Recommended Plan

City of New London—Year 2030 Comprehensive Plan

City of New London
Waupaca County, Wisconsin

January 2007

Foth
Joint Meeting and Public Hearing Notice
Ordinance to Adopt the City of New London Year 2030 Comprehensive Plan

PLEASE TAKE NOTICE THAT the City of New London’s Common Council and Planning Commission will conduct a joint meeting and public hearing on a proposed ordinance to adopt the City of New London Year 2030 Comprehensive Plan. The joint meeting and public hearing will be held on April 26, 2007, at 5:00 p.m. at City Hall, 215 N. Shawano Street, New London, WI 54961.

The City of New London Year 2030 Comprehensive Plan is a policy document that will be used by the City Plan Commission and City Council as a guide for making decisions regarding land use and development in the community. The plan contains background information and goals, objectives, policies and recommendations addressing each of the following nine (9) plan elements required by Wisconsin’s “Smart Growth” comprehensive planning legislation:

1. Issues and Opportunities;
2. Housing;
3. Transportation;
4. Utilities and Community Facilities;
5. Agricultural, Natural and Cultural Resources;
6. Economic Development;
7. Intergovernmental Cooperation;
8. Land Use; and
9. Implementation

A “Recommended Plan” of the City of New London Year 2030 Comprehensive Plan and plan adoption ordinance will be available for review beginning March 26, 2007 at City Hall and the New London Library. Residents are encouraged to review the plan and submit verbal and/or written comments at the public hearing. Please contact Jim Villiesse, City Clerk, at (920) 982-8500 for more information. Written comments will also be accepted by the city at any time before the public hearing and should be sent to the City Clerk at the following address:

City of New London
215 N. Shawano Street
New London, WI 54961
Ordinance No. _________

AN ORDINANCE TO ADOPT THE CITY OF NEW LONDON
YEAR 2030 COMPREHENSIVE PLAN

The City Council of the City of New London, Waupaca & Outagamie Counties, Wisconsin, does
ordain as follows:

SECTION 1. Pursuant to sections 60.22(3) and 62.23(2) and (3), Wisconsin Statutes, the City of
New London is authorized to prepare and adopt a comprehensive plan as defined in sections
66.1001(1)(a) and 66.1001(2), Wisconsin Statutes.

SECTION 2. The City Council of the City of New London has adopted written procedures
designed to foster public participation in every stage of the preparation of a comprehensive plan
as required by section 66.1001(4)(a), Wisconsin Statutes.

SECTION 3. The City of New London Plan Commission, by a majority vote of the entire
commission recorded in its official minutes, has adopted a resolution recommending to the City
Council the adoption of the document entitled "City of New London Year 2030 Comprehensive
Plan" containing all of the elements specified in section 66.1001(2), Wisconsin Statutes.

SECTION 4. The City of New London has provided numerous opportunities for public
involvement in accordance with the Public Participation and Education Plan adopted by the City
Council and Waupaca County Board including public informational meetings, open Plan
Commission/Committee meetings, public opinion surveys, news releases, newsletters, a slogan
contest, and a planning process web site. A public hearing was held on April 26, 2007, in
compliance with the requirements of Section 66.1001(4), Wisconsin Statutes.

SECTION 5. The City Council of the City of New London does, by the enactment of this
ordinance, formally adopt the two documents composing the "City of New London Year 2030
Comprehensive Plan" (including the "Plan Recommendations Report" and the "Inventory and
Trends Report") pursuant to Section 66.1001(4)(c), Wisconsin Statutes.

SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-
elect of the City Council and publication/posting as required by law.

ADOPTED this ____day of____________, 2007__.

Voting Aye: _____ Voting Nay: _____

Published/Posted on: ____________________, 2007.

________________________________________
Council President

_______________________________________
City Clerk

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New London Ordinance.doc

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# City of New London Year 2030

**RECOMMENDED Comprehensive Plan**

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Element Abbreviations

IO  Issues and Opportunities
H  Population and Housing
T  Transportation
UCF Utilities and Community Facilities
ANC Agricultural, Natural, and Cultural Resources
ED Economic Development
IC Intergovernmental Cooperation
LU Land Use
I Implementation
1 Issues and Opportunities
1. Issues and Opportunities

1.1 Introduction

History

The City of New London, WI is located on both sides of the Wolf River, at the mouth of the Embarrass River. Abundance of fish, game, wild rice, and fertile land for farming made this location very popular with the native Indians long before any Europeans set foot in this region.

In 1670, Father Claude Allouez came to the area and established the mission of St. Mark somewhere along the bank of the Wolf River. In 1848, brothers William and George Johnston established a trading post at the intersection of the Embarrass and Wolf rivers. The area became known as Johnston’s Landing.

In 1851, Lucius Taft came from Vermont to settle in this area. Ira Millard from Ohio joined him in 1852. That same year, Millard and Taft became partners and bought the trading post from the Johnston brothers along with all of the land north of the Wolf River and west of the Embarrass River. In 1853, Taft secured a patent for the tracts of land that now surround the north side of the city. This was the first plat of the city. The Reverend Reeder Smith of Appleton, who bought up the south side of the river, made the second plat.

In 1854 after much debate, Reeder Smith named the area New London to honor his father’s hometown of New London, Connecticut. The steamship “Eureka” established regular service between New London and Oshkosh. Also this year, Reverend Alfred Lathrop became the first resident minister. He and his family were also the first family to settle on the south side of the Wolf River.

In 1856 the first newspaper, The New London Times, is established along with the first bridge and first steam sawmill. By 1857, New London consisted of a dozen mercantile establishments, factories, three hotels, a print office, churches, schools, professional men, mechanics, and more than 200 buildings. In a period of five years, the population had grown from 2 families and a couple of traders/trappers to not less than 800 people.

The 1870s saw the advent of telegraph communication and the establishment of the Green Bay & Western railroad route to New London. The New London volunteer fire department was also established. In 1877, the city was granted a municipal charter and J.C. Hoxie was elected the first mayor. The population at that time was 1600.

The first library was established in 1895; the Carnegie building was built in 1914. The museum artifacts were located in the Library until a building of their own was built in 1932.

The parks in the city of New London bear the names of many influential men of this city. Taft Park is named after one of the founding fathers, Lucius Taft. Hatten Park was named after William Hatten, a prominent lumberman from 1903-1937. Pfeiffer Park is named after Dr. Fred
Pfeiffer who, among many accomplishments, was influential in naming the Springer Spaniel as the state dog.

**Planning Process**

The City of New London is defined by the people who live and work there, the houses and businesses, the parks and natural features, its past, its present, and its future. No matter the location, change is the one certainty that visits all places. No community is immune to its effects. How a community changes, how that change is perceived, and how change is managed are the subjects of community comprehensive planning. An understanding of both the city’s history and its vision for the future are essential to making sound decisions. The foundation of comprehensive planning relies on a balance between the past, present, and future by addressing four fundamental questions:

1. Where is the community now?
2. How did the community get here?
3. Where does the community want to be in the future?
4. How does the community get to where it wants to be?

The *City of New London Year 2030 Comprehensive Plan* will guide community decision making in the City of New London for the next 20 to 25 years. The city’s complete comprehensive plan is composed of two documents. This *Plan Recommendations Report* contains the results of the city’s decision making process as expressed by goals, objectives, policies, and recommendations. The *Inventory and Trends Report* is the second component of the comprehensive plan and contains all of the background data for Waupaca County and the City of New London. Both documents follow the same basic structure by addressing nine comprehensive planning elements as chapters one through nine:

1. Issues and Opportunities
2. Population and Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural, and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

Waupaca County began a multi-jurisdictional planning effort in 2003 after being awarded a Comprehensive Planning Grant by the Wisconsin Department of Administration. The City of New London joined Waupaca County in this effort along with five other cities, six villages, and 21 towns for a total of 34 participating units of government. For more information on the multi-jurisdictional planning process, please refer to Chapter 1 of the *Inventory and Trends Report*.

The *City of New London Year 2030 Comprehensive Plan* meets the requirements of Wisconsin’s Comprehensive Planning law, Wisconsin Statutes 66.1001. This law requires all municipalities (counties, cities, towns, and villages) to adopt a comprehensive plan by the year 2010 if they...
wish to make certain land use decisions. After the year 2010, any municipality that regulates land use must make their zoning, land division, shoreland and floodplain zoning, and official mapping decisions in a manner that is consistent with the community’s comprehensive plan.

The City of New London developed this comprehensive plan in response to the issues it must address and the opportunities it wishes to pursue. The Issues and Opportunities element of the comprehensive plan provides perspective on the planning process, public participation, trends and forecasts, and the overall goals of the community.

1.2 Plan Summary

The City of New London is located in southeast Waupaca County. The city covers 3,668 acres, and as of the 2000 census, it was the largest city in Waupaca County, with a population of 7,085. It shares its boundaries with the Towns of Mukwa, Lebanon, (and in Outagamie County the towns of) Hortonia, Maple Creek, and Liberty. The city’s landscape is typical of small cities in that it includes a mix of residential, commercial, industrial, and public spaces, with a characteristic downtown area at the convergence of the city’s main streets and waterways. New London is known nationally for the meat processing company that still operates here, Hillshire Farm.

Development patterns have been shaped by waterways including the Wolf and Embarrass Rivers, and major transportation corridors including US Highway 45 and State Highway 54. Substantial levels of growth over the next 30 years are expected, which equate to increases of about 44 people per year and 35 new housing units per year. Future growth is anticipated to include not only residential housing, but also industrial and commercial development and redevelopment.

Public participation during the planning process identified the city’s primary concerns and areas to be addressed in the comprehensive plan. Top issues identified by the planning committee include providing affordable housing for seniors, creating attractive entrances to the city in order to provide a positive first impression, and offering additional youth activities and facilities, including a youth center. Top opportunities identified include utilizing the Wolf River for both passive and active recreation, developing a plan for economic development in the city, and increasing communication and cooperation with area municipalities.

City of New London residents responded to two planning process surveys, and the strongest areas of consensus included the following:

- Protecting natural resources, including water quality, forestlands, and wildlife habitat
- Protecting farmland from development
- Protecting the rural character of the city
- Attracting and retaining businesses to create jobs
A primary aim of the City of New London Year 2030 Comprehensive Plan is to maintain and update the regulatory systems for managing growth that are already in place in the city. The updating of ordinances should take priority in the continuing planning effort in order to attract beneficial residential, commercial, and industrial development and redevelopment. A key plan recommendation for achieving this is to adopt a system for evaluating the site and architectural design of new development or redevelopment proposals. This will allow the city to uphold a high standard of development that will maintain the small town character that its residents want to preserve.
MAP 1 - 1
REGIONAL SETTING
Waupaca County, Wisconsin
1.3 City of New London 2030 Vision

The City of New London's vision for the future is expressed in its goal statements for each of the comprehensive planning elements. The city’s planning goals are broad statements of community values and public preferences for the long term (20 years or more). Implementation of this comprehensive plan will result in the achievement of these goals by the year 2030. For further detail on these goals, including related objectives, refer to the respective element of this comprehensive plan.

Housing Goals

Goal: Maintain an adequate housing supply that will meet the needs of current and future residents and promote a range of housing choices for anticipated income levels, age groups, and special housing needs.

Goal: Provide for housing development that maintains the attractiveness and small town character of the community.

Goal: Support the maintenance and rehabilitation of the community's existing housing stock.

Transportation Goals

Goal: Provide a safe, efficient, and cost effective transportation system for the movement of people and goods.

Goal: Support the development and use of multiple modes of transportation.

Goal: Develop a transportation system that effectively serves existing land uses and meets anticipated demand.

Utilities and Community Facilities Goals

Goal: Provide high quality and cost effective community facilities and services that meet the existing and projected future needs of residents, landowners, businesses, and visitors.

Goal: Ensure proper disposal of wastewater to protect public health, groundwater quality, and surface water quality while meeting the needs of current and future residents and businesses.

Goal: Promote stormwater management practices in order to reduce property and road damage and to protect water quality.

Goal: Ensure that the water supply for the community has sufficient capacity, remains drinkable, and is available to meet the needs of current and future residents and businesses.
Goal: Promote effective solid waste disposal and recycling services and systems that protect the public health, natural environment, and general appearance of land uses within the community.

Goal: Maintain and enhance recreational opportunities in the community.

Goal: Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and future development.

Goal: Encourage improved access to health and child care facilities.

Goal: Provide a level of police, fire, and emergency services that meets existing and projected future needs of residents and development patterns.

Goal: Promote quality schools and access to educational opportunities.

Agricultural, Natural, and Cultural Resources Goals

Goal: Support the agricultural resources of the region.

Goal: Maintain, preserve, and enhance the community's natural resources.

Goal: Ensure the quality, safety, and quantity of groundwater to meet the community's present and future water supply needs.

Goal: Maintain and restore the environmental integrity of surface waters including lakes, ponds, flowages, rivers, and streams.

Goal: Preserve natural features like woodlands, wetlands, floodplains, shorelands, and open spaces in order to maintain and enhance community green space.

Goal: Preserve a small town atmosphere including attractive community entrances, small businesses, a vital downtown, and community culture and events.

Goal: Preserve significant historical and cultural sites, structures, and neighborhoods that contribute to community identity and character.

Goal: Strengthen opportunities for families in the community including youth oriented activities and facilities and additional job opportunities.

Economic Development Goals

Goal: Support the organizational growth of economic development programs in the community and region.

Goal: Maintain the utility, communication, and transportation infrastructure systems that promote economic development.
Goal: Balance the retention and expansion of existing business with entrepreneurial development and new business attraction efforts.

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

Goal: Support opportunities to increase and diversify the community's tax base.

**Intergovernmental Cooperation Goals**

Goal: Foster the growth of mutually beneficial intergovernmental relations with other units of government.

Goal: Seek opportunities to reduce the cost and enhance the provision of coordinated public services and facilities with other units of government.

**Land Use Goals**

Goal: Plan for land use in order to achieve the city's desired future.

Goal: Seek a desirable pattern of land use that contributes to the realization of the city's goals and objectives for the future.

**Implementation Goals**

Goal: Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the city.

Goal: Balance appropriate land use regulations and individual property rights with community interests and goals.

