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2) You can watch the meeting via the zoom app. Go to the following link to download and watch via the zoom app: <https://us02web.zoom.us/j/86462335036?pwd=TDF0emlYR2w1MGICSTNtNFpPSFpTQT09> You will be asked to download and install the zoom app on your computer or phone and provide your name and email address. **-OR-**

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### **AGENDA**

[Link to Meeting Documents](#)

### **Economic Development Committee Tuesday, October 25<sup>th</sup>, 2022 – 5:15 PM New London City Council Chambers**

1. Call to Order, Pledge of Allegiance, Roll Call
2. Adopt agenda
3. [Approve September 27<sup>th</sup>, 2022 Minutes](#)
4. [Meet and representatives and discuss services provided by the Small Business Development Center at Stevens Point](#)
5. [Consider Hwy 45 Billboard update options](#)
6. Follow up to the Visioning Workshop for the Downtown River Alley (financed with a Technical Assistance grant from ECWRPC)
7. Updates and reports
  - a. Business Updates – April Kopitzke
  - b. City Administrator Report – Chad Hoerth
8. Review potential agenda items for future meetings
  - a. Special Façade Improvement Program for North Water Street
9. Public comment
10. Review next meeting date
11. Adjournment

**Dave Dorsey, Chairman  
Economic Development Committee**

It is the policy of the City of New London to comply in good faith with all applicable regulations, guidelines, etc. put forth in the Americans with Disabilities Act (ADA). To that end, it is the City's intent to provide equal opportunity for everyone to participate in all programs and/or services offered, to attend every public meeting scheduled, and to utilize all public facilities available. Any person(s) in need of an alternative format (i.e. larger print, audio tapes, Braille, readers, interpreters, amplifiers, transcription) regarding information disseminated by the City of New London should notify the City 48 hours prior to a meeting, etc., or allow 48 hours after a request for a copy of brochures, notices, etc. for delivery of that alternative format. Contact ADA Coordinator Chad Hoerth by telephone through: (Relay Wisconsin) – 920/ 982-8500 or (Voice) – 920/982-8500 and in person/letter at 215 N. Shawano Street, New London, WI 54961.

# CITY OF NEW LONDON



## Memorandum

TO: Economic Development Committee/City Council  
FROM: Chad Hoerth, City Administrator  
RE: October 25<sup>th</sup>, 2022 Economic Development Committee Meeting  
DATE: October 20<sup>th</sup>, 2022

Discuss services provided by the Small Business Development Center- Before the meeting, April Kopitzke and I have a meeting set up with Mark Speirs and Patrick Gatterman from the Small Business Development Center – Stevens Point to meet and talk about their services. Since it was the same day as our scheduled Economic Development Committee meeting, we thought it would be a great opportunity for them to come and introduce themselves to the committee and answer any questions you may have about their services.

Consider Hwy 45 Billboard update options- As we previously talked, I've been working with a company regarding options for updating the Hwy 45 Billboard that the city owns just south east of Crystal Falls (the company I've been getting information from is Elevate97, who purchased Colortech of Wisconsin who resurfaced the billboard in 2018). In August I received a quote to install two new wraps (each side) at a total cost of \$6,125.00 (may be more today with how fast inflation is changing). When I reported this estimate, it was suggested that I inquire what the cost would be to change the static billboard to a digital display. After some research the company came back stating there are a lot of variables and they suggested that a survey should be done but at a cost of \$500. At that time, I didn't want to spend the money until I had a rough idea of what we were looking at for a sign cost (\$20,000? \$200,000? \$2,000,000?). If the going rate for a digital billboard was extremely high, then of course I wouldn't recommend doing the survey. Without doing a survey, the consultant came back with an example of a sign he felt we could do without much legwork or permitting. This sign would be quite a bit smaller at 10' x 14' and only 8' off the ground. The existing sign is much larger at 14' x 48'. With this proposal I would be concerned that 10' x 14' would be too small for traffic traveling at 55+ mph. From the rep I've also been given the following info/considerations:

- The existing structure cannot support the weight and wind loads of a new digital sign of similar size.
- Power would need to be installed to the sign, which it currently does not have
- If the old structure is removed and replaced with a new support structure, we would more than likely need to apply for a new DOT sign permit. The permit process also identifies that if in the wetlands a DNR permit may need to be obtained.
- There are different types of signs, normal off property advertising signs, "official signs", service club and religious signs and older ones that are considered "non-conforming".

The 10' x 14' sign came to an estimated cost of \$112,848. Again, this would be for an entirely new (smaller) sign and support structure as shown in the attachment. A project like this would also need to be bid out per state law, so we would more than likely need to pay someone to assist in

providing some bid specifications for the city to bid the project. I'm GUESSING at this point a sign double the size to get it closer to our existing size would be "double the cost".

One aspect I was thinking about is if we installed a digital sign; could it be used to collect some revenue and allow our city businesses to advertise on it? Looking into that I noticed on the permit application is if we apply for a "official" sign (no permit fees), then those cannot have any references to private businesses. So to allow businesses to advertise on the sign it would need to be a regular "off property" sign and permit fees would be required.

I dug into the past City Administrator's files and found a note regarding the existing sign when it was re-wrapped in 2018: The existing sign is a "non-conforming use" sign. If "the size does not increase, the city does not light it, and if any of the steel "sign posts" are replaced they must be done in sequential order, then it will stay as "non-conforming" and no permitting required".

With that info found, it appears just to "light" the existing sign would take it from non-conforming use and to my understanding require a permit and comply with any other existing regulations.

At this point with the limited information I have if we want to consider a digital sign we would have these considerations:

- The existing structure (posts) would not support a new sign, so a new structure would be required
- The existing structure is considered "non-conforming" so we can not add lights or make it bigger otherwise it would need a new permit
- "Official signs", can not be more than 150 square feet and have a max height or length of 20 feet
- "Official signs" cannot display private/business information
- To allow private/business information to be displayed the city would need to apply for what's classified as a "Off-property" sign. The regular DOT permitting process would need to be filled. We may also need to determine if the sign is existing in a wetlands area and then a DNR permit may be required.
- The cost of a 10'x14' sign is \$112,848. Double the size, double the cost?????
- Since this project is over \$25,000 we would need to bid it out for construction. We would more than likely need to pay for someone to assist us with creating some specifications for the project.

