

CHAPTER 6: ECONOMIC DEVELOPMENT

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CHAPTER 6: ECONOMIC DEVELOPMENT

INTRODUCTION

Planning for economic development is an on-going process in which a county organizes for the creation and maintenance of an environment that will foster both the retention and expansion of existing businesses and the attraction of new businesses and ventures. It is important to place an emphasis on existing resources which serve as assets for economic development efforts.

INVENTORY AND ANALYSIS

Some components of the area's economy are presented in this chapter to better understand the state of the economy in Waushara County. Characteristics reviewed in this element include educational attainment, employment and unemployment levels, location of workplace, travel times, and a look at the area's economic base.

Educational Attainment

Table E-1 (Appendix E) presents educational achievement information from the 2000 Census for residents 25 years of age or older. ***A higher percentage of residents in the Waushara County (43.1%) received high school diplomas than the State of Wisconsin (34.6%).*** It is in the area of post-high school achievement where the state generally has a higher level of educational attainment. For example, 1,911 residents (11.7%) from Waushara County completed four years of college or more. Comparatively, at the state level, 22.4 percent of residents have achieved this goal.

The U.S. Census Bureau reports that ***a person with a bachelor degree can expect to earn \$2.1 million over the course of a career, nearly double what the expected earnings are for a high school graduate.***¹ The results of this study demonstrate there is a definite link between earning potential and education. Greater educational attainment is a goal that all of Wisconsin should be striving toward. Since the data suggests that many of the county's best educated residents are retirees, it points to the apparent lack of job opportunities in the area to retain or attract better educated members of the workforce.

Labor Force

Labor force is an indicator of economic performance. It shows how quickly the labor force is growing and the extent to which people are able to find jobs. The labor force is defined as individuals currently with a job, the employed; and those without a job and actively looking for one, the unemployed.

Census information indicates that ***labor force growth rates for Waushara County (29.4%), were greater than the State (14.0%) between 1990 and 2000*** (Table E-2, Appendix E). Within Waushara County the highest labor force growth rates was in the Village of Hancock (63.6%) and the Town of Mount Morris (71.9%). While the lowest labor force

¹ U.S. Census Bureau. 2002. *The Big Payoff: Educational Attainment and Synthetic Estimates of Work-Life Earnings.*

growth rates were experienced in Village of Lohrville (8.4%) and the Town of Bloomfield (9.2%).

Even though the labor market experienced overall growth in Waushara County, the unemployment rates in the county were higher than the state in both 1990 and 2000 (Table E-3 and Table E-4, Appendix E). According to census data, in 2000, Waushara County and Wisconsin had unemployment rates of 6.6% and 4.7%, respectively. Within Waushara County, lower unemployment rates in 2000 (not including the Waushara County portion of the City of Berlin) were seen in the Village Lohrville (1 person, 0.5%) and Town of Leon (14 persons, 2.0%). Largest unemployment rates were experienced in the Town of Coloma (113 people, 29.3%) and the Village of Coloma (31 people, 12.5%).

Table 6-1 includes more recent information for the county and state between 2001 and 2004.² According to Wisconsin Department of Workforce Development, unemployment rates dropped between 2004 and 2007 for both Waushara County and Wisconsin.

Table 6-1. Annual Average Unemployment Rates

	2004	2005	2006	2007
Waushara County	6.0%	5.6%	5.5%	5.4%
Wisconsin	5.0%	4.8%	4.7%	4.9%

Source: Wisconsin Department of Workforce Development, 2004 to 2007

Economic Base Information

The composition and types of employment in the county and the Town provides a snapshot description of the economic base in the area. Table 6-2 illustrates employment information by occupation and by industry.³ **The manufacturing (22.1%); education, health, social services (17.9%), retail trade (10.4%) industries employed over half (50.4%) of workers in Waushara County in 2000.** The information (1.3%) and wholesale trade (3.1%) employed the fewest workers in the County. In comparison, manufacturing (22.2%), educational, health and social services (20.0%), and retail trade (11.6%) employed the largest percentage of workers in the state.

The top three occupations for Waushara County workers in 2000 were production, transportation, and material moving (25.0%); management, professional, and related (23.5%); and sales and office (21.4%). The top three occupations in the state were management, professional and related (31.3%), sales and office (25.2%), and production, transportation, and material moving (19.8%).

² Wisconsin Department of Workforce Development, 2004 through 2007. *Local Area Unemployment Statistics Estimates Report*.

³ U.S. Census Bureau, 2000. *Community Profiles*. <http://www.doa.state.wi.us/dir/wisconsin/index.html>.

Table 6-2. Employment by Occupation and Industry

	Waushara County	Wisconsin
Occupation		
Management, professional, and related occupations	23.5%	31.3%
Service occupations	16.1%	14.0%
Sales and office occupations	21.4%	25.2%
Farming, fishing, and forestry occupations	2.9%	0.9%
Construction, extraction, and maintenance occupations	11.1%	8.7%
Production, transportation, and material moving occupations	25.0%	19.8%
Industry		
Agriculture, forestry, fishing and hunting, and mining	7.1%	2.8%
Construction	8.1%	5.9%
Manufacturing	22.1%	22.2%
Wholesale trade	3.1%	3.2%
Retail trade	10.4%	11.6%
Transportation and warehousing, and utilities	5.9%	4.5%
Information	1.3%	2.2%
Finance, insurance, real estate and rental and leasing	3.8%	6.1%
Professional, scientific, management, administrative, and waste management services	3.7%	6.6%
Educational, health and social services	17.9%	20.0%
Arts, entertainment, recreation, accommodation and food services	7.5%	7.3%
Other services (except public administration)	4.4%	4.1%
Public administration	4.6%	3.5%

U.S. Census 2000, SF 3

Table 6-3 lists the largest employers in Waushara County.⁴ Two of the top nine employers are manufacturing facilities. This list also indicates that Waushara County, the Department of Corrections and three school districts provide a large share of public sector employment. Care for the elderly is provided by three of the top 20 employers.

Travel Time to Work

Travel time to work provides information about the time residents spend commuting to work. ***On an average, residents from Waushara County and the state spent less than 30 minutes traveling to and from work in 1990*** (Table 6-4). ***In 1990, average commute times for residents was 21.8 minutes in Waushara County.*** State residents traveled an average of 18.3 minutes to work.

