

## SUBCHAPTER 7: ECONOMIC DEVELOPMENT

**SUBCHAPTER 7: ECONOMIC DEVELOPMENT****21.700 PURPOSE**

The purpose of this Subchapter is to comply with §66.1001(2)(f), Wis. Stats., which requires this Plan to contain a compilation of objectives and programs to promote the stabilization, retention, or expansion of the economic base and quality employment opportunities in the Town, including an analysis of the labor force and economic base of the Town. It should assess categories or particular types of new businesses and industries that are desired by the Town. It should assess the Town's strengths and weaknesses with respect to attracting and retaining businesses and industries and should designate a number of sites for such businesses and industries. It should also evaluate and promote the use of environmentally contaminated sites (if any) for commercial or industrial uses. Finally, it should identify county, regional and state economic development programs that apply to the Town.

**21.701 HISTORY**

One of the oldest sites to appear on maps of the western Great Lakes region is the "dalles" of the Wisconsin River. It was identified as a convenient reference point by French explorers in the 1700's. The name stuck after the French explorers left Wisconsin, with the spelling and pronunciation Anglicized as the "dells."

When the railroad arrived in 1857, a new Village was established at the point where the tracks crossed the Wisconsin River, named "Kilbourn City" in honor of the railroad's President. Ever since, Wisconsin Dells has been a resort area, focused on the natural beauty of the area.

A significant portion of the "dells" scenic area is located along the eastern edge of the Town, in and around the Wisconsin River.

Despite the Town's close proximity to Wisconsin Dells, the Town has captured very little of the economic development resulting from the tourism industry. The primary longstanding industry in the Town is agriculture. However, in the last 20-30 years there has been a modest development of campgrounds, motels, and taverns which service some of the "spillover" from Wisconsin Dells. However, the Town has not experienced the rapid commercial growth that other Townships adjacent to the Dells have experienced.

At least part of the reason for the Town's failure to share in this growth is primarily due to several natural characteristics. The Town is separated from the heart of Wisconsin Dells by the Wisconsin River, a state park, and other publicly owned lands, all of which act as a natural barrier to the extension of typical municipal services (sewer, water, streets, etc.). The lack of these services has been a blessing and a curse. On the one hand, the lack of these municipal services has stifled economic development in the Town, but on the other hand, the extension of such services is usually accompanied by annexation. The Town has been able to preserve most of its boundary, and its tax base, from annexation.

**21.702 ECONOMIC BASE**

In looking at the prospects for economic development in a rural community it is best to place it in a larger context. It is most useful to look at Juneau County and at the neighboring municipalities of Wisconsin Dells/Lake Delton in assessing the prospects for economic development in the Town.

**(1) JUNEAU COUNTY**

- (a) **Manufacturing in Decline:** In recent years there has been a good deal of change in the economy of Juneau County. Most significant has been the decline in manufacturing that has occurred throughout the nation as well as in the county. In order to reinvigorate the county's economic base, diversification away from the

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traditional reliance on manufacturing will be required in order to better position the county to compete in a changing marketplace.

- (b) **Transportation:** Many of the communities in Juneau County are located along the Interstate 90/94 Corridor making them something of a “midpoint” between the larger cities Madison and Eau Claire/La Crosse, and between Chicago and Minneapolis. Manufacturers seeking to serve markets in these communities have historically found Juneau County’s location to their liking. But this transportation linkage has not only impacted employers, but the ability of employees to commute as well. There is certainly potential within the warehousing and transportation sector due to this advantageous location. The position of the county halfway between Chicago and the Twin Cities places it literally at the center of an axis of high-tech growth. This offers great potential for development within the county.
- (c) **Human Resources:** Economic success often hinges on the characteristics of the population. These human resources are key to the diversification of the economy in Juneau County. A diversified community requires more employees and a wider variety of skills than a “one-industry focus” community. Furthermore, these workers must be adaptable to changes in the demand for labor and be capable of quickly retraining in new vocations to meet that demand. The county lags behind the state in educational attainment (See, § 21.204(7) above) and the population is slightly older than the state as a whole (See, § 21.204(6) above). In spite of these factors, which could be considered handicaps to economic diversification, there has been steady growth in the total number of jobs within the county over the last twenty years.