Follow up to the Visioning Workshop for the Downtown River Alley (financed with a Technical Assistance grant from ECWRPC)- as I previously reported, the city received a Technical Assistance Grant from East Central Wisconsin Regional Planning Commission. This grant was awarded to hold a 1-day visioning session which we ended up targeting the downtown river alley. We had a good mix of people for the morning visioning session including property owners, business owners, residents, city staff and some others from outside the city including Jeff Mikorski, Executive Director of the Waupaca County Economic Development Corporation and Jennifer Stephany, Executive Director of Appleton Downtown Inc (who at one time was the Director at the New London Area Chamber of Commerce). The visioning session took about 1.5 hours where the consultants asked a bunch of questions about the alley, it's uses, history and questions about the downtown in general. The consultants then walked the alley, took some pictures and in the afternoon did some brainstorming work. That evening they came back with some ideas for the alley and presented them. If you missed it, we recorded the presentation and it's on our You Tube

Channel for viewing: <https://www.youtube.com/watch?v=QQKNEkHT0lo&t=836s>

### **City Administrator Report**

- Update on the SCS downtown riverfront project- I'll provide the committee with a verbal update of the SCS downtown riverfront development project.
- The Planning Commission is working on updating the city's Comprehensive Plan. This is a planning document required by state law. At the last meeting the Plan Commission reviewed the "Economic Development" section of the plan, I've included that in your packet for the committee's review. If you have any suggestions for this section of the plan, please do reach out and I can relay that info to the Planning Commission.

## New London Economic Development Committee Minutes

Tuesday, September 27<sup>th</sup>, 2022

Members present: Dorsey, Kopitzke, Hass, Thompson, Bishop (via zoom at 5:19pm), Croy, Faucher

Excused: Zacarias, Adamovich

Others present: Mayor Mark Herter (via zoom), Tim Roberts, Bernie Ritchie, City Administrator Chad Hoerth, Jeff Handschke, Kortni Wolf and Jacqui McElroy

1. The meeting was called to order by Chairman Dorsey at 5:15pm. Agenda item #5 “*Discuss services provided by the Small Business Development Center*” was removed and will be added to next month’s meeting. Kopitzke/Hass approved the agenda as amended. Carried by all.
2. The August 30<sup>th</sup>, 2022 minutes were reviewed, Faucher/Thompson motioned to approve the minutes as presented. Carried by all.
3. Kortni Wolf and Jacqui McElory from SC Swiderski was present to provide a new concept for the downtown riverfront residential development. Due to rising construction costs and interest rates the original design would no longer cash flow. Wolf and McElory presented a new concept that would change the project from 44 units in 8 multifamily buildings to a single 98-unit apartment complex. The taxable value of the new concept would be higher than the original and include 1<sup>st</sup> floor parking, a fitness center, conference room and community gathering space with roof top terrace. Tenants would have a choice of 12 floor plan options ranging from 400 sq. ft. to 1,200 sq. ft. Rent rates would start between \$1,100 - \$2,300 per month and include Heat, Water, Sewer Cable, Internet, Trash removal, snow removal and lawn care services. Tenants would be responsible for their own electric bill. SC Swiderski is proposing to keep this new concept in the same timeline with construction in 2023. Hoerth recommend that the committee make a motion to council to consider the updated concept, authorize staff to create a new developer’s agreement and update the utility relocate plan as needed.

*Motion by Faucher/Hass to recommend that council considers accepting the updated downtown residential development concept, authorize staff to create a new developer’s agreement and update the utility relocate plan as needed. Motion carried 8-2 (Ritchie and Roberts voting no)*

4. Hoerth and Kopitzke provided a brief report of their attendance at the 1st Annual Wisconsin Economic Summit sponsored by the WEDC. The Summit revolved around the Wisconsin’s current economic situation, recent success stories from business leaders, municipal challenges and an outlook for future economic opportunities. Attending this event also fulfilled some training requirements for participating in the WEDC’s Connect Communities program which the city has been enrolled in for the past 2 years.

5. Chamber Director's Business Report:
  - The building that Touch and Tan and MacaPort are in (next to the former Piggly Wiggly Building) has sold. The Chamber and City are trying to help MacaPort find a new location. Touch and Tan will be closing at the end of this year.
  - A new party fruit store will be opening at 311 S Pearl Street.
  - Zero's Cafe, opening in the former's Bucky's Restaurant, is hiring staff and will open as soon as they have enough staff.
6. City Administrator's Report:
  - Hoerth and Kopitzke recently held business meet and greets with staff at Northland Electric and EJ Metals, both businesses are doing well.
  - On Sept 26<sup>th</sup> Outagamie County hosted a "Fox Cities Housing Forum" to discuss county wide efforts to encourage and address housing issues. Strategies are being defined to create affordable housing as the county is projected to need between 10,900 to 17,700 new dwelling units by 2030.
7. Public Input: Jeff Handschke asked questions about 0 lot line setbacks for residential units and encouraged the city to consider changes in the zoning code to allow more flexible housing options.
8. The next committee meeting will be scheduled for Tuesday, October 25<sup>th</sup>, 2022 at 5:15pm.
9. Kopitzke/Hass moved to adjourn at 6:00 pm. Carried by all.

Chad Hoerth  
City Administrator

The Small Business Development Center at UW-Stevens Point strives to **help businesses of all stages** and sizes achieve success through our five areas of service:



**START**



**MANAGE**



**FINANCE**



**GROW**



**MARKET**

Launch **YOUR BUSINESS**  
to the **NEXT LEVEL**

Primarily serving these counties:



### Assisting Startup and Existing Businesses

The Small Business Development Center (SBDC) at UW-Stevens Point is part of a statewide network, offering **no cost, confidential advising and resources** as well as fee based workshops and conferences to both startup and existing businesses.

