan identifies farmland preservation areas based on the ability of the area to meet one of the following criteria:

- Farmland is shown as "Planned Agriculture" in town comprehensive plans
- Farmland currently and historically farmed, grazed or used for forestry
- Farmland currently zoned "Agriculture" or "Exclusive Agriculture"
- Existing land uses complimentary to farming
- State and federal owned property managed for forestry, habitat conservation and recreation purposes that has been planned and zoned as "Agriculture" or "Exclusive Agriculture"
- Farmland expected to stay in farming over the next 15 years

The areas of the Town that are covered with prime soils are shown on Map 5-2. These soils encompass approximately 33 square miles, or almost 94 percent of the area of the Town.

5.9 Natural Resource Inventory

5.9.1 Topography

Topography is an important determinant of the land uses practicable in a given area. Lands with steep slopes are generally poorly suited for urban development and for most agricultural purposes and, therefore, should be maintained in natural cover for water quality protection, wildlife habitat, and erosion control purposes. Lands with less severe slopes may be suitable for certain agricultural uses, such as pasture, and for certain urban uses, such as carefully designed low-density residential use. Lands which are gently sloping or nearly level are suitable for agricultural production or for urban uses.

It should also be noted that storm water runoff and erosion are directly related to the topography of an area and, therefore, the type and extent of both urban and rural land uses should be carefully adjusted to the slope of the land. In general, slopes of 12 percent or greater should be considered unsuitable for agricultural uses and urban development, and should be maintained in essentially natural, open uses.

The topography, or the relative elevation of the land surface, in the Town of Waupun ranges from nearly level to gently sloping.

5.9.2 General Soils Information

Soil is an irreplaceable natural resource possessing various properties that should be considered in land use planning and decision making. Also, changes in land use have impacts that are influenced by these soil properties. Accordingly, a land use planning effort should examine how soils can best be used and managed.

The United States Soil Conservation Service (SCS), the predecessor agency to the United States Natural Resources Conservation Service (NRCS), has completed a detailed operational soil survey of Fond du Lac County. The findings of this survey are documented in the report entitled "Soil Survey of Fond du Lac County, Wisconsin", published in 1973 by the United States Department of Agriculture, Soil Conservation Service. The soil survey provides useful information regarding the suitability of the soils for various urban and rural land uses. Utilization of the soil survey involves determining the kinds and degrees of limitations that the soil properties are likely to impose on various uses and activities, and evaluating the appropriateness of a particular land use with respect to the soil limitations. Of particular importance in preparing a land use plan for the Town of Waupun are the soil capability classifications for agriculture and the soil limitation ratings for residential development with conventional onsite sewage treatment and disposal systems.

5.9.3 Watershed/ River Basins

The Town of Waupun lies entirely within the Rock River watershed, which is part of the Mississippi River drainage system. The portion of the Rock River watershed in the Town can be divided into several subwatersheds including the Willow Creek and the Ladoga Creek subwatersheds.

5.9.4 Groundwater

Groundwater is the only source of water for drinking and crop irrigation in the Town of Waupun. Sixty-three percent of 2004 survey respondents believed the town should regulate activities that could negatively impact groundwater quality.

5.9.5 Stream Corridors

Perennial streams are defined as watercourses that maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. The perennial streams in the Town of Waupun are shown on Map 4. As already noted, perennial streams in the Town include the South Branch of the Rock River, which flows through the south portion of the Town and through the City of Waupun, and the West Branch of the Rock River, which flows through the east half of the Town. Willow Creek, a tributary of the Rock River, flows through the central area of the Town; while Ladoga Creek, another tributary of the Rock River, flows through the northern area of the Town.

5.9.6 Surface Water

Surface water resources, consisting of rivers and streams together with associated floodlands, form an integral element of the natural resource base of the Town of Waupun. There are no natural lakes in the Town of Waupun, however there is a small 8-9 acre man-made lake in a former quarry on the Edmunds Property. Surface water resources influence the physical development of an area, provide recreational opportunities, and enhance the aesthetic quality of

the area. Rivers and streams constitute focal points of water related recreational activities; provide an attractive setting for properly planned residential development; and, when viewed in context of the total landscape, greatly enhance the aesthetic quality of the environment.

Rivers and streams are susceptible to degradation through improper rural and urban land use development and management. Water quality can be degraded by excessive pollutant loads, including nutrient loads, that result from malfunctioning and improperly located onsite sewage disposal systems; urban runoff; runoff from construction sites; and careless agricultural practices. The water quality of streams and ground water may also be adversely affected by the excessive development of riverine areas combined with the filling of peripheral wetlands (which if left in a natural state serve to entrap and remove plant nutrients occurring in runoff, thus reducing the rate of nutrient enrichment of surface waters that results in weed and algae growth).

5.9.7 Floodplains

The identification of floodlands in the Town is important for the preparation of a sound land use plan. The floodlands of a river or stream are the wide, gently sloping areas contiguous to, and usually lying on both sides of, a river or stream channel. Rivers and streams occupy their channels most of the time. However, during even minor flood events stream flows increase markedly, and the stream channels may not be able to contain and convey all of the flow. As a result, water levels increase and the river or stream spreads laterally over the floodlands. The periodic flow of a river onto its floodlands should be considered a normal and expected phenomenon and, in the absence of costly structural flood control works, will occur regardless of whether or not urban development exists in the floodland. Floodplain areas are designated by the Federal Emergency Management Agency (FEMA).

For planning and regulatory purposes, floodlands are normally defined as those areas (excluding the stream channel) subject to inundation by the 100-year recurrence interval flood event. This is the event that may be expected to be reached or exceeded in severity, on the average, once in every 100 years; or, stated another way, there is a 1 percent chance of this event being reached or exceeded in severity in any given year. Floodland areas are generally not well suited to urban development, not only because of the flood hazard, but also because of the presence of high water tables and soils poorly suited to urban uses. Designated areas are those that are prone to flooding during a 100-year storm event adjacent to navigable waters.

Floodland areas generally contain important elements of the natural resource base such as woodlands, wetlands, and wildlife habitat, therefore they constitute prime locations necessary for park, recreation, and open space areas. Every effort should be made to discourage incompatible urban development of floodlands and to encourage compatible park, recreation, and open space uses.

The Federal Emergency Management Agency (FEMA) National Flood Insurance Program has identified areas of the Town that may be subject to flooding under events up to and including the 100 year recurrence interval flood. Floodland delineation currently identified by FEMA are shown on Map 4. These floodlands encompass an area of about 5.6 square miles, or just over 16 percent of the Town, and are primarily located along the branches of the Rock River and along Ladoga Creek.

5.9.8 Wetlands

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

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

Wetlands are not conducive to residential, commercial, and industrial development. Generally, these limitations are due to the erosive character, high compressibility and instability, low bearing capacity, and high shrink-swell potential of wetland soils, as well as the associated high water table. If ignored in land use planning and development, those limitations may result in flooding, wet basements, unstable foundations, failing pavement, and excessive infiltration of clear water into sanitary sewers. In addition, there are significant onsite preparation and maintenance costs associated with the development of wetland soils, particularly as related to roads, foundations, and public utilities. Recognizing the important natural functions of wetlands, continued efforts should be made to protect these areas by discouraging costly, both in monetary and environmental terms, wetland draining, filling, and urbanization.

Wetlands, as identified in the Wisconsin Wetland inventory of 1978, are depicted on 8-1, and comprise approximately 7.5 square miles (4,798) acres, or 22 percent of the Town. The largest concentrations of wetlands occur along the West Branch of the Rock River and in the northwest area of the Township. The wetlands shown on the map are based on WI DNR mapped wetlands.

5.9.9 Woodlands

Under good management, woodlands can serve a variety of beneficial functions. In addition to contributing to clean air and water and regulating surface water runoff, the woodlands contribute to the maintenance of a diversity of plant and animal life in association with human life.

Unfortunately, woodlands, which require a century or more to develop, can be destroyed through mismanagement in a comparatively short time. The destruction of woodlands, particularly on hillsides, can contribute to stormwater runoff, the siltation of lakes and streams, and the destruction of wildlife habitat. Woodlands can and should be maintained for their total values; for scenery, wildlife habitat, open space, education, recreation, and air and water quality protection.

For the purposes of this planning effort, woodlands have been defined as areas of at least 2 acres. Woodlands comprise 1,519 acres, or 6.9 percent of the total area of the Town. Woodlands occur in a scattered pattern throughout the Town.

5.9.10 Rare Species Occurrences/Wildlife Habitat

Wildlife in the Town of Waupun includes both game and non-game species such as rabbit, squirrel, and woodchuck; predators such as mink, fox, and raccoon; game birds, including pheasant and wild turkeys; and such marsh furbearers as muskrat and beaver. Other species include songbirds, marsh birds, and shorebirds. In addition, waterfowl are present and white-tailed deer are found in many areas.

The following table lists sensitive elements that may be located in the Town of Waupun. Information presented is from the Wisconsin Natural Heritage Inventory database available through the Department of Natural Resources and is described at the township level.