### 1.4 Comprehensive Plan Development Process and Public Participation

The Wisconsin Comprehensive Planning legislation specifies that the governing body for a unit of government must prepare and adopt written procedures to foster public participation in the comprehensive planning process. This includes open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. Public participation includes wide distribution of proposed drafts, plan alternatives, and proposed amendments of the comprehensive plan. Public participation includes opportunities for members of the public to send written comments on the plan to the applicable governing body, and a process for the governing body to respond. The City of New London has adopted a *Public Participation and Education Plan* in order to comply with the requirements of Section 66.1001(4)(a) of the Wisconsin Statutes. The city's adopted *Public Participation and Education Plan* is found in Appendix B.
The Waupaca County comprehensive planning process was designed to encourage extensive grassroots, citizen-based input. Not only were public outreach tools and events utilized, but citizens were directly involved in writing their own local comprehensive plans, as well as the county comprehensive plan. Please refer to Sections 1.3 through 1.5 of the Waupaca County Inventory and Trends Report for further details on the plan development and public participation processes.

In addition to the public participation process described in the Waupaca County Inventory and Trends Report, the process of adopting the City of New London Year 2030 Comprehensive Plan included several public participation activities. These include a public informational meeting, Plan Commission and City Council action, a public hearing, and the distribution of recommended and final plan documents.

Public Informational Meeting

On December 13, 2006, a public informational meeting was held at the city hall to discuss the draft City of New London Year 2030 Comprehensive Plan. There were fourteen (14) people in attendance at the meeting. The attendees were asked to provide feedback on the information presented, as well as the draft plan itself. The responses were very positive with support registered for the draft plan as offered, and for the policies and recommendations outlined in the formal presentation.

Plan Commission and City Council Action

On [date], 2006, the City of New London Plan Commission discussed the draft comprehensive plan and passed resolution number [resolution number] recommending approval of the plan to the City Council. After completion of the public hearing, the City of New London City Council discussed and adopted the comprehensive plan by passing ordinance number [ordinance number] on [date], 2006.

Public Hearing

On [date], 2006, a public hearing was held on the recommended City of New London Year 2030 Comprehensive Plan at the city hall. The hearing was preceded by Class 1 notice and public comments were accepted for 30 days prior to the hearing. Summary of public comments received and how the unit of government responded.

Distribution of Plan Documents

Both the recommended draft and final plan documents were provided to adjacent and overlapping units of government, the local library, and the Wisconsin Department of Administration in accordance with the Public Participation and Education Plan found in Appendix B.
1.5 City of New London Issues and Opportunities

The initial direction for the comprehensive planning process was set by identifying community issues, opportunities, and desires. Issues were defined as challenges, conflicts, or problems that a community is currently facing or is likely to face in the future. Opportunities were defined as the positive aspects of a community that residents are proud of and value about their community. These could either be current positive aspects of a community, or have the potential to be created in the future. Desires were defined as aspects of a community that residents want to create, change or preserve in the future. They help define the community’s vision for the future by identifying which issues are most important for the community to resolve, and which opportunities are most important to pursue over the long term.

In the March 2004 cluster meeting, City of New London citizens identified issues and opportunities. Participant took turns sharing the issues and opportunities that they felt were important in the community. After the full list was developed, each participant voted on the statements to establish a sense of priority. The following issues and opportunities were identified.

Issues and Opportunities

- Wolf River utilization, both aesthetically and recreationally - Opportunity (5)
- Increase government communication and cooperation with area municipalities – Opportunity (4)
- Provide affordable housing for seniors – Issue/Opportunity (4)
- Develop plan for economic development within city – Opportunity (3)
- Create attractive entrances to city that provide positive first impression – Issue/Opportunity (2)
- Develop tourism and recreation within city and surrounding area – Opportunity (2)
- Plenty of utility capacity (sewer, water, electric, etc.) to assist new development – Opportunity (2)
- Need youth center and more youth activities – Issue (2)
- Need parkland north of railroad tracks – Issue (1)
- Uncoordinated residential development outside city limits – Issue (1)
- Business expansion and retention – Issue (1)
- Maintain and enhance shared services like schools, hospital, police/fire protection – Opportunity (1)
- Appearance of buildings along riverfront – Issue (1)
- Preservation of small city character – Issue/Opportunity (1)
- Create support system to foster development (i.e. SWAT teams) – Opportunity (1)
- Complete Riverwalk Trail (along south side of river) into multi-use amenity – Opportunity (1)
- Fully-developed industrial park – Opportunity (1)
- Provide affordable housing – Issue/Opportunity (1)
- Increase the amount and efficiency of government services provided (more for less tax dollars) – Issue (1)
- Direct housing code violators toward CDBG housing program – Opportunity (1)
• Develop vision that plans for improved access to Hwy 45 as it develops – Issue/Opportunity (1)
• Better public transportation – Issue/Opportunity
• Address landfills – Issue
• Enforce existing housing codes (i.e. absentee ownership problem) – Issue
• Lack of public involvement – Issue
• School enrollments have increased – Issue/Opportunity
• Maintain and enhance community/area cultural facilities (i.e. museum, library, etc.) – Opportunity
• Floodplains and wetlands – Issue
• Use demographics wisely for planning – Opportunity
• Athletic complex is needed for area – Issue/Opportunity
• Comprehensive plan should foster inclusion of all residential and commercial development (to encourage community pride) – Issue
• Create incentives and motivation to help community achieve long-term goals – Opportunity
• Need increased greenspace
• Educated workforce, regional and technical colleges – Opportunity
• Utilize Embarrass River – Opportunity
• Preservation of old City Hall – Opportunity
• Connect local trail system to regional/state trail systems – Issue/Opportunity
• Add a few more community cultural events – Opportunity
• Foster intergovernmental cooperation through economic development and utilization of the rivers - Opportunity

Participants were then asked to identify community desires. Desire statements were not voted on or prioritized. The following desire statements were identified.

Desires

What do you want to change in your community?
• More public support of city
• Enhance public participation
• Township and city communication/cooperation
• Communication with the public from government
• Have surrounding communities help with hospital and ambulance
• North side appearance of buildings along riverfront and all entrances to city
• Citizen participation in government activities
• Residents feeling of ownership for growth and development (remove apathy and motivate for development, economically, culturally and politically)

What do you want to preserve in your community?
• Water quality and quantity
• Quality of life
• Old City Hall
• Natural resources (river, green space, wetlands, natural areas)
• Health care (hospitals, doctors, etc.)
• Small city character
• Riverwalk
• Historical appearance of buildings
• Public and private school systems
• Services (medical, educational, cultural, recreational, safety, water, sewer)

What do you want to create in your community?
• Pride in the community
• Increased utilization of Wolf River (aesthetically and recreationally)
• Plan for economic development within city
• Taxi service
• Successful industrial park
• Tourism destination
• Youth center and activities
• Regional public resources
• More recreation on Embarrass River
• Tourism and recreation inside city limits and surrounding areas
• River development
• A vision of what New London wants to be
• Multi-use trails that link to local-county-state trails

1.6 Issues and Opportunities Policies

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. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

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).

Policies: City Directive

IO1 The city will conduct all business related to land use decision making by utilizing an open public process and by giving due consideration to its comprehensive plan (Source: Basic Policies).

IO2 Public participation will continue to be encouraged for all aspects of city governance (Source: Basic Policies).
2. Population and Housing

2.1 Population and Housing Plan

Population and housing are two key indicators that will help the City of New London plan ahead for future growth and change. Because they are key indicators of potential future conditions, this element of the comprehensive plan provides a brief summary of population and housing data along with projections for the future. For further detail on population and housing in the City of New London and Waupaca County, please refer to Chapter 2 of the Inventory and Trends Report.

Housing in the City of New London is fairly diverse, and a variety of housing choices are provided in the community. The surrounding rural areas generally provide options for single-family homes on lots much larger than those in the city. The City of New London is expecting continued moderate levels of population and housing growth, but projections for the city vary widely. Local opinion supports the linear projection for population forecasts, which results in an additional 1,316 people in the city by 2030, representing a growth rate of about 19%. Housing growth is also difficult to project, and there are some discrepancies between population and housing projections for the city. Again, a linear projection of housing units was supported by local opinion. The projection forecasts an additional 1,053 homes in the city by 2030, representing a growth rate of 35%.

Key components of the City of New London’s plan for population and housing are to accommodate growth through annexation, to modify its zoning to increase areas for future growth of duplexes, multi-family housing, and mixed-use or planned developments, and to establish development standards for housing other than single-family housing. One of the significant problems facing New London is that the land to the west is WDNR controlled wetland, and as such, is unavailable and unsuitable for future residential development. In addition, the land in the Town of Mukwa, located to the southwest of the city, has already been developed into large lot residential areas, thus making it cost prohibitive to service with utilities. The map of Preferred Land Use (Map 8-40 in the Land Use element) identifies the areas that are designated as the best places for future housing both inside and outside the city limits. These areas were selected due to the close proximity of existing utilities, thus offering a reasonable cost for extending utilities to future development. In order to improve housing affordability, this plan recommends the review of all city ordinances, permit fees, and other policies for their impacts on the cost of housing. It also recommends an annual review on the availability of developable, residential land.

2.2 Population Characteristics Summary

2000 Census

A significant amount of information, particularly with regard to population, housing, and economic development, was obtained from the U.S. Bureau of the Census. There are two methodologies for data collection employed by the Census, STF-1 (short form) and STF-3 (long form). STF-1 data were collected through a household by household census and represent
responses from every household in the country. To get more detailed information, the U.S. Census Bureau also randomly distributes a long form questionnaire to one in six households throughout the nation. Tables that use these sample data are indicated as STF-3 data. It should be noted that STF-1 and STF-3 data may differ for similar statistics, due to survey limitations, non-response, or other attributes unique to each form of data collection.

It should also be noted that some STF-3 based statistics represent estimates for a given population, and statistical estimation errors may be readily apparent in data for smaller populations. For example, the total number of housing units will be identical for both STF-1 statistics and STF-3 statistics when looking at the county as a whole – a larger population. However, the total number of housing units may be slightly different between STF-1 statistics and STF-3 statistics when looking at a single community within Waupaca County – a smaller population.

Population Counts

Population counts provide information both for examining historic change and for anticipating future community trends. Figure 2-1 displays the population counts of the City of New London for 1970 through 2000 according to the U.S. Census.

![Figure 2-1](image)


As displayed in Figure 2-1, the City of New London has experienced steady population growth over the 30 year period. A total of 1,284 people were added to the population, representing an increase of 22.1% from 1970 to 2000. The City of New London is among the fastest growing communities in Waupaca County in terms of the number of people added. Only the Town of Farmington and City of Waupaca have also added more than 1,000 people since 1970.
Table 2-1 displays the population trends of Waupaca County, its municipalities, and the State of Wisconsin from 1970 to 2000 according to the U.S. Census.

<table>
<thead>
<tr>
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<td>158</td>
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<td>89</td>
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<td>890</td>
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<tr>
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<td>510</td>
<td>632</td>
<td>666</td>
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<td>122</td>
<td>23.9%</td>
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<td>4</td>
<td>1.8%</td>
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<td>V. Scandinavia</td>
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<td>292</td>
<td>298</td>
<td>349</td>
<td>24</td>
<td>9.0%</td>
<td>6</td>
<td>2.1%</td>
<td>51</td>
<td>17.1%</td>
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<tr>
<td>C. Clintonville</td>
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<td>4,567</td>
<td>4,423</td>
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<td>-144</td>
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<td>-7.9%</td>
<td>55</td>
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<td>448</td>
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<td>427</td>
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<td>474</td>
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<td>14.8%</td>
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<tr>
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<td>1,377</td>
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<td>12.5%</td>
<td>116</td>
<td>7.5%</td>
<td>141</td>
<td>8.5%</td>
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<tr>
<td><strong>Waupaca County</strong></td>
<td><strong>37,780</strong></td>
<td><strong>42,831</strong></td>
<td><strong>46,104</strong></td>
<td><strong>51,825</strong></td>
<td><strong>5,051</strong></td>
<td><strong>13.4%</strong></td>
<td><strong>3,273</strong></td>
<td><strong>7.6%</strong></td>
<td><strong>5,721</strong></td>
<td><strong>12.4%</strong></td>
<td></td>
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<tr>
<td><strong>Wisconsin</strong></td>
<td><strong>4,417,731</strong></td>
<td><strong>4,705,642</strong></td>
<td><strong>4,891,769</strong></td>
<td><strong>5,363,675</strong></td>
<td><strong>287,911</strong></td>
<td><strong>6.5%</strong></td>
<td><strong>186,127</strong></td>
<td><strong>4.0%</strong></td>
<td><strong>471,906</strong></td>
<td><strong>9.6%</strong></td>
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</tbody>
</table>

* Municipality crosses county line, data are for entire municipality. However, population for Waupaca County does not include those portions of New London and Marion that cross the county line.

Population Forecasts

Population forecasts are based on past and current population trends. They are not predictions, but rather they extend past trends into the future, and their reliability depends on the continuation of these trends. Projections are therefore most accurate in periods of relative socio-economic and cultural stability. Projections should be considered as one of many tools used to help anticipate future needs in the City of New London.

Three sources have been utilized to provide population projections. The first projection is produced by the Applied Population Lab and the Wisconsin Department of Administration (which is the official state projection through 2025). The second projection is a linear trend based on census data going back to 1970. The third projection is produced by the East Central Wisconsin Regional Planning Commission. Figure 2-2 displays the three population projections created for the City of New London.

**Figure 2-2**

**Comparative Population Forecast, 2005-2030**

**City of New London Population Forecasts**

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<td>APL/WDOA</td>
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<td>Linear</td>
<td>7,306</td>
<td>7,526</td>
<td>7,745</td>
<td>7,964</td>
<td>8,182</td>
<td>8,401</td>
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</table>

Year 2030 population projections range from an increase of 499 people (East Central Wisconsin Regional Planning Commission) to an increase of 1,316 people (Linear). Local opinion is that the linear projection, which forecasts the largest growth in population, is the most logical of the three. This is supported by the recently improved highways (State Highway 15 leading to the Appleton area, and US Highway 45 leading to the Oshkosh area) that have increased safety and reduced commute times to larger urban centers.

### 2.3 Housing Characteristics Summary

#### Housing Supply, Occupancy, and Tenure

Tables 2-2 and 2-3 display the occupancy and tenure characteristics of housing units for Waupaca County and the City of New London in 1990 and 2000.