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# We can **HELP!**



## **START**

- Business feasibility
- Business plan creation
- Business formation



## **MANAGE**

- Update/review current business plan
- Human resources and cyber security management
- Organizational review



## **FINANCE**

- QuickBooks training
- Financial projections
- Budgeting assistance



## **GROW**

- Hire employees
- Analyze new market opportunities
- Competitor analysis



## **MARKET**

- Target market research
- Industry trends
- Social and digital media assistance



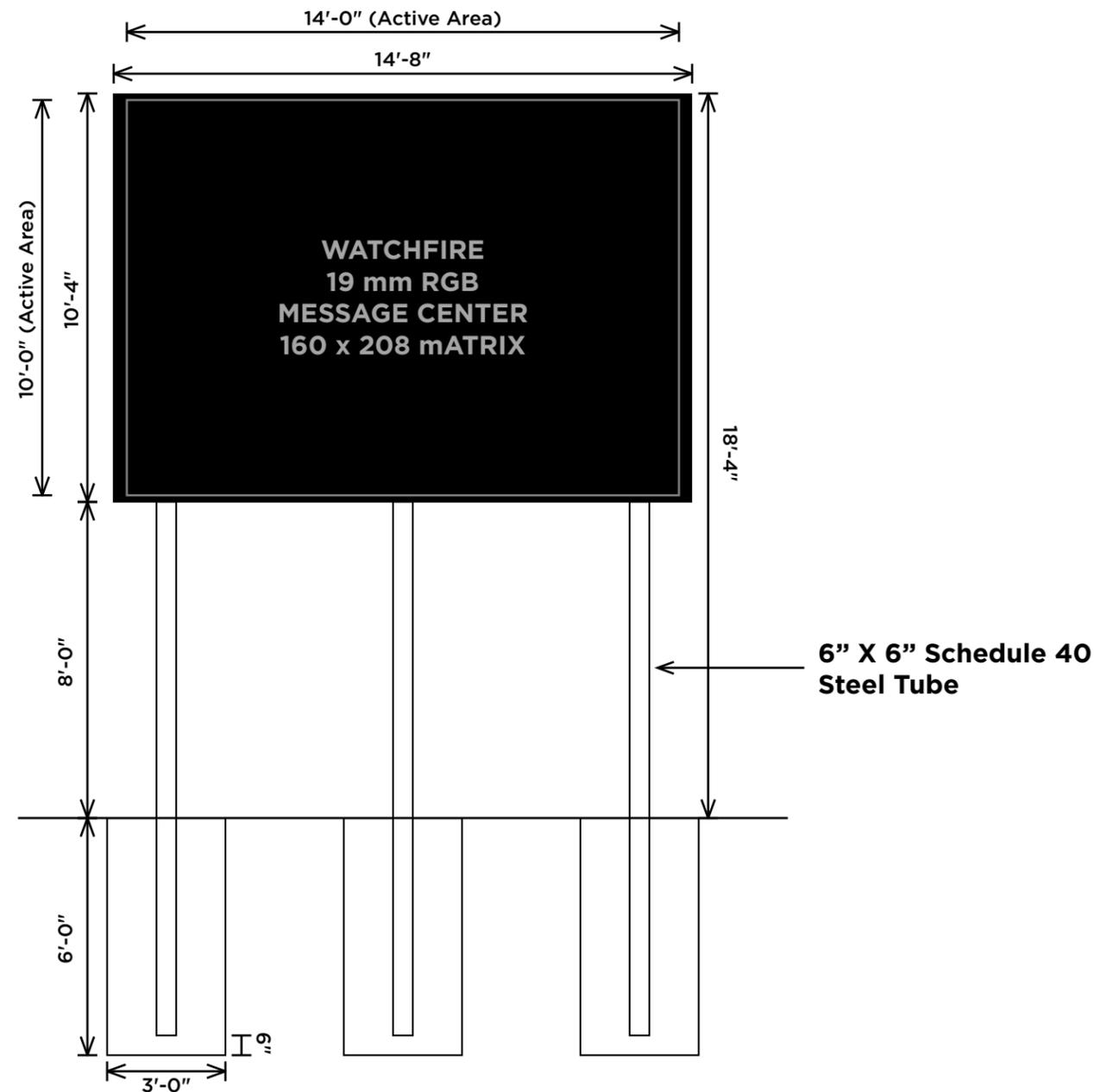
The Wisconsin SBDC Network is a proud part of the Institute of Business and Entrepreneurship in the UW-System. Funded in part through a cooperative agreement with the U.S. Small Business Administration. Reasonable accommodations for persons with disabilities will be made if requested at least two weeks in advance. Please contact the SBDC at 715-346-3838 or uwspce-bus@uwsp.edu.

## **Request a Start-up Packet**



# SPECIFICATIONS

**EMC**  
 Brand: Watchfire  
 Quantity: (2) S/F Units  
 Type: 19mm RGB  
 Matrix: 160 X 208



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 AE: Aaron Lorang  
 DESIGNER: TK

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DESIGN #: 12605  
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Note: **Blue highlighted** items to be filled in/provided at later date.

## 6. Economic Development

### 6.1 Economic Development Plan

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

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

Successful plans for economic development acknowledge the importance of:

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

The City of New London's plan for economic development is to continue to balance the retention and expansion of existing business with entrepreneurial development and new business attraction efforts. The City has a strong economic base for a community of its size. Existing private sector employers in the city include Amcor (food packaging), Wolf River Lumber, Granite Valley Forest Products, Wohlt Cheese Corporation, and Steel King Industries (metal fabrication) among others. Additionally, the New London School District and ThedaCare have significant employment bases which add to the local economy.

One of the largest employers in the area is Tyson (Hillshire and Jimmy Dean meat brands) which employs nearly 1,000 people. While it is not located inside the city limits, it is adjacent to the city and has a significant impact on the local economy. The Hillshire brand was started in the New London area, and it has continued to grow under several different ownerships throughout its history here.

The city is concerned with the design and appearance of future commercial and industrial development, particularly in/near the corridors which serve as an entrance to the community. The use of design review can help improve the aesthetic quality of the buildings and development sites and help maintain the small town atmosphere that New London residents value. This is achieved by developing design review procedures and standards. The city can then work with proposed development to gain improved building architecture, landscaping, lighting, signage, and other site design features that will maintain and enhance the character of the city.

The preservation and enhancement of the downtown and riverfront is another key economic development concern. It is the city's desire to maintain a viable city center and an attractive riverfront that offers amenities, helps define a sense of history, culture, and identity, and that contributes to the economic health of the area. This plan recommends seeking assistance and funding to support downtown and riverfront preservation and revitalization efforts.