Group	Scientific Name	Common Name
Community	Mesic Prairie	Mesic Prairie
Community	Southern Mesic Forest	Southern Mesic Forest
Fish	<i>Lythrurus Umbratilis</i>	Redfin Shiner
Beetle	<i>Liodessus Cantralli</i>	Cantrall’s Bog Beetle
Bird	<i>Chlidonias Niger</i>	Black Tern
Bird	<i>Botaurus Lentiginosus</i>	American Bittern

5.9.11 Open Space/Environmental Corridors

Existing public and nonpublic outdoor recreation and open space sites in the Town of Waupun are shown on Map 4. The portion of the Horicon Marsh Wildlife Refuge that is located in the Town of Waupun, owned and managed by the U.S. Fish and Wildlife Service, constitutes the largest public open space site in the Town. This Wildlife Refuge encompasses just over 1 percent of the total area of the Town.

At this time the Town of Waupun does not own or maintain any park or open space sites.

5.9.12 Nonmetallic Mineral Resources

There is one open gravel pit in the town. It is located in Section 33 between USH 151 and STH 26 adjacent to the City of Waupun. This site is owned by W. D Navis and is not currently in active use. There is one closed gravel pit in the town. It is located in Section 23 along Hwy 151 opposite Hickory Estates. This gravel pit was primarily used for the expansion of US 151.

5.10 Cultural Resources Inventory

5.10.1 Historic Resources

A number of inventories and surveys of historic sites have been conducted by various units and agencies of government in Fond du Lac County. The results of these inventories and surveys, on file at such agencies as the Historical Society of Wisconsin, indicate that there are historic sites in the Town. These sites include 41 archeological sites including prehistoric burial mounds, village

and camp sites and historic burial sites, and 39 buildings/structures or objects. The Wedge Octagon House in Section 3 and the Rising Sun Grange Hall in Section 2 are noted as being eligible for listing in the National Register of Historic Places. A Norwegian church located in Section 36 was identified by the Advisory Committee as being of historic significance within the Town of Waupun.

5.10.3 Community Design

The Town of Waupun is predominantly a rural, agricultural place and desires to maintain that identity. Eighty-four percent of respondents to the 2004 survey identified the rural, country atmosphere as something they like most about the Town, and seventy-one percent preferred little or no Town growth. While many Town residents live on farmsteads, there are several rural residential subdivisions.

5.10.4 Recreational Resources

The Horicon Marsh Wildlife Refuge, which is owned and managed by the U.S. Fish and Wildlife Service, is a significant recreation resource for Town residents. Also available for public use is the Wild Goose State Trail, which passes through the southeast corner of the town and runs from the City of Fond du Lac to Clyman Junction. Other sites frequented by Town residents include Fond du Lac County Park, the public pool in that park, and McCune Beach, a swimming pond located in the City of Waupun.

Besides these designated public resources, residents also walk and bike on town roads and use private property for hiking, hunting, fishing, etc.

5.11 Agricultural, Natural, and Cultural Resources Issues Raised During the Planning Process

Town residents have repeatedly expressed their desire to protect agricultural land. Sixty percent of 2004 survey respondents did not want agricultural land to be development for residential subdivisions.

Protection of environmental corridors was deemed important by 87 percent of survey respondents, and 84 percent of respondents agreed that recreational areas and wildlife habitat should be protected from development.

5.12 Agricultural, Natural, and Cultural Resource Actions

This section offers actions that, if implemented, will help the Town continue to preserve and enhance the local agricultural, natural and cultural resources that define Waupun.

Actions:

5.12.1 Review Town ordinances and update as appropriate, to protect critical groundwater areas.

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- 5.12.2 Convene a meeting with UW-Extension and Fond du Lac County Land and Water Conservation staff to assess the severity of groundwater or surface water contamination due to agricultural fertilizer, manure, or pesticide application.
 - 5.12.3 Convene a meeting with Fond du Lac County Land and Water Conservation staff and the WDNR to identify critical zones for the maintenance of the Town's groundwater supply.
 - 5.12.4 Review wetland maps during all land use decision-making processes.
 - 5.12.5 Refer interested individuals to the Fond du Lac County Historical Society for tips on how to inventory significant structures.
 - 5.12.6 Contact local agencies, including UW-Extension, to acquire pamphlets and other informational materials on agricultural preservation tools.
 - 5.12.7 Encourage county and state assistance in developing programs to retain rural heritage.
 - 5.12.8 Refer residents with questions about the Managed Forest Law, which helps preserve private forest land, to the WDNR or UW Extension office in Fond du Lac.

5.13 Programs

A complete list of Agricultural, Natural and Cultural Resource Programs is provided in **Appendix D**.

Element 6

ECONOMIC DEVELOPMENT

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

6.1 Economic Development Vision

The Town of Waupun is an agricultural community, and many local residents continue to make a living through farming. Most residents drive to nearby urban areas such as Waupun, Beaver Dam and Fond du Lac to meet their shopping and employment needs, and this is an acceptable trade-off for the preservation of farmland and rural living in the Town of Waupun.

6.2 Economic Development Goals and Objectives

6.2.1 Goal: Ensure the continued viability of agriculture as a source of income and employment in the Town of Waupun

Objective:

- Protect agricultural land from development for other purposes.
- Continue to allow businesses that directly support local farms to operate in the Town of Waupun.

6.2.3 Goal: Protect the Town's rural character AND allow for business growth in the Town.

Objective:

- Direct developers to growth areas identified on the Future Land Use Map.
- Encourage compact commercial developments that utilize shared parking and shared signage
- Enforce current zoning regulations.

6.2.4 Goal: Direct industrial uses to appropriate lands adjacent to the City of Waupun.

Objective:

- Cooperate with the City of Waupun on industrial development proposals.

6.2.5 Goal: Stabilize tax rates to the extent possible.

Objective:

- Use state and federal grant programs to supplement local tax revenue whenever practical and advantageous.
- Continue to require that new land development pays for its own improvements.

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- Cluster development in order to promote efficient provision of services.
 - Continue and expand creative efforts, such as the Town’s recycling program, to keep costs of services down.
 - Continue and expand cooperation with the City of Waupun, and other municipalities and agencies, to share costs of services.

6.3 Economic Development Policies

- 6.3.1 The best farmland will be preserved for farming whenever possible.
- 6.3.2 Conservation subdivision design will be encouraged to preserve viewsheds and reduce infrastructure maintenance costs.
- 6.3.3 Locate new development in areas where the potential conflict with agriculture will be minimal.

6.4 Economic Development Existing Conditions

6.4.1 Labor Market

Table 6.4.1a details the employment status of workers in the Town of Waupun as compared to Fond du Lac County and the State. A greater portion of the Town of Waupun working age population was employed, according to 2013-2017 ACS estimates, than in the county or the state.

Table 6.4.1a: Employment Status, 2013-2017

	Town of Waupun		Fond du Lac County	State of Wisconsin
	Number	Percent	Percent	Percent
<i>Population 16 years and over</i>	1,064-1,304	-	-	-
In labor force	747-955	66.2-77.6%	66.6-68.2%	66.8-67.0%
Civilian labor force	747-955	66.2-77.6%	66.6-68.2%	66.7-66.9%
Employed	729-931	64.4-75.8%	63.9-65.5%	63.6-63.8%
Unemployed	5-37	0.5-3.1%	2.3-3.1%	3.0-3.2%
Armed Forces	0-9	0.0-1.5%	0.0-0.1%	0.0-0.2%
Not in labor force	255-411	22.4-33.8%	31.8-33.4%	33.0-33.2%
<i>Females 16 years and over</i>	525-671	-	-	-
In labor force	357-457	60.3-75.9%	61.6-63.8%	63.1-63.3%
Civilian labor force	357-457	60.3-75.9%	61.6-63.8%	63.1-63.3%
Employed	354-452	60.2-76.0%	59.1-61.5%	60.3-60.7%
<i>Own children under 6 years</i>	21-105	-	-	-
All parents in family in labor force	8-36	1.2-68.6%	68.7-77.1%	73.3-74.3%
Private wage and salary workers	543-701	70.1-79.7%	83.2-85.0%	82.4-82.6%
Government workers	100-192	12.9-22.3%	10.0-11.6%	12.1-12.3%
Self-employed workers in own not incorporated business	34-86	4.3-10.1%	4.4-5.4%	5.0-5.2%
Unpaid family workers	0-7	0.1-0.3%	0.1-0.3%	0.1-0.3%

2013-2017 ACS Estimates

Figure 6.4.1 below shows the percentage of workers by occupation within the Town according to 2013-2017 ACS Estimates. The greatest single occupational category was Management, Professional, and Related (22-33%), followed closely by Sales and Office (18-27%) and Service (14-25%) occupations. A complete breakdown is listed in the Issues and Opportunities Element, Section 1.8.

