

5.0 ECONOMIC DEVELOPMENT

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5.0 ECONOMIC DEVELOPMENT

Introduction

The purpose of the Economic Development Element is to promote the stabilization, retention, and expansion of the economic base, as well as, quality employment opportunities. To address these topics, this chapter includes:

- Highlights of the labor force information from Chapter 1;
- An assessment of strengths and weaknesses with respect to attracting and retaining business and industry;
- An overview of programs that deal with environmentally contaminated sites for commercial or industrial uses; and
- A list of organizations providing economic development assistance at the county, regional, state and federal levels.

Unlike many rural towns, Winchester's economic activity is centered largely in its sanitary district. However, given its close proximity to the Fox Cities, Oshkosh and Waupaca, most residents travel elsewhere for employment and to obtain most needed goods and services. Farming is the Town's primary economic activity, but recreation and local businesses also contribute to the economy.

Economic Development Vision

In 2025, given the Town's desire to remain a rural, agricultural community, commercial development is limited. Businesses catering to local resident needs are located in the village center¹. The village center functions as the walkable community center --- including a school, post office and library. The Town of Winchester and the Historical Society have worked together to ensure that amenities in the area are provided to enhance the village center appearance (i.e. facade improvements, landscaping, lighting, etc.).

Businesses along the highway corridors cater to passing motorists. Employment opportunities for Town residents can be found within 20 miles of their homes.

Labor Force and Economic Base

The Community Profile Chapter (Chapter 1) provides a detailed analysis of the local and county economy, as well as the labor force.

¹ The use of the term "village center" refers to the largely residential area within the sanitary district along CTH II and Steeple Hill Drive. This area is a community focal point, given its concentration of development. It is not an incorporated village.

Current Business Inventory and Business Environments

There are a few businesses located in the Town of Winchester. Residents generally travel to nearby communities to purchase many goods and services. Of the date of this Plan's adoption, local businesses include:

- A-Fab Inc. - 6008 Lakeview Rd
- Antlers Bar & Grill – 5600 CTH II
- Cabin Life - 5600 CTH II (gift shop at Dan's Citgo)
- CenturyTel / Larsen-Readfield Telephone Company
- Country Inn Supper Club/Bar/Motel - 7273 CTH II
- Dan's Country Stop - 5600 CTH II
- Frank & Darlene's Cafe - 5298 CTH II
- Kwik Trip Store # 628 - 5291 CTH II
- Legacy Builders Inc - 5676 CTH II
- Manson's Sandblasting and Painting – Woodland Road
- Melvin V. Mathison CPA LLC - 5326 County Rd II
- David E. McNamee Insurance Agency - 5323 Ann
- Powr Ladder Inc - 8889 Bison Rd
- Rick's Repair - 5510 CTH II
- Sandy's Country Lane Salon – County Road II
- Small Wonders Day Care Inc - 8396 Steeple Hill Drive
- Webshire Kennels - 5694 Grandview Road
- Willow Pines Mobile Estates - 8340 Pine Lane
- Winchester Hill Golf Course - 5310 CTH II
- Yellow Jacket Steak House - 7910 USH 45

The businesses listed here include businesses with visible storefronts (i.e. signage, parking, etc.) and a commercial listing in the phone book. A few additional businesses were added based on the knowledge of the Town of Winchester Plan Commission. If you are interested in having your business listed, please provide your information to the Town Clerk. The Town of Winchester Plan Commission will periodically consider updates to the plan, including updates to this page to reflect local businesses.

The Town of Winchester has 3 potential business environments to offer entrepreneurs: the USH 10 and USH 45 corridors, the interchange of USH 45 and CTH II, and CTH II/Steeple Hill Drive corridors. What follows is a brief profile of each area.