In addition, new challenges have crept up over the past 5 years in the community which follow national trends. Workforce shortages resulting from demographic changes, immigration policies, and effects of the COVID 19 pandemic have affected nearly every business and even the City itself. Housing availability and the need for more workforce housing is also a prominent issue that the City and many other communities are wrestling with.

## **6.2 Economic Characteristics Summary**

The examination of various types of data can help identify strengths, weaknesses, threats, and opportunities as they relate to economic development. Having knowledge about the workforce and its trends is key to creating strategies that will work for the City to maintain or increase its current economic activity.

### **Educational Attainment**

Table 6-1 displays the educational attainment level of City of New London residents who were age 25 and older during the 2016-2020 ACS 5-Year Estimate period. The educational attainment level of persons within a community can provide insight into household income, job availability, and the economic well-being of the community. Lower educational attainment levels in a community can be a hindrance to attracting certain types of businesses, typically those that require highly specialized technical skills and upper management positions.

**Table 6-1**  
**Educational Attainment of Persons Age 25 and Over, City of New London, 2016-2020 ACS**  
**5-Year Estimates**

Label	Estimate	Margin of Error	Percent	Percent Margin of Error
Population 25 years and over	4,502	±483	4,502	(X)
Less than 9th grade	86	±82	1.9%	±1.8
9th to 12th grade, no diploma	280	±144	6.2%	±3.1
High school graduate (includes equiv.)	2,080	±332	46.2%	±5.7
Some college, no degree	882	±186	19.6%	±3.7
Associate's degree	480	±178	10.7%	±3.8
Bachelor's degree	593	±202	13.2%	±4.1
Graduate or professional degree	101	±75	2.2%	±1.7
High school graduate or higher	4,136	±466	91.9%	±3.4
Bachelor's degree or higher	694	±205	15.4%	±4.1

Source: U.S. Census Bureau, 2016-2020 American Community Survey 5-Year Estimates

Educational attainment for the City of New London as measured by the 2016-2020 ACS 5-Year Estimate shows that of the population 25 and older, nearly 92% have a high school or secondary school degree which shows that most residents are able to participate in all levels of the local and regional workforce.

### **Employment Status**

The employment status of all working age residents in the City is a measure of the local and regional economy. Table 6-2 shows that for the 2016-2020 ACS 5-year period a total unemployment rate of 2.5% existed which illustrates great participation in the workforce. This rate has likely decreased based on national trends and the challenges that businesses are having finding an appropriate workforce. Without attracting new workers to the City, existing businesses may have a tough time maintaining or expanding their operations.

**Table 6-2  
Employment Status, City of New London 2016-2020 ACS 5-Year Estimates**

<b>Label</b>	<b>Estimate</b>	<b>Margin of Error</b>	<b>Percent</b>	<b>Percent Margin of Error</b>
Population 16 years and over	5,496	±423	5,496	(X)
In labor force	3,610	±405	65.7%	±4.6
Civilian labor force	3,610	±405	65.7%	±4.6
Employed	3,520	±431	64.0%	±4.9
Unemployed	90	±70	1.6%	±1.3
Armed Forces	0	±13	0.0%	±0.4
Not in labor force	1,886	±274	34.3%	±4.6
Civilian labor force	3,610	±405	3,610	(X)
Unemployment Rate	(X)	(X)	2.5%	±2.0
Females 16 years and over	2,817	±287	2,817	(X)
In labor force	1,678	±253	59.6%	±6.3
Civilian labor force	1,678	±253	59.6%	±6.3
Employed	1,621	±260	57.5%	±6.2
Own children of the householder under 6 years	467	±183	467	(X)
All parents in family in labor force	328	±137	70.2%	±21.4
Own children of the householder 6 to 17 years	1,403	±382	1,403	(X)
All parents in family in labor force	1,132	±279	80.7%	±15.8

Source: U.S. Census Bureau, 2016-2020 American Community Survey 5-Year Estimates

### **Employment by Industry**

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

Table 6-3 displays the number and percent of employed persons by industry group in the City of New London, Waupaca County, and the State of Wisconsin for the 2016-2020 ACS 5-Year Estimate period.

**Table 6-3  
Employment by Industry, City of New London 2016-2020 ACS 5-Year Estimates**

<b>Label</b>	<b>Estimate</b>	<b>Margin of Error</b>	<b>Percent</b>	<b>Percent Margin of Error</b>
Civilian employed population 16 years and over	3,520	±431	3,520	(X)
Agriculture, forestry, fishing and hunting, and mining	61	±72	1.7%	±2.0
Construction	174	±97	4.9%	±2.8
Manufacturing	1,209	±227	34.3%	±5.9
Wholesale trade	158	±97	4.5%	±2.5
Retail trade	441	±170	12.5%	±4.4
Transportation, warehousing, utilities	239	±153	6.8%	±4.1
Information	17	±28	0.5%	±0.8
Finance and insurance, and real estate and rental and leasing	218	±92	6.2%	±2.6
Professional, scientific, and management, and administrative and waste management services	37	±35	1.1%	±1.0
Educational services, and health care and social assistance	440	±146	12.5%	±4.5
Arts, entertainment, and recreation, and accommodation and food services	282	±143	8.0%	±3.9
Other services, except public administration	177	±118	5.0%	±3.1
Public administration	67	±50	1.9%	±1.4

Source: U.S. Census Bureau, 2016-2020 American Community Survey 5-Year Estimates

Of the 3,520 residents employed in during the 2016-2020 ACS 5-year period, most worked in the manufacturing, the educational, entertainment and food service, and the retail trade sectors. The breakdown of employment by industry sector in the city is similar to that of Waupaca County as a whole. One notable difference is the larger proportion of the city’s employment in the manufacturing sector. As one of the largest employment centers in the county, it is anticipated that the City of New London will continue to have similar employment trends as the county.

## Employment by Occupation

The previous section, employment by industry, described employment by the type of business or industry, or sector of commerce. What people do, or what their occupation is within those sectors provides additional insight into the local and county economy. This information is displayed in Table 6-4.