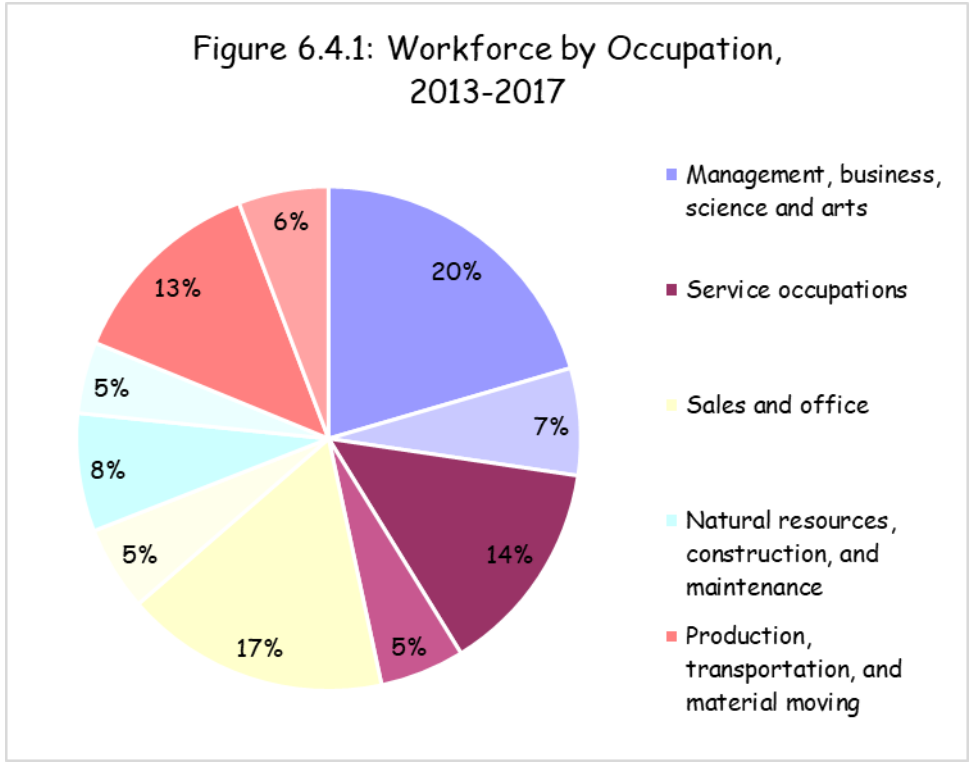


Table 6.4.1b shows workforce by industry according to 2013-2017 ACS Estimates. Whereas the “workforce by occupation” data tells us what type of work local residents do, “workforce by industry” data tells us more accurately what types of products or services local residents are contributing to. The table indicates stronger than average participation in Construction (9-17%), Agriculture, Forestry, Fishing, Hunting, and Mining (4-12 %), and Public Administration (7-13%). The table indicates lower than average participation in Educational, Health, and Social Services (10-18%).

Table 6.4.1b: Workforce by Industry, 2013-2017

	Town of Waupun		Fond du Lac County	State of Wisconsin
	Number	Percent	Percent	Percent
Agriculture, forestry, fishing and hunting, and mining	35-97	4.3-11.7%	3.5-4.5%	2.3-2.5%
Construction	68-148	9.1-16.9%	6.4-7.6%	5.4-5.6%
Manufacturing	117-235	15.0-27.4%	22.5-24.7%	18.3-18.5%
Wholesale trade	0-9	0.0-2.1%	0.0-2.4%	0.0-2.8%
Retail trade	48-108	6.2-12.6%	9.7-11.3%	11.2-11.4%
Transportation and warehousing, and utilities	10-34	1.2-4.2%	3.9-4.9%	4.3-4.5%
Information	0-10	0.0-1.2%	0.0-2.1%	0.0-1.7%
Finance, insurance, real estate, and rental and leasing	15-43	1.8-5.2%	4.7-5.9%	6.0-6.2%
Professional, scientific, management, administrative, and waste management services	21-57	2.6-6.8%	4.6-5.8%	8.2-8.4%
Educational, health, and social services	82-150	10.2-17.8%	19.5-21.3%	23.0-23.4%
Arts, entertainment, recreation, accommodation and food services	23-67	2.7-8.1%	6.6-7.8%	8.6-8.8%
Other services (except public administration)	39-91	4.7-10.9%	4.1-5.1%	4.0-4.2%
Public administration	53-111	6.7-13.1%	3.5-4.5%	3.4-3.6%
Employed civilian population 16 years and over	511-1,160	-	-	-

2013-2017 ACS Estimates

Table 6.4.1c illustrates the fact that nearly half of local jobs are filled by residents from the Cities of Waupun, Fond du Lac, Beaver Dam, Ripon, Appleton and Green Bay, and the Villages of Brandon and Rosendale. The other half are filled mostly by residents from other surrounding communities. Table 6.4.1d indicates where Town of Waupun residents work. There were 761 workers in the town in 2015, and nearly 40% of these workers worked in the Cities of Waupun, Fond du Lac and Beaver Dam. The rest worked in other communities in Fond du Lac and Dodge counties or beyond.

**Table 6.4.1c: Place of Residence:
People Who Work in the Town of Waupun, 2015**

	Number	Percent
City of Waupun	199	26.7%
City of Fond du Lac	58	7.8%
City of Beaver Dam	20	2.7%
Village of Brandon	20	2.7%
City of Ripon	11	1.5%
City of Appleton	9	1.2%
City of Green Bay	8	1.1%
Village of Rosendale	7	0.9%
City of Markesan	6	0.8%
Village of Fairwater	5	0.7%
City of Horicon	5	0.7%
City of Milwaukee	5	0.7%
All Other Locations	393	52.7%
Total	746	100%

<https://onthemap.ces.census.gov/>

**Table 6.4.1d: Place of Work:
Town of Waupun Residents, 2015**

	Number	Percent
City of Waupun	149	19.6%
City of Fond du Lac	114	15.0%
City of Beaver Dam	64	8.4%
City of Horicon	15	2.0%
City of Milwaukee	13	1.7%
City of Oshkosh	13	1.7%
City of Mayville	12	1.6%
Village of Brownsville	11	1.4%
City of Madison	10	1.3%
City of Ripon	10	1.3%
All Other Locations	350	46.0%
Total	761	100%

<https://onthemap.ces.census.gov/>

6.4.2 Economic Vitality: Income and Unemployment

Table 6.4.2 shows income characteristics of Town of Waupun residents as compared to both Fond du Lac County and the State. While 2000 income levels were lower than county and state averages, local incomes seem to have grown similarly or faster than county and state averages according to 2013-2017 estimates.

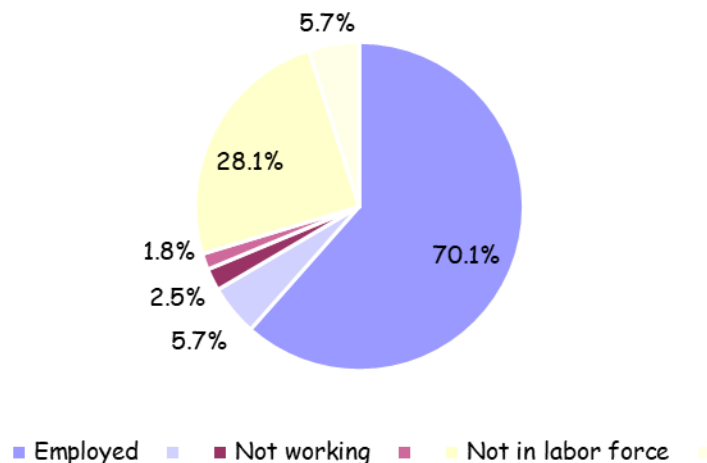
Table 6.4.2a: Income Characteristics, 2000-2017

	2000			2013-2017		
	Town of Waupun	Fond du Lac County	Wisconsin	Town of Waupun	Fond du Lac County	Wisconsin
Median Household Income	\$42,000	\$ 49,091	\$ 52,911	\$67,495-	\$69,930-	\$72,250-
Median Family Income	\$36,250	\$ 41,941	\$ 43,791	\$92,297	\$73,430	\$72,834
Per Capita Income	\$ 16,823	\$ 19,695	\$ 21,271	\$56,751-	\$56,337-	\$56,546-
				\$85,067	\$59,259	\$56,972
				\$28,247-	\$28,726-	\$30,426-
				\$34,389	\$30,136	\$30,688

2000 Census, 2013-2017 ACS Estimates

Figure 6.4.2 shows labor force participation for Fond du Lac County residents according to 2013-2017 ACS Estimates.

Figure 6.4.2: Labor Force Participation, 2013-2017



Fond du Lac County's unemployment rate decreased from a high of 6.1% in 2013 to a low of 2.6% in 2018 (see Table 6.4.2a).

Table 6.4.2b: Fond du Lac County Civilian Labor Force Data

	2013	2014	2015	2016	2017	2018
Labor force	57,076	57,127	57,074	57,143	57,544	57,658
Employed	53,567	54,321	54,749	55,139	55,915	56,139
Unemployed	3,509	2,806	2,325	2,004	1,629	1,519
Unemployment rate	6.1%	4.9%	4.1%	3.5%	2.8%	2.6%

Source: <https://jobcenterofwisconsin.com/wisconomy/query>

6.5 New Businesses Desired by Town of Waupun Residents

The Town of Waupun is committed to preserving its rural, agrarian environment, but it is not opposed to business growth in the Town. Businesses interested in locating in the Town will be directed to appropriate areas near the City of Waupun as identified in the Land Use Plan. Farming-related businesses will be allowed to locate near farms as appropriate. All development proposals will be considered on a case-by-case basis to determine their suitability for the Town.