⁴ Wisconsin Department of Workforce Development, 2005. *OEA – Top 100 Employers*.
http://dwd.wisconsin.gov/oea/xls/top_100_all.xls.

Table 6-3. Top 20 Public and Private Employers in Waushara County

Employers	Industry/Product/Service	Employees
Wautoma Public School	Elementary & secondary schools	250-499
County of Waushara	Executive & legislative offices, combined	250-499
Redgranite Correctional Institution	Correctional institutions	250-499
Magnum Products LLC	Other lighting equipment manufacturing	100-249
Milsco Manufacturing (Jason Incorporated)	Motor vehicle seating & interior trim mfg.	100-249
Fleet Guard Inc	Miscellaneous general purpose machinery mfg.	100-249
Tri-County Area School	Elementary & secondary schools	100-249
Wild Rose Public School	Elementary & secondary schools	100-249
Wild Rose Community Memorial	General medical & surgical hospitals	100-249
Mayville Engineering Co Inc	Metal coating & nonprecious engraving	100-249
Plainfield Trucking Inc	General freight trucking, local	100-249
Nordic Mountain LLC	Skiing facilities	50-99
Cooperative Care	Services for the elderly & disabled	50-99
The Copps Corp	Supermarkets & other grocery stores	50-99
Heartland Preston Inc	Homes for the elderly	50-99
Stone Ridge Meat & Country Market	Supermarkets & other grocery stores	50-99
Paramount Farms Inc	Potato farming	50-99
Pine Ridge of Wautoma LLC	Full-service restaurants	50-99
Wild Rose Manor (Wisconsin Illinois Senior Housing)	Nursing care facilities	50-99
Alabama Farmers Coop Inc	Floriculture production	50-99

Table 6-4. Mean Travel Time to Work, 1990 and 2000

	Waushara County	Wisconsin
1990 Mean Travel Time	21.8	18.3
2000 Mean Travel Time	27.1	20.8

Source: U.S. Census 1990 and 2000, SF 3

Between 1990 and 2000, average commute times rose for all jurisdictions, with the County experiencing a greater increase in average commute times than the State (Tables E-5 and E-6, Appendix E). On an average, commute time for County residents increased by about 5.3 minutes, compared to 2.5 minutes for state residents. ***In 2000, average commute times for Waushara County residents was 27.1 minutes***, while State residents traveled an average of 20.8 minutes to work.

Commuting times increased for several reasons. There was a decrease in the share of residents working at home. In addition, there was also an increase in the amount of people traveling more than 30 minutes to work. For example, in 1990, 8.8 percent of Waushara County and 4.9 percent of Wisconsin residents worked from home. By 2000, the share of people working at home had decreased to 5.6 percent in Waushara County and 3.9 percent in Wisconsin. People were also traveling further to work. In 1990, 27.0 percent of County residents and 18.6 percent of State residents traveled more than 30 minutes to work. By 2000, 35.3 percent of County residents and 22.4 percent of State residents traveled more than 30 minutes to their

place of employment. ***This indicates that the residents had to travel further away from home in 2000, to obtain adequate employment and/or wages.***

Location of Workplace⁵

Location of workplace data provides information on the direction and distance residents have to travel to find employment. Table E-7 (Appendix E) includes the Top 20 workplace destinations for Waushara County. ***According to the U.S. Bureau of Census, over fifty percent (58.7%) of county residents worked in Waushara County in 1990.***

In 2000, the location of workplace somewhat mirrored the information from 1990 but showed a decreasing dependence on employment locations in Waushara County. ***The largest share of residents from the county (52.5%) continued to work in Waushara County*** (Appendix E, Table E-7). While a shift of employment was experienced by Waushara County workers from the county to the Appleton-Oshkosh MSA, three out of the top five workplace destinations remained in Waushara County and included the City of Wautoma (16.1%), Village of Wild Rose (5.9%), and Town of Wautoma (5.1%) (Table 6-5). The other two top destinations included the City of Berlin (Green Lake County), and the City of Oshkosh (Winnebago County).

Table 6-5. Top Five Workplaces Destinations, 2000

Place of Residence	Place of Work	Number	Percent
Waushara County	C. Wautoma	1,661	16.1%
	C Berlin, Green Lake Co.	696	6.8%
	C. Oshkosh, Winnebago Co.	686	6.7%
	V. Wild Rose	612	5.9%
	T. Wautoma	525	5.1%
	Top 5 Total	4,180	40.6%
	Total Employed	10,288	100.0%

Source: U.S. Census 2000.

Employment Forecast

The Wisconsin Department of Workforce Development calculates employment projections for the various industries and occupations for the State of Wisconsin.⁶ These projections are completed on a statewide basis and growth is expected in all industries. ***It is anticipated that the largest increases will be seen in the education and health services sector.*** Educational services, which makes up part of this sector includes all public and private elementary, secondary and post-secondary schools. This sector also includes ambulatory health care. The ambulatory health care industry, which is estimated to have the highest growth, is made up of offices of physicians, dentists, and other health practitioners as well as home health care. ***While the state is expected to see the highest increases in this area, employment opportunities in Waushara County may differ.*** According to the various school districts serving the county, enrollment is declining. These declines in enrollment may be the result of limited work opportunities for county residents, an aging population, and the subsequent loss of residents with children in the school district. Education sector employment

⁵ U.S. Census, 1990 and 2000.

⁶ Wisconsin Department of Workforce Development, 2002. *Wisconsin Detailed Industry Employment Projections, 2002 – 2012.*

is unlikely to increase if enrollments continue to drop. It should be noted that it is difficult to forecast employment for small communities, since the addition or loss of one industry or employer greatly impacts the community's economic base.

Industrial Park Information

There are seven industrial parks in Waushara County. Combined, these parks currently have about 155 acres available for development. Table 6-6 contains more information about industrial parks within the county. When these parks become full, it is important that community leaders plan for the expansion of existing parks and for the development of land for future industrial and business sites. An area where infrastructure is already in place is the most cost efficient choice for the community.