- **USH 10 and USH 45 Corridors.** These newly realigned corridors opened in 2003. These highways bring many motorists through the Town on their way to destinations in the Fox Cities, Waupaca, and beyond. Direct access to these corridors is not provided, but Bison and Manu Roads run parallel to a portion of the corridors. These roadways have the potential to serve as business frontage roads for businesses that would like to capitalize on highway visibility, but do not require direct access. Access to municipal water and sanitary service is not currently available along these corridors.
- **USH 45 and CTH II Interchange.** This interchange provides local traffic access to USH 45 and USH 10. Furthermore, this interchange is a gateway to the unincorporated village center. Unlike other areas along USH 10 and USH 45, this interchange is eventually expected to have sanitary sewer service.
- **CTH II/Steeple Drive Corridors.** These corridors are centrally located in the sanitary district and already accommodate several businesses that cater to local needs. Opportunities exist along these corridors to redevelop buildings, build new businesses on vacant parcels, and reuse residential structures with frontage on these corridors.

It is also known that home occupations (i.e. child care, hair stylist, taxidermy, contractors, cabinet makers, small engine repair, etc.) also exist in the Town. The nature of these businesses present no noticeable benefit or harm to adjacent properties. Moreover, some residents may work at home utilizing the Internet and other technologies. The Town supports a resident's right to have a small business operation on his/her property and the option to work at home, provided that the business activity does not create a nuisance for neighboring property owners by generating excessive traffic, noise, lighting, signage, etc.

Attracting and Retaining Business and Industry

The Town of Winchester has several positive attributes to offer potential businesses. Specifically, the Town has:

- A relatively low tax rate;
- Properties with USH 10 and USH 45 frontage;
- A village center that has a sense of place and community identity; and
- Land available for development.

While the Town certainly enjoys its share of advantages, there are several weaknesses that the Town must contend with when seeking to attract new businesses and industry.

- Too much local consumer spending occurs outside the Town. More consumer activity in the Town is desired.
- The Town of Winchester has limited services to offer potential businesses (i.e. restricted areas of municipal sewer service and no municipal water).
- The population in the Town is not large enough to provide the customer base necessary to support a large commercial endeavor.
- Residents of the Town of Winchester are very mobile and can drive to nearby communities to purchase services and products.

Economic Development Opportunities

Based largely on input from the community survey, future commercial development is considered most desirable along CTH II within the sanitary district. To a lesser extent, some development is desired at the CTH II and USH 45 interchange within the sewer service area.

Winnebago County has been included in the award of a 16-county Northeast Wisconsin Regional Economic Partnership (NEWREP) designed to bring high-paying jobs to Wisconsin through start-up and expansion of technology businesses.

- Former Governor McCallum announced the creation of the Northeast Wisconsin technology zone in 2002.
- It is 1 of 8 zones created throughout the state, and each has \$5 million in income tax credits to provide incentives to attract high-tech companies to the area, and to help existing companies increase productivity and free up capital.
- The zones will be in effect for 10 years – until 2012.
- Projects within the region will be considered and approved based on their ability to create high-wage jobs and support the development of high-tech industries in the region.
- There will probably be technology “clusters” created within the zone to more aptly meet the needs of local, homogeneous communities.
- **For more information,** contact the City of Sheboygan Economic Development

Opportunities for additional development exist along the USH 10 and USH 45 corridors, particularly those areas where Bison and Manu Roads run parallel to the corridor and could possibly serve as frontage roads. Resident opinion about development along USH 10 and USH 45 varies.

Complicating the situation are the following factors:

- 1) The Rat River and its associated wetlands limit development potential along portions of the corridor (as shown on the *Natural Features Map*).
- 2) The sanitary district boundaries do not extend to areas beyond the USH 45 and CTH II interchange. Furthermore, sanitary service to these areas is not immediately available, as grade, capacity, and facility issues need to be addressed.
- 3) Commercial uses that demand significant amounts of water have the potential to create a negative impact on nearby development by creating cones of depression of groundwater.

While the Town would like to welcome some additional commercial development to support the local tax base, it is important that any new development exist in harmony with the local environment. Therefore, new commercial development should be “clean” and not produce a significant amount of waste, which could pose a hazard to rivers, streams, and wetlands. Likewise, new development should blend into the rural character and not represent a visual nuisance to residents. Therefore, new developments should include natural landscaping and attractive signage.