6.6 Strengths and Weaknesses for Economic Development

Strengths: Agriculture is the dominant economic activity in the town, and provides opportunities for businesses that support agriculture. Convenient access to STH 26 and USH 151 increase the likelihood that commercial enterprises may be interested in locations within the town.

Weaknesses: The Town of Waupun does not have a diverse economy of its own, rather relying upon businesses in surrounding communities for most jobs, goods and services. The town also does not offer municipal sewer or water services needed to support most office, commercial or industrial uses.

6.7 Environmentally Contaminated Sites

The Wisconsin Department of Natural Resources maintains a web-based database of current and former contaminated sites called BRRTS on the Web. As of April 2019 there are four town sites in the database which have been cleaned and the cases closed. There is one open site in the town: the Hammer property located at W10414 Oak Center Road. This site was recently requested to be closed as it has been remediated. The site had soil contamination due to a leaky fuel tank.

There are several grant programs available through state and federal agencies to help ameliorate environmental contamination issues. One of these, the Brownfields Grant program, provides a 50% matching grant of up to \$500,000 for environmental remediation projects to eligible communities. Additional details can be found online at the following link:

<https://wedc.org/programs-and-resources/brownfields-grant-program/>

6.8 County & Regional Programs

6.8.1 Fond du Lac County

Envision Greater Fond du Lac provides services in the areas of business retention, expansion and attraction. Specific services include business plan assistance, strategic planning, concept assessment, financial packaging, growth project management, infrastructure consultation and development, etc. Additional details can be found online at the following link:

<https://www.envisiongreaterfdl.com>

6.8.2 Fond du Lac County University of Wisconsin - Extension

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

6.9 State of Wisconsin Economic Development Programs

A complete list of available economic development programs is provided in **Appendix C**.

6.10 Economic Development Actions

While the City of Waupun continues to be the focus of economic development in the area, the Town of Waupun is willing to host new business development that will not significantly alter the Town's rural, agrarian character. The following actions are consistent with both economic development and farmland preservation:

- 6.10.1 Work to maintain the continued viability of farming in the Town of Waupun.
- 6.10.2 Plan with the City of Waupun for economic development with an emphasis on job creation.

Element 7

INTERGOVERNMENTAL COOPERATION

This element of the comprehensive plan analyzes the Town of Waupun's relationships with adjacent local governmental units and quasi-public, regional, state, and federal governmental entities. It considers these governmental entities' planning and land use control/growth management documents, agreements, and programs and how they relate to the Town.

7.1 Intergovernmental Cooperation Vision

The Town of Waupun maintains excellent communication and cooperation with the surrounding communities, sharing services and facilities whenever practical to distribute and reduce costs. The relationship with the City of Waupun is strong due to the establishment of a firm boundary agreement that allows the city to grow while preserving rural character and tax base in the Town. Communication with Fond du Lac County is strong, as is cooperation and interaction with State agencies including the DNR and DOT. The Town continues to communicate with local organizations, the Waupun and Rosendale-Brandon School Districts, and others to ensure productive relationships and successful implementation of the Town's long-term goals.

7.2 Intergovernmental Cooperation Goals and Objectives

7.2.1 Goal: Work with state agencies to keep apprised of current and future planning efforts.

Objective:

- Request notice of DNR acquisitions within the Town.
- Request regular updates of expansion plans from the DNR for the Glacial Habitat Restoration Area.
- Communicate to the WisDOT any land use development desires along STH 49, STH 26, or USH 151.
- Request regular updates from WisDOT concerning expansion and development plans that would affect the Town of Waupun.

7.2.2 Goal: Continue working relationships with regional entities.

Objective:

- Continue to coordinate with County agencies as appropriate.
- Utilize existing Fond du Lac County ordinances, including the Non-metallic Mining Reclamation Ordinance, to protect and improve local environmental resources.

7.2.3 Goal: Work with adjacent communities to continue to provide community services.

Objective:

- Provide continued support for local emergency response services.
- Continue to support the high-quality schools of the Rosendale-Brandon and Waupun School Districts.

7.3 Intergovernmental Cooperation Policies

- 7.3.1 The Town of Waupun will aid state agencies in the development of local plans and facilities.
- 7.3.2 The Town of Waupun will inform local, regional, and state agencies of changes in local land use and other developments as appropriate.
- 7.3.3 The Town of Waupun will request proper notice of regional planning, development, and construction activities from the appropriate agencies as warranted.
- 7.3.4 The Town of Waupun will work proactively with local entities to provide cost effective and efficient service delivery to the local area.

7.4 Waupun's Intergovernmental Relationships

7.4.1 Wisconsin Department of Natural Resources (DNR)

The Wisconsin DNR is currently working in the region on a number of priority programs including the Glacial Habitat Restoration Area, and continuing efforts to preserve and protect the Horicon Marsh. Because of Department agendas to expand local habitat areas, the DNR has been active in purchasing land within the region. This makes it necessary for local farm operators who want to expand to compete with the DNR for the purchase of land, even though the DNR can only offer fair market value for the land it buys, fair market value may exceed local farmer's expectations of the land's worth and prevent expansion of local farm operations. The DNR also works to preserve local waterways including the Rock River tributaries in the Waupun area.

7.4.2 Wisconsin Department of Transportation (DOT)

The Town has a comfortable working relationship with the Wisconsin DOT, and is pleased with the outcomes of improvements to highways 151 and 26.

7.4.3 Fond du Lac County

The Town has a strong working relationship with the County, including many of its departments. Interactions with the Planning and Park Department typically involve review of land divisions and certified survey maps. The Code Enforcement Department handles a wide range of county codes, including Floodplain Zoning, Private Onsite Wastewater Treatment Systems (POWTS), and Non-Metallic Mining Reclamation. The Highway Department maintains County roads in the Town.

7.4.4 School Districts

Waupun School District:

The Town of Waupun has not had any of its own schools since the closing of Amity Elementary in 2003 due to district budget constraints. Residents are pleased with the high quality of education in Waupun Schools, and the Town would support the re-establishment of an elementary school in the Town if the opportunity arises.

Rosendale-Brandon School District

The Town of Waupun appreciates the high quality of instruction in the Rosendale-Brandon School District.

7.4.5 Surrounding Municipalities

Neighboring Towns: The Town of Waupun has constructive working relationships with each of the Towns of Alto, Springvale, Oakfield, and Chester. These relationships include informal handshake agreements regarding plowing and maintenance of border roads, and formal mutual aid agreements for emergency services.

City of Waupun: The Town of Waupun's relationship with the City is generally strong. As is the case in all Wisconsin towns that border growing municipalities, annexation of Town properties is transferring tax base from the Town to the City. In 2006 the Town and City started boundary agreement discussions to determine which properties may or may not be annexed in the next ten to fifteen years. An agreement was never reached, not due to disagreement, but conversations simply came to a halt. Having a boundary agreement will provide some predictability to future City growth and allow the Town to protect some lands from development and prepare for the loss of tax income from other properties. Both the City and the Town need to work proactively to complete an agreement.

7.4.6 Local Area Organizations

The Town has limited relationships with many local organization, primarily through the use of the Town Hall for group functions.

7.4.7 Existing or Potential Conflicts

The loss of tax base is the primary source of conflict between the Town and other governmental entities. There is the potential for conflict with the DNR regarding property acquisitions for habitat restoration.

7.5 Intergovernmental Cooperation Actions

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

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

Actions:

- 7.5.1 Complete and adopt a boundary agreement with the City of Waupun, adhere to that agreement, and meet with the City to review and renew the agreement 10 years after its adoption.
- 7.5.2 Maintain annual communication with the local representatives of the Wisconsin Department of Natural Resources to keep abreast of current programs and activities in the Town, especially those that involve the purchase of local property.
- 7.5.3 Maintain communication with the DOT concerning land use development plans or changes along STH 26, STH 49, and USH 151.
- 7.5.4 Coordinate with the Fond du Lac Highway Department for repair and upgrade of County highways in the Town.
- 7.5.5 Utilize those tools available to the town through regional entities, including Fond du Lac County, to provide additional regulation over local land use.
- 7.5.6 Explore additional cost sharing or consolidation of services with local communities and entities in an effort to preserve revenue and share costs for service provision. Examples may include additional road maintenance agreements, maintenance of community centers, etc.

Element 8

LAND USE

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

8.1 Land Use Vision

The Town of Waupun is predominantly rural and agricultural in character, and it wishes to maintain this character. Farmland and open space is to be preserved, while development is to be directed toward existing urbanized areas, especially those areas adjacent to the City of Waupun.

8.2 Land Use Goals and Objectives

8.2.1 Goal: Preserve agricultural land and maintain the Town's rural character while providing adequate opportunities for projected residential growth demands.