**Table 6-4  
Employment by Occupation, City of New London, 2016-2020 ACS 5-Year Estimates**

Label	Estimate	Margin of Error	Percent	Percent Margin of Error
Civilian employed population 16 years and over	3,520	±431	3,520	(X)
Management, business, science, and arts occupations	820	±228	23.3%	±5.6
Service occupations	513	±185	14.6%	±5.9
Sales and office occupations	726	±234	20.6%	±5.5
Natural resources, construction, and maintenance occupations	334	±136	9.5%	±3.6
Production, transportation, and material moving occupations	1,127	±261	32.0%	±5.7

Source: U.S. Census Bureau, 2016-2020 American Community Survey 5-Year Estimates

## Place of Employment & Commuting Patterns

While the City of New London is an economic center that provides many jobs for its residents, the reality is that many residents work outside of New London, and many workers in New London reside outside of the City. Job commuting patterns can vary over time due to factors such as gas prices, housing availability and costs, as well as personal preference. In addition, the recent COVID-19 pandemic changed the landscape with respect to the number of people working from home. Recent data shows that during the initial stages of the pandemic in 2020, about 70% of people across the nation worked from home. This has since declined but has held steady at about 30% and is expected to continue at or near this rate for the foreseeable future.

### Commute Mode

For those workers within the City of New London, the mode of travel to work can also be important. Table 6-5 shows the 2016-2020 ACS 5-Year estimates for the mode of travel for all workers 16 years and over. As suspected, a majority of workers (77%) commute using a vehicle, while 10.3% either walked, biked, or used some other means (perhaps motorcycle). The mean travel time to work for all employees was 23.2 minutes. Work from home was shown at 4.3% during this time-period but recognize that this data does not reflect the impacts of the COVID-19 pandemic.

**Table 6-5  
Commute Mode, City of New London 2016-2020 ACS 5-Year Estimates**

Label	Estimate	Margin of Error	Percent	Percent Margin of Error
Workers 16 years and over	3,444	±404	(X)	(X)
Car, truck, or van -- drove alone	2,657	±400	77.1%	±5.0
Car, truck, or van -- carpooled	284	±150	8.2%	±4.1
Public transportation (excl. taxicab)	0	±13	0.0%	±0.6
Walked	264	±97	7.7%	±2.7
Other means	90	±73	2.6%	±2.1
Worked from home	149	±124	4.3%	±3.9
Mean travel time to work (minutes)	23.2	±2.6	(X)	(X)

Source: U.S. Census Bureau, 2016-2020 American Community Survey 5-Year Estimates

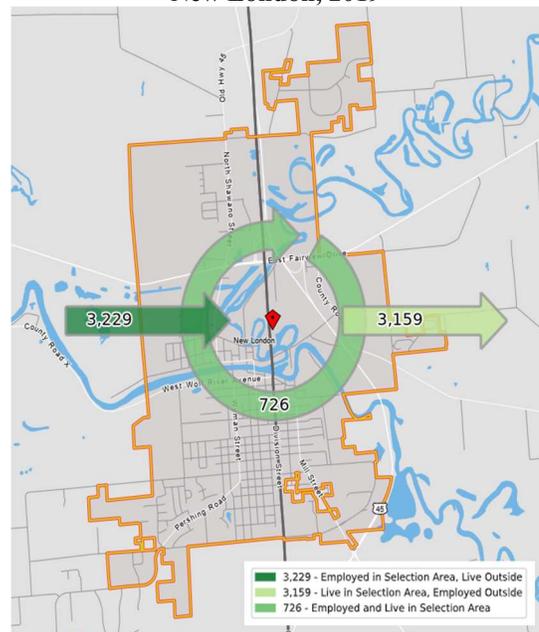
### Worker Inflow/Outflow

When evaluating commuter patterns, it helpful to understand the general locations that workers commute to and from. According to the U.S. Census’s “On The Map” data and as shown in Fig. 6-1:

- 3,159 residents traveled outside the City to work in other locations.
- 3,229 workers traveled to their jobs from outside of the City.
- 726 residents both lived and worked within the City.

This data shows that while the existing businesses in New London are a draw for regional employment, the City is also losing a nearly equal number of workers to jobs in other communities.

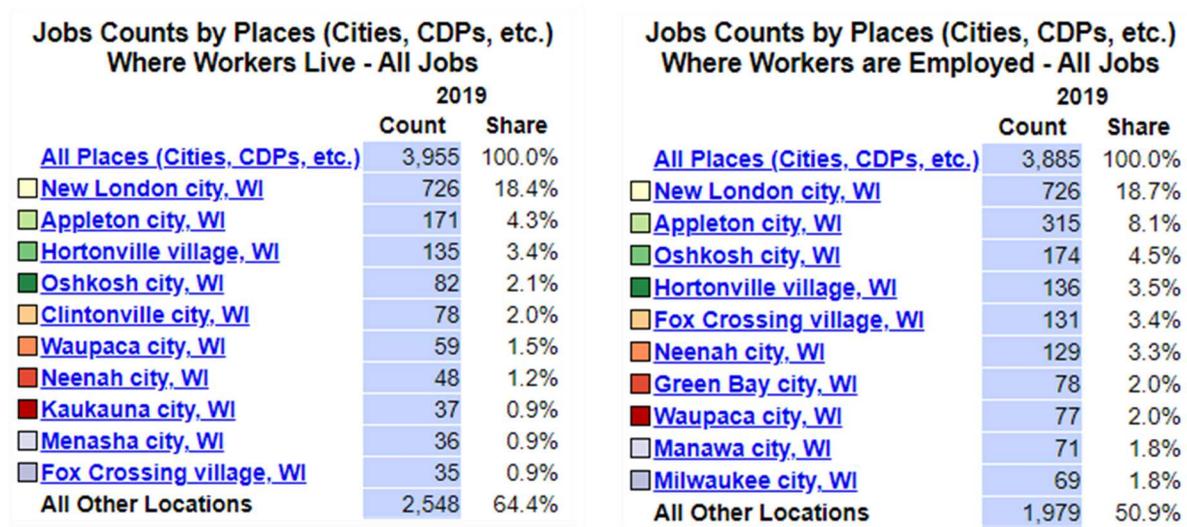
**Fig. 6-1: Worker Inflow/Outflow, City of New London, 2019**



In this case, it has a near net-zero effect on the local economy but may illustrate that there is a lack of housing to accommodate more people who desire to both live and work in the community.