**Labor Force & Unemployment Trends, Juneau County, 1980 to 2000**

	1980	1990	2000	Change	State 2000
Labor Force	8,853	10,143	12,068	36.32%	26.77%
Employed	8,206	9,478	11,333	38.11%	29.34%
Unemployed	647	665	735	13.60%	-9.82%
Unemployment Rate	7.31%	6.56%	6.09%	-16.69%	-28.79%
Participation Rate	42.08%	46.85%	49.63%	17.94%	11.21%

Source: US Census

Despite progress in creating new jobs and expanding the labor force from 1980 to 2000, the number of unemployed is growing. Juneau County has a higher unemployment rate than the State’s rate of 4.7 percent. Though total employment has increased over the last twenty years, employment has not increased in every industry sector of the economy. Table 16 provides an inventory of the types of industry in Juneau County and their respective numbers of employees and firms.

**Employees and Firms by Industry, Juneau County, 2000**

Industry Name	Employees	Firms	% Total
Agriculture, Forestry, Fishing and Hunting	842	658	7.43
Mining	10	2	0.09
Utilities	3	1	0.03
Construction	340	73	3.00
Manufacturing	2,671	47	23.57
Wholesale Trade	156	17	1.38
Retail Trade	1,116	99	9.85
Transportation and Warehousing	333	39	2.94
Information	69	11	0.61
Finance and Insurance	184	29	1.62

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Real Estate and Rental and Leasing	36	13	0.32
Professional, Scientific and Technical Services	195	31	1.72
Management of Companies and Enterprises	16	5	0.14
Administrative and Support and Waste Management and Remediation Services	125	25	1.10
Educational Services	6	2	0.05
Health Care and Social Assistance	925	47	8.16
Arts, Entertainment and Recreation	96	15	0.85
Accommodation and Food Services	1,665	96	14.69
Other Services (except Public Administration)	350	77	3.09
Government, Schools, Public Administration	2,195	NA	19.37
<b>Total</b>	<b>11,333</b>	<b>1,288</b>	<b>100</b>

Source: US Census, County Business Patterns<sup>1</sup>

- (d) **Sources of Employment:** Juneau County's largest source of employment is the manufacturing industry, followed by government, schools and public administration, then accommodation and food services, and retail trade. Industries showing a large number of firms are indicative of many small businesses or one-person shops". Farming is, of course, the greatest share of one-operator businesses; construction, retail, and services show large shares of total firms as well. Figure 9 summarizes the allocation of workers in Juneau County by industry. It is clear that manufacturing comprises a substantial portion of Juneau County's employment.

**Distribution of Employment by Industry Sector, Juneau County, 2000**

Construction and Utilities	3%
Agriculture and Forestry	7%
Health and Social	8%
Professional & Service	9%
Trade and Transportation	14%
Entertainment, Lodging & Food	16%
Government and Education	17%
Manufacturing	26%

Source: US Census

Areas of rapid employment growth in the US during the 1980 to 2000 period include: forestry, water, transportation, transportation services, non-durable goods, building materials, hardware stores, garden supply, manufactured home dealers, home furniture & equipment stores, miscellaneous retail, security & commodity brokers, holding & investment offices, hotels, camps, lodging, business services, auto repair, miscellaneous repair shops, amusement & recreation, educational & social services, museums & art galleries, and legal services. Areas of employment decline during the same period include: leather products, membership organizations, insurance agents, brokers, eating and drinking places, general merchandise stores, apparel & other finished products made from fabric, and metal & coal mining.

How this employment mix will change over the coming years is dependent on a

<sup>1</sup> The number of employees in this table varies from the county numbers. The figures come from the Census Business Profile, which is collected directly from businesses. The other numbers are the result of individuals reporting their own occupation and industry, and are thus different from what businesses report.

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number of factors, but it seems likely that the dominance of manufacturing in the county will be reduced and services, health-related and knowledge-based employment will become more prominent.

- (e) **Major Employers:** As noted, manufacturing is still the largest single source of employment in Juneau County but a look at the largest employers in the county reveals how the profile of employment is changing. Of the eleven largest employers in the county, only three are involved in manufacturing. Two are involved in health-care. The other six are some form of government enterprise. This is not to say that the trend in employment is toward more people working for the government. Most people are employed by small business. It is significant that the third, fourth and fifth largest employment categories (as shown in Table 16) are occupations that involve a large number of firms. Much of the job growth in the future is likely to be in these industries and in these kinds of small enterprises.