Desired Business and Industry

The Town wants to be sure that new development does not jeopardize the rural quality of life. Therefore, businesses and industries that locate in the Town should:

- Be environmentally responsible and compatible with rural residential development;
- Have limited outdoor storage (if any) to control unsightliness;
- Generate minimal noise;
- Generate traffic that can be easily accommodated by the existing transportation network or proposed improvements;
- Require only minimal lighting (on-site lighting only, no beams, or other protruding light sources);
- Require only on-site signage (no billboards);
- Have generous landscaping to improve the façade from the roadway and buffer the development from differing adjacent land uses (i.e. residential uses adjacent to commercial development).
- Request information from the Town regarding available water and sewer service options.

Given these constraints, the Town would like to promote the following types of development:

COMMUNITY SURVEY RESULTS

When **landowners** were asked to identify what types of new development they desired, only 19 landowners indicated they were interested in commercial development opportunities and 6 landowners were interested in the potential industrial use of their property.

When asked what land uses were supported and opposed **in their neighborhood**, residents overwhelmingly indicated that commercial and industrial land uses were not wanted (78.3% and 96.2%, respectively).

The results were somewhat different when asked about land uses supported in the Town (but not in their neighborhood) in the future. Respondents were evenly divided about commercial uses. Residents remained opposed to industrial development.

- **Local service businesses** (i.e. restaurant, coffee shop, real estate or doctor's office) along the Steeple Hill and CTH II corridors in village center.
- **Home occupations** of a professional nature to take advantage of the Internet and other technologies that permit people to work from the privacy of their homes. Home occupations are particularly attractive to the Town given the Town's relatively low density of development, which limits the likelihood that a home occupation will become a nuisance to neighboring property owners.
- **Family Farming Operations.** As has been the tradition, the Town will continue to encourage local family farming operations.

Promoting Economic Development

Industrial Revenue Bond

The Wisconsin Department of Commerce's Industrial Revenue Bond (IRB) Program allows all Wisconsin cities, villages and towns 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 at, primarily, manufacturing facilities. Even though IRBs are municipal bonds, they are not general obligations of the municipality. The company or business that will use the facilities provides the interest and principal payments on the loan. The local government is in partnership with the business, lending its name, but not its credit, to the bond issue.

For more information on the Industrial Revenue Bond Program, contact the Wisconsin Department of Commerce at 608/267-0762 or get information on the internet at: commerce.state.wi.us.

Internet Marketing

The Town of Winchester has an internet web page that can be used to market the community by providing detailed information about community services, programs, organizations, demographics, land available for commercial / industrial development. Much of this information could be taken from this Plan. This type of information is a valuable resource to marketing professionals seeking redevelopment locations.

General Procedure for Establishing a TIF

The community defines a TIF district.

1. Tax assessments for the district are frozen at their current value.
2. The community, through its tax-increment finance authority, can acquire land and make capital improvements in the district (e.g. streets, lighting, landscaping, etc.) to make it more desirable to developers.
3. When development occurs, the value of the land in the district increases. This increased value is taxed, but for a period of time while the TIF district is in effect, the additional tax revenues go to the TIF.
4. This additional tax revenue is used to pay off the expenses incurred by the community in land acquisition and installation of capital improvements.

Business Association

At this time, there is not a local business association. As new commercial development is established in the Town, local business owners may wish to consider establishing a business association to establish a network for local business owners.

More information about establishing a TIF is available in Wis. Stats. Ch. 66.1105(5)(g).

Tax Increment Financing

Though not currently available to Wisconsin Towns, a bill (AB 437) has been introduced to allow towns to create Tax Incremental Finance (TIF) districts for tourism, agriculture and forestry projects. For more information about TIF refer to the box at right.

Program and Organization Assistance

Winnebago County has several programs and organizations to encourage economic development opportunities within the county. Moreover, many cities within the county (i.e. Oshkosh, Omro and Winneconne) have their own Chambers of Commerce to promote economic development within their boundaries. It may be beneficial for Winchester to create its own Chamber of Commerce. What follows is a description of the activities of two organizations that can play an important role in economic development in the Town - the Winnebago County Industrial Development Board and the Winnebago County UW-Extension.

Winnebago County Industrial Development Board (WCIDB)

The WCIDB essentially fills the role of a county Chamber of Commerce. The WCIDB has three major programs: Marketing and Promotional Program, Revolving Loan Fund Program, and a Per Capita Funding Program.