Table 6-6. Industrial Parks

Park Location/ Name	Size (Acres)	Water	Sewer	Sanitary Sewer	Storm Sewer	Electricity	Rail	Highway	Avail. Acres	Private / Public	Improved / Not Improved
City of Berlin / Berlin North Business Park	186	Y	Y	Y	N	Y	N	STH 49,21,91	80	Public	Improved
City of Wautoma / South Industrial Park	19	Y	Y	(1)	N	Y	N	STH 21,22,73	0	Public	Improved
City of Wautoma / Southeast Industrial Park	45	Y	Y	(1)	N	Y	N	STH 21,22,73	8	Public	Improved
Village of Coloma / Coloma Business Park	42	Y	Y	Y	N	Y	N	I-39, STH 21	25	Public	Improved
Village of Redgranite / Redgranite Industrial Park ⁴	22	Y	Y	(1)	N	Y	N	I-39, STH 21	22	Public	Improved
Village of Wild Rose / Roberts Industrial Park	23	Well	Y	(2)	N	Y	N	STH 22	18	Public	Improved
Village of Wild Rose / South Industrial Park	9	Well	Y	(2)	N	Y	N	STH 22	2	Public	Improved

Source: ECWRPC, and NEWREP 2008

Business Retention and Attraction

Tri-County Regional Development Corporation (TCREDC) is a partnership between Waushara County and Marquette and Green Lake counties. The TCREDC has a 6-member volunteer board of directors, and a fulltime director. The mission of the TCREDC is to work in cooperation with public and private entities; to promote the region and businesses in order to attract, stimulate and revitalize commerce, industry and manufacturing that results in the retention and creation of viable living wage jobs. Within the county, ***the Waushara County Economic Development Corporation, run by a board of volunteers, is working to foster new business development, and support and sustain existing businesses throughout the county.***

Several nearby communities also actively promote business retention and attraction.⁷ The Berlin Community Development Corporation facilitates community growth by aiding in the expansion and retention of business in the City of Berlin and surrounding areas; the organization operates eight TIF districts throughout the City. The Redgranite Economic Development Committee manages the two TIF districts within the village and works to retain existing businesses and recruit new businesses to the community. The Redgranite Economic Development Committee is volunteer based. Table E-8, Appendix E contains a listing of economic development organizations and groups present in the county.

Business attraction involves the promotion of community assets. For example, some of the activities that are involved in a business attraction program include:

- Providing information about available commercial/industrial sites
- Identifying labor and community characteristics
- Marketing sites to businesses that would be complementary to existing businesses or would provide diversity to the local economy
- Offering low cost land, state or federal grants or other incentives to encourage businesses to locate in the community

Business retention is very important in that it is a relationship building effort between the community and already present local businesses. Activities associated with business retention programs include:

- Helping businesses learn about potential sites for expansion, offering low cost loans and identifying state and federal grants to finance business expansions
- Providing business areas with reliable, efficient public services such as snow removal, road repair, sewer/water utilities, and technology infrastructure
- Providing a contact person to answer business questions and to serve as a resource for business leaders regarding future business development
- Partnering with organizations to support the development of a qualified, educated and trained workforce

Economic Strengths and Weaknesses

By developing a set of strengths and weaknesses, Waushara County is better prepared to develop an economic development strategy. ***These strengths and weaknesses are listed below.***

Strengths

- Proximity to Stevens Point (Portage County), Fox Valley and the Oshkosh area
- Access to a good highway system: I-39, STH 21, STH 49 and USH 10
- Natural Areas, Open Space, and Recreational Opportunities
- Prime Agricultural Soils
- Strong agricultural economy
- Tourism attractions

⁷ UW – Extension Waushara County, 2005. *Economic Development Organizations*.
<http://www.uwex.edu/ces/cty/waushara/cnred/ed/organizations.html>.

Weaknesses

- Lack of diversity in economic base
- Lack of population density is a deterrent for service and retail businesses
- Distance from urban centers
- Affordable housing in many areas of the county

Although new development is highly encouraged, it must exist in harmony with the local environment. It should not compromise the natural resources or the historical and cultural components of the area. New development should blend into the rural landscape and complement existing development.

Commercial and Industrial Design

Site review procedures and design standards can be used to improve the quality of design and to promote the individual identity for a community. Specific standards regarding commercial building design, lot layout, building materials, parking, landscaping, and preservation of sensitive natural resources where necessary can be created so that developers have a clear understanding of the requirements they need to meet in order for their project to receive approval. Communities should consider applying site plan review to all commercial and industrial buildings. This ensures that down town areas and other planned development are designed in a manner consistent with the vision of the local community comprehensive plans.

In addition to design standards, restrictive covenants are another tool business and industrial parks can use. The use of restrictive covenants enables communities to develop business parks with quality buildings and businesses. Covenants also serve to protect the investments of businesses that choose to locate in these parks.

Infill and Brownfield Redevelopment

Brownfield's are sites where development or redevelopment is complicated by real or perceived hazardous substances, pollutants, or contamination. Knowing the location of Brownfield's and the extent of pollution greatly improves the likelihood that these sites will be redeveloped.

The Wisconsin Department of Natural Resources Bureau of Remediation and Redevelopment maintains a listing of Brownfield's and contaminated sites. This website lists 393 entries for Waushara County. These entries are classified in the following six categories: Environmental Repair (ERP), Leaking Underground Storage Tank (LUST), Spills, General Property Information (GP), Liability Exemption (VPLE) and No Action Required by RR Program (NAR). Statuses include Closed, Historic, Open, General Property and No RR Action Required. Closed is defined as "Activities where investigation and cleanup of the contamination has been completed and the State has approved all cleanup actions." Open is defined as "Spills, LUST, ERP, VPLE and Abandoned Container activities in need of cleanup or where cleanup is still underway". Historic is defined as "Spills where cleanups may have been completed prior to 1996 and no end date is shown." General Property is defined as "Liability exemptions, liability clarifications, etc. to clarify the legal status of the property." No RR Action Required is defined as "There was, or may have been, a discharge to the environment and, based on the known information, DNR has determined that the responsible party does not need to undertake an investigation or cleanup in response to that discharge." A listing of Brownfield

and contaminated sites is available from the Wisconsin Department of Natural Resources (WDNR) Bureau for Remediation and Redevelopment. A tracking feature is available at their website.⁸

Waushara County and its communities should complete and maintain an inventory of existing vacant buildings and land identified as "Brownfields". This information could be used to encourage infill development and redevelopment opportunities that take advantage of existing infrastructure and services and removes blight created by vacant and dilapidated buildings and parcels. Once identified, State and federal programs could be used to further study, clean, and redevelop these Brownfields.