Objectives:

- Discourage development of prime agricultural land.
Prime Agricultural land is defined by the following criteria regarding farm size and soil capabilities; per the Fond du Lac County Farmland Preservation Plan:
 - 1) "prime soils" are defined as Soil Conservation Service soil capability classes I, II, or III;
 - 2) farmland preservation areas within the county meet at least one of the following criteria:
 - Farmland is shown as "planned agriculture" in town comprehensive plans
 - Farmland is currently and historically farmed, grazed or used in forestry
 - Farmland is currently zoned "Agriculture" or "Exclusive Agriculture"
 - Existing land uses are complimentary to farming
 - State and federal owned property managed for forestry, habitat conservation and recreation purposes that has been planned and zoned as "Agriculture" or "Exclusive Agriculture"
 - Farmland expected to stay in farming over the next 15 years
- Discourage development of agricultural land adjoining major wildlife habitat preserves
- Direct residential growth to areas adjacent to the City of Waupun
- Encourage the use of residential lot sizes of less than two acres to preserve open space in the Town
- Allow, but do not encourage commercial and industrial development in the Town

8.3 Land Use Policies

- 8.3.1 Residential uses within the Town shall be accommodated at the following densities:
- a. Urban: 1.0 dwelling units per 0.5 acres (only for areas on public sewer or community septic)
 - b. Suburban: 1.0 dwelling units per net acre (1.0 acre minimum lot size)
 - c. Rural: 1.0 dwelling units per 35 acres (1.0 acre minimum lot size)
- Subject to Section 6.22 (Permitted uses in the Farmland Preservation and General Agricultural Districts) of the Town of Waupun Zoning Ordinance.
- 8.3.2 Exclusive Ag Rezoning: Owners of land zoned FP for Farmland Preservation who are not able to build a home on the parcel due to the agriculture income requirement may be allowed to rezone a portion of the parcel to R-1 residential provided the applicant can satisfy the standards for rezoning of Section 6.5 of the Town's Zoning Ordinance. The maximum allowable area to be rezoned should be one (1) acre. The driveway to the home should be no more than 350 feet in total length from the right-of-way to the home to minimize consumption of farmland and to ensure adequate emergency access, unless approved by the Town Board. A maximum area of 54,450 square feet (1.25 acres) may be removed from active agricultural use, including lot and access driveway, unless approved by the Town Board.
- 8.3.3 The minimum allowable driveway width should be 20 feet to ensure adequate emergency vehicle access.
- 8.3.4 Commercial uses within the Town shall be accommodated at the following densities:
- a. Retail and service: 3 gross acres per 100 employees including parking
 - b. Office: 2 gross acres per 100 employees including parking
- 8.3.5 Industrial uses within the Town shall be accommodated at the following densities: 9 gross acres per 100 employees including parking.
- 8.3.6 Urban density residential development shall be located in areas served by public sanitary sewerage and water supply facilities and within reasonable distances of supporting service uses such as neighborhood parks, local commercial areas, and elementary schools; and should have ready access through the transportation system to major employment and commercial centers, governmental centers, and secondary schools.
- 8.3.7 Suburban residential uses may be located in areas served by public sanitary sewerage and water supply facilities; and should be located in areas with supporting service uses such as neighborhood parks, local commercial areas, and elementary schools; and should have reasonable access through the transportation system to local service uses and to major employment and commercial centers, governmental centers, and secondary schools.
- 8.3.8 Major commercial uses should be located in areas served by public sanitary sewer and water supply facilities; in concentrated centers, on only one side of an arterial street and should have direct access to the arterial street system.
- 8.3.9 Industrial uses should be located in areas served by public sanitary sewer and water supply facilities and should have direct access to arterial street and railway facilities, and reasonable access through the transportation system to airport facilities.

8.4 Existing Land Use

8.4.1 Land Cover

Table 8.4.1 shows the distribution of Town land by land use type. Agriculture (58%) and Open Space and Recreational areas (37%) account for the vast majority of Town land, while residential, commercial, industrial and institutional uses make up a combined 1,134 acres, just over 5% of the Town's 21,964 acres.

Table 8.4.1: Town Land Area by Use

Land Use Category	Acres	Percent of Total
Residential	1,008	4.6%
Commercial	78	0.4%
Industrial	24	0.1%
Institutional	24	0.1%
Open space & recreational*	8,051	36.7%
Agricultural*	12,780	58.2%
Total	21,964	100%

* Land areas designated as “agricultural” and “open space and recreational” also include woodlands, wetlands, and surface waters.

8.4.2 Net Residential Density

According to 2013-2017 ACS estimates, there were between 487 and 611 residential units in the Town and total area of the town was 21,964 acres. This gives a net residential density of about one unit per 36 to 45 acres. This low net density is due to the large tracts of undeveloped agricultural land, something town residents wish to preserve. New residential developments will continue to utilize small lot sizes to help conserve land elsewhere in the town.

8.4.3 Land Use Trends

Between the 2010 Census and 2013-2017 ACS estimates, the town gained between 0 and 86 housing units. Even if the total number of housing units has remained unchanged between the 2000 Census and 2013-2017 ACS Estimates, the data indicate an increase in the percentage of single-family detached units and a decrease in mobiles homes (see table 8.4.3).

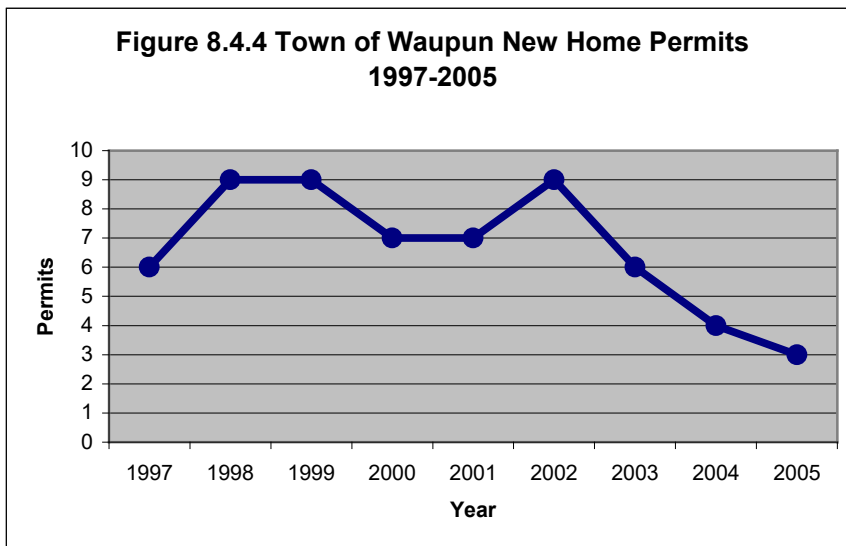
Table 8.4.3: Changes in Housing Units, 2000-2017

	2000		2013-2017	
	Number	Percent	Number	Percent
Total units	500	100%	458-688	90.8-123.7%
1-unit detached	452	90%	458-584	90.8-99.0%
1-unit attached	1	0%	0-25	0.0-4.5%
2 units	6	1%	0-19	0.0-3.5%
3 or 4 units	0	0%	0-9	0.0-3.1%
5 to 9 units	5	1%	0-9	0.0-3.1%
10 to 19 units	0	0%	0-9	0.0-3.1%
20 or more units	0	0%	0-9	0.0-3.1%
Mobile home	36	7%	0-24	0.0-4.3%

2000 Census, 2013-2017 ACS Estimates

8.4.4 Building Permits

The Town issued permits for 60 new homes between 1997 and 2005, including 36 new homes between 2000 and 2005 (new since the 2000 Census). Though the rate of new home construction has tapered off since 2002 (see Figure 8.4.4 below), this trend is not necessarily a true reflection of local housing growth pressure and cannot predict future residential growth rates. New data was not available during the 2019 plan update.



8.4.5 Land Divisions

The division and improvement of land in the Town of Waupun is governed by the Wisconsin Statutes, the Fond du Lac County Subdivision Ordinance, and, within 1.5 miles of the City of Waupun, by the city’s extraterritorial plat review authority. The Town of Waupun has approval authority over all land divisions in the Town, as established by the Fond du Lac County Subdivision Ordinance.

Chapter 236 of the Wisconsin Statutes sets forth general regulations governing the platting of land, including, among others, street layout requirements, necessary approvals, procedures for recording and the vacating and altering of plats. The Statutes also give authority to local units of government to review plats for conformance with local plans and official maps, shoreland management regulations, stormwater runoff, topography, and appropriate lot layouts and street patterns.

The Fond du Lac County Subdivision Ordinance applies to all divisions of land located within the unincorporated areas of the county that would result in parcels of 35 acres or less. A "major subdivision" is defined as a subdivision that creates 5 or more parcels within a period of 5 years. A minor subdivision includes all subdivisions that are not major subdivisions, subject to specific exceptions. The County Planning Agency reviews major subdivisions, but it does not review minor subdivisions.

The City of Waupun has, as a 4th class city under the provisions of the Wisconsin Statutes, extraterritorial plat review authority in unincorporated areas located within 1.5 miles of the corporate limits of the City. Proposed plats in the Town of Waupun located within the extraterritorial platting jurisdiction of cities and villages are subject to review by those municipalities.

8.4.6 Equalized Values

Property values in the Town of Waupun increased 17% from 1998 to 2006, or about 1.9% per year. Most of this growth in value occurred in residential and commercial property. The growth in residential value is attributable to both a moderate increase in the amount of land used for residential purposes and, mostly, to an increase in the value of that land. The value of commercial land in the town has increased 165% since 2009, due to new mega farms and the Flint Hills gas pipeline expansion within the Town. The value of agricultural and undeveloped land has fallen since 2009, due to the development or annexation of former agricultural and undeveloped land.