#### Table 2-2

**Housing Supply, Occupancy, and Tenure, City of New London, 1990 and 2000**

<table>
<thead>
<tr>
<th></th>
<th>1990*</th>
<th>Percent of Total</th>
<th>2000</th>
<th>Percent of Total</th>
<th># Change</th>
<th>% Change</th>
</tr>
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<tr>
<td>Total housing units</td>
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<td>3,045</td>
<td>100.0%</td>
<td>405</td>
<td>15.3%</td>
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<td>Occupied housing units</td>
<td>2,567</td>
<td>97.2%</td>
<td>2,894</td>
<td>95.0%</td>
<td>327</td>
<td>12.7%</td>
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<tr>
<td>Owner-occupied</td>
<td>1,596</td>
<td>60.5%</td>
<td>1,811</td>
<td>59.5%</td>
<td>215</td>
<td>13.5%</td>
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<tr>
<td>Renter-occupied</td>
<td>971</td>
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<td>1,083</td>
<td>35.6%</td>
<td>112</td>
<td>11.5%</td>
</tr>
<tr>
<td>Vacant housing units</td>
<td>73</td>
<td>2.8%</td>
<td>151</td>
<td>5.0%</td>
<td>78</td>
<td>106.8%</td>
</tr>
<tr>
<td>Seasonal units*</td>
<td>2</td>
<td>0.1%</td>
<td>10</td>
<td>0.3%</td>
<td>NA</td>
<td>NA</td>
</tr>
</tbody>
</table>


#### Table 2-3

**Housing Supply, Occupancy, and Tenure, Waupaca County, 1990 and 2000**

<table>
<thead>
<tr>
<th></th>
<th>1990</th>
<th>Percent of Total</th>
<th>2000</th>
<th>Percent of Total</th>
<th># Change</th>
<th>% Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total housing units</td>
<td>20,141</td>
<td>100.0%</td>
<td>22,508</td>
<td>100.0%</td>
<td>2,367</td>
<td>11.8%</td>
</tr>
<tr>
<td>Occupied housing units</td>
<td>17,037</td>
<td>84.6%</td>
<td>19,863</td>
<td>88.2%</td>
<td>2,826</td>
<td>16.6%</td>
</tr>
<tr>
<td>Owner-occupied</td>
<td>12,961</td>
<td>64.4%</td>
<td>15,287</td>
<td>67.9%</td>
<td>2,326</td>
<td>17.9%</td>
</tr>
<tr>
<td>Renter-occupied</td>
<td>4,076</td>
<td>20.2%</td>
<td>4,576</td>
<td>20.3%</td>
<td>500</td>
<td>12.3%</td>
</tr>
<tr>
<td>Vacant housing units</td>
<td>3,104</td>
<td>15.4%</td>
<td>2,645</td>
<td>11.8%</td>
<td>-459</td>
<td>-14.8%</td>
</tr>
<tr>
<td>Seasonal units</td>
<td>2,261</td>
<td>11.2%</td>
<td>1,681</td>
<td>7.5%</td>
<td>-580</td>
<td>-25.7%</td>
</tr>
</tbody>
</table>

The housing supply in the City of New London consists of a variety of housing types in terms of occupancy and ownership. In 2000, there was a total of 3,045 housing units in the city. Of that total, approximately 60% were owner-occupied, while 36% were renter-occupied units. When compared to the county, the city has a much larger proportion of renter occupied units and a much smaller proportion of seasonal units. In 2000 the city had a similar proportion to the county of vacant year round units.

Between 1990 and 2000, the city experienced substantial growth in the number of housing units. As compared to Waupaca County as a whole, the city grew faster in total housing units. The growth rate of occupied units was actually slower as compared to the county, and new vacant units were key contributors to overall housing growth. This increase in vacant units suggests improved accessibility to the city’s housing stock in terms of vacant unit sales.

Housing Units in Structure

Figure 2-3 displays the breakdown of housing units by type of structure (“units in structure”) for the City of New London on a percentage basis for 2000.

![Figure 2-3](image)

**Figure 2-3**

**Units in Structure, City of New London, 2000**

<table>
<thead>
<tr>
<th>Type of Unit</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-unit, attached</td>
<td>2.2%</td>
</tr>
<tr>
<td>2 units</td>
<td>9.4%</td>
</tr>
<tr>
<td>3 or 4 units</td>
<td>4.8%</td>
</tr>
<tr>
<td>5 to 9 units</td>
<td>7.3%</td>
</tr>
<tr>
<td>10 to 19 units</td>
<td>6.0%</td>
</tr>
<tr>
<td>20 or more units</td>
<td>7.3%</td>
</tr>
<tr>
<td>Mobile home</td>
<td>2.9%</td>
</tr>
<tr>
<td>1-unit, detached</td>
<td>60.1%</td>
</tr>
</tbody>
</table>


These data further display the relative diversity of the housing supply in the City of New London. Approximately 60% of the housing supply is composed of one-unit detached structures. There is a relatively small proportion of mobile homes in the city as compared to other Waupaca County communities. Structures with two or more units comprise 34.8% of the housing supply. The diversity of the housing supply puts the City of New London in a unique position with respect to supplying the housing needs of the surrounding region.
Housing Forecasts

Similar to population forecasts, housing projections are based on past and current housing trends. They are not predictions, but rather they extend past trends into the future, and their reliability depends on the continuation of these trends. Projections are therefore most accurate in periods of relative socio-economic and cultural stability. Projections should be considered as one of many tools used to help anticipate future needs in the city.

Figure 2-4 displays three housing forecasts for the City of New London. The Linear projection assumes a continuation of growth trends since 1990. Census housing unit counts from 1990 and 2000 were utilized to create a linear trend by extending forward to 2030 the percent change between the census counts. The Applied Population Lab (APL) projection is a non-linear projection that takes into account such factors as births, deaths, in-migration, and out-migration. State wide trends in these areas are assumed to have a similar impact on Waupaca County. The building permit projection is based on a 17 year average of building permits in the city.

Figure 2-4
Comparative Housing Forecast, 2000-2030
City of New London Housing Forecasts

<table>
<thead>
<tr>
<th>Year</th>
<th>Census</th>
<th>APL</th>
<th>Building Permits</th>
<th>Linear</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>3,045</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2010</td>
<td>3,340</td>
<td>3,437</td>
<td>3,572</td>
<td>3,396</td>
</tr>
<tr>
<td>2015</td>
<td>3,414</td>
<td>3,567</td>
<td>3,747</td>
<td>3,572</td>
</tr>
<tr>
<td>2020</td>
<td>3,458</td>
<td>3,698</td>
<td>3,923</td>
<td>3,747</td>
</tr>
<tr>
<td>2025</td>
<td>3,513</td>
<td>3,829</td>
<td></td>
<td>3,923</td>
</tr>
<tr>
<td>2030</td>
<td></td>
<td></td>
<td></td>
<td>4,098</td>
</tr>
</tbody>
</table>

Year 2030 housing projections range widely from an increase of 468 homes (Applied Population Lab projection) to an increase of 1,053 homes (Linear projection). Local opinion is that the linear projection is the most realistic. It should be noted that the projections for housing growth are far greater than the projections for population growth.

According to the 2000 Census, the average number of persons per household in the City of New London was 2.33. Assuming that persons per household stays the same, some conclusions can be drawn about the population and housing projections. If the linear housing unit projection holds true, then the city might see a population increase closer to 2,463 people, or a 35% increase. If the linear population projection is accurate, then the number of new housing units in 2030 might be closer to 565, or a 19% increase.

2.4 Population and Housing Trends and Outlook

Of the population and housing trends identified for Waupaca County and the State of Wisconsin (refer to Section 2.4 of the Inventory and Trends Report), the following are likely to be experienced in the City of New London over the next 20 to 25 years.

- The aging population is growing, and people over 65 are projected to comprise a significant portion of the total population by 2030.
- Minority populations are expected to increase.
- Population growth is anticipated to be heavily influenced by highway improvements in Waupaca County.
- Condominiums will increase as an option for seniors and first time home buyers.
- Interest in modular and mobile home development will continue as driven by need for affordable housing.
- All of southern Waupaca County will experience some pressure to increase housing development as a result of improvements to USH 10.
- The need for elderly housing will increase as the population ages.
- An excess of vacant housing units may result from the aging population choosing other options like assisted living, condominiums, and the like.
- Finding quality, affordable housing will become increasingly difficult.
- High demand for housing and energy cost assistance will continue.
2.5 Housing for All Income Levels

The housing stock in rural Wisconsin communities typically has a high proportion of single-family homes, with few other housing types available. While a range of housing costs can be found in single-family homes, larger communities are generally relied upon to provide a greater variety of housing types and a larger range of costs. It is a benefit to a community to have a housing stock that matches the ability of residents to afford the associated costs. This is the fundamental issue when determining housing affordability and the ability to provide a variety of housing types for various income levels.

The Department of Housing and Urban Development (HUD) defines housing affordability by comparing income levels to housing costs. According to HUD, housing is affordable when it costs no more than 30% of total household income. For renters, HUD defined housing costs include utilities paid by the tenant.

According to the U.S. Census, housing in the City of New London appears to be affordable on the average. The median household income in the city in 1999 was $37,491 per year, or $3,124 per month. The median monthly owner cost for a mortgaged housing unit in the city was $838, and the median monthly gross rent in the city was $449. The term “gross rent” includes the average estimated monthly cost of utilities paid by the renter. According to the HUD definition of affordable housing, the average home owner in the City of New London spends about 27% of household income on housing costs, and therefore has affordable housing. The average renter in the City of New London spends about 14% of household income on housing costs, and therefore has affordable housing. It should be noted, however, that this does not rule out individual cases where households do not have affordable housing. In fact, in 1999, 18.3% of homeowners and 27.5% of renters in the City of New London paid more than 30 percent of their household income on housing costs.

The City of New London has addressed the issue of housing for all income levels. Refer to the following goals, objectives, policies, and recommendations for the city's approach to this issue.

- Goal H1
- Objectives H1a, H1d, H1f
- Policies H1, H4, H8
- Housing element recommendations

2.6 Housing for All Age Groups and Persons with Special Needs

As the general population ages, affordability, security, accessibility, proximity to services, transportation, and medical facilities will all become increasingly important. Regardless of age, many of these issues are also important to those with disabilities or other special needs. As new residents move into the area and the population ages, other types of housing must be considered to meet all resident needs. This is particularly true in communities where a large proportion of the population includes long-time residents with a desire to remain in the area during their retirement years.
The Wisconsin Department of Administration has projected that a significant shift in Waupaca County's age structure will take place by 2030. More than 13,000 Waupaca County residents are expected to be age 65 and older by that time, growing from 13% of the 2005 estimated population to 23% of the projected 2030 population. As this shift in the age structure takes place, communities may find it necessary to further assess the availability of housing for all age groups and persons with special needs.

There are several assisted living or life care facilities in the City of New London including the following:

- Kindred Hearts of New London
- Marian Heights
- St. Joseph Residence
- Trinity Terrace at St. Joseph Residence
- Washington Center (assisted living for 32 units provided by St. Joseph Residence)

The City of New London has addressed the issue of housing for all age groups and persons with special needs. Refer to the following goals, objectives, policies, and recommendations for the city's approach to this issue.

- Goal H1
- Objectives H1a, H1b, H1e
- Policies H1, H9
- Housing element recommendations

2.7 Promoting Availability of Land for Development/Redevelopment of Low-Income and Moderate-Income Housing

Promoting the availability of underdeveloped or underused land is one way to meet the needs of low- and moderate-income individuals. One way to accomplish this is to plan for an adequate supply of land that will be zoned for housing at higher densities or for multi-family housing. Another option is to adopt housing policies requiring that a proportion of units in new housing developments or lots in new subdivisions meet a standard for affordability. Two elements of comprehensive planning are important in this equation. In the Housing element, a community can set its goals, objectives, and policies for affordable housing. In the Land Use element, a community can identify potential development and redevelopment areas.

Also refer to the following goals, objectives, policies, and recommendations for the city's approach to the issue of availability of land for the development and redevelopment of low- to moderate-income housing.

- Goal H1
- Objective H1c, H1d, H1e, H1f
- Policies H4, H6
- Housing element recommendations
2.8 Maintaining and Rehabilitating the Existing Housing Stock

The maintenance and rehabilitation of the existing housing stock within the community is one of the most effective ways to ensure safe and generally affordable housing without sacrificing land to new development. To manage housing stock maintenance and rehabilitation, a community can monitor characteristics including, price, aesthetics, safety, cleanliness, and overall suitability with community character. The goal of ongoing monitoring is to preserve the quality of the current housing supply with the hope of reducing the need for new development, which has far greater impacts on community resources.

The City of New London has addressed the issue of housing stock maintenance and rehabilitation. Refer to the following goals, objectives, policies, and recommendations for the city’s approach to this issue.

- Goal H3 and related objectives
- Policies H2, H5, H8
- Housing element recommendations

2.9 Population and Housing 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** Maintain an adequate housing supply that will meet the needs of current and future residents and promote a range of housing choices for anticipated income levels, age groups, and special housing needs.

**Objectives**
1.a. Encourage residential development that provides a balance of low-income, moderate-income, and high-income housing, and an appropriate mix of single-family, two-family, multi-family, and senior housing.
1.b. Promote the availability of assisted living and elder care facilities while continually monitoring the housing needs of the aging population.
1.c. Support opportunities for multi-family, group housing, and other high-density residential development within existing neighborhoods with established sewer, water, parks, sidewalks, and other public infrastructure and facilities.
1.d. Monitor the availability of state or federal programs for the development or redevelopment of low to moderate-income housing.
1.e. Improve local and regional efforts to create quality housing with rents affordable to working families, the elderly, and special-need individuals.
1.f. Increase efforts to work with the local Housing Authority in monitoring and creating solutions to housing affordability.
Goal 2  Provide for housing development that maintains the attractiveness and small town character of the community.

Objectives
2.a. Promote the development of low to moderate-income housing that is consistent in quality, character, and location with the community’s comprehensive plan.
2.b. Direct residential subdivision development to planned growth areas.
2.c. Encourage the use of creative development designs that preserve community character and natural resources.
2.d. Encourage well-designed, residential, in-fill development.

Goal 3  Support the maintenance and rehabilitation of the community’s existing housing stock.

Objectives
3.a. Increase citizen education about unsafe or unsanitary housing conditions including lead paint, radon, improperly installed heating systems, faulty wiring, and broken or missing smoke detectors.
3.b. Encourage the preservation, maintenance, and rehabilitation of historically significant homes.
3.c. Enforce zoning, nuisance abatement, and building code requirements in blighted residential areas.
3.d. Monitor the availability of state or federal programs for housing rehabilitation.
3.e. Improve the quality of residential rental properties.

2.10 Population and Housing 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. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

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

H1 The local development of elderly or assisted living housing should be pursued within the planning period (Source: Strategy H1).

H2 In order to encourage reinvestment in the existing housing stock, residential development should only be allowed within in-fill areas and in planned growth areas (Source: Strategy H4).