Funding resources are listed at the end of the chapter for remediation of contaminated sites. To prevent future environmental damage, the Waushara County should encourage environmentally friendly businesses that are properly permitted and regulated to protect the soil and groundwater. This is particularly critical in areas that depend on private wells for drinking water.

Key Findings

Educational Attainment

- A higher percentage of residents in the Waushara County (43.1%) received high school diplomas than the State of Wisconsin (34.6%).
- A person with a bachelor degree can expect to earn \$2.1 million over the course of a career, nearly double what the expected earnings are for a high school graduate.

Labor Force

- Labor force growth rates for Waushara County (29.4%), were greater than the State (14.0%) between 1990 and 2000.

Economic Base Information

- The manufacturing (22.1%); education, health, social services (17.9%), retail trade (10.4%) industries employed over half (50.4%) of workers in Waushara County in 2000.
- The top three occupations for Waushara County workers in 2000 were production, transportation, and material moving (25.0%); management, professional, and related (23.5%); and sales and office (21.4%).

Travel Time to Work

- On an average, residents from Waushara County and the state spent less than 30 minutes traveling to and from work in 1990.
- In 1990, average commute times for residents was 21.8 minutes in Waushara County.
- In 2000, average commute times for Waushara County residents was 27.1 minutes.

⁸ Wisconsin Department of Natural Resources. 2005. Remediation and Redevelopment Tracking System. <http://botw.dnr.state.wi.us/botw/Welcome.do>

- This indicates that the residents had to travel further away from home in 2000, to obtain adequate employment and/or wages.

Location of Workplace

- According to the U.S. Bureau of Census, the over fifty percent (58.7%) of county residents worked in Waushara County in 1990.
- The largest share of residents from the county (52.5%) continued to work in Waushara County.

Employment Forecast

- It is anticipated that the largest increases will be seen in the education and health services sector.
- While the state is expected to see the highest increases in this area, employment opportunities in Waushara County may differ.

Industrial Park Information

- There are seven industrial parks in Waushara County.
- Combined, these parks currently have about 155 acres available for development.

Business Retention and Attraction

- Tri-County Regional Development Corporation (TCREDC) is a partnership between Waushara County and Marquette and Green Lake counties.
- The Waushara County Economic Development Corporation, run by a board of volunteers, is working to foster new business development, and support and sustain existing businesses throughout the county.
- Business attraction involves the promotion of community assets.
- Business retention is very important in that it is a relationship building effort between the community and already present local businesses.

Economic Strengths and Weaknesses

- Economic strengths generally include the proximity to Stevens Point (Portage County), Oshkosh (Winnebago County), and Fox Valley; natural areas, open space, and recreational opportunities; access to a good highway system; prime agricultural soils; strong agricultural economy; and tourism attractions. Weaknesses include low population density; lack of economic diversity and lack of affordable housing.

Commercial and Industrial Design

- Site review procedures and design standards can be used to improve the quality of design and to promote the individual identity for a community.

Infill and Brownfield Redevelopment

- The Wisconsin Department of Natural Resources Bureau of Remediation and Redevelopment maintains a listing of Brownfield's and contaminated sites. This website lists 393 entries for Waushara County.

INTERRELATIONSHIPS WITH OTHER COMPREHENSIVE PLAN ELEMENTS

Housing

Economic growth will generate more jobs and, consequently, a need for greater housing availability and choices. These choices should reflect the needs of an area. For example if economic growth results in lower wage service sector jobs (retail, leisure, hospitality, and food services) and pay remains at the minimum wage level, housing affordability may become a concern. Therefore it is essential that a balanced mix of well designed housing types of various sizes and prices be available for all income levels. Affordable housing is also an important component of an economic development strategy, as it helps ensure an adequate labor force supply.

Transportation

Facilitating commerce in the area and state is the function of the transportation system. Adequate access to the transportation system is essential to the economic success of the area. Businesses must have the ability to ship and receive goods quickly and economically. Access to and visibility of the business facility may be crucial for both customers and employees. Businesses in different locations may need different transportation accommodations. For example businesses in downtown areas may value on-street parking and pedestrian accommodations more than businesses in a more rural setting.

Utilities and Community Facilities

A vital, safe, clean and healthy environment is an economic draw for new industry and residents. It aids in the retention of existing residents and businesses. Parks and green space add to the local economy by maintaining or increasing property values; providing a place where local citizens can socialize, play sports or relax; and promoting healthy active lifestyles that encourage physical activity. In addition, local parks and recreational facilities draw visitors to an area. These visitors spend money at local restaurants, motels and businesses.

A good educational system has the ability to respond to the ever changing job market, to educate or retrain the residents of an area and to form partnerships between business and schools.

Citizens, businesses and industries need accessible, reliable, and affordable gas and electric services. To enable economic growth and open up new markets and opportunities for diverse and innovative services, access to fast, reliable, cost effective, and cutting edge telecommunications must be available.

Agriculture Resources

Agriculture and agricultural related industries have been and are still important to the economy of Waushara County. One of the many challenges facing Waushara County and the state is the preservation of prime agricultural soils and the farming industry as more farms are converted out of farming and into other uses. Additionally, the future of family farms is a concern as fewer children are choosing to take over farming operations. Reasons given for this include time commitments, cost of entry and the inability to make a living solely from farming. To remain competitive, farmers working with others in the county may want to explore opportunities for industry cluster development. A cluster, which is a geographical group of interconnected companies or associations in a particular field, can include product producers, service providers, suppliers, educational institutions and trade associations. As part of this effort, specialty and organic crops and livestock, along with support industries could be expanded in the area. Communities could also explore programs that match outgoing farmers with individuals who want to farm.

Natural Resources

Although economic benefits can accrue from both consumptive and non-consumptive uses of natural resources, balancing the demands of economic development with the preservation of natural resources is a challenge. Conserving these resources is necessary to maintain and in some cases improve the quality of life for residents while providing an attraction tool for new businesses and workers. Given the importance of tourism in the county, protection of the area's natural resources is essential. However, communities should be aware of the economic trade-offs between sectors. These trade-offs include long term intrinsic values versus current economic gain; high wages versus low wages; informed decisions versus short term economic gains; and actual protection and preservation versus aesthetics.