Table 8.4.6 Equalized Land Values 2009-2018, Town of Waupun

Year	Residential	Commercial	Manufacturing	Agricultural	Undeveloped	Ag Forest	Forest	Other	Total
2009	\$80,441,700	\$5,304,000	\$285,000	\$2,688,500	\$3,049,500	\$805,200	\$785,400	\$13,383,100	\$106,742,400
2010	\$78,839,600	\$5,144,800	\$280,200	\$2,599,000	\$2,791,500	\$768,600	\$749,700	\$12,940,300	\$104,113,700
2011	\$79,505,900	\$5,093,400	\$280,200	\$2,337,000	\$2,779,700	\$768,600	\$749,700	\$12,562,400	\$104,076,900
2012	\$78,172,500	\$4,025,400	\$280,200	\$2,306,700	\$3,810,000	\$692,100	\$659,400	\$13,015,800	\$102,962,100
2013	\$77,680,800	\$4,554,100	\$280,200	\$2,194,400	\$4,267,700	\$799,300	\$772,600	\$13,367,900	\$103,917,000
2014	\$81,295,400	\$4,638,700	\$280,200	\$2,158,400	\$4,319,300	\$799,300	\$772,800	\$13,361,100	\$107,625,200
2015	\$81,896,900	\$4,683,900	\$279,900	\$2,183,200	\$4,344,100	\$832,900	\$808,700	\$13,585,900	\$108,615,500
2016	\$83,090,900	\$4,730,700	\$279,900	\$2,206,300	\$4,208,600	\$828,000	\$804,000	\$13,934,900	\$110,083,300
2017	\$86,487,400	\$5,111,200	\$279,900	\$2,244,700	\$4,134,300	\$828,000	\$799,200	\$11,890,700	\$111,775,400
2018	\$90,062,900	\$13,926,600	\$283,000	\$2,376,800	\$2,625,300	\$811,200	\$847,200	\$14,065,300	\$124,998,300

Source: <https://nmw.revenue.wi.gov/Pages/SLF/EqualizedValue.aspx>

8.5 Redevelopment Opportunities

Redevelopment opportunities are parcels of land that have previously been developed and built upon, but which are now abandoned or underutilized. When possible, developers should be encouraged to redevelop these parcels instead of using open, undeveloped land. This may or may not include the adaptive re-use of existing structures, and it may or may not require remediation of environmental contaminants remaining from previous use. There are, at present, few redevelopment opportunities in the Town.

8.6 Land Use Conflicts

There are no extraordinary land use conflicts in the Town of Waupun. As is typical in farming communities, standard farming practices such as manure spreading occasionally draw complaints from residents.

8.7 Land Use Projections

The following land use projections assume static boundaries for the Town. The Wisconsin Department of Administration projects household growth throughout Fond du Lac County over the next 20 years. The residential land use requirements through year 2040 are shown in Table 8.7.1 below. The calculations utilize an estimated increase of 4 residential units per year, based on Wisconsin DOA population projections, and an estimated average residential acreage consumption of 1 unit/acre. Industrial and commercial land uses are expected to increase modestly within the Town limits in the next 20 years. Standard projections apply the rate of increase in residential land use to other non-agricultural uses, however this method does not work well when existing commercial and industrial acreages are so small. The Town anticipates occasional approvals of commercial development proposals appropriate for the Town. These may average out to an increase of one acre per year. The Town does not anticipate growth in industrial land use.

Table 8.7.1: Land Use Projections (Acres)

Land Use	2018	2025	2030	2035	2040
Residential	1,008	1,036	1,056	1,076	1,096
Agricultural	12,780	12,752	12,732	12,712	12,692
Commercial	101	101	106	111	116
Industrial	24	24	24	24	24

8.8 Recommended Land Use Plan

Map 8-2 shows the desired future land use pattern for the Town. All undeveloped land in the town has been included in one of two zones. The “Growth Area” includes the preferred locations for all growth to occur, including residential growth. All other parts of the Town not designated for growth are identified as “Rural Preservation Area”. In the interest of preserving farmland and

rural character (goals overwhelmingly endorsed by Town residents) the Town intends to direct growth of any type to areas near to the City of Waupun and/or near to existing residential clusters.

8.8.1 Single-Family Residential

Residential growth in the Town of Waupun is expected to be about 4 households per year. The minimum lot size for new single-family residences is one (1) acre, except in the R-3 district. The R-3 District allows 0.5 acre lots, but requires public sanitary sewer, which is unlikely to be extended into the Town by the City. Rezoning to R-3 to allow 0.5 acre lots would therefore require the creation of a new sanitary sewer system owned and operated by the Town. In other districts that allow single-family residences, including R-1, R-2, FP (Farmland Preservation), and G-A (General Agricultural), the minimum lot size is one acre for single-family homes. The rezoning of Farmland Preservation lands for conventional (non-farm) residential use will be considered within the Growth Area, but should not be allowed in the Rural Preservation Area. The one exception to this restriction is explained in section 8.3.2: owners of land zoned FP (Farmland Preservation) may be allowed to rezone up to one acre of the parcel to R-1 Residential.

8.8.2 Multi-Family Residential

The largest multi-family residences allowed in the Town are two-family dwellings. These are allowed only in the R-2 and R-3 Districts. R-2 (unsewered) requires a minimum lot area of 50,000 square feet, while R-3 (sewered) requires a minimum lot area of 60,000 square feet. Rezonings to R-2 are most appropriate and most likely to be approved for lands currently zoned R-1 or G-A. The rezoning of Farmland Preservation lands for multifamily residential use is appropriate with the Growth Area identified on Map 8-2, but is not appropriate in the Rural Preservation Area.

8.8.3 Commercial/Mixed Use

This plan does not propose or set aside land for new commercial uses in the Town. Proposals for commercial uses are generally more appropriate for the “Growth Area” as illustrated in Map 8-2.

8.8.4 Parks and Open Space

This plan does not propose any new publicly owned parks or open space in the Town of Waupun.

8.8.5 Industrial

This plan does not propose or set aside land for new industrial uses in the Town. Proposals for new industrial uses are generally more appropriate for the “Growth Area” as illustrated in Map 8-2.

8.9 Land Use Actions

The following actions, if implemented by the Town, will give the Town a greater ability to guide development decisions within the Town in ways that protect both the tax base and rural character.

Actions:

- 8.9.1 Establish a formal boundary agreement with the City of Waupun regarding annexations, growth along boundaries between the City and Town, sharing of revenue, and provision of services.

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- 8.9.2 Review the Town of Waupun Zoning Code to ensure that the districts defined and standards set within each district are consistent with this plan and continue to serve a useful purpose. Specifically, the R-3 and G-A districts should be reviewed. The FP (Farmland Preservation) District should be amended to allow non-farmer property owners a residence on existing parcels as described in 8.3.2.
 - 8.9.3 Update the Zoning Map to indicate specific residential zoning districts.
 - 8.9.4 Update the Zoning Map as necessary to reflect approved zoning changes.

8.10 Land Use Regulatory Tools

8.10.1 Zoning Regulations

A zoning ordinance is a public law which regulates and restricts the use of private property in the public interest. A zoning ordinance divides a community into districts for the purpose of regulating the use of land and structures; the height, size, shape, and placement of structures; and the density of population. Zoning seeks to confine certain land uses to those areas of the community which are well suited to those uses, and seeks to set aside land for these particular uses, thereby encouraging the most appropriate use of land throughout the community. Zoning seeks to assure adequate light, air, and open space for each building; to reduce fire hazards; to prevent the overcrowding of land, traffic congestion, and the overloading of the utility systems. Zoning should also seek to protect and preserve the natural resource base.

A zoning ordinance typically consists of two parts: 1) a text setting forth regulations that apply to each of the various zoning districts, together with related procedural, administrative, and legal provisions and 2) a map delineating the boundaries of the various districts to which the differing regulations apply.

The Town of Waupun is under the jurisdiction of the Town of Waupun Zoning Ordinance, the Fond du Lac County Flood Plain Zoning Ordinance, the Fond du Lac County Shoreland Zoning Ordinance. Fond du Lac County does not have a Comprehensive Zoning Ordinance. Under Wisconsin Statutes, counties are responsible for the zoning of shoreland areas within civil towns. Shoreland areas are defined in the Statutes as lands within the following distance from the ordinary high-water mark of navigable waters: 1,000 feet from a lake, pond, or flowage and 300 feet from a river or stream or to the landward side of the floodplain, whichever distance is greater. Zoning amendments within shoreland areas do not require approval and are not subject to disapproval by town boards.

Basic Zoning Districts

Existing zoning districts within the Town of Waupun can be found on Fond du Lac County's GIS website: <http://gisweb.fdlco.wi.gov/fonddulacjs/>.

A majority of the Town is zoned Exclusive Agricultural/Farmland Preservation District. The remaining lands in the Town are zoned General Agricultural, Residential, Business/Commercial, and Industrial.