H3 New duplexes and multi-family housing development will only be allowed in areas served by public sewer and where consistent with the comprehensive plan (Source: Strategy H1).

Policies: City Directive

H4 The community will plan for a sufficient supply of developable land that allows for a variety of housing types and densities (Source: Strategy H1).

H5 The community will make infrastructure investments in existing residential areas to maintain property values, encourage in-fill development, and encourage rehabilitation of existing homes (Source: Strategy H4).

H6 Zoning and land division ordinances should be reviewed for their impacts on opportunities to create a variety of housing types in the community (Source: Strategy H1).

H7 Zoning and land division ordinances should be reviewed for their impacts on opportunities to allow mixed use residential development that incorporates compatible commercial, institutional, public, or recreational land uses (Source: Strategy H1).

H8 The community should consider adaptive reuse or conversion of surplus or outmoded buildings (such as old schools, hospitals, warehouses, etc.) to economically viable new housing (Source: Strategy H1).

H9 As the aging segment of the population grows, the community will evaluate its preparedness for meeting the related changes in housing needs (Source: Strategy H1).

H10 The applicable zoning ordinance and map shall identify an appropriate district for mobile and manufactured homes and set performance standards for mobile and manufactured homes and mobile home parks (Source: Strategy H3).

H11 Manufactured homes shall feature designs similar to “stick-built” homes (Source: Strategy H3).
Policies: Development Review Criteria

H12 Mobile homes permitted in the community shall meet the following criteria:
- Located only in mobile/manufactured home parks;
- Used only as a primary residential structure;
- Placed on a foundation;
- Anchored to the foundation;
- Skirted to provide a finished appearance between the building and foundation;
- Pitched, shingled roof;
- Sided with conventional house siding or simulated wood;
- Compliant with HUD regulations and built after June 14, 1976 (Source: Strategy H3).

H13 Multi-family residential projects should be required to meet the following minimum standards:
- The project will not have an undue adverse impact on the character of the surrounding neighborhood nor result in large pockets of high-density housing;
- The school district must have sufficient capacity to accommodate new students who will live in the School District;
- The street and sidewalk system in the neighborhood can handle the increased amount of traffic that the project will generate;
- The area is adequately served by parks, open spaces, and public facilities;
- The existing utility system has sufficient capacity to serve the project (Source: Strategy H1, LU5).

Recommendations

- Establish development standards for housing other than single family housing.
- Modify the zoning map to increase areas that allow for duplexes, multi-family housing, mixed-use development, or planned unit developments.
- Modify applicable zoning, land division, and building code ordinances to implement community policies for mobile homes, manufactured homes, and mobile home parks.
- Annually review applicable ordinances and fees for their impacts on opportunities to create affordable housing.
- Annually assess the availability of developable land for residential development.
- Continue to enforce a city building code that includes the requirements of the Uniform Dwelling Code and state commercial building codes.
- Establish a rental housing inspection program.
2.11 Population and Housing Programs

For descriptions of housing programs potentially available to the community, refer to the Population and Housing element of the Waupaca County Inventory and Trends Report.
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Transportation
3. Transportation

3.1 Transportation Plan

The land use patterns of the City of New London, Waupaca County, and the surrounding region are tied together by the transportation system, including roadways, railroads, and trails. Households, businesses, farms, industries, schools, government, and many others all rely on a dependable transportation system to function and to provide linkages to areas beyond their immediate locations. The City of New London's transportation network plays a major role in the efficiency, safety, and overall desirability of the area as a place to live and work. For further detail on transportation in the City of New London and Waupaca County, please refer to Chapter 3 of the Inventory and Trends Report.

The City of New London does not anticipate a great deal of change to its existing transportation system over the next 20 years. However, the city certainly plans on maintaining the existing system, as well as preparing for future development plans that will happen over the course of this 20-25 year planning period. The city has a five-year road improvement plan that is periodically updated as needed. When the need for new roads arises due to new development, the city will work with each developer to ensure that these roads are built to city standards. There is an active railroad line that serves the city from the south and is heavily utilized by several businesses in the Beckert and Tews Industrial Parks. The continuation of rail service into the future is very important to the economic health of the city.

Key components of the city's transportation plan include reviewing land divisions in their extraterritorial area in order to evaluate impacts on road connectivity, developing an official map to designate planned future rights-of-way for roads and utilities in expected growth areas, and actively pursuing all available funding for needed transportation facilities. The city also wants to ensure that both the maintenance and future extensions of the transportation system are done efficiently, so that they do not create a financial burden for the residents.

3.2 Planned Transportation Improvements

The city's current five-year road improvement plan (2006-2010) includes reconstruction projects on Spring Street, Cook Street, and Shawano Street for 2006, to name a few. The Shawano Street project completes a two-year effort to upgrade Business Highway 45 that runs through a portion of the downtown area. There are over 35 street reconstruction projects scheduled for the next four years (2007-2010), as well as the yearly general road maintenance and asphalt patching projects that are scheduled. The only new road construction scheduled over the next five years will occur in 2008 as the final phase of a substantial subdivision project (East Ridge) is completed. The City of New London does not have any planned improvements relative to other modes of transportation at this time.
3.3 **Comparison with County, State, and Regional Transportation Plans**

State, regional, and county transportation plans have been reviewed for their applicability to the City of New London. As identified by the Waupaca County Five-Year Financial Management Plan, the county is planning to reclaim, shape, and pave County Highway D from Broad Street to US Highway 45 and County Highway W (Wyman Street) from Dexter Street to Shawaano Street, both in 2011. The county is also planning to reconstruct the intersection of County Highways X and W in 2007. The repaving projects should not affect overall mobility or access, and the intersection improvement project will likely result in greater mobility and safety. The city’s plans for land use and transportation are compatible with the county’s plan for highway improvements.

3.4 **Transportation 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** Provide a safe, efficient, and cost effective transportation system for the movement of people and goods (Source: Local Issues & Opportunities).

**Objectives**

1.a. Balance competing community desires (e.g., scenic beauty, abundant wildlife, direct highway access, etc.) with the need to provide for safe roads, intersections, interchanges, rail crossings, and other transportation features.

1.b. Reduce accident exposure by improving deficient roadways.

1.c. Maintain safe locations and designs for access onto local arterials and U.S., State, and County highways.

1.d. Require developers to bear an equitable share of the costs for the improvement or construction of roads needed to serve new development.

1.e. Guide new growth to existing road systems so that new development does not financially burden the community or make inefficient use of tax dollars.

1.f. Monitor the effectiveness of existing, and opportunities for new, shared service agreements for providing local road maintenance.

**Goal 2** Support the development and use of multiple modes of transportation (Source: Local Issues & Opportunities).

**Objectives**

2.a. Expand opportunities for bicycling and walking to be viable, convenient, and safe transportation choice in the community (particularly around the school facilities).
2.b. Improve accommodations on pedestrian facilities for people with disabilities (e.g., curb cuts, minimizing inclines and slopes of sidewalks, ensuring sidewalk connectivity, and increasing signal times at crossings, etc.).

2.c. Explore the need for transit options, particularly for senior residents.

**Goal 3** Develop a transportation system that effectively serves existing land uses and meets anticipated demand (Source: County-wide Issues & Opportunities).

**Objectives**

3.a. Work to achieve a traffic circulation network that conforms to the planned functional classification of roadways.

3.b. Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.

3.c. Direct truck traffic to appropriate routes and plan cooperatively with affected communities.

3.d. Maintain adequate public parking facilities.

### 3.5 Transportation 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. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

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**

**T1** Streets that provide access to multiple improved properties should be built to city standards as a condition of approval for new development (Source: Strategy T1).

**T2** Developers shall bear an equitable share of the cost of constructing new streets to city standards before they are accepted as public streets (Source: Strategy T1).
T3 Dead-end roads and cul-de-sacs should be avoided to the extent practicable and allowed only where physical site features prevent connection with existing or planned future roadways (Source: Strategy T6, UCF7).

T4 Street design standards that coincide with pedestrian routes (especially those used by school children, senior citizens, or physically challenged persons) shall include intersection design features, signal phasing, and roadway width that enhance the safety of pedestrians and minimize conflict with motorists (Source: Strategy T7, LU9).

T5 Whenever feasible, the community shall promote the separation of truck and through traffic from local traffic and reroute truck traffic around the community (Source: Strategy LU9).

Policies: City Directive

T6 The community shall consider opportunities to create or improve safe bicycle and pedestrian transportation options in concert with the review of proposed developments and planning for road improvements or public facilities (Source: Strategy T7, LU9).

T7 A five-year road improvement plan should be maintained and annually updated to identify and prioritize road improvement projects as well as identify potential funding sources (Source: Strategy T5).

T8 The community shall consider the transportation needs of the physically challenged (Source: Strategy LU9).

Policies: Development Review Criteria

T9 Development proposals shall provide the community with an analysis of the potential transportation impacts including, but not necessarily limited to, potential street damage and potential traffic impacts. The depth of analysis required by the community will be appropriate for the intensity of the proposed development (Source: Strategy LU5).

T10 New development inside the city limits and in planned extraterritorial growth areas should be placed on the landscape in a fashion that does not block potential road extensions (Source: Strategy T6).

T11 As part of the review of major subdivisions, developers shall submit Area Development Plans that assess the potential for connecting planned subdivision roads with future development on surrounding properties (Source: Strategy T6).

T12 Residential subdivisions and non-residential development proposals shall be designed to include:
- Trails or sidewalks where applicable;
- Bicycle routes where appropriate;
- A safe and efficient system of internal circulation for vehicles and pedestrians;
- Safe and efficient external collector streets where appropriate;
Safe and efficient connections to arterial roads and highways where applicable;
Connectivity of the street network with adjacent developments;
Cul-de-sacs or dead-ends, only where connections to other streets are not possible or temporarily where the right-of-way has been developed to the edge of the property for a future connection to adjacent development (Source: Strategy T6, T7, LU5, LU9).

Recommendations

- Actively pursue all available funding, especially federal and state sources, for needed transportation facilities. Funding for multimodal facilities should be emphasized (Source: Strategy T1).

- Modify the applicable land division ordinance to require the execution of a development agreement whenever public roads or other infrastructure is included in a development. Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the community under failure to do so by the developer (Source: Strategy T1).

- Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential transportation impacts including potential road damage and traffic impacts (Source: Strategy T1).

- Review land divisions in the extraterritorial area and evaluate their impact on road connectivity (Source: Strategy T6).

- Develop an official map to designate planned future rights-of-way for roads and utilities in areas of expected growth (Source: Strategy T6).

- Monitor the need for public transportation both transit and para transit (Source: Strategy T7).

- Modify the land division ordinance to require the submittal of area development plans that identify bicycle and pedestrian routes where appropriate.

- Create area development plans for planned growth areas such as business parks, TIF districts, highway commercial corridors, etc. Consider the transportation infrastructure needed to support planned growth (Source: Strategy T5).

- Complete a parking study which develops strategies for improving parking in the downtown (Source: Strategy T8).

- Require major land divisions, conditional uses, and other substantial development projects to submit area development plans (Source: Strategy T8).
• Establish a detailed site plan review process for major land divisions, conditional uses, and other substantial development projects (Source: Strategy T8).

3.6 Transportation Programs

For descriptions of transportation programs potentially available to the community, refer to the Transportation element of the Waupaca County Inventory and Trends Report.
Utilities and Community Facilities
4. Utilities and Community Facilities

4.1 Utilities and Community Facilities Plan

Efficient provision of high quality community facilities and services impacts property values, taxes, and economic opportunities, and contributes to the quality of life in the City of New London. Local features such as parks, schools, utilities, and protective services help define a community. These facilities and services require substantial investment as supported by the local tax base, user fees, and impact fees. As a result, their availability is determined both by public demand for those facilities and services, and by a community’s ability to pay for them. Therefore, potential impacts on the cost and quality of utilities and community facilities need to be considered when making decisions concerning the future conservation and development of the City of New London.

For further detail on existing utilities and community facilities in the City of New London and Waupaca County, please refer to Chapter 4 of the Inventory and Trends Report. Map 4-4 displays the locations of existing community facilities and services found in the city. The City of New London also has several archaeological sites and cemeteries (for a full listing, please see Appendix C).

The City of New London’s plan for utilities and community facilities is to continue to maintain and improve existing facilities. Planned improvements to public buildings are a key concern. There is a need for a new city garage that houses operations for the Street Division, Parks Division, and Building Maintenance departments. The current facility is located on land along the Wolf River. Thus, when a site is found for a new facility, a substantial development opportunity will be present on the current site. There is also a need for a new cold storage facility for seasonal storage of Street/Parks/Maintenance equipment. A new library/community center has also been identified as a long term need for the city. This would include an expanded area for the public museum as well. Finally, a fire station on the south side of the river is needed because the city continues to grow in that direction, and the city provides fire protection service for the Town of Mukwa, which has substantial residential development south of the Wolf River.

The city’s sanitary sewer system is another important community investment and is another focus of the city’s plan for utilities and community facilities. A sewerage sludge drying facility is a short-term need for the city, and a new sanitary sewer river crossing will be needed over the long-term. One of the city’s top concerns in the area of community facilities, groundwater quality, crosses the element boundary into the Natural Resources element. Groundwater is both a natural resource and a community facility in that it supplies drinking water through municipal wells. This resource is recognized by the City of New London as a high priority, reflected both in the survey results (see Appendix B), and the issues, opportunities, and desires (see the Issues and Opportunities element). Protection of groundwater quality and quantity will continue to be a challenge as the city and surrounding area’s pattern of land use changes over time.

The development and maintenance of parks and recreational spaces is another top priority. Of primary importance is the development of a multi-purpose sports field complex. Extending and developing trails, particularly a downtown public walkway along the Wolf River, is another key
element in New London’s effort to expand its tourism economy. Long-term needs include the addition of soccer fields, new parks along the Embarrass River and on the north side of the city, and a foot bridge over the Embarrass River that would connect the downtown shopping and entertainment district to a proposed RV campground (currently city-owned, vacant land along the Embarrass River). Last, but not least, is the need to maintain and rebuild Hatten Park, the crown jewel in New London’s extensive park system, in order to preserve its historical character and significance.
4.2 Planned Utility and Community Facility Improvements

Comprehensive planning includes identifying the need for expansion, construction, or rehabilitation of utilities and community facilities. In addition to infrastructure needs, there are also service level needs that may arise in the community. For example, additional police service, need for a building inspector, or additional park and recreation services may become necessary.