**Major Employers; Firms with 250 Employees, Juneau County, 2003**

Employer Name	Industry
Hess Memorial Hospital	Health-care
Walker Stainless Equipment	Manufacturing
Sandridge Treatment Facility	Health-care
Mauston Public Schools	Education
County of Juneau	General Government
New Lisbon Correctional Institution	Prison
Parker Hannifin	Manufacturing
Necedah Public School	Education
Freudenburg (Farmer/Meillor)	Manufacturing
Wisconsin Dept. of Military Affairs	Volk Field
U.S. Department of Defense	Volk Field

Source: Department of Workforce Development

- (f) **Location of Employment:** The particulars of the labor force within the Town can be gleaned from the Census. 5.7% of residents work at home, but most residents work outside of the town and indeed most work outside Juneau County. This compares to the City of Mauston where 45.6% of workers leave the city and 22.7% leave the county, and 1.8 percent work at home. In the adjacent Town of Kildare, 85.1% leave the town and over 52.5% of workers leave the county for their jobs.

Occupations in 2000	Lyndon		Mauston		Juneau County	
Management/Professional	146	23.7%	395	21.8%	2,515	22.2%
Service	112	18.2%	387	21.3%	2,034	17.9%
Farming/Forestry	2	0.3%	--	--	179	1.6%
Sales/Office	174	28.3%	393	21.7%	2,494	22%
Construction	71	11.5%	113	6.2%	1,110	9.8%
Production/Transportation	110	17.9%	525	29%	3,001	26.5%
Total	615	100%	1,813	100%	11,333	100%

Source: US Census Bureau & NCWRPC

Twenty-seven percent of workers, who do not work at home, commute between fifteen and thirty minutes to get to their jobs. Nearly half have a commute less than fifteen minutes and 19.5% travel between half an hour and an hour to get to work. Thirty-four workers travel for more than an hour to reach their jobs. The Table above shows the occupation of workers in the Town of Lyndon and compares it with those in the City of Mauston, Juneau County. The percentage of those in management or the professions is lower than Mauston and the county. Roughly the same percentage of workers are in service jobs as in Mauston, but significantly higher than the county. The percentage of sales and office workers is

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higher than Mauston or the county. Construction workers are a higher percentage of the labor force. The percentage of production and transport workers is significantly lower than the level for the county or for Mauston.

Industry in 2000	Lyndon		Mauston		Juneau County	
Agriculture/Forestry/Mining	21	3.4%	2	0.1%	602	5.3%
Construction	57	9.3%	75	4.1%	757	6.7%
Manufacturing	91	14.8%	446	24.6%	2,789	24.6%
Wholesale trade	18	2.9%	25	1.4%	258	2.3%
Retail trade	83	13.5%	288	15.9%	1,423	12.6%
Transport/warehouse/util.	38	6.2%	125	6.9%	623	5.5%
Information	7	1.1%	10	0.6%	90	0.8%
Finance/insur./real estate	22	3.6%	63	3.5%	379	3.3%
Professional management	22	3.6%	70	3.9%	393	3.5%
Education/Health/Soc.Serv	55	8.9%	316	17.4%	1,702	15%
Arts/Enter./Accom/Food Serv.	167	27.2%	228	12.6%	1,369	12.1%
Other Service	18	2.9%	72	4%	390	3.4%
Public Administration	16	2.6%	93	5.1%	558	4.9%
Total	615	100%	1813	100%	11,333	100%

Source: US Census Bureau & NCWRPC

Manufacturing is the most common industry in which workers are involved. The percentage of workers in manufacturing is lower than the level in Mauston and county. Arts, entertainment, accommodation and food service workers are second most common and their level is higher than in Mauston or the county. Retail trade occupies a slightly higher percentage of the workforce than the county, but lower than Mauston. The ten percent of workers in education, health-care and social service work is well below Mauston and the county. Professional and management jobs are a higher percentage than Mauston and double the rate for the county. The percentage of workers involved in public administration is almost identical to the county, and slightly lower than Mauston. As would be expected in a rural town, employment in agriculture and forestry is about the same as the county as a whole.

### 21.703 ECONOMIC DEVELOPMENT PROGRAMS

There are a number of economic development programs available to businesses and local governments in Juneau County. Following is a partial list of those programs.