Cultural Resources

Buildings dating back to the early 1900's can be found throughout Waushara County. These buildings along with artifacts tell the story of the county and the area. This rich history includes the early Native American habitation, the quarrying of red granite, and the development of the communities that make up the county. While the promotion of economic development is important, special care must be taken to preserve not only the character but the historical and cultural elements that remain today. Positive economic benefits can be realized by preserving these elements to provide a charming setting for businesses and communities that evokes a feeling in people's minds of a time or era when things were simpler, peaceful and more welcoming. It may also draw people to an area to explore their culture and/or identity.

Land Use

The development of land can impact the value of land as well as the quality of life within the community. Ideally, the siting of commercial and industrial land uses should have minimal environmental impacts and be located near the necessary infrastructure. Redevelopment of abandoned buildings and areas contribute to the economic vitality of the area.

Intergovernmental Cooperation

Economic development goes beyond municipal and county borders. Commercial and industrial development as well as sporting, tourism and other activities in one community will impact others. This business may also generate a support industry elsewhere in the county. Working in partnership, communities and the county can promote the amenities of the area that contribute to a high quality of life; work to form industrial clusters that involve producers, service providers, suppliers and education; and promote other things that are important to the economic development of the area such as agriculture, organic and specialty crop production, biomass, and forest products.

POLICIES AND PROGRAMS

Regional, County and Local Policies

Regional

East Central Wisconsin Regional Planning Commission. East Central has recently completed a regional comprehensive plan. As part of this planning effort, East Central has adopted five core economic development goals:

- Promote the expansion and stabilization of the current economic base and employment opportunities, while working to promote a positive, growth oriented, entrepreneurially supportive image to attract new business and create additional employment.
- Increase the awareness of on-going collaborative economic activities in the area to ensure maximum benefit to the regional economy.
- Create better relationships between political representatives and the business and educational sectors to effectively link and apply research, development, and technology to production processes, as well as to ensure an appropriately trained workforce.
- Encourage planning to guide community development to maximize the use of existing infrastructure, facilitate the provision of shared resources, minimize costs and environmental impacts, and promote a sense of place and healthy communities.
- Promote the economic benefits of natural resources, parks and recreation.
- Assess options to increase the viability of family farms.

NorthEast Wisconsin (NEW) Economic Opportunity Study. Waushara County participated in the NEW Economic Opportunity Study.⁹ The NEW Study is a multi-jurisdictional partnership intending to further connect workforce development issues with economic development goals. Even before the economic downturn, the northeast region of Wisconsin experienced declines in its strong manufacturing sector employment levels and these negative changes in many cases have continued. The Fox Valley Workforce Development Board initiated a study to address these negative trends and to present recommendations to change the direction of the northeast Wisconsin economy. In addition to Waushara County, the study area is composed of the following 16 counties: Brown, Calumet, Door, Fond du Lac, Green Lake,

⁹ NorthStar Economic, Inc. 2004. *Northeast Wisconsin Economic Opportunity Study*. <http://www.neweconomyproject.org/Pages/NEWEconStudy.htm>.

Kewaunee, Manitowoc, Marinette, Marquette, Menominee, Oconto, Outagamie, Shawano, Sheboygan, Waupaca, and Winnebago Counties.

The five strategies developed for the NEW Economic Opportunities project are:

- *Strategy I – Move to a New Economy Construct*
The New Economy building blocks are brain power, risk capital, technological innovation, and entrepreneurship. These New Economy building blocks must be incorporated within the mindset of abundance theory. Business, labor, government, education, and the communities across NEW must all work actively together under a common vision to harness the resources available within the region (and some outside the region) to drive future economic growth.
- *Strategy II – Move to a Collaborative Economic Development Construct*
NEW must abandon the economic strategy of a cost race to the bottom and embrace the concept of abundance theory – that by collaborating, the pie will increase with everyone getting a larger piece. This is best and most efficiently accomplished through proactive collaboration across all sectors in the region – business, labor, government, education, and the general populace.
- *Strategy III – Change Social and Cultural Mindset to Risk and Collaboration*
Proactive collaboration will require an opening up of the region's mindset both socially and culturally. Cultural diversity is a key to the melding of fresh ideas, best practices, and collaboration. It is what has worked in the country and the region in the past and it will be what works in the future.
- *Strategy IV – Change Regional Image*
NEW and much of the greater Midwest has an image of being a wholesome but dull place. It is perpetuated by the national press and exists in the mindsets of Hollywood and Wall Street. That image is somewhat internalized, but also generally accepted by businesses and worker talent outside the region, making it difficult to retain and attract talent to the region. NEW must also develop both an internal and external image that promotes the resource and lifestyle benefits in the region. Inventorying and promoting the richness of the region's assets will help to retain and attract businesses and workers to NEW.
- *Strategy V – Promote Industry Cluster Development*
This strategy addresses clusters, or a concentration of industries, that have potential for the area based on current industries and their expansion. Waushara County is a part of the Fox Valley Rural Sub-Region and for this sub-region the study recommended the possibility of building a biomass refinery that would use wood and other agricultural products to supply power to local foundries and other users be considered. The study suggests collaboration on food production and processing, safety, and packaging cluster. Specialty and organic crops and livestock should be expanded for farmers in this area.

Lake Winnebago Anglers' Survey. Researchers from UW-Extension, UW-Green Bay, UW-Madison, and the Wisconsin Department of Natural Resources (WDNR) recently completed the Lake Winnebago Anglers' Survey.¹⁰ This study examined the economic impact of the Lake Winnebago Pool Lakes fisheries. The study area was defined as the entire pool lake system within the five county region surrounding the Winnebago system (Calumet, Fond du Lac,

¹⁰ UW – Extension and UW – Green Bay. 2005. Lake Winnebago Angler Survey.
<http://www.uwex.edu/ces/cty/winnebago/cnred/documents/finalinitialdatapressrelease063006.doc>.