The City of New London has determined that the following utilities, facilities, and services will need expansion, construction, rehabilitation, or other improvement over the planning period. Projects are identified as short-term (1-5 years) and long-term (6-20 years), and if associated with a specific location in the community, are shown on Map 4-52.

Administrative Facilities and Services

Refer to Section 4.2 of Appendix UCF of the Inventory and Trends Report for information on existing administrative facilities and services in the City of New London.

**Long Term**
- New city garage for Street Division, Parks Division and Building Maintenance.
- A new cold storage facility for seasonal storage of Street/Parks/Maintenance equipment.
- Remove old buildings (old park shop).
- Provide a 30-40 person training room.

Police Services

Refer to Section 4.3 of Appendix UCF of the Inventory and Trends Report for information on existing police services in the City of New London.

**Short Term**
- Provide an evidence storage yard that is fenced along with a cold storage facility for police purposes.

Fire Protection and EMT/Rescue Services

Refer to Section 4.3 of the Inventory and Trends Report for information on existing fire and emergency medical/rescue services.

**Long Term**
- A fire station on the south side of the river.

Schools

Refer to Section 4.4 of the Inventory and Trends Report for information on the schools that serve the City of New London.

**Short Term**
- Share facilities and equipment with the school district and county.
Libraries, Cemeteries, and Other Quasi-Public Facilities

Refer to Section 4.5 of the Inventory and Trends Report for information on existing libraries, post offices, and private recreational facilities in Waupaca County. Refer to Section 4.5 of Appendix UCF of the Inventory and Trends Report for information on churches and cemeteries in the City of New London.

**Long Term**
- A new library/community center.
- Improvements to the library to accommodate an expanded museum.

**Parks and Recreation**

Refer to Section 4.6 of Appendix UCF of the Inventory and Trends Report for information on existing park and recreational facilities in the City of New London.

**Short Term**
- A multi-purpose sports field complex.
- Community pool repairs/replacement (add family changing area).
- Update parks and playground equipment.
- Build water spray area at pool.
- Update weight room at the pool.
- Ball field upkeep and development of new fields.
- Update park shelters and bathroom facilities.
- Extend and develop trails.
- Develop a public way along the Wolf River.
- Riverwalk trail, park, and boat docks.

**Long Term**
- Soccer fields.
- Develop a park on the Embarrass River.
- Develop a park on the north side of the city.
- Put a foot bridge over the Embarrass by St. John’s St.
- Extend the weight room at the pool.
- Maintain and rebuild Hatten Park to preserve its historical character.

**Solid Waste and Recycling**

Refer to Section 4.7 of Appendix UCF of the Inventory and Trends Report for information on existing solid waste and recycling service in the City of New London.

**Short Term**
- New compost site (possible joint site with other cities or towns).
Communication and Power Facilities

Refer to Section 4.8 of the *Inventory and Trends Report* for information on the communication and power facilities that serve the City of New London. Existing facilities are anticipated to be adequate to meet the needs of the city over the planning period.

Sanitary Sewer Service

Refer to Section 4.9 of the *Inventory and Trends Report* for information on sanitary sewer service in Waupaca County.

**Short Term**
- A sewerage sludge drying facility.
- Sanitary Sewer expansion/improvements (headworks, digester replacement, distribution system repairs and replacement).

**Long Term**
- Continue to plan for a future sanitary sewer main river crossing.

Private On-Site Wastewater Treatment Systems (POWTS)

Refer to Section 4.10 of the *Inventory and Trends Report* for information on private on-site wastewater treatment systems (POWTS) in Waupaca County. No short term or long term recommendations have been identified. The existing regulation of POWTS by Waupaca County is anticipated to be adequate to meet the needs of the city over the planning period.

Public Water

Refer to Section 4.11 of the *Inventory and Trends Report* for information on public water supply in Waupaca County.

**Short Term**
- Water and electric expansion.

Stormwater Management

Refer to Section 4.12 of the *Inventory and Trends Report* for information on stormwater management in the City of New London.

**Short Term**
- Prepare for future federal regulations regarding storm water retention/treatment which may call for the establishment of a service fee.

Health Care and Child Care Facilities

Refer to Sections 4.14 and 4.15 of the *Inventory and Trends Report* for information on health care and child care facilities in Waupaca County. No short term or long term recommendations
have been identified. Exiting health care and child care facilities and services are anticipated to be adequate to meet the needs of the city over the planning period.

Local Roads and Bridges

Refer to the Transportation element of this plan and the Transportation element of the Inventory and Trends Report for information on roads and bridges in Waupaca County.

Short Term
- Continue to seek joint road projects with the county and neighboring communities.
4.3 Utilities and Community Facilities 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** Provide high quality and cost effective community facilities and services that meet the existing and projected future needs of residents, landowners, businesses, and visitors.

**Objectives**
1.a. Actively pursue and maintain the highest levels of service from solid waste, natural gas, electrical, telephone, cable, telecommunications, and other technology providers.
1.b. Consider the impacts of development proposals on community facilities and services, and balance the need for community growth with the cost of providing services.
1.c. Pursue additional cooperation between communities to avoid duplication of facilities and increase the cost effectiveness of services provided to residents.
1.d. Monitor the need for new, expanded, or rehabilitated services and local government facilities.
1.e. Increase coordination of utility and community facility planning with the location of future service areas as guided by the comprehensive plan, environmental considerations, economic development, and growth management policies.
1.f. Maintain an adequate level of properly trained staff and volunteers.

**Goal 2** Ensure proper disposal of wastewater to protect public health, groundwater quality, and surface water quality while meeting the needs of current and future residents and businesses.

**Objectives**
2.a. Plan sewer extensions and treatment facility improvements so that they can be made incrementally as needed in a cost-effective manner.
2.b. Encourage the use of existing collection infrastructure and treatment capacity prior to the extension of new infrastructure or construction of new facilities.
2.c. Consider the use of sewer assessment policies that will encourage compact development and discourage scattered development.

**Goal 3** Promote stormwater management practices in order to reduce property and road damage and to protect water quality.

**Objectives**
3.a. Maintain a community stormwater management system that addresses stormwater quality.
3.b. Support the preservation of natural open spaces that minimize flooding, such as wetlands and floodplains.
3.c. Require the use of stormwater management practices to abate non-point source pollution and address water quality.
3.d. Reduce the number of stormwater outfalls (drains) that discharge unmanaged stormwater into wetlands, aquifers, or other environmentally sensitive areas.

**Goal 4** Ensure that the water supply for the community has sufficient capacity, remains drinkable, and is available to meet the needs of current and future residents and businesses.

**Objectives**
4.a. Continue to monitor groundwater quality and potential contamination issues.
4.b. Ensure that water treatment facilities are properly maintained, and plan ahead for major improvements in order to reduce the financial impact on the community.
4.c. Consider impacts to groundwater when reviewing proposed development in the community and in areas of extraterritorial jurisdiction.

**Goal 5** Promote effective solid waste disposal and recycling services and systems that protect the public health, natural environment, and general appearance of land uses within the community.

**Objectives**
5.a. Increase community and citizen involvement in decisions involving the type, location, and extent of disposal facilities and services.
5.b. Require major developments to adequately address solid waste disposal and recycling needs.
5.c. Increase collection opportunities for the proper recycling and disposal of unique and/or hazardous wastes (e.g., tires, white goods, etc.).

**Goal 6** Maintain and enhance recreational opportunities in the community.

**Objectives**
6.a. Recognize the need to accommodate all age groups and abilities in recreational pursuits.
6.b. Pursue state, federal, and private funding programs that can aid in the acquisition and development of parks, trails, and scenic and environmentally sensitive areas.
6.c. Seek stable funding sources to provide maintenance and operation of community parks and recreational areas.
6.d. Identify areas where recreational opportunities should be improved.
6.e. Maintain existing, and seek additional, public access to waterways in the community.
Goal 7  Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and future development.

Objectives
7.a. Cooperate with other agencies and jurisdictions in the planning and coordination of utilities in order to efficiently serve local and regional growth.
7.b. Direct new utility transmission and distribution lines to planned and existing public rights-of-way whenever feasible.
7.c. Seek to balance desired service levels with potential negative community impacts when reviewing the proposed design and location of telecommunication, wind energy, or other utility towers.

Goal 8  Encourage improved access to health and child care facilities.

Objectives
8.a. Support requests for the development of properly located and operated child care facilities.
8.b. Support school districts or local community organizations in their sponsorship of child care programs and early development programs.
8.c. Support the development of local health care facilities.
8.d. Support improved transportation options to and from regional health care facilities.

Goal 9  Provide a level of police, fire, and emergency services that meets existing and projected future needs of residents and development patterns.

Objectives
9.a. Maintain and improve the ISO rating of the fire department.
9.b. Increase resident education on ways to reduce the risks of fire (i.e., forest and grass fire prevention) and improve access and response time of emergency vehicles to local residences (i.e., driveway design that eases emergency vehicle access).
9.c. Maintain the quality of emergency service equipment and facilities and address needs where appropriate.
9.d. Maintain beneficial and effective police, fire, and EMS cooperative service agreements.
9.e. Maintain a good relationship with Waupaca County and neighboring communities for utilization of additional emergency services when needed.

Goal 10  Promote quality schools and access to educational opportunities.

Objectives
10.a. Coordinate planning efforts with the local School District to allow it to anticipate future growth and demographic changes and respond with appropriate facilities.
10.b. Maintain support for local libraries in their efforts to increase community education.
4.4 Utilities and Community Facilities 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. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

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

UCF1 Maintaining the reliability of the community's existing utility infrastructure should be the first priority for capital expenditures (Source: Strategy UCF6).

UCF2 Substantial capital expenditures (such as the establishment of new facilities or services, or the major expansion or rehabilitation of existing facilities or services) will be supported by an approved Capital Improvement Plan (Source: Strategy UCF2).

UCF3 New utility systems should be required to locate in existing rights-of-way whenever possible (Source: Strategy ANC1).

UCF4 On-site stormwater management facilities (e.g., detention basins, swales, ponds, etc.) required for installation by the community should be owned and maintained by private property owners (Source: Strategy T1).

UCF5 If private property owners fail to conduct necessary maintenance to approved stormwater management facilities, the community will conduct the required maintenance at the cost of the property owner (Source: Strategy T1).

UCF6 In locations consistent with the comprehensive plan, the city should support efforts to expand public recreational resources such as parks, trails, waterway access, public hunting and fishing areas, wildlife viewing areas, and the like (Source: Strategy UCF5).
UCF7 Development of future park sites in the city should consider the following: lighting, walkways, playgrounds, landscaping, playing fields, and restrooms (Source: Strategy UCF5, UCF7).

UCF8 Trail development projects supported by the community will have a long term development plan that addresses ongoing maintenance and funding, presents solutions for possible trail use conflicts, and enhances opportunities for interconnected trail networks (Source: Strategy UCF5, UCF7).

UCF9 Municipal utilities and services shall not be extended into farmland or other green spaces unless a plan for their immediate use (e.g., a plat of land division, an area development plan, etc.) is in place (Source: Strategy ANC1).

UCF10 Utility assessment policies should encourage compact growth and discourage scattered development (Source: Strategy UCF5).

UCF11 A proposed land division in or near the sewer, water and electric service area will not be approved by the community unless the sewer, water, and electric connection feasibility analysis has been completed and confirmation has been received from the Public Works Committee and Utility Manager (Source: Strategy UCF5, UCF6).

UCF12 The cost of a feasibility analysis by the city engineer and Utility Manager will be the responsibility of the applicant (Source: Strategy UCF5, UCF6).

UCF13 Existing on-site sewage treatment systems within the urban area shall be regularly inspected (Source: Strategy UCF4).

UCF14 New private wells will not be permitted within the urban area (Source: Strategy UCF4).

UCF15 As public water service becomes available, existing private wells shall be properly abandoned in accordance with local and state regulations and the property connected to the municipal water system (Source: Strategy UCF4).

UCF16 In order to accommodate increasing child care needs, licensed in-home day care facilities should be approved by the city in locations consistent with the comprehensive plan and applicable ordinances (Source: Strategy UCF5).

Policies: City Directive

UCF17 The community will maintain a current, comprehensive outdoor recreation plan in order to plan for park, open space, and trail needs and to maintain eligibility for grant funding programs (Source: Strategy UCF2).
As funds are available, the community will maintain a current sewer service area plan in order to maintain compliance with DNR water quality management planning requirements (Source: Strategy UCF2).

The city will work with the Sanitary District and water and electric utilities to coordinate expansion of the utilities to accommodate development in the designated areas (Source: Strategy UCF5).

Funding for parkland acquisition and improvement should be budgeted annually (Source: Strategy UCF5).

The community shall make infrastructure investments in Community Downtown Commercial areas to maintain property values, encourage in-fill development, and encourage rehabilitation of existing structures (Source: Strategy LU6).

**Service levels and growth management**

The city should support managed growth and development in order to avoid significant increases in the demand for community services or facilities (Source: Strategy UCF6).

The city should increase staffing and professional service levels relative to planning, ordinance development and enforcement, and other governmental services as growth takes place and need warrants (Source: Strategy UCF5).

The city should increase administrative facility and public building space as growth takes place and need warrants (Source: Strategy UCF5).

The city should improve emergency service staffing, training, space, and equipment in order to achieve desired response times and increase the quality of service as growth takes place and need warrants (Source: Strategy UCF5).

Suitable lands for neighborhood parks should be incorporated into the design of new, residential subdivisions (Source: Strategy UCF5, UCF7, LU9).

The city should support efforts of local school districts to improve educational services and facilities as growth takes place and need warrants (Source: Strategy UCF5).

The city shall support efforts to improve local library facilities and services as growth takes place and need warrants (Source: Strategy UCF5).

**Policies: Development Review Criteria**

Planned utilities, public facilities, and roads shall be designed to limit the potential negative impacts to natural resources such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography (Source: Strategy ANC1).
UCF30 Planned utilities, public facilities, and streets shall be designed to limit the potential negative impacts on attractive community entrance points, historic sites, and archeological sites (Source: Strategy ANC4, ANC5).

UCF31 New development shall include community approved stormwater management facilities (Source: Strategy T1, UCF4).

UCF32 New developments should install on-site stormwater management facilities (e.g., detention basins, swales, ponds, etc) in order to reduce the need for costly expansions of the storm sewer system (Source: Strategy T1).

UCF33 Public parking areas should be designed to limit the potential negative impacts on small town character as defined by attractive community entrance points, safe, well-kept neighborhoods, abundant natural resources and green space, and vital downtown (Source: Strategy T8).