Figure 6-2 shows a breakdown of workers who either live or work in the City of New London by place. The first table illustrates where people who work in the City live, while the second shows locations of work by people who commute to a job outside of the City.

**Fig. 6-2: Worker Inflow/Outflow, City of New London, 2019**



Source: U.S. Census Bureau, 2019.

### 6.3 Sites for Business and Industrial Development

The City of New London has a number of existing commercial and industrial use areas throughout the City that can be described as follows:

#### General

##### Downtown

The City of New London’s downtown is unique in that it is bisected by the Wolf River and consists of two areas (N. Water Street – about 6 blocks long, and S. Pearl Street – about 4 blocks long) each having their own flavor and feel. In addition, an area behind (to the north) of the N. Water Street portion of downtown houses additional retail and service uses in the form of a large grocery store, a strip mall, and expansive areas of surface parking.

The N. Water Street portion of downtown was built many years ago when the Wolf River was a “working river,” and therefore the backs of buildings abut the river, creating challenges for increasing the use of what is now a desirable amenity. Overall, the downtown environment is generally active and well-used with few building vacancies. Many buildings are historic in nature or somewhat dated, so there is a continued need for building maintenance and rehabilitation.

The City does have a Façade/Building Improvement Grant Program for eligible businesses which can assist with any rehabilitation needs. Additionally, in 2021 the City was selected to be part of the WEDC’s Connect Communities Program. The Connect Communities Program participants receive operational assistance including access to educational workshops, webinars, and conferences; networking opportunities; and an online resource guide and discussion group—all designed to facilitate revitalization of downtowns and urban commercial districts. These programs benefit a diverse array of communities by size and geography, supporting the efforts of both emerging and established revitalization programs.

Both N. Water Street and S. Pearl Street within the downtown areas are planned for major road reconstruction over the next several years and the City has been working with WisDOT and other design consultants in conjunction with businesses and residents on details of the road cross-section, pedestrian and bicycle usage, safety, and character details.

One additional item to note is the community’s embracement of ‘the arts’ as a driver for community pride, but also for tourism and economic development. Of particular note is the concentration of building murals within the downtown area. The Wolf River Art League with their “Start Art Project” have painted/installed over 50 murals throughout the city with many of them being in the downtown area.

#### North Shawano Street Corridor (CTH D)

This corridor is about 1.6 miles long, extending from N. Water Street in downtown to Spurr Road which connects to USH 45. The corridor is centered on the heavily traveled east-west oriented WIS 54 which leads to Waupaca and Green Bay. The area serves as a major retail hub accommodating most of the fast-food and ‘big box’ or other national chain stores to the north of WIS 54. Several national hotel chains are also located in this area. Future expansion of the corridor could occur to the north as well as to the east, between N. Shawano Street and USH 45. More detailed plans for this corridor could be beneficial to ensure that its overall ‘mixed use’ vision is appropriately designed for functionality, attractiveness, safety, and marketability prior to approving new developments.

**Fig. 6-3: Façade/Building Improvement Grant Area**



### Mill Street Corridor (Bus. 45 / CTH T)

This corridor is just under 1 mile in length lying between Douglas Street on the north and USH 45 on the south. The corridor contains a number of service and retail businesses, as well as the ThedaCare medical facility and other medical clinics. It is also in close proximity to three of the City's existing industrial parks, all of which generate significant amounts of traffic. Mill Street also serves as a major entrance to the community for traffic coming off of USH 45 or WIS 15. While a few vacant pieces of land exist along the corridor, new economic activity would likely result from redevelopment of the corridor over time. The overall appearance of the corridor could be enhanced using design standards which address the visual quality of both public and private lands as development and redevelopment occurs. A more specific redevelopment plan could be considered and prepared for this corridor, particularly knowing that it will only increase in use after the new USH 15 expansion project is completed.

### Environmentally Contaminated Sites

Brownfields, or environmentally contaminated sites, may also be good candidates for clean-up and reuse for business or industrial development. The WDNR's Bureau of Remediation and Redevelopment Tracking System (BRRTS) has been reviewed for contaminated sites that may be candidates for redevelopment in the community. For the City of New London, as of August, 2022, there was a total of only 3 sites identified by BRRTS as being located within the city and as being open or conditionally closed (indicating that further remediation may be necessary). The status of both open and closed (and potentially underutilized) sites should be further evaluated by the city for potential reuse or redevelopment.

## **Business & Industrial Parks**

The City of New London has created four separate business and industrial parks over the years to accommodate manufacturing, warehousing, distribution, and other business uses. These areas can be described as follows and are shown on Map 6-1.

### Tews Industrial Park

Located in the western portion of the City, along either side of USH 45, this industrial park consists of approximately \_\_\_\_\_ acres of land that house a variety of businesses including Granite Valley Forest Products, Hilker Trucking and Country Visions Cooperative.

### Lyons Industrial Park

Located along Industrial Loop Road, between USH 45 and CTH T, this park consists of approximately \_\_\_\_\_ acres and houses major industries such as Amcor, Ort Trucking, Titan Industries as well and several smaller manufacturers. This park is nearly full, but some limited opportunities for business expansion do exist.

### Beckert Industrial Park

The park lies north of E. Beckert Road and west of CTH T and consists of approximately \_\_\_\_\_ acres. The park houses manufacturers such as Steel King and Mill-Tech, as well as several smaller service and sales businesses. Several vacant lots exist to accommodate new industrial and business development.

**INSERT MAP 6-1 – INDUSTRIAL PARKS & TIF DISTRICTS**

### North East New London Business Park

The City's newest industrial park encompasses approximately [redacted] acres and is located in the northeastern portion of the City, east of USH 45 and north of the Embarrass River. Wohlt Creamery, Northland Electrical Services, and EJ Metals are a few of the recent tenants for this park. Additional lots are available for new business and is considered one of the primary industrial expansion areas for the City.