Fond du Lac County Floodplain Zoning and Shoreland Zoning Districts

The Fond du Lac County Floodplain Zoning Ordinance is intended to regulate development and use of the floodplains, rivers, or streams that would adversely affect public health, safety, convenience and general welfare, and impair the tax base. The Fond du Lac County Floodplain Zoning Ordinance includes three districts, the Floodway District (FW), the Floodfringe District (FF), and the General Floodplain District (GFP). The Floodway District consists of the channel of the river or stream and those portions of the floodplain adjoining the channel required to carry the regional flood waters. The Flood Fringe District consists of that portion of the floodplain between the regional flood limits and the floodway. The General Floodplain District (GFP) consists of all areas which have been or may be hereafter covered by flood water during the regional flood, including both the Floodway and Flood Fringe Districts, respectively.

The General Flood Plain District is intended to prevent development in flood hazard areas as well as to protect the floodwater conveyance and storage capacity of the floodplains. County floodplain regulations apply to all lands within the 100-year recurrence interval flood hazard area. Such areas encompass about 3,589 acres, about 5.6 square miles, or about 16 percent of the total area of the Town. The existing floodplain regulations prohibit virtually all new structures within the floodplain, including the floodway and flood fringe areas, in accordance with sound floodland management practice.

The Fond du Lac County Shoreland Zoning ordinance also includes three districts, the Shoreland-Wetland District, the Recreational-Residential District, and the General Purpose District. All three of the districts apply to the shorelands of all "navigable waters" as defined in Section 144.26(2)(d), Wisconsin Statutes. The Shoreland-Wetland District and the General Purpose District are currently applied within the Town of Waupun.

The Shoreland-Wetland District applies to wetlands located within the shoreland area, with the stated purpose of the Shoreland-Wetland District being to maintain safe and healthful conditions, to prevent water pollution, to protect fishing spawning grounds and aquatic life and to preserve shore cover and natural beauty. The General Purpose District includes lands that are not included within the Shoreland-Wetland and Recreational-Residential District, and is intended to allow a wide range of uses which further the maintenance of safe and healthful conditions, protect spawning grounds, fish and aquatic life, preserve shore cover, and natural beauty. The Shoreland-Wetland district is intended to protect wetland resources within the regulatory shoreland jurisdictional area. Generally permitted uses in this overlay district must be carried out without filling, flooding, draining, dredging, or other disturbing of the wetland resources. Fond du Lac County, under Section NR 115 of the State Administrative Code, has the authority to regulate activities in shoreland-wetland areas directly. These areas are defined as wetlands five acres or larger in size lying within the previously defined shoreland areas. For the purpose of this ordinance, rivers and streams are presumed to be navigable if they are designated as either continuous or intermittent waterways on the United States Geological Survey quadrangle maps until the Wisconsin Department of Natural Resources has made a determination that the waterway is not, in fact, navigable.

Maps that depict the wetlands that are subject to the Shoreland-Wetland district zoning can be reviewed at the offices of the Fond du Lac County Department of Planning and Development.

Wetland areas, based on the Wisconsin Department of Natural Resources Wisconsin Wetland Inventory Maps, are shown on Map 8-1. These wetlands cover an area of about 7.5 square miles (4,798 acres), or about 15 percent, of the total area of the Town. It should be noted that shoreland and nonshoreland wetlands, whether or not they are mapped on the Wisconsin Wetland Inventory Maps, are subject to certain other State and Federal regulations.

8.10.2 Land Division/Subdivision Regulations

Land Divisions in the Town are regulated by the Fond du Lac County Subdivision Ordinance and require the approval of the Town of Waupun. See Section 8.4.5 for more information.

8.10.3 Official Mapping

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

8.10.4 Historic Preservation

Historic preservation in the Town applies to a handful of significant structures and some archaeological sites, some of which include burial mounds. The Town does not intend to take an active role in preservation efforts, but it will refer parties interested in such efforts to the Fond du Lac County Historical Society (<http://www.fdlhistory.com/>)

8.10.5 Extraterritorial Controls

To ensure orderly development and use of land in areas adjacent to a municipality, Wisconsin law grants communities under 10,000 population extra-territorial zoning and platting jurisdiction for areas within one and one-half miles of the corporate limits.

Extraterritorial zoning power allows any community that has a planning commission and has adopted a zoning ordinance to prepare and provide for the enforcement and administration of an extraterritorial zoning ordinance. The City of Waupun does not currently utilize extraterritorial zoning power.

Extraterritorial plat review allows municipalities to review and approve any subdivision within its extraterritorial jurisdiction. This power is intended to allow the city to influence the development pattern of areas that will eventually be annexed to the city to ensure future compatibility. As described in Wis. Stats. Chapter 236, this power does not give the city the right to require specific public improvements (e.g. streets or stormwater control) as a condition of approval, but it may give the city the ability to control land *use* if use is addressed by the subdivision ordinance. If Town and City subdivision ordinances conflict, the more restrictive requirement is applied.

Also, under Wisconsin Statutes, municipalities are allowed to cooperate in planning for the growth and development of the lands within the extraterritorial area. This includes the ability to establish municipal boundaries and determine in advance the provision of municipal services.

Element 9

IMPLEMENTATION

The implementation of the Town of Waupun Comprehensive Plan requires a commitment by local leaders to adhere to the goals, objectives, and policies established by this document. These goals, objectives, and policies were initially created in 2004 and reviewed and updated in 2019. Implementation requires proactive efforts to complete the many actions recommended in this plan. Those actions are collected into an action plan at the end of this element.

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

9.1 Regulatory Measures

Regulatory measures used to guide development are an important means of implementing the recommendations of a comprehensive plan. The zoning ordinance and subdivision regulations comprise the principal regulatory devices used to protect existing development and guide future growth as prescribed by the comprehensive plan. The Town Board officially adopts these regulatory and land use control measures as ordinances (or as revisions to the existing ordinances).

9.1.1 Zoning Ordinance

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

The Town of Waupun has its own zoning ordinance. The standards established by this ordinance are consistent with this Plan. The zoning code should be reviewed as part of any future update to this Plan, especially with regard to desired residential densities. Changes to the Plan that would be inconsistent with current zoning should trigger changes to the zoning code.

Existing zoning district designations are only changed at the request of the property owner and with the approval of the Town Planning Committee and Town Board. Any such changes should be consistent with this Plan, especially the Future Land Use Map.

9.1.2 Official Maps

An official map shows areas identified as necessary for future public streets, recreation areas, and other public grounds. By showing the area on the Official Map, the municipality puts the property owner on notice that the property has been reserved for future taking for a public facility or purpose. The municipality may refuse to issue a permit for any building or development on the

designated parcel; however, the municipality has one year to purchase the property upon notice by the owner of the intended development.

The Town does not have an official map, and there are no immediate plans to create one.

9.1.3 Sign Regulations

Local governments may adopt regulations, such as sign ordinances, to limit the height and other dimensional characteristics of advertising and identification signs. The purpose of these regulations is to promote the well-being of the community by ensuring that signs do not compromise the rights of Town residents to a safe, healthful and attractive environment.

The Town of Waupun currently regulates signs in industrial and business districts.

Action: Consider the need for billboard regulations in other zoning districts.

9.1.4 Erosion/Stormwater Control Ordinances

The purpose of stormwater or erosion control ordinances is to establish rules that will prevent or reduce water pollution caused by the development or redevelopment of land. Adoption of local ordinances for stormwater do not pre-empt more stringent stormwater management requirements that may be imposed by WPDES Stormwater Permits issued by the Department of Natural Resources under Section 147.021 Wis, Stats.

Other than general zoning requirements for “adequate drainage”, the Town does not have its own erosion/stormwater control ordinance, and does not have plans to create one at this time.

Action: Upgrade stormwater facilities as necessary in coordination with upgrades to transportation facilities.

9.1.5 Historic Preservation Ordinances

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

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

The Town does not have an historic preservation ordinance and does not have plans to adopt one.

9.1.6 Site Plan Regulations

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

The Town of Waupun does not have site plan requirements, but does have the option of requesting one from any developer of Town land.

Action: Periodically review the need for a formalized site plan submission requirement to control for the type and appearance of new development.

9.1.7 Design Review Ordinances

Design Review Ordinances are used to protect the character of a community by regulating aesthetic design issues. They include guidelines that can address a wide range of building and site design criteria, and they are typically implemented by a design review committee that reviews all proposed development within a designated area for consistency with the guidelines. Areas designated for application of a design review ordinance are called overlay districts, and they do not change the underlying zoning regulations.

The Town of Waupun does not have a design review ordinance, and it does not intend to create one.

9.1.8 Building Codes and Housing Codes

The Uniform Dwelling Code (UDC) is the statewide building code for one- and two-family dwellings built since June 1, 1980. UDC is enforced in all Wisconsin municipalities. The UDC is primarily enforced by municipal or county building inspectors who must be state-certified. In lieu of local enforcement, municipalities have the option to have the state provide enforcement through state-certified inspection agencies for just new homes. Permit requirements for alterations and additions will vary by municipality. Regardless of permit requirements, state statutes require compliance with the UDC rules by owners and builders even if there is no enforcement. The state also requires adherence to the 2015 International Building Code (IBC) and International Existing Building Code.

The Town of Waupun requires adherence to the Uniform Dwelling Code.