Outagamie, Waushara, and Winnebago counties). Only fishing trips from the mouth of the Wolf River on Lake Poygan southward to the mouth of the Upper Fox River were considered in this study. An extensive 12-page survey was mailed to a stratified sample of tournament anglers, anglers within the five-county region, anglers statewide, and out-of-state anglers randomly selected from the WDNR ALIS license database. The survey asked specific questions on anglers' fishing habits and preferences, fishing equipment replacement costs, fishing excursions on the Winnebago system, expenditures on these excursions, and attitudes towards current fisheries management practices.

Researchers concluded that:

- Over 1.1 million fishing trips were made on the Lake Winnebago system in 2005.
- 41% of these trips were made by local anglers within the five county region.
- The typical angler from out of the region spent \$273 per day, while out-of-state and tournament anglers spent \$755 and \$469, respectively.
- Conservative estimates indicate that anglers from outside of the five county region contributed \$147.5 million in direct spending in the region.
- Researchers found that spending generated from fishing created an additional \$73.9 million dollars in indirect and induced spending.

Indirect spending is defined as increased sales among businesses in different sectors. For example, increased sales at a local bait and tackle shop may lead to an expansion of the store size; the bait shop will use the increased revenue to buy building materials from a hardware store. Induced effects result from increased buying power of local employees from the pay raises received.

This study emphasized the true importance of the Lake Winnebago system and the economic implications that a quality natural resource base can have on local communities. The direct revenues generated by fishing were greater than several major events or tourist attractions in the area including the annual EAA Fly-in (\$80 million), Country USA (\$23 million), or the Green Bay Packer Lambeau Field Atrium Complex (\$144 million). Unlike week-long festivals, fishing generates revenues for local businesses throughout the year.

Furthermore, this study will have important ramifications on local land use policies throughout the region. Due to the economic importance of the Winnebago fisheries, local policy makers should continue to address land use issues which have the potential to adversely affect water quality and aquatic wildlife habitat within shoreland areas. Development practices that increase shoreland protection and promote erosion control should be implemented. Since only 10 percent of the population lives on the lakeshores, public access will continue to be a major issue. Providing adequate boat ramps, parking areas, shoreline fishing piers, and handicapped accessible facilities will ensure more people have access to this unique fishery. Since these issues must be addressed within the context of current budgetary constraints, it may be necessary to address how user fees can better contribute to the management of the fishery as well as improving public infrastructure. Creative solutions will be needed to incorporate natural resource policies that enhance the Winnebago system fisheries and complement local economic development and revitalization projects.

Federal, State and Regional Programs

Federal Agencies

Some communities in Waushara County meet the requirements of the US Department of Agriculture-Rural Development and may be eligible for Rural Development Economic Assistance Programs. However, there are typically strict income limits associated with some of the programs so the Wisconsin Division of USDA-Rural Development should be contacted regarding eligibility for certain programs. A complete listing of USDA-Rural Development Programs can be found at <http://www.rurdev.usda.gov/wi/programs/index.htm>. Grants are also available through the US Department of Labor and can be found at <http://www.doleta.gov/sga>. A partial list is given below.

Rural Business Opportunity Grants. The Rural Business Opportunity grant program promotes sustainable economic development in rural communities with exceptional need. Grants typically fund projects that will become sustainable over the long term without continued need for external support. These projects should have the ability to serve as a local catalyst to improve the quantity and quality of economic development within a rural region. Grant funds can be used for technical assistance to complete business feasibility studies, conducting training for rural managers and entrepreneurs, establishing business support centers, conducting economic development planning, and providing leadership training. Information regarding the Rural Business Opportunity Grant Program can be found at <http://www.rurdev.usda.gov/wi/programs/rbs/opportun.htm>.

Rural Economic Development Loans and Grants

Rural Economic Development Loans and Grants help develop projects that will result in a sustainable increase in economic productivity, job creation, and incomes in rural areas. Projects may include business start-ups and expansion, community development, incubator projects, medical and training projects, and feasibility studies. Information regarding Rural Economic Development Loans and Grants can be found at <http://www.rurdev.usda.gov/wi/programs/rbs/economic.htm>.

Susan Harwood Training Grants Program. These training grants are awarded to nonprofit organizations for training and education. They can also be used to develop training materials for employers and workers on the recognition, avoidance, and prevention of safety and health hazards in their workplaces. Grants fall into two categories; Target Topic Training and Training Materials Development. The Target Topic Training grants are directed towards specific topics chosen by OSHA. Follow-up is required to determine the extent to which changes were made to eliminate hazards associated with the chosen topic. The Training Materials Development grants are specifically aimed at creating classroom quality training aids. Aids which are developed under the grant program must be ready for immediate self-study use in the workplace. Information regarding the Susan Harwood Training Grant Program can be found at <http://www.osha.gov/dcsp/ote/sharwood.html>.

Community-Based Job Training Grants. Community-Based Job Training grants (CBJTG) seek to strengthen the role of community colleges in promoting the US workforce potential. The grants are employer-focused and build on the President's High Growth Job Training Initiative. The primary purpose of the CBJTG grants is to build the capacity of community colleges to train workers to develop the skills required to succeed in high growth/high demand

industries. Information regarding the Community Based Job Training Grants can be found at <http://www.doleta.gov/business/Community-BasedJobTrainingGrants.cfm>.

H-1B Technical Skills Training Grant Program. The H-1B Technical Skills Training Grant program provides funds to train current H-1B visa applicants for high skill or specialty occupations. Eligible grant applicants include local Private Industry Councils and Workforce Investment Boards that were established under the Workforce Investment Act. Eighty percent of the grants must be awarded to projects that train workers in high technology, information technology, and biotechnology skills. Specialty occupations usually require a bachelor's degree, and an attainment of this degree is strongly encouraged. The program is designed to assist both employed and unemployed American workers acquire the needed technical skills for high skill occupations that have shortages. Information regarding the H-1B Technical Skills Training Grant program can be found at <http://www.doleta.gov/h-1b/html/overv1.htm>.

State of Wisconsin

There are many state programs that communities can consider utilizing to meet their stated goals and objectives. While not an all inclusive list, there are several programs that communities should strongly consider and are addressed below. Wisconsin Department of Commerce area development managers assist business expansions, promote business retention, and help local development organizations in their respective territories. Area development managers (ADM) use their knowledge of federal, state, and regional resources to provide a variety of information to expanding or relocating firms. They also mobilize resources to help struggling businesses. Local economic development practitioners can turn to area development managers for assistance with long-term marketing and planning strategies. Waushara County is in Region 3. The ADM is Deb Clements and she can be reached at 715/344-1381 or via email at dcclements@commerce.state.wi.us.