UCF34 Where possible, parking lots should be placed to the rear or side of buildings and screened with landscape features to reduce their visual impact on the community (Source: Strategy T8).

UCF35 The landowner or applicant requesting a land division shall meet with the City Engineer and Utilities Manager if a proposed land division occurs within or in close proximity (guideline 500 feet) to the sewer or water service area (Source: Strategy UCF5).

UCF36 A proposed land division in or near the sewer, water, and electrical service area shall be reviewed by the city engineer and Utility Manager to estimate the feasibility and cost of extending utility service to the land division (Source: Strategy UCF5).

UCF37 New development will not be approved unless it is first determined that adequate public facilities and services are currently available, are planned for the future, or are proposed for expansion or improvement as part of the development (Source: Strategy UCF2).

UCF38 Unsewered subdivisions approved in extraterritorial areas shall be designed to protect the immediate groundwater supply through the proper placement and operation of private wells and on-site wastewater treatment systems (Source: Strategy UCF4).

UCF39 Solid and hazardous waste handling and disposal sites shall be located and designed to protect surface water and groundwater quality. They should be located outside of municipal wellhead protection areas and in areas of low to moderate groundwater contamination risk (Source: Strategy UCF4, LU5).

UCF40 Solid or hazardous waste disposal, transfer, or handling facilities shall be located in areas where conflicts with existing or planned land uses can be minimized or mitigated (Source: Strategy LU5).
UCF41 Telecommunication, wind energy, and other utility towers should be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties (Source: Strategy ANC3).

UCF42 Proposed telecommunication, wind energy, and other utility towers shall address potential impacts on surrounding residential properties, alternative tower locations, setbacks from highways and other structures, provisions for abandonment, property access, lighting, and site security (Source: Strategy LU5).

UCF43 New development near school facilities shall be limited to land uses that do not pose threats to public health or safety, produce little noise, generate minimal traffic, and are consistent with the applicable area development plan (Source: Strategy LU5).

Recommendations

♦ Annually review intergovernmental agreements for their effectiveness and efficiency (Source: Strategy UCF3).

♦ Evaluate and provide constructive feedback to Waupaca and Outagamie Counties on services provided to the community (Source: Strategy UCF3).

♦ Utilize intergovernmental efficiencies to provide needed service and facility improvements (Source: Strategy UCF5).

♦ Assess capacity and needs with regard to administrative facilities and services and public buildings every five years (Source: Strategy UCF5).

♦ Assess staffing, equipment, and training levels annually (Source: Strategy UCF5).

♦ Assess staffing and professional service needs relative to planning, ordinance development and enforcement, and other governmental services (Source: Strategy UCF5).

♦ Evaluate police, fire, and rescue service staffing, training, and equipment needs annually (Source: Strategy UCF5).

♦ Determine which lands within the community would enhance the park and open space system based on overall recommendations of the comprehensive plan, particularly along the riverfront. Attempt to acquire these lands (Source: Strategy UCF5).

♦ Review land divisions in the extraterritorial area and evaluate their impact on planned parks and rights-of-way (Source: Strategy UCF7).

♦ Develop a comprehensive outdoor recreation plan based on the comprehensive planning effort (Source: Strategy UCF2).
- Develop or update the Sewer, Water and Electrical Service Area plan based on the results of the comprehensive plan (Source: Strategy UCF2).

- Develop a master stormwater management plan for portions of the community where flooding is a problem or may become a problem as development occurs (Source: Strategy UCF2).

- Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential natural resources impacts, including impacts on groundwater quality and quantity, as part of the development review process (Source: Strategy UCF4).

- Utilize site planning and limits of disturbance regulations to protect groundwater recharge areas (Source: Strategy UCF4).

- Modify local building codes and applicable land division and zoning ordinances to include improved stormwater management and construction site erosion control requirements (Source: Strategy UCF4).

- Implement procedures to ensure that public and private stormwater collection, retention/detention, and treatment systems are properly maintained. Require financial assurance for necessary maintenance activities.

### 4.5 Utilities and Community Facilities Programs

For descriptions of utilities and community facilities programs potentially available to the community, refer to the *Utilities and Community Facilities* element of the *Waupaca County Inventory and Trends Report*. The City of New London actively utilizes utilities and community facilities programs and has developed the following related strategic plans.

**Existing Plans**

**2004-2008 Capital Projects Schedule**

These five-year plans are completed to identify major projects, provide estimated costs, and allow for appropriate budgeting of funds. A capital projects schedule was completed most recently in 2004 and includes street projects, park and recreation facility improvements, cemetery maintenance, a new city/county garage in 2006, and a new library building and soccer field complex in 2007.

**City of New London Open Space and Recreation Plan, 1989**

This plan inventoried the city’s existing park and recreation facilities, assessed recreational needs, and provided goals, objectives, and recommendations for the future. In order to maintain eligibility for state parkland acquisition funds, an outdoor recreation plan must be completed or updated within the last five years.
Agricultural, Natural, and Cultural Resources
5. Agricultural, Natural, and Cultural Resources

5.1 Agricultural, Natural, and Cultural Resources Plan

Land development patterns are directly linked to the agricultural, natural, and cultural resource base of a community. This resource base has limitations with respect to the potential impacts of development activities. Development should be carefully adjusted to coincide with the ability of the agricultural, natural, and cultural resource base to support the various forms of urban and rural development. If a balance is not maintained, the underlying resource base may deteriorate in quality. Therefore, these features need to be considered when making decisions concerning the future conservation and development of the City of New London. For further detail on agricultural, natural, and cultural resources in the City of New London and Waupaca County, please refer to Chapter 5 of the Inventory and Trends Report.

Agricultural Resources

Agriculture presents a dilemma to the City of New London. On one hand, the agriculture industry is an asset to the city. Agricultural businesses and services create jobs, cash flow, and economic opportunity. Agriculture related businesses and services in the city are more common than most people realize, and include Saputo Cheese USA, Wohlt Cheese Corporation, Wolf River Veterinary Clinic, the local financial institutions, accountants, and lawyers, as well as other service businesses like electricians and builders. The city encourages growth of agricultural related businesses and services in the city’s commercial and industrial areas. On the other hand, agricultural land just outside the city limits represents the most cost effective locations to extend municipal utilities and urban services, and thus, are logical places for future development. The City of New London’s plan for agriculture is to continue to support and encourage agricultural businesses.

Natural and Cultural Resources

The City of New London’s plan for natural and cultural resources is to preserve as best as possible the natural and cultural features that are important to the character of the city and the quality of life of its residents. Significant natural resources in the city include the Wolf and Embarrass Rivers along with their associated wetlands, the city’s extensive parks system, and other green spaces. All of these resources need to be protected when new development takes place nearby through site planning, limits of disturbance regulations, and erosion control requirements.

The city’s main cultural resources are its sense of small town character, numerous historical buildings, and its downtown/riverfront areas. Residents define small town character by attractive community entrance points, safe, well kept neighborhoods, abundant natural resources and green space, quality construction and building design, small businesses, and opportunities for families and youth involvement in the community. The city wants to continue working with the local historical society to identify, record, and protect community features with historical and
archaeological significance. The downtown/riverfront area is slated to be the focal point of the community, once again. In the 50s and 60s, shopping excursions brought people to downtown New London. This time, it will be a combination of shopping, business, entertainment, recreation, and living spaces that will attract residents and visitors to spend their time and money in the downtown area.

The city's policies and recommendations reflect its strategies for preserving natural and cultural resources. Site planning will be utilized to ensure that new development is placed in the best possible locations. The assessment of potential impacts will be required to ensure that substantial developments like large subdivisions and conditional uses do not negatively impact groundwater, other natural resources, or small town character. Quality building and site design will be important in protecting the small town character of New London. Requiring site design review for new development will also protect and enhance the visual quality of the community.

5.2 Agricultural, Natural, and Cultural Resources 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 agricultural resources of the region.

Objectives
1.a. Provide an attractive and unique small town environment for higher density development that has far less impact on agricultural lands than lower density rural development.
1.b. Encourage the growth of agriculture related businesses and services in the community's commercial and industrial areas.

Goal 2 Maintain, preserve, and enhance the community's natural resources.

Objectives
2.a. Consider the potential impacts of development proposals on groundwater quality and quantity, surface water quality, green space, and woodlands.
2.b. Direct future growth away from wetlands, floodplains, and steep slopes.

Goal 3 Ensure the quality, safety, and quantity of groundwater to meet the community’s present and future water supply needs.

Objectives
3.a. Decrease sources of non-point source water pollution.
3.b. Support data collection and monitoring efforts that further the understanding of factors influencing the quantity, quality, and flow patterns of groundwater.
Goal 4 Maintain and restore the environmental integrity of surface waters including lakes, ponds, flowages, rivers, and streams.

Objectives
4.a. Decrease sources of point source and non-point source water pollution.
4.b. Encourage the preservation of natural buffers and building setbacks between intensive land uses and surface water features.
4.c. Develop partnerships with other communities, Waupaca County, lake and river organizations, and state agencies to address surface water quality degradation.
4.d. Preserve and enhance the quality of the Wolf and Embarrass Rivers.

Goal 5 Preserve natural features like woodlands, wetlands, floodplains, shorelands, and open spaces in order to maintain and enhance community green space.

Objectives
5.a. Maintain and improve parklands.
5.b. Manage growth to preserve and create interconnected green space corridors and trails.

Goal 6 Preserve a small town atmosphere including attractive community entrances, small businesses, a vital downtown, and community culture and events.

Objectives
6.a. Consider the potential impacts of development proposals on those features that the community values as a part of its character and identity.
6.b. Explore options for achieving improved design of commercial and industrial buildings and sites in areas that define the character of the community.
6.c. Maintain and enhance community and area cultural facilities including museums and libraries.

Goal 7 Preserve significant historical and cultural sites, structures, and neighborhoods that contribute to community identity and character.

Objectives
7.a. Work cooperatively with historical societies to identify, record, and protect community features with historical or archaeological significance.
7.b. Consider the potential impacts of development proposals on historical and archeological resources.
7.c. Encourage efforts that promote the history, culture, and heritage of the community.
7.d. Preserve Old City Hall and the Works Progress Administration projects in Hatton Park.
Goal 8  Strengthen opportunities for families in the community including youth oriented activities and facilities and additional job opportunities.

Objectives
8.a. Seek the involvement of youth in the comprehensive planning process.
8.b. Encourage the involvement of youth in community decision making.
8.c. Engage families in the planning process to develop family oriented activities.
8.d. Embrace change, encourage new ideas, and develop creative solutions.

5.3 Agricultural, Natural, and Cultural Resources 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. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

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

ANC1 Municipal wellhead protection shall be a priority when reviewing development proposals (Source: Strategy IC1).

ANC2 The clean-up and reuse of brown field sites should be pursued prior to utilizing undeveloped land to accommodate new development (Source: Strategy ANC1).

ANC3 New development shall attain pre-development levels of stormwater run-off, as determined by the community engineer, during and after development through best management practices (Source: Strategy ANC2).
ANC4 Stormwater runoff as the result of development should not be discharged into wetlands and closed depressions, except for those associated with approved stormwater management facilities (Source: Strategy UCF4).

ANC5 Erosion control, construction phasing, and best management practices shall be utilized to the maximum extent possible when earth disturbing activities (e.g., vegetation removal, grading, excavating, filling, etc.) are conducted (Source: Strategy ANC2).

Policies: City Directive

ANC6 The community shall utilize its subdivision review and official mapping authority to protect shoreline areas, groundwater recharge areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography within the municipal boundary and in extraterritorial areas (Source: Strategy ANC1).

ANC7 Where hard surfaced parking areas, sidewalks, trails, etc. are required by the community, pervious paving materials should be given consideration as an alternative (Source: Strategy ANC2).

ANC8 The community shall protect the visual quality of major community thoroughfares by requiring all development and redevelopment along these entry corridors to include site plan and design review (Source: Strategy ANC3, ANC4).

ANC9 The community shall maintain an inventory of historically significant buildings, historic sites, archeological sites, and other cultural resources to ensure that these places are accurately identified and to help promote and target preservation and rehabilitation efforts (Source: Strategy ANC5).

Policies: Development Review Criteria

ANC10 Development proposals shall provide the community with an analysis of the potential natural resources impacts including, but not necessarily limited to, potential impacts on groundwater quality and quantity, surface water, wetlands, floodplains, steep slopes, woodlands, and other existing vegetation (Source: Strategy UCF4, ANC1).

ANC11 Development proposals shall provide the community with an analysis of the potential cultural and historic resources impacts including, but not necessarily limited to, potential impacts to historic sites, archeological sites, and other cultural resources (Source: Strategy ANC5).

ANC12 Development proposals shall address stormwater management, construction site erosion control, and potential increased risk of flooding (Source: Strategy UCF4, ANC2).

ANC13 New development shall be placed on the landscape in a fashion that minimizes potential negative impacts on natural resources such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography (Source: Strategy ANC1).
ANC14 New development shall be placed on the landscape and designed in a fashion that minimizes potential negative impacts on small town character as defined by attractive community entrance points, safe, well-kept neighborhoods, abundant natural resources and green space, quality construction and building design, small businesses, and vital downtowns (Source: Strategy ANC3, ANC4).

ANC15 New development shall be placed on the landscape in a fashion that minimizes potential negative impacts on historic and archeological sites (Source: Strategy ANC5).

ANC16 Development occurring within or near natural resources, historic sites, or archeological sites shall incorporate those resources into the development rather than harm or destroy them (Source: Strategy ANC1, ANC3, ANC5).

Recommendations

♦ Modify the zoning and land division ordinances to better achieve the protection of natural resources and green space (Source: Strategy ANC1).

♦ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential natural resources impacts/and multiple site development alternatives as part of the development review process (Source: Strategy ANC1).

♦ Utilize site planning and limits of disturbance regulations to protect natural resources and green space (Source: Strategy ANC1).

♦ Determine the feasibility of creating an historic preservation district in the downtown or other historically significant neighborhoods to preserve the history and heritage of these areas for future generations (Source: Strategy ANC3).

♦ Pursue the development of economic area plans within the planning period, e.g., downtown redevelopment plans, highway commercial corridor plans, etc. (Source: Strategy ANC3).

♦ Seek designation as a Main Street Community through the Wisconsin Department of Commerce Main Street Program (Source: Strategy ANC3).

♦ Create a downtown steering committee made up of merchants, bankers, public officials, chamber of commerce, and civic groups, whose purpose is to develop a shared vision for the downtown and provide leadership in the downtown revitalization effort (Source: Strategy ANC3).