### **Tax Increment Finance Districts (TIF/TID)**

TIDs are used as a financing option (referred to as Tax Increment Financing) that allows a municipality (town, village, or city) to fund infrastructure and other improvements, through property tax revenue on newly developed property. A municipality identifies an area, the Tax Incremental District (TID), as appropriate for a certain type of development . The municipality identifies projects to encourage and facilitate the desired development . Then as property values rise, the municipality uses the property tax paid on that development to pay for the projects . After the project costs are paid, the municipality closes the TID . This creates a larger tax base for the municipality and the overlying taxing jurisdictions (ex: schools, county, technical colleges) . Generally, when the tax base grows and spending is stable, tax rates go down, decreasing property taxes for everyone. The City of New London has three active Tax Increment Districts (TIDs) in place throughout the City (Map 6-1) which can be described as follows:

- TID #4 was created in August, 2021 as a “Mixed-Use District” comprising approximately 27.4 acres located in the southern portion of the City along W. Beckert Road. The District was created support a new housing development. The multi-family portion of the proposed development will be within the TID boundaries with the single-family development occurring outside the TID.
- TID #5 was created in October, 2021 as a “Mixed-Use District” comprising approximately 10.6 acres located in the City's downtown and surrounding area. The District was created to support both downtown businesses and a proposed multi-family complex on the riverfront by SC Swiderski. The TID was recently expanded to incorporate the First State Bank project and additional parcels to the north in order to facilitate redevelopment.
- TID #6 was recently approved in 2022 as an “Industrial District” and encompasses approximately [redacted] acres in/along Industrial Loop Road with the Lyons Industrial Park. TID #6 was created based on Titan's \$2 million expansion to their facility as well as to encourage some growth on some vacant parcels within the TID boundary.

The State Legislature recently recent modified the TIF rules to allow for an “Affordable Housing Extension” which allows use of a final year's increment for affordable housing. At least 75% of the final increment must benefit affordable housing in the municipality, whether within or outside of the TID. A resolution must specify how the municipality will improve housing stock. The City should utilize these extensions when the time comes for a District's closure.

## **6.4 Programs and Support Entities**

Many entities have a role in community economic development. A listing of the major entities, their roles and support programs are listed below:

### New London Area Chamber of Commerce

The New London Area Chamber of Commerce has a Mission to promote the community's economic growth and the success of its member businesses and organizations. The Chamber plays a large role in the promotion of its businesses and economic opportunities within the City. The Chamber is also instrumental in a variety of event planning as well as facilitating business involvement in local and state grant and support programs.

### City of New London

The City of New London plays a lead role in addressing economic development opportunities or concerns through its existing four-person Economic Development Committee which meets regularly to discuss and act on various economic development matters and activities. The City also has an established Façade/Building Improvement Grant Program that is overseen by the Administrator for eligible properties in and near the downtown area.

### Waupaca County Economic Development Corporation

The Waupaca County EDC has been in existence for many years and supports the economic development needs of all Waupaca County communities, including New London. The County EDC oversees a successful County Business Revolving Loan Fund and more recently, a new workforce-focused Mobility Management project to improve transportation for workers.

### East Central Wisconsin Regional Planning Commission

The ECWRPC serves as the designated Economic Development District and Planning Agency for the U.S. Dept. of Commerce's Economic Development Administration. The Commission prepares regular updates to the region's Comprehensive Economic Development Strategy (CEDS) using local input and can help in matching community needs to EDA's funding programs.

### New North, Inc.

New North is a nonprofit, regional marketing and economic development Corporation fostering collaboration among private and public sector leaders throughout the 18 counties of Northeast Wisconsin, known as the New North region. New North is a regional partner to the Wisconsin Economic Development Corporation (WEDC) and the State of Wisconsin, as well as local economic development partners and represents more than 100 private Investors. The New North brand unites the region both internally and externally around talent development, regional brand development, and business development, signifying the collective economic power behind the 18 counties of Northeast Wisconsin. Of particular note is the New North's Gold Shovel Ready Program which certifies eligible industrial site and offers numerous promotional opportunities.

### Wisconsin Economic Development Corporation

The WEDC supports all community economic development efforts by offering numerous programs target at communities and businesses in order to foster growth and expansion of the State’s key industry clusters. Infrastructure grants, planning grants, rehabilitation programs, and downtown revitalization programs are just some of the areas by which WEDC can potentially assist a community in its local efforts.

## **6.5 Desired Business and Industry**

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

- ◆ Business and industry that retain the small town character of the community.
- ◆ Business and industry that utilize high quality and attractive building and landscape design.
- ◆ Business and industry that utilize well planned site design and traffic circulation.
- ◆ Business and industry that revitalize and redevelops blighted areas of the community.
- ◆ Businesses that provide essential services that are otherwise not available within the community, such as retail stores, personal services, and professional services.
- ◆ Home based businesses that blend in with residential land use and do not harm the surrounding neighborhood.
- ◆ Business and industry that provide quality employment for local citizens.
- ◆ Business and industry that support existing employers with value adding services or processes.
- ◆ Business and industry that bring new cash flow into the community.
- ◆ Businesses that enhance existing and planned retail shopping areas.
- ◆ Businesses that do not cause or contribute to the deterioration of the downtown.
- ◆ Businesses that do not compete with the downtown.
- ◆ Business and industry that capitalize on community strengths.
- ◆ Business and industry that do not exacerbate community weaknesses.

## 6.6 Strengths and Weaknesses Analysis

A determination of the strengths and weaknesses of the City of New London as it relates to its economy were derived from the initial SWOT analysis done with the Plan Commission and can provide some initial direction for future economic development planning. Strengths should be promoted, and new development that fits well with these features should be encouraged. Weaknesses should be improved upon or further analyzed, and new development that would exacerbate weaknesses should be discouraged. The economic strengths and weaknesses of the city are as follows:

### Strengths

- Electric grid / capacity available for business and industry
- River / water resources
- Outdoor recreation opportunities
- Utilities are proactive and responsive
- Park system (recreation, trails, ballfields)
- Ability to grow on lands adjacent to City
- Active Chamber of Commerce
- Variety of business types / strong manufacturing
- Regional location (access to Fox Valley / Highways / Development potential / workforce)
- Irish Festival / other events
- Population tenure (desire to stay and/or come back)
- Hospital/clinic
- Good schools
- Existing industry (draws people)
- Large business attraction (ability to have big box stores)
- Downtown businesses