Wisconsin Main Street Program. The Main Street Program is a comprehensive revitalization program designed to promote the historic and economic redevelopment of traditional business districts in Wisconsin and is administered by the Wisconsin Department of Commerce – Bureau of Down Town Development. Communities are selected to participate on an annual basis and are judged on a submitted application. These communities receive technical support and training needed to restore their Main Streets to centers of community activity and commerce. Details regarding the Wisconsin Main Street Program can be found at <http://commerce.wi.gov/cd/CD-bdd.html>.

Community Based Economic Development (CBED) Program. The Community-Based Economic Development (CBED) Program provides financing assistance to local governments and community-based organizations that undertake planning or development projects, or that provide technical assistance services that are in support of business (including technology-based businesses) and community development. The program provides grants for planning, development, and assistance projects; Business Incubator/Technology-Based Incubator; a Venture Capital Fair; and Regional Economic Development Grants. Additional information regarding the CBED program can be found at <http://www.commerce.wi.gov/cd/CD-bcf-cbed.html>.

Community Development Block Grant for Economic Development (CDBG-ED). The CDBG-ED program is designed to assist businesses that will invest private funds and create jobs

as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce would award the funds to the community, which then loans the funds to a business. When the business repays the loan, the community may retain the funds to capitalize a local revolving loan fund. This fund can then be utilized to finance additional economic development projects within the community. Communities may also utilize the existing Waushara County Economic Revolving Loan Fund to provide loans to community businesses. Additional information regarding the CDBG-ED program can be found at the following website: <http://commerce.wi.gov/BD/BD-RLF.html>.

Early Planning Grant Program (EPG). The EPG program is designed to help individual entrepreneurs and small businesses throughout Wisconsin obtain the professional services necessary to evaluate the feasibility of a proposed start up or expansion. Under the EPG program, the Wisconsin Entrepreneurs' Network (WEN) – with funding from the Wisconsin Department of Commerce – can provide applicants with a grant to help cover a portion of the cost of hiring an independent third party to develop a comprehensive business plan. The maximum funding available for Early Planning Grants is 75% of eligible project costs up to \$3,000. Additional information regarding the EPG program can be found at the following website: http://wenportal.org/grant_applications/epg_help.html.

Milk Volume Production (MVP) Program. The Milk Volume Production (MVP) program is designed to assist dairy producers that are undertaking capital improvement projects that will result in a significant increase in Wisconsin's milk production. This program was created to aggressively support Wisconsin's \$20 billion dairy industry. The goal of the MVP program is to provide qualifying dairy producers with the type of financing necessary to fill the "equity gap" and to partner with local communities to increase dairy production in Wisconsin. It is important to note that the MVP application process is competitive, and not all applications will be funded. Only those projects that have a comprehensive business plan and can demonstrate that they will have a long-term sustainable impact upon Wisconsin's milk production will be successful. Information regarding the Milk Volume Production (MVP) Program can be found at <http://commerce.wi.gov/BD/BD-AG-MilkVolumeProduction.html>.

Dairy 2020 Early Planning Grant Program. The Dairy 2020 Early Planning Grant Program is specifically designed for small Wisconsin dairy farms. Professional assistance can help keep smaller operations profitable and competitive in the agricultural industry. Information regarding the Dairy 2020 Early Planning Grant Program can be found at <http://commerce.wi.gov/BD/BD-AG-Dairy2020EPG.html>.

Customized Labor Training Program (CLT). The CLT program provides a matching grant to assist companies which are utilizing new technologies or manufacturing processes to train employees on new technologies. Grant recipients must either expand an existing or build a new facility within the state. The grants help Wisconsin's manufacturers remain on the cutting edge of technological innovation. Eligible expenditures must focus on the continuing technological education of employees. Grants can cover employee wages, training materials, and trainer costs. Grants provide up to \$2,500 per trainee. Information regarding the CLT Program can be found at <http://commerce.wi.gov/BD/BD-CLTprogram.html>.

Entrepreneurial Training Grant Program (ETG). The ETG program provides potential new small business owners with partial tuition for attending the Small Business Center's (SBDC) Entrepreneurial Training Course. This course helps entrepreneurs prepare a comprehensive business plan that evaluates the feasibility of the proposed start up or expansion; identifies possible financing sources; and provides other information in regard to initial business start-up costs. Grants provide up to 75% of total tuition costs. Information regarding the ETG Program can be found at http://wenportal.org/grant_applications/etp_help.html.

Business Employees' Skills Training Program (BEST). The BEST program helps small businesses in industries that are facing severe labor shortages upgrade the skills of their workforce. This program provides applicants with a tuition re-imbusement grant to cover training costs. To be eligible, businesses must have 25 or fewer employees and sales of less than \$2.5 million. In addition, businesses must specialize in automation, agricultural/food products, biotechnology, manufacturing, medical devices, paper/forest products, printing, tourism, or child care. All training must be provided by an independent third party. Information regarding the BEST Program can be found at <http://commerce.wi.gov/BD/BD-BESTprogram.html>.

Industrial Revenue Bond Program. The Industrial Revenue Bond program allows all Wisconsin municipalities to support industrial development through the sale of tax-exempt bonds. The proceeds from the bond sale are loaned to businesses to finance capital investment projects. Even though the bonds are issued by the municipality, the interest and principal are paid by the company. Information regarding the Industrial Revenue Program can be found at <http://commerce.wi.gov/BD/BD-IRB.html>.

Transportation Economic Assistance (TEA) Program. The state-funded Transportation Economic Assistance (TEA) program provides fast tract financing to construct rail spurs and port improvements for new or expanding industries. The program is available through the Wisconsin Department of Transportation. Additional information regarding the TEA program can be found at the following website: <http://www.dot.wisconsin.gov/localgov/aid/tea.htm>

Wisconsin Department of Commerce

Listed below are additional Wisconsin Department of Commerce programs. This quick reference guide identified these programs and selected programs from other agencies. Commerce maintains a network of Area Development Managers to offer customized services to each region of Wisconsin.