♦ Establish community focal points where citizens feel safe and comfortable and which are identified as gathering locations throughout the community. These may include historic and cultural locations, such as parks, schools, the library, historic downtown, the riverfront, etc. (Source: Strategy ANC3).
- Conduct an inventory of scenic views and view sheds (Source: Strategy ANC3).

- Conduct a community character inventory to identify the unique places and positive characteristics of the community that maintain our small town character (Source: Strategy ANC3).

- Create a site design review ordinance to protect and enhance the visual quality of the community and establish the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Seek public input on the establishment of these desired characteristics (Source: Strategy ANC3).

- Create an overlay district in community entrance areas that triggers site planning and design review requirements for all development including buildings, parking areas, signs, etc. (Source: Strategy ANC4).

- Conduct a community survey of historical and archeological resources at least once every 20 years (Source: Strategy ANC5).

- Create a local, historic preservation ordinance that recognizes and protects the historic sites in the community (Source: Strategy ANC5).

- Utilize site planning and limits of disturbance regulations to protect cultural resources (Source: Strategy ANC5).

- Utilize overlay zoning to protect the cultural resources included in RP areas (Source: Strategy ANC5).

### 5.4 Agriculture, Natural, and Cultural Resources Programs

For descriptions of agricultural, natural and cultural resources programs potentially available to the community, refer to the *Agricultural, Natural and Cultural Resources* element of the *Waupaca County Inventory and Trends Report*. The City of New London actively utilizes natural and cultural resources programs and has developed the following related strategic plans.

#### Related Plans

**City of New London Wellhead Protection Plan, 1997**

This plan was produced to meet the WDNR requirements for wellhead protection planning when New London sited water supply well #7, which is located near Mosquito Hill in Outagamie County. The plan delineates the approximate location of the well’s recharge area and zone of groundwater contribution. Refer to map 9-5 of the *Inventory and Trends Report* for the locations of New London’s wellhead protection areas. Potential sources of contamination were inventoried, and the plan concludes that there were no immediate contamination threats at that time. The plan recommends the use of several strategies for the protection of groundwater quality within the recharge and contribution areas. Recommended strategies include the use of
the Clean Sweep program, performing public education on issues like POWTS maintenance and proper well abandonment, and public acquisition of available lands.

Using Pride in Community Development, A Case Study of New London, Wisconsin, 1992
This study, conducted by UW-Extension educators from Waupaca and Outagamie Counties, was part of a larger planning effort known as “New London – Vision 2010.” This study was aimed at developing and enhancing a positive image of the community.
6 Economic Development
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, 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 straightforward - economic development provides income 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 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 three established TIF (Tax Incremental Finance) districts that assist with new business development as well as the expansion of existing businesses (see map 6-2 of the Inventory and Trends Report). There are three industrial parks, one industrial/business park, and one commercial park in the city. There are a few lots available in the industrial parks, well over 100 acres available in the industrial/business park, and approximately 50 acres of available land in the commercial park. The plan identifies several new areas for future expansion of industrial, business, and commercial development. These areas are concentrated near U.S. Highway 45 on the south and north sides of the city (adjacent to existing commercial, business, and industrial development areas).
The City of New London has a strong economic base for a city of its size. Existing private sector employers in the city include Curwood Inc. (a division of Bemis International), Wolf River Lumber, Wohlt Cheese Corporation, and Steel King Industries. These are thriving businesses and many of them are expanding their operations within the city. Curwood Inc. just recently constructed a new facility for medical packaging and has already built an 80,000 square foot addition to the plant. Wolf River Lumber built a new facility in one of the industrial parks and continues to add new employees. Economic decline is also evident, with two large businesses closing within the last few years. These job losses have been partially offset by the expansion of other businesses within the city and within Waupaca County.

One of the largest employers in the area is Hillshire Farm (a division of Sara Lee Corporation), which employs over 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. Hillshire was started in the New London area, and it has continued to grow throughout its history here. It is currently exploring another significant expansion of plant and equipment that will improve their ability to compete in world markets.

The city is concerned with the design and appearance of future commercial and industrial development. The use of design review will be used to 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.

### 6.2 Economic Characteristics Summary

This section provides detail on educational attainment and employment in the City of New London. For further information on economic development in the City of New London and Waupaca County, please refer to Chapter 6 of the Inventory and Trends Report.

#### Educational Attainment

Table 6-1 displays the educational attainment level of Waupaca County and City of New London residents who were age 25 and older in 2000. 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, Waupaca County and City of New London, 2000

<table>
<thead>
<tr>
<th>Attainment Level</th>
<th>C. New London</th>
<th>Waupaca County</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent of</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Total</td>
</tr>
<tr>
<td>Less than 9th grade</td>
<td>324</td>
<td>7.0%</td>
</tr>
<tr>
<td>9th grade to 12th grade, no diploma</td>
<td>525</td>
<td>11.4%</td>
</tr>
<tr>
<td>High school graduate (includes equivalency)</td>
<td>1,982</td>
<td>43.1%</td>
</tr>
<tr>
<td>Some college, no degree</td>
<td>755</td>
<td>16.4%</td>
</tr>
<tr>
<td>Associate degree</td>
<td>350</td>
<td>7.6%</td>
</tr>
<tr>
<td>Bachelor's degree</td>
<td>462</td>
<td>10.0%</td>
</tr>
<tr>
<td>Graduate or professional degree</td>
<td>202</td>
<td>4.4%</td>
</tr>
<tr>
<td>Total Persons 25 and over</td>
<td>4,600</td>
<td>100.0%</td>
</tr>
</tbody>
</table>


Educational attainment for the City of New London as measured in 2000 was nearly identical to that of the county as a whole. These data show that City of New London residents are able to participate in all levels of the local and regional workforce.

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 6-2 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 2000.
Table 6-2
Employment by Industry, City of New London, Waupaca County, and Wisconsin, 2000

<table>
<thead>
<tr>
<th>Industry</th>
<th>C. New London</th>
<th>Percent of Total</th>
<th>Waupaca County</th>
<th>Percent of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture, forestry, fishing and hunting, and mining</td>
<td>22</td>
<td>0.6%</td>
<td>1,216</td>
<td>4.8%</td>
</tr>
<tr>
<td>Construction</td>
<td>239</td>
<td>6.7%</td>
<td>1,686</td>
<td>6.6%</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>1,225</td>
<td>34.2%</td>
<td>7,393</td>
<td>29.1%</td>
</tr>
<tr>
<td>Wholesale trade</td>
<td>103</td>
<td>2.9%</td>
<td>721</td>
<td>2.8%</td>
</tr>
<tr>
<td>Retail trade</td>
<td>439</td>
<td>12.3%</td>
<td>2,624</td>
<td>10.3%</td>
</tr>
<tr>
<td>Transportation and warehousing, and utilities</td>
<td>124</td>
<td>3.5%</td>
<td>942</td>
<td>3.7%</td>
</tr>
<tr>
<td>Information</td>
<td>61</td>
<td>1.7%</td>
<td>900</td>
<td>3.5%</td>
</tr>
<tr>
<td>Finance, insurance, real estate, and rental and leasing</td>
<td>211</td>
<td>5.9%</td>
<td>1,092</td>
<td>4.3%</td>
</tr>
<tr>
<td>Professional, scientific, management, administrative,</td>
<td>169</td>
<td>4.7%</td>
<td>950</td>
<td>3.7%</td>
</tr>
<tr>
<td>and waste management services</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Educational, health and social services</td>
<td>601</td>
<td>16.8%</td>
<td>4,552</td>
<td>17.9%</td>
</tr>
<tr>
<td>Arts, entertainment, recreation,</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>accommodation and food services</td>
<td>267</td>
<td>7.5%</td>
<td>1,652</td>
<td>6.5%</td>
</tr>
<tr>
<td>Other services (except public administration)</td>
<td>41</td>
<td>1.1%</td>
<td>883</td>
<td>3.5%</td>
</tr>
<tr>
<td>Public administration</td>
<td>79</td>
<td>2.2%</td>
<td>759</td>
<td>3.0%</td>
</tr>
<tr>
<td>Total</td>
<td>3,581</td>
<td>100.0%</td>
<td>25,370</td>
<td>100.0%</td>
</tr>
</tbody>
</table>


Of the 3,581 City of New London residents employed in 2000, most worked in the manufacturing, the educational, health and social services, 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 6-3.
Table 6-3
Employment by Occupation, City of New London, Waupaca County, and Wisconsin, 2000

<table>
<thead>
<tr>
<th>Occupation</th>
<th>C. New London</th>
<th>Waupaca County</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent of Total</td>
</tr>
<tr>
<td>Management, professional, and related occupations</td>
<td>797</td>
<td>22.3%</td>
</tr>
<tr>
<td>Service occupations</td>
<td>549</td>
<td>15.3%</td>
</tr>
<tr>
<td>Sales and office occupations</td>
<td>831</td>
<td>23.2%</td>
</tr>
<tr>
<td>Farming, fishing, and forestry occupations</td>
<td>5</td>
<td>0.1%</td>
</tr>
<tr>
<td>Construction, extraction, and maintenance occupations</td>
<td>342</td>
<td>9.6%</td>
</tr>
<tr>
<td>Production, transportation, and material moving occupations</td>
<td>1,057</td>
<td>29.5%</td>
</tr>
<tr>
<td>Total</td>
<td>3,581</td>
<td>100.0%</td>
</tr>
</tbody>
</table>


Employment by occupation in the City of New London is very similar to that of Waupaca County as a whole. This is logical given the similarities between the city and the county in employment by industry and educational attainment.

6.3 Strengths and Weaknesses Analysis

A determination of the strengths and weaknesses of the City of New London and its economy 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

- Natural Resources
- Wolf and Embarrass Rivers
- Hunting Preserves and Leased Land
- City and County Parks
- Recreation Programs
- Senior Center
- Low Crime Rate (A Safe Community)
- Wide Range of Housing Options
- Hospital and Medical Facilities
- Elementary and Secondary Schools
- Industrial Parks
- U.S., State, County and Local Road Networks
Central Location To Major Markets In WI, MN and IL  
Canadian National Railroad  
Regional and Local Airports  
Fox Valley Technical College Campuses  
Fox Valley Workforce Development  
Chambers of Commerce  
Skilled and Experienced Workforce  
Work Ethic of Workforce  
Sewer and Water Infrastructure  
Electric and Gas Infrastructure  
Communications Infrastructure  
Waupaca County Economic Development Corp.  
Small Business Development Centers  
WI Department of Commerce Programs  
WI Department of Transportation Programs  
Regional and Local Financial Institutions  
County and Local Governments  
Revolving Loan Funds  
Tax Incremental Finance Districts  
Manufacturing Industry  
Tourism Industry  
Agriculture Industry

Weaknesses

- Lack of Population Diversity  
- Lack of Business Diversity  
- Risk Averse Nature of Residents  
- Lack of Capital/Financial Network for Entrepreneurs  
- Perception of Tax Climate  
- Lack of Collaborative Efforts Between Governments  
- Lack of Available Employment Opportunities for College Graduates  
- Small Percentage of Workforce with Bachelors or Graduate Degrees  
- Corporate Headquarters Located Outside County/Region for Several Major Employers  
- Aging Workforce

6.4 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.

6.5 Sites for Business and Industrial Development

Sites for business and industrial development are detailed on the preferred land use map (Map 8-42) for the City of New London. There are several preferred land use classifications that allow for commercial and industrial use. The classifications are Community/Downtown Commercial (CDC), Planned Commercial (PC), Planned Industrial (PI), Commercial Expansion (CE), and Industrial Expansion (IE). There are currently over 50 acres available in the commercial park and over 100 acres available in the industrial parks. The preferred land use plan calls for future commercial development (nearly 600 acres in PC and CE areas) along U.S. Highway 45 at both the north and south ends of the city. The plan also lays out future industrial expansion areas (nearly 1,000 acres in PI and IE areas), that are adjacent to existing industrial land uses, and also located along or near U.S. Highway 45 on the north and south boundaries of the community.

6.6 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 (Source: Local Issues & Opportunities).

Objectives
1.a. Increase cooperation between communities regarding comprehensive planning and economic development issues.
1.b. Promote dialogue and continue to strengthen relationships between the community and local businesses.
1.c. Support the efforts of the Waupaca County Economic Development Corporation, the local chamber of commerce, and Fox Valley Economic Development Partnership.

**Goal 2.** Maintain the utility, communication, and transportation infrastructure systems that promote economic development (Source: Local Issues & Opportunities).

**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 (Source: Local Issues & Opportunities).

**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 (Source: Local Issues & Opportunities).

**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.

Goal 5. Support opportunities to increase and diversify the community’s tax base
(Source: Local Issues & Opportunities).

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.

6.7 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. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

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 (Source: Strategy ED2).
ED2 The community shall support new business development efforts, and existing business expansion and retention efforts, that are consistent with the comprehensive plan (Source: Strategy ED1).

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 (Source: Strategy ED1).

Policies: City Directive

ED4 The community shall maintain prime commercial and industrial lands adequate to encourage the desired types and amounts of such development (Source: Strategy ED1).

ED5 The community should pursue the development of a more detailed plan for land use, infrastructure, and economic development along the Highway 54 and 45 corridors (Source: Strategy T5).

ED6 The community shall work with the Waupaca County Economic Development Corporation as a resource to achieve its economic development goals and objectives (Source: Strategy ED1).

ED7 The community shall encourage economic development efforts through public-private partnerships (such as revolving loan funds, city TIF districts, etc.) (Source: Strategy ED1).

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 (Source: Strategy ED1).

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 (Source: Strategy ED1, ED2).

Policies: Development Review Criteria

ED10 New development and redevelopment projects shall be required to utilize high quality building and site design (Source: Strategy ANC3).

ED11 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 (Source: Strategy ED3).

ED12 Large, bulky, box-like commercial structures shall be avoided (Source: Strategy ED3).

ED13 Commercial and industrial development proposals will provide an assessment of potential impacts to the cost of providing community facilities and services (Source: Strategy ED3).

ED14 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 (Source: Strategy ED4).

ED15 Future economic development should include export businesses that produce goods and services within the community but are sold primarily to outside markets (Source: Strategy ED1).

ED16 The community shall encourage industries that provide educational and training programs, require skilled workers, and provide higher paying jobs (Source: Strategy ED1).

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 (Source: Strategy ED1).

• 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 (Source: Strategy ED1).

• The development of economic area plans (e.g., business park plans, TIF district plans, highway commercial corridor plans, riverfront plans, etc.) will be pursued within the planning period. (Source: Strategy ED1).