For More Information about the WCIDB call or write to:
P.O. Box 2808
Oshkosh, WI 54903
(920) 236-4839

The purpose of the Marketing and Promotional Program is to create awareness of the industrial development opportunities and benefits of Winnebago County at the local, regional, national, and international levels. The WCIDB directly sponsors programs designed to achieve these goals, and participates in cooperative programs with other local and regional economic development organizations.

In 1992, the WCIDB implemented a new advertising campaign with the theme "Making Waves." The media plan for this campaign included placements in several industrial development and site selections publications. A coordinating folder of response materials was also produced. Additionally, the Board has instituted a general public awareness program at the local and regional levels. It has also taken steps to track responses so the effect of advertising can be measured.

The Revolving Loan Fund and Per Capita Funding Program are designed to provide financial assistance to local communities so they may expand industrial development and create new jobs. To date, only villages and cities in the county have used these two programs, but they are also available to towns.

UW-Extension

Through the Winnebago County office of the University of Wisconsin-Extension Service, the Winnebago County Resource Development Agent offers:

- Small business management assistance workshops or one-on-one counseling
- Information on county revolving loan funds and other sources of financing

- Research into available government loans
- Local demographic information

In addition to county organizations and programs, there are many federal, state, and regional organizations that can help the Town of Winchester to support economic development opportunities and initiatives in the Town, including:

Regional Agency

- East Central Wisconsin Regional Planning Commission – www.eastcentralrpc.org: ECWRPC maintains an Economic Development Program that provides communities with information for economic development, reviews of program changes and initiatives, and review assistance for local economic development proposals or plans. ECWRPC also reviews regional economic development program recommendations for more effective application at the local level.

A significant portion of the Economic Development Program is updating the CEDS, an annual report that includes a review of the previous year's accomplishments, current demographic and economic statistics and any significant changes in the local economy. As part of the process, the Commission's Economic Development Committee helps to identify economic problems and opportunities and economic development projects to address their needs.

ECWRPC also collects and distributes socio-economic data about the region that is useful for market analysis by prospective developers. Furthermore, ECWRPC maintains an inventory of industrial sites and buildings within the region.

State Agencies

- Wisconsin Department of Commerce – www.commerce.state.wi.us: the state's primary agency for delivery of integrated services to businesses.
- Wisconsin Department of Transportation – www.dot.state.wi.us: the Office of Disadvantaged Business Enterprise Programs administers a range of services to increase participation of firms owned by disadvantaged individuals in all federal aid and state transportation facility contracts.
- Forward Wisconsin – www.forwardwi.com: markets outside Wisconsin to attract new businesses, jobs and increased economic activity to the state.
- Department of Workforce Development – www.dwd.state.wi.us: builds and strengthen Wisconsin's workforce by providing job services, training and employment assistance, and helps employers find necessary workers.
- Wisconsin Small Business Development Centers – www.uwex.edu/sbdc: to help ensure the state's economic health and stability through formative business education by counseling, technology and information transfer and instruction.

Federal Agencies

- Department of Agriculture Rural Development Administration – www.rurdev.usda.gov

- U. S. Small Business Administration – www.sba.gov: provides financial, technical and management assistance to help Americans start, run and grow their businesses.
- U.S. Department of Commerce – www.doc.gov
- U.S. Department of Transportation – www.dot.gov

Environmentally Contaminated Sites

Development efforts can sometimes encounter the challenge of potentially contaminated properties, which are commonly referred to as brownfield sites (see box at right).

The term "brownfield" was first used to distinguish developed land from unused suburban and rural land, referred to as "greenfield" sites. The EPA, states, and municipalities believe that choosing brownfield redevelopment over greenfield development yields several benefits for communities and for commerce.

The United States Environmental Protection Agency (EPA) defines **brownfield sites** as "With certain legal exclusions and additions, the term 'brownfield site' means real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant."