Brownfields Initiative. The Brownfields Initiative provides grants to persons, businesses, local development organizations, and municipalities for environmental remediation activities for Brownfield sites where the owner is unknown, cannot be located or cannot meet the cleanup costs. Contact Jason Scott, 608/261-7714.

CDBG-Blight Elimination and Brownfield Redevelopment Program. This program can help small communities obtain money for environmental assessments and remediate Brownfields. Contact Joe Leo, 608/267-0751.

CDBG-Emergency Grant Program. This program can help small communities repair or replace infrastructure that has suffered damages as a result of catastrophic events. Call 608/266-8934.

Community Development Zone Program. This program is a tax-benefit initiative designed to encourage private investment and job creation in economically-distressed areas. The program offers tax credits for creating new, full-time jobs, hiring disadvantaged workers and undertaking environmental remediation. Tax credits can be taken only on income generated by business activity in the zone. Call 608/267-3895.

Freight Railroad Preservation Program. The Freight Railroad Preservation Program provides grants to communities to purchase abandoned rail lines in the effort to continue freight rail service, preserve the opportunity for future rail service, and to rehabilitate facilities, such as tracks and bridges, on publicly-owned rail lines. Contact Ron Adams, Department of Transportation, 608/267-9284.

Health Care Provider Loan Assistance Program. This program provides repayment of educational loans up to \$25,000 over a five-year period to physician assistants, nurse practitioner, and nurse midwives who agree to practice in medical-shortage areas in Wisconsin. The program is designed to help communities that have shortages of primary care providers and have difficulty recruiting providers to their area. Contact M. Jane Thomas, 608/267-3837.

Minority Business Development Fund – Revolving Loan Fund (RLF) Program. This program is designed to help capitalize RLFs administered by American Indian tribal governing bodies or local development corporations that target their loans to minority-owned businesses. The corporation must be at least 51-percent controlled and actively managed by minority-group members, and demonstrate the expertise and commitment to promote minority business development in a specific geographic area. Contact Mary Perich, 414/220-5367 or Bureau of Minority Business Development, 608/267-9550.

Physician Loan Assistance Program. This program provides repayment of medical school loans up to \$50,000 over a five-year period to physicians who are willing to practice in medical-shortage areas in Wisconsin. The program is designed to help communities that have shortages of primary care physicians, and have had difficulty recruiting these physicians to their area. Contact M. Jane Thomas, 608/267-3837.

State Infrastructure Bank Program. This program is a revolving loan program that helps communities provide transportation infrastructure improvements to preserve, promote, and encourage economic development and/or to promote transportation efficiency, safety, and mobility. Loans obtained through SIB funding can be used in conjunction with other programs. Contact Dennis Leong, Department of Transportation, 608/266-9910.

Tax Incremental Financing (TIF). Tax Incremental Financing (TIF) can help a municipality undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development projects in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works.

Wisconsin Transportation Facilities Economic Assistance and Development Program.

This program funds transportation facilities improvements (road, rail, harbor, airport) that are part of an economic development project. Contact Dennis W. Leong, Department of Transportation, 608/266-9910.

Freight Railroad Infrastructure Improvement Program. This program awards loans to businesses or communities wishing to rehabilitate rail lines, advance economic development, connect an industry to the national railroad system, or to make improvements to enhance transportation efficiency, safety, and intermodal freight movement. Contact Ron Adams, Department of Transportation, 608/267-9284.

Recycling Demonstration Grant Program. This program helps businesses and local governing units fund waste reduction, reuse, and recycling pilot projects. Contact JoAnn Farnsworth, 608/267-7154, DNR.

Wisconsin Fund. The Wisconsin Fund provides grants to help small commercial businesses rehabilitate or replace their privately-owned sewage systems. Contact Jean Joyce, 608/267-7113.

Regional

East Central Wisconsin Regional Planning Commission. The East Central Wisconsin Regional Planning Commission annually creates a Comprehensive Economic Development Strategy (CEDS) report, which evaluates local and regional population and economic activity. Economic development trends, opportunities, and needs are identified within the CEDS report. All communities, which are served by the Commission, are invited to identify future projects for economic development that the community would like to undertake. Those projects are included within the CEDS and may become eligible for federal funding through the Economic Development Administration (EDA) Public Works grant program. Additional information can be found at <http://www.eastcentralrpc.org/planning/economic.htm>.

Northeast Wisconsin Regional Economic Partnership. The combined Bay-Lake and East Central Wisconsin Regional Planning Commission areas were recently named as a Technology Zone by the Wisconsin Department of Commerce. The Northeast Wisconsin Regional Economic Partnership (NEWREP) Technology Zone provides \$5 million in tax credits to businesses certified by commerce, based on a company's ability to create jobs and investment and to attract related businesses. The Technology Zone Program focuses primarily on businesses engaged in research, development, or manufacture of advanced products or those that are part of an economic cluster and knowledge-based businesses that utilize advanced technology production processes in more traditional manufacturing operations. Additional information can be found at <http://www.eastcentralrpc.org/planning/economic.htm>.

CAP Services, Inc. CAP Services Inc. (CAP) is a private non-profit corporation offering programs in Waushara, Marquette, Outagamie, Portage, Waupaca and parts of Marathon and Wood counties. The primary mission of CAP is to help low-income households attain economic and emotional self-sufficiency. Programs include Skills Training to help low-income individuals acquire skills to compete for higher paying jobs by assisting them with tuition, books, transportation and child care costs related to training; Business Development to provide entrepreneurs with the technical assistance, coaching advice and loan packaging they need to

successfully start and grow their businesses; and Home Buyers Assistance to provide matching dollars to eligible low-and moderate-income, first-time homebuyers for down payment and closing costs. Funds are also available for repair and rehabilitation on newly purchased units; Weatherization measures including caulking, insulation, window repair and other conservation measures; Special Needs Housing; Asset Development to provide financial wellness training and incentives to low-income households; Preschool Services including head start for ages 3-5 and their families; and Crisis Intervention. Additional information can be found at www.capserv.org.

Private

The Wisconsin Public Service Corporation (WPS) also contributes a number of economic development services that communities should be aware of for their businesses. WPS maintains an online database of available industrial buildings with information provided by the communities. The WPS economic development page can be a useful resource for communities, and can be accessed at <http://www.wisconsinpublicservice.com/business/bcd.aspx>.