#### (1) LOCAL

- (a) **The Juneau County Economic Development Corporation (JCEDC):** A non-profit organization that promotes the economic development of Juneau County, Wisconsin, and its respective cities, villages, and towns. JCEDC is comprised of area businesspersons, citizens, local government, utility company representatives, state agencies and elected officials, educational institutions and other organizations essential to the growth of Juneau County. JCEDC is prepared to serve the needs of new businesses coming to our area as well as assist existing companies.
- (b) **Juneau County Development Zone:** Juneau County was awarded designation as a Wisconsin Development Zone in association with Adams and Marquette Counties. Known as the JAM Zone (Juneau-Adams-Marquette), Juneau County qualifies for special state incentives available to businesses that locate or expand within the Zone. Development Zone Tax Incentives for businesses locating or expanding within Juneau County. A variety of credits are available.

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- (c) **Juneau County Revolving Loan Fund:** A Wisconsin Department of Commerce Economic Development Grant was awarded to Juneau County in 1998. This grant enabled Juneau County to establish a revolving loan fund in order to assist local businesses. Loans are available from this fund as other loans are paid back.

(2) **REGIONAL**

- (a) **North Central Wisconsin Development Corporation:** The North Central Wisconsin Development Corporation (NCWDC) manages a revolving loan fund designed to address a gap in private capital markets for long-term, fixed-rate, low down payment, low interest financing. It is targeted at the timber and wood products industry, tourism and other manufacturing and service industries.
- (b) **Western Wisconsin Technology Zone Tax Credits:** Juneau County has been designated a Technology Zone by the Department of Commerce. The Technology Zone program brings \$5 million in income tax incentives for high-tech development to the area. The Western Wisconsin Technology Zone offers the potential for high-tech growth in knowledge-based and advanced manufacturing clusters, among others. The zone designation is designed to attract and retain skilled, high-paid workers to the area, foster regional partnerships between business and education to promote high-tech development, and to complement the area's recent regional branding project.
- (c) **Northwest Wisconsin Manufacturing Outreach Center (NWMOC):** The Northwest Wisconsin Manufacturing Outreach Center provides operations assessments, technology training, and on-site assistance to help firms in western Wisconsin modernize and streamline manufacturing processes.
- (d) **Alliant Energy:** Alliant Energy is a regional utility company that provides technical and consultative economic development assistance to communities within its service area.

(3) **STATE**

- (a) **Rural Economic Development Program:** This program administered by Wisconsin Department of Commerce provides grants and low interest loans for small business (less than 25 employees) start-ups or expansions in rural areas, such as Wonewoc. Funds may be used for "soft costs" only, such as planning, engineering, and marketing assistance.
- (b) **University of Wisconsin Extension Office:** The Center for Community Economic Development, University of Wisconsin Extension, creates, applies and transfers multidisciplinary knowledge to help people understand community change and identify opportunities.
- (c) **The Wisconsin Innovation Service Center (WISC):** This non-profit organization is located at the University of Wisconsin at Whitewater and specializes in new product and invention assessments and market expansion opportunities for innovative manufacturers, technology businesses, and independent inventors.
- (d) **Wisconsin Small Business Development Center (SBDC):** The UW SBDC is partially funded by the Small Business Administration and provides a variety of programs and training seminars to assist in the creation of small business in Wisconsin.
- (e) **Transportation Economic Assistance (TEA):** This program, administered by the Wisconsin Department of Transportation, provides immediate assistance and funding for the cost of transportation improvements necessary for major economic

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development projects.

**21.704 PUBLIC INPUT**

According to the participation survey, the Town is not against economic development and the growth of businesses in the Town. They believe that future business growth is essential to the stability and improvement of the Town. Residents identified a broad range of businesses which they would like to see: grocery store, restaurant, auto repair, gardening, hotel and manufacturing. Obviously, most of these items focus on services which can be rendered to town residents, as opposed to businesses which would only create jobs. Residents do not want any more campground businesses.

**21.705 GOALS, OBJECTIVES AND POLICIES**

- (1) **ENCOURAGE CONTROLLED DEVELOPMENT:** Although the Town does not have the resources to actively recruit business into the Town, the Town should cooperate with other agencies and groups to encourage business development which does not conflict with the quiet, rural character of the Town.
- (2) **TRANSPORTATION:** Businesses should be encouraged to locate in business corridors, along Highways 12 & 16, and away from County Trunk Highways and Town roads.
- (3) **AGRICULTURE:** Development should not conflict with existing agriculture, and should avoid using prime, sustainable farmland.
- (4) **AESTHETICS:** Businesses should conform with high standards for design, landscaping, lighting, etc. to ensure high quality development in theTown.

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