9.1.9 Mechanical Codes

In the State of Wisconsin, the 2015 International Fuel Gas Code (IFGC), International Mechanical Code (IMC) and International Energy Conservation Code (IECC) have been adopted as amended by Chapters 361-366 per SPS 361.05 for commercial buildings.

The Town of Waupun requires adherence to all state mechanical codes.

9.1.11 Sanitary Codes

The Wisconsin Sanitary Code (WSC), which is usually enforced by a county, provides local regulation for communities that do not have municipal sanitary service. The WSC establishes rules

for the proper siting, design, installation, inspection and management of private sewage systems and non-plumbing sanitation systems.

The Town of Waupun requires adherence to the Wisconsin Sanitary Code.

9.1.12 Land Division Ordinance

Land division regulations serve as an important function by ensuring the orderly growth and development of unplatted and undeveloped land. These regulations are intended to protect the community and occupants of the proposed subdivision by setting forth reasonable regulations for public utilities, storm water drainage, lot sizes, street design open space, other improvements necessary to ensure that new development will be an asset to the Town. The Town Board makes the final decisions on the content of the land division ordinance. These decisions are preceded by public hearings and recommendations of the planning committee.

The Town of Waupun does not have its own land division ordinance. The division of land in the Town of Waupun is governed by the Wisconsin Statutes, the Fond du Lac County Subdivision Ordinance, and, within 1.5 miles of the City of Waupun (or within a “Growth Area” established by an official boundary agreement), by the city’s extraterritorial plat review authority. The Town of Waupun has approval authority over all land divisions in the Town, as established by the Fond du Lac County Subdivision Ordinance.

The Town does not have any immediate plans to create its own land division ordinance.

9.2 Non-regulatory Measures

9.2.1 Capital Improvement Plan

A Capital Improvement Plan (CIP) is a tool to regulate and schedule annual Town expenditures for capital projects. A CIP identifies needed public improvements, estimates their costs, suggests a source of funding, and prioritizes these improvements over a four-to-six year programming period. Improvements or acquisitions considered a capital improvement include:

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

The preparation of a CIP is normally the joint responsibility of the community administrator or planning committee, Town president, various department heads, governing body, and citizen commissions.

The Town of Waupun does not have a formalized CIP process, however town roads are planned in conjunction with the State DOT. The Town does not have immediate plans to develop a full CIP, but the need for one can be evaluated again in future years if capital expenditures increase and/or become more difficult to schedule.

9.2.2 Formalized Building Permit Application Process

The Town of Waupun requires a permit prior to new building construction or renovation. The permitting process is meant to ensure compliance with all applicable codes and ordinances, including zoning and building codes. A formalized process that includes review of the proposal against this comprehensive plan should be implemented as standard operating procedure.

9.3 Consistency Among Plan Elements

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

This Comprehensive Plan references previous planning efforts, and details future planning needs. To maintain consistency with the Comprehensive Plan the Town should regularly revisit this plan to review its content prior to any important decisions, especially those that will affect land use.

9.4 Plan Adoption, Monitoring, Amendments and Update

9.4.1 Plan Adoption

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

9.4.2 Plan Use and Evaluation

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

Although this Plan has described policies and actions for future implementation, it is impossible to predict the exact future conditions in the Town. As such, the goals, objectives, and actions should be reviewed periodically to ensure relevance to actual conditions.

The Plan should be evaluated at least every 5 years, and updated at least every 10 years. Members of the Town Board, Planning Committee, and any other decision-making body should periodically review the plan and identify areas that might need to be updated. Special attention should be paid to the actions identified in this plan, and to the timetable for their completion. Completed actions should be celebrated and removed, while those actions not yet carried out should be given new deadlines and assigned to specific individuals, boards or committees for completion per the new schedule.

9.4.3 Plan Amendments

The Town of Waupun Comprehensive Plan 2040 may be amended at any time by the Town Board following the same process as for initial adoption, including a public hearing (regardless of how minor the amendment or change).

Amendments may be appropriate throughout the lifecycle of the Plan, particularly if new issues emerge or trends change. These amendments will typically be minor changes to the plan's maps or text. Large-scale changes or frequent amendments to meet individual development proposals should be avoided, as this defeats the purpose of having a plan. Any proposed amendments should be submitted to the Planning Commission for their review and recommendations prior to consideration by the Town Board for final action.

9.4.4 Plan Update

According to the State comprehensive planning law the Comprehensive Plan must be updated at least once every ten years. Unlike an amendment, the plan update is a major re-write of the plan document and supporting maps.

9.5 Action Plan

The plan implementation table on the following pages provides a detailed list and work schedule of major actions that the Town should complete as part of the implementation of the Comprehensive Plan. It should be noted that many of the actions require considerable cooperation with others, including the citizens of Waupun, neighboring Towns and municipalities, and County and State officials.

Action Plan

Recommendation	Who is responsible?	Schedule
Housing		
1. Identify appropriate locations for new residential development in the land use plan.	Town Board, Planning Committee	2022
Transportation		
1. Repair local roads each year, as possible within budget constraints.	Town Board	Ongoing
2. Continue to utilize PASER each spring to analyze local road conditions and help identify needed improvements.	Town Board	Ongoing
Utilities and Community Facilities		
1. Perform periodic review of existing community facilities to identify areas for repair or possible upgrade.	Town Board	Ongoing
2. Continue to work with Alliant Energies, SBC, and Waupun Utilities to allow sufficient easements or access to necessary locations within the Town.	Town Board	Ongoing
Agricultural, Natural and Cultural Resources		
1. Review Town ordinances and update as appropriate, to protect critical groundwater areas.	Town Board, Planning Committee	2020, Ongoing
2. Convene a meeting with UW-Extension and Fond du Lac County Land and Water Conservation staff to assess the severity of groundwater or surface water contamination due to agricultural fertilizer, manure, or pesticide application.	Town Board	2020
3. Convene a meeting with Fond du Lac County Land and Water Conservation staff and the WDNR to identify critical zones for the maintenance of the Town's groundwater supply.	Town Board, Planning Committee	2020
4. Review wetland maps during all land use decision-making processes.	Town Board, Planning Committee	Ongoing
5. Refer interested individuals to the Fond du Lac County Historical Society for tips on how to inventory significant structures.	Town Board	As Needed
6. Contact local agencies, including UW-Extension, to acquire pamphlets and other informational materials on agricultural preservation tools.	Planning Committee	2020
7. Encourage county and state assistance in developing programs to retain rural heritage	Town Board	Ongoing

Action Plan

Recommendation	Who is responsible?	Schedule
8. Refer residents with questions about the Managed Forest Law, which helps preserve private forest land, to the WDNR or UW Extension office in Fond du Lac.	Town Board, Planning Committee	Ongoing

Economic Development

1. Work to maintain the continued viability of farming in the Town of Waupun.	Town Board, Planning Committee	Ongoing
2. Plan with the City of Waupun for economic development with an emphasis on job creation.	Town Board, Planning Committee	Ongoing

Intergovernmental Cooperation

1. Complete and adopt a boundary agreement with the City of Waupun, adhere to that agreement, and meet with the City to review and renew the agreement 10 years after its adoption.	Town Board	2022
2. Maintain annual communication with the local representatives of the Wisconsin Department of Natural Resources to keep abreast of current programs and activities in the Town, especially those that involve the purchase of local property.	Town Board, Planning Committee	Ongoing
3. Maintain communication with the DOT concerning land use development plans or changes along STH 26, STH 49, and USH 151.	Town Board	Ongoing
4. Coordinate with the Fond du Lac Highway Department for repair and upgrade of County highways in the Town.	Town Board	Ongoing
5. Utilize those tools available to the town through regional entities, including Fond du Lac County, to provide additional regulation over local land use.	Town Board, Planning Committee	Ongoing
6. Explore additional cost sharing or consolidation of services with local communities and entities in an effort to preserve revenue and share costs for service provision. Examples may include additional road maintenance agreements, maintenance of community centers, etc.	Town Board	Ongoing

Land Use

1. Establish a formal boundary agreement with the City of Waupun regarding annexations, growth along boundaries between the City and Town, sharing of revenue, and provision of services.	Town Board	2022
2. Review the Town of Waupun Zoning Code to ensure that the districts defined and standards set within each district are consistent with this plan and continue to serve a useful purpose. Specifically, the R-3 and G-A districts should be reviewed.	Planning Committee	2019
3. Update the Zoning Map to indicate specific residential zoning districts.	Planning Committee	2019
4. Update the Zoning Map as necessary to reflect approved zoning changes	Planning Committee	Ongoing

Action Plan

Recommendation	Who is responsible?	Schedule
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Implementation

1. Periodically review the need for sign regulations as develop pressures increase, and adopt regulations that control height, location, and bulk of new signs as necessary to protect the Town's rural character	Town Board, Planning Committee	Ongoing
2. Upgrade stormwater facilities as necessary in coordination with upgrades to transportation facilities	Town Board	Ongoing
3. Periodically review the need for development of a local historic building preservation ordinance	Town Board, Planning Committee	Ongoing
4. Periodically review the need for a formalized site plan submission requirement to control for the type and appearance of new development	Town Board, Planning Committee	Ongoing