### Weaknesses

- Blight in some areas
- Housing costs and availability
- Highway 15 usage / underachieving in business attraction
- Downtown structures (awkward size/orientation/old)
- Too close to Fox Valley (easy to leave for shopping and entertainment)
- Not using river to full advantage (seasonality, commercial opps.)
- Need more space (land and buildings) for business and industry (ready and available)
- Wetland and floodplain amounts / barrier to growth
- Quality employee shortage
- Population size (smaller limits opportunities)
- Limited commercial and recreation opportunities

## **6.7 Economic Development Goals and Objectives**

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

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

#### ***Objectives***

- 1.a. Increase cooperation between communities regarding comprehensive planning and economic development issues, *such as the recent need for affordable housing*.
- 1.b. Promote dialogue and continue to strengthen relationships between the community and local businesses.
- 1.c. Support the efforts of the *New North*, Waupaca County Economic Development Corporation, the local chamber of commerce, and other supporting

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

#### ***Objectives***

- 2.a. Maintain a vital downtown and provide adequate pedestrian areas and aesthetic features which encourage consumer activity and enhance community character.
- 2.b. Improve economic development opportunities along highway and utility corridors.
- 2.c. Support the development of regional facilities, cultural amenities, and services that will strengthen the long-term attractiveness of the community, Waupaca County, and the region.
- 2.d. Monitor the infrastructure needs of established businesses in order to meet their expansion and facility needs when they are consistent with the community's comprehensive plan.
- 2.e. Maintain a fair and equitable user fee system that supports existing infrastructure without hindering economic development.

### **Goal 3 Balance the retention and expansion of existing business with entrepreneurial development and new business attraction efforts.**

#### ***Objectives***

- 3.a. Maintain and support agriculture, manufacturing, tourism, and related support services as strong components of the local economy.
- 3.b. Promote business retention, expansion, and recruitment efforts that are consistent with the community's comprehensive plan.

- 3.c. Monitor opportunities to support existing businesses by establishing public-private partnerships.
- 3.d. Support the pursuit of local, state, and federal funding and assistance that will help entrepreneurs start new businesses.
- 3.e. Distinguish and promote features unique to the community in order to compliment neighboring communities and create a unique identity within the County.

**Goal 4 Maintain a quality workforce to strengthen existing businesses and maintain a high standard of living.**

***Objectives***

- 4.a. Support local employment of area citizens, especially efforts that create opportunities for local youth.
- 4.b. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding area.
- 4.c. Support area high schools, technical colleges, and universities, in their workforce development efforts.
- 4.d. ***Formally incorporate the expansion of affordable workforce housing creation into the City’s existing economic development structure and activities.***

**Goal 5 Support opportunities to increase and diversify the community’s tax base.**

***Objectives***

- 5.a. Balance the need for community growth with the cost of providing public services.
- 5.b. Ensure that there are sufficient prime commercial and industrial lands to accommodate desired economic growth in the community.
- 5.c. Support business development that will add to the long-term economic stability of the community.
- 5.d. Work to maintain an effective and efficient government to reduce the tax burden on local businesses.

**6.8 Economic Development Policies and Recommendations**

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

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

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

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

### **Policies: City Position**

- ED1 The community shall pursue economic development efforts which strengthen and diversify the existing economic base before pursuing time consuming, and often expensive, business recruitment efforts
- ED2 The community shall support new business development efforts, and existing business expansion and retention efforts, which are consistent with the comprehensive plan
- ED3 In order to save on development costs and allow maximum flexibility in meeting developer needs, subdividing of industrial parks should not take place until developments are approved that are compliant with the community’s conceptual industrial park plan or master layout.

### **Policies: City Directive**

- ED4 The community shall maintain prime commercial and industrial lands adequate to encourage the desired types and amounts of such development .
- ED5 The community should pursue the development of a more detailed plan for land use, infrastructure, and economic development near *the USH 45 and USH 15 corridors*.
- ED6 The community shall work with the Waupaca County Economic Development Corporation *and other entities such as New North, ECWRPC, and WEDC* as resources to achieve its economic development goals and objectives
- ED7 The community shall encourage economic development efforts through public-private partnerships (such as revolving loan funds, city TIF districts, etc.)
- ED8 The community shall support and participate in the organization of apprenticeship, on-the-job training, student touring and visitation, and student work-study programs with local industry, schools, and government
- ED9 The retention and expansion of existing businesses and attraction of new businesses shall be encouraged through utility improvements and the implementation of improved communication technology.

***ED10 The City should promote the development of new affordable workforce housing which aligns with the needs of current employers.***

**Policies: Development Review Criteria**

ED11 New development and redevelopment projects shall be required to utilize high quality building and site design.

ED12 New commercial and industrial development shall employ site and building designs that include:

- ◆ Attractive signage and building architecture;
- ◆ Shared highway access points;
- ◆ Screened parking and loading areas;
- ◆ Screened mechanicals;
- ◆ Landscaping;
- ◆ Lighting that does not spill over to adjacent properties;
- ◆ Efficient traffic and pedestrian flow.

ED13 Large, bulky, box-like commercial structures shall be avoided.

ED14 Commercial and industrial development proposals will provide an assessment of potential impacts to the cost of providing community facilities and services

ED15 Commercial and industrial development proposals should provide an assessment of potential impacts to economic health and markets including interactions with the existing local and regional economy, community service impacts, job creation, job retention, and worker income.

ED16 Future economic development should include export businesses that produce goods and services within the community but are sold primarily to outside markets

ED17 The community shall encourage industries that provide educational and training programs, require skilled workers, and provide higher paying jobs.

**Recommendations**

- ◆ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential impacts to economic health and markets as part of the development review process. The assessment includes, as applicable, interactions with the existing local and regional economy, community service impacts, job creation, job retention, and worker income.
- ◆ Explore ways to use the riverfront to attract and seek out programs to help market the city, particularly riverfront development, public trails, and public access

- ◆ Establish a relationship with local businesses and industry to determine the types of training programs needed in the high school and technical school to provide a skilled work force.
- ◆ The development of economic area plans (e.g., business park plans, TIF district plans, highway commercial corridor plans, riverfront plans, *affordable housing plans*, etc.) will be pursued within the planning period.
- ◆ Identify lands on the zoning map and the preferred land use map of the comprehensive plan adequate to attract new business and job growth, *as well as to accommodate workforce housing*.
- ◆ Explore incentives and sources of funding to improve buildings and support small business owners.
- ◆ Explore and promote opportunities for tourism.