Using one of several databases, interested residents can search for properties in the Town of Winchester that have been impacted by environmental contamination, and have been reported. The WDNR Bureau for Remediation and Redevelopment Internet web site tracking list is one such database. This database is available at: www.dnr.state.wi.us/org/aw/rr/brrts/index.htm. This database tracks identified sites from first reporting through closure or no further action. Records are kept in perpetuity regardless of whether or not contamination was actually found, the size of the incidence, and whether or not the site has been cleaned. The database currently lists eight sites in the Town (seven of which have been closed or no further action is required). Several of the sites listed were for underground storage tanks that have been long since removed and past fuel spills due to accidents along the local highways that have been cleaned up through soil removal and other actions to prevent impact to ground and surface water. There is one reported spill from 1978 that has not been officially closed, but as of this date no additional spills have been reported on this property.

To minimize future environmental impacts, the Town will encourage environmentally friendly business development that is properly permitted and regulated to protect the Town's natural environment. In the future, the Town of Winchester will encourage residents and landowners to pursue the clean-up and redevelopment of any contaminated or brownfield site.

Issues and Concerns

Through the planning process, several economic development concerns were identified. What follows is a summary of some of the primary issues raised.

Residential vs. Commercial Development

Residential development has been steadily growing in the Town of Winchester. As such, it continues to provide an increasing share of the area's tax base. Therefore, residential development does provide some economic development gains for the Town.

However, to a much greater degree than commercial and agricultural development, housing requires extensive services to accommodate resident needs. These services include: schools, parks, sanitary sewer, public safety, roads and associated maintenance (including snowplowing), and other amenities. As an example, in 1994, the Town of Dunn² in Dane County, WI, conducted a study to understand the tax implications of development. The study showed for every dollar of tax revenue collected from residential development, \$1.06 was required in services for residential users. (Any service costs greater than \$1.00 result in a net loss for the Town.) Conversely, for every dollar collected from a commercial development, \$0.29 was required for services. Therefore, commercial uses bring additional tax dollars into the community. For every dollar collected from farmers, as little as \$0.18 was required in services.

It is important to ensure that local residential tax dollars cover the costs to provide needed services. While the Town of Winchester supports additional residential development opportunities, the Town does not want to see poorly planned new residential development significantly increase Town operating and service costs for all existing homeowners and taxpayers. Therefore, the Town supports well-planned, new residential development paying a fair and proportionate share of service costs. Likewise, new development should not create a burden for existing development with respect to sanitary service and groundwater access.

Tax Burden

Economic development is seen as a means to support the tax base. However, to be an effective means of supporting the tax base, economic development opportunities must not create a burden on existing community facilities (i.e. roads) or require services beyond those the Town currently provides. For this reason, special consideration was given to the extent of economic development when developing the *Future Land Use Maps*.

Rural Character Preservation

Of primary concern to the Town is to maintain a balance between economic development opportunities and rural character. While some additional economic development, particularly along highway corridors, is desirable, this development must not interfere with the overall rural, residential character of the community.

² Additional Information about the Town of Dunn Community Services Study is available on-line at www.town.dunn.wi.us.

Coordination with Other Required Plan Elements

Economic development in the Town of Winchester has the potential to impact many of the other required plan elements. What follows is a summary of the relationship between the Economic Development Element and the Land Use, Transportation and Agricultural, Natural and Cultural Resources Elements.

Land Use

The location, type, and amount of business development in the Town of Winchester were important considerations when developing the *Future Land Use Maps*. Likewise, as business environments were identified in the planning effort, the importance of landscaping, signage controls and lighting controls to protect the rural character of the Town was discussed.

Transportation

Given that much of the Town's business development will occur along highway corridors, it is important to ensure that development does not interfere with the flow of traffic on these roadways. However, at the same time, many businesses require convenient access to be successful. As a result, it will be important to ensure that business uses along highway corridors are well-planned with shared drives and service roads to minimize traffic impacts.

Agricultural, Natural and Cultural Resources Element

Of particular concern to the Town is ensuring that new development does not jeopardize natural resources or adversely impact the rural character of the community. For this reason, locations of wetlands, floodplains, and water table levels were considered when planning for future economic development.

Goals, Objectives and Policies

In 2025, the Town of Winchester expects to have expanded economic development areas to support the local tax base without jeopardizing the rural character of the Town. The goals and objectives needed to expand the economic base are provided in Chapter 11. The location for new business development is illustrated on the *Future Land Use Maps*.