• Identify lands on the zoning map and the preferred land use map of the comprehensive plan adequate to attract new business and job growth (Source: Strategy ED1).

• Explore incentives and sources of funding to improve buildings and support small business owners.
Explore and promote opportunities for tourism.

6.8 Economic Development Programs

For descriptions of economic development programs potentially available to the community, refer to the Economic Development element of the Waupaca County Inventory and Trends Report. The City of New London actively utilizes economic development programs and has developed the following related strategic plan.

Related Plan

Preliminary Downtown Development Plan for the City of New London, 1994

This plan was developed in response to a deteriorating pocket of business uses identified as portions of Pearl Street and North Water Street in the downtown. The plan recommends allowing the replacement of vacant commercial buildings with uses that would complement a small conference, restaurant, and hotel facility. Potential replacement land uses include parks, parking plazas, riverfront docks, and walkways. Detailed cost estimates and site designs are included in the plan.
7 Intergovernmental Cooperation
7. Intergovernmental Cooperation

7.1 Intergovernmental Cooperation Plan

From cooperative road maintenance, to fire protection service districts, to shared government buildings, Waupaca County and its communities have a long history of intergovernmental cooperation. As social, economic, and geographic pressures affect change in the City of New London, the community will increasingly look to cooperative strategies for creative and cost-effective solutions to the problems of providing public services and facilities.

Intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements to share resources such as equipment, buildings, staff, and revenue. Intergovernmental cooperation can even involve consolidating services, consolidating jurisdictions, modifying community boundaries, or transferring territory. For further detail on intergovernmental cooperation in the City of New London and Waupaca County, please refer to Chapter 7 of the Inventory and Trends Report.

The City of New London’s plan for intergovernmental cooperation is to continue to encourage and maintain positive and mutually beneficial relationships with the Towns of Mukwa, Lebanon, Caledonia, Hortonia, Liberty, and Maple Creek and with Waupaca and Outagamie Counties. Intergovernmental cooperation efforts will center on the efficient delivery of community services. Currently, the city shares fire protection services and recreational facilities and programs with surrounding towns. The city will also concentrate on cooperative planning and intergovernmental agreements in the extraterritorial growth areas, as expansion of the existing municipal boundary is expected over the long term.

7.2 Inventory of Existing Intergovernmental Agreements

The following recorded intergovernmental agreements apply to the city.

- 2004 Agreement between Waupaca County Department of Health and Human Services and City of New London – Senior Center
  This agreement between the city and Waupaca County allows the county Department of Health and Human Services to utilize the city’s community center to house senior programs and services. The city is responsible for maintaining the building, and the county is responsible for all equipment and supplies needed to administer its programs.

  These agreements document the reliance on the New London Fire Department by several neighboring towns. In Waupaca County, portions of the Towns of Mukwa, Caledonia, and Lebanon are covered by the agreement. In Shawano County, portions of the Towns of Hortonia, Maple Creek, and Liberty are included. The agreements establish town
costs, based on property values for the participating areas, through 2007 for utilizing the fire department.

7.3 Analysis of the Relationship with School Districts and Adjacent Local Governmental Units

School Districts

The City of New London is located within the New London School District. Waupaca County and its communities maintain cooperative relationships with its school districts. Partnership between the county, municipalities, and schools is evident in the Waupaca County Charter School. Several school districts coordinate together in partnership with the Waupaca County Health and Human Services Department to provide this facility. Partnership between communities and schools is seen in the use of school athletic facilities that are open for use by community members. School districts have played a key role in the comprehensive planning project by allowing the use of their facilities. The county’s high schools contained some of the only public spaces large enough to host the regional cluster meetings.

Adjacent Local Governments

The City of New London actively participates in intergovernmental coordination with adjacent local governments. Shared agreements for fire protection are in place with the Towns of Mukwa, Caledonia, Liberty, Hortonia, Maple Creek, and Lebanon. Opportunities for additional cooperative efforts will likely stem from the multi-jurisdictional comprehensive planning process. The city has had a strained relationship with its neighboring communities and will seek to improve that with additional shared service agreements where applicable. When the need to expand municipal limits arises over the long term, it is the city’s desire to do this in a cooperative manner with the Towns of Mukwa, Lebanon, Hortonia, Maple Creek, and Liberty.

7.4 Intergovernmental Opportunities, Conflicts, and Resolutions

Intergovernmental cooperation opportunities and potential conflicts were addressed as part of the comprehensive plan development process. The entire structure of the multi-jurisdictional planning process was established to support improved communication between communities and increased levels of intergovernmental coordination. Communities met together in regional clusters to develop their comprehensive plans in a process described in Chapter 1 of the Inventory and Trends Report.

The intent of identifying the intergovernmental opportunities and conflicts shown below is to stimulate creative thinking and problem solving over the long term. Not all of the opportunities shown are ready for immediate action, and not all of the conflicts shown are of immediate concern. Rather, these opportunities and conflicts may further develop over the course of the next 20 to 25 years, and this section is intended to provide community guidance at such time. The recommendation statements found in each element of this plan specify the projects and tasks that have been identified by the community as high priorities for action.
## Opportunities

<table>
<thead>
<tr>
<th>Opportunity</th>
<th>Potential Cooperating Units of Government</th>
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<tbody>
<tr>
<td>♦ Develop plan implementation ordinances and other tools simultaneously</td>
<td>Waupaca County</td>
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<td>Outagamie County</td>
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<td>Town of Mukwa</td>
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<td>Town of Maple Creek</td>
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<tr>
<td>♦ Utilize a coordinated process to update and amend the comprehensive plan</td>
<td>Waupaca County</td>
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<td>Outagamie County</td>
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<td>Town of Mukwa</td>
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<td>Town of Maple Creek</td>
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<tr>
<td>♦ Work with the school district to anticipate future growth, facility, and busing needs</td>
<td>New London School District</td>
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<td>♦ Share the use of school district recreational and athletic facilities</td>
<td>New London School District</td>
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<td>Town of Mukwa</td>
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<td>Town of Liberty</td>
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<td>Town of Maple Creek</td>
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<tr>
<td>♦ Share excess space at the city hall</td>
<td>Town of Mukwa</td>
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<td>Town of Lebanon</td>
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<td>Town of Maple Creek</td>
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<tr>
<td>♦ Share excess space at the city garage</td>
<td>Town of Mukwa</td>
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<td>Town of Lebanon</td>
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<td>Opportunity</td>
<td>Potential Cooperating Units of Government</td>
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<tr>
<td>• Share excess space at the library</td>
<td>Town of Mukwa</td>
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<td>Town of Maple Creek</td>
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<tr>
<td>• Share community staff</td>
<td>Town of Mukwa</td>
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<td>Town of Lebanon</td>
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<td>Town of Maple Creek</td>
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<td>• Share office equipment</td>
<td>Town of Mukwa</td>
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<td>Town of Maple Creek</td>
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<td>• Share construction and maintenance equipment</td>
<td>Town of Mukwa</td>
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<td>Town of Maple Creek</td>
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<tr>
<td>• Coordinate shared services or contracting for services such as police protection, solid waste and recycling, recreation programs, etc.</td>
<td>Town of Mukwa</td>
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<td>Town of Lebanon</td>
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<td>Town of Caledonia</td>
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<td>Town of Maple Creek</td>
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<td>• Analyze revenue collected for services utilized by other communities and attempt to achieve equity between services utilized and fees paid</td>
<td>Town of Mukwa</td>
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<td>Town of Lebanon</td>
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<td>Town of Maple Creek</td>
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<tr>
<td>• Improve the management of lands in planned extraterritorial growth areas through annexation, extraterritorial authority, or boundary agreements</td>
<td>Town of Mukwa</td>
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<td>Town of Lebanon</td>
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<td>Town of Maple Creek</td>
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<tr>
<td>Opportunity</td>
<td>Potential Cooperating Units of Government</td>
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</tbody>
</table>
| Improve the attractiveness of community entrance points | Waupaca County  
Town of Mukwa  
Town of Lebanon  
Town of Caledonia  
Town of Hortonia  
Town of Liberty  
Town of Maple Creek |

### Potential Conflicts and Resolutions

<table>
<thead>
<tr>
<th>Potential Conflict</th>
<th>Process to Resolve</th>
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</table>
| Siting of large livestock farms near incorporated areas                          | Towns to consider establishing an Agriculture/Urban Interface area that prevents new farms over 500 animal units from locating within ½ mile of incorporated areas  
Waupaca County to administer ACTP51 performance standards for livestock operations over 500 animal units |
| Annexation conflicts between the city and the adjacent towns                      | Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings  
Continued meetings of the Core Planning Committee with representation from every Waupaca County community |
| Residential development at rural densities in areas planned for the expansion of city utilities | Distribution of plans and plan amendments to adjacent and overlapping governments  
Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings  
Continued meetings of the Core Planning Committee with representation from every Waupaca County community  
Use of extraterritorial land division review |
<table>
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<tr>
<th>Potential Conflict</th>
<th>Process to Resolve</th>
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<tbody>
<tr>
<td>• Low quality commercial or industrial building and site design along highway</td>
<td>Establishment of local Plan Commissions in every Waupaca County community - joint</td>
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<td>corridors or community entrance areas</td>
<td>community Plan Commission meetings</td>
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<td></td>
<td>Continued meetings of the Core Planning</td>
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<td></td>
<td>Committee with representation from every Waupaca County community</td>
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<td></td>
<td>Cooperative design review ordinance development and administration</td>
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<td>• Development or land use that threatens groundwater quality in municipal</td>
<td>Establishment of local Plan Commissions in every Waupaca County community - joint</td>
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<td>well recharge areas</td>
<td>community Plan Commission meetings</td>
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<td></td>
<td>Continued meetings of the Core Planning</td>
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<td></td>
<td>Committee with representation from every Waupaca County community</td>
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<td></td>
<td>Cooperative planning and implementation of wellhead protection areas</td>
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<td>• Construction of buildings or other improvements in areas planned for future</td>
<td>Distribution of plans and plan amendments to adjacent and overlapping governments</td>
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<td>parks, street extensions, or other public infrastructure</td>
<td>Establishment of local Plan Commissions in every Waupaca County community - joint</td>
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<td></td>
<td>community Plan Commission meetings</td>
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<td></td>
<td>Continued meetings of the Core Planning</td>
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<td></td>
<td>Committee with representation from every Waupaca County community</td>
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<td></td>
<td>Cooperative planning and implementation of official mapping</td>
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<tr>
<td>• Concern over poor communication between the city and the school district</td>
<td>Distribution of plans and plan amendments to adjacent and overlapping governments</td>
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<tr>
<td>• Concern over too much intervention by Waupaca &amp; Outagamie Counties and state</td>
<td>Adopt a local comprehensive plan</td>
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<td>relative to local control of land use issues.</td>
<td>Take responsibility to develop, update, and administer local land use ordinances</td>
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<td></td>
<td>and programs</td>
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<td></td>
<td>Maintain communication with Waupaca County on land use issues</td>
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<tr>
<td>Potential Conflict</td>
<td>Process to Resolve</td>
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<tr>
<td>Increasing cost of providing services and amenities such as parks, recreation programs, libraries, museums, etc., that benefit the surrounding region</td>
<td>Provide ample opportunities for public involvement during land use planning and ordinance development efforts</td>
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<td></td>
<td>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</td>
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<td></td>
<td>Cooperative planning for revenue sharing, shared service agreements, impact fees, level of service standards, etc.</td>
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</table>

### 7.5 Intergovernmental Cooperation 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** Foster the growth of mutually beneficial intergovernmental relations with other units of government.

**Objectives**

1.a. Continue communicating and meeting with other local governmental units to encourage discussion and action on shared issues and opportunities.

1.b. Work cooperatively with surrounding communities in the comprehensive plan development, adoption, and amendment processes to encourage an orderly, efficient development pattern that preserves valued community features and minimizes conflicts between land uses along community boundaries.

1.c. Pursue opportunities for cooperative agreements with neighboring towns regarding annexation, expansion of public facilities, sharing of services, and density management.

**Goal 2** Seek opportunities to reduce the cost and enhance the provision of coordinated public services and facilities with other units of government.

**Objectives**

2.a. Continue the use of joint purchasing and shared service arrangements with county and local governments to lower the unit cost of materials and supplies for such things as office supplies, road salt, fuel, roadwork supplies, and machinery.

2.b. Seek mutually beneficial opportunities for joint equipment and facility ownership with neighboring communities.

2.c. Monitor opportunities to improve the delivery of community services by cooperating with other units of government.
7.6 Intergovernmental Cooperation 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. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

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

IC1 The city should support the consolidation or shared provision of community services where the desired level of service can be maintained, where the public supports such action, and where sustainable cost savings can be realized (Source: Strategy UCF3).

IC2 Transportation issues that affect the city and neighboring communities should be jointly discussed and evaluated with those communities and with the Waupaca County Highway Department and the Wisconsin Department of Transportation, if necessary (Source: Strategy T1,T5, UCF3).

IC3 Educational efforts regarding planning, land use regulation, implementation, or resource management should be discussed as a joint effort with neighboring communities (Source: Strategy UCF3).

IC4 Opportunities for sharing community staff or contracting out existing staff will be pursued should the opportunity arise (Source: Strategy UCF3).

IC5 Community facilities that have available capacity should be considered for joint use with neighboring communities or community organizations (Source: Strategy UCF3).

IC6 A joint planning area should be developed with neighboring communities in areas where there is common interest, potential for conflicts, or where regulatory authority overlaps (Source: Strategy UCF3, IC1).
IC7 Unless the terms of an intergovernmental agreement dictate otherwise, annexation requests within planned extraterritorial growth areas shall generally be accepted by the city (Source: Strategy LU3).

IC8 Unless the terms of an intergovernmental agreement dictate otherwise, the city shall utilize its extraterritorial jurisdiction in planned growth areas in order to preserve the character of community entrance points, highway corridors, and boundary areas, and to preserve a pattern of development that is conducive to the extension of city utilities and services (Source: Strategy ANC3, ANC4, LU3).

Policies: City Directive

IC9 The city shall work toward recording all intergovernmental agreements in writing including joint road maintenance agreements (Source: Basic Policies).

IC10 The community should pursue a cooperative boundary plan with the neighboring towns within the planning period (Source: Strategy IC1).

IC11 The city shall work cooperatively with neighboring towns to address land use, building and site design, and development density in areas along the city boundary, along highway corridors, and at community entrance points (Source: Strategy ANC3, ANC4).

IC12 The community will participate in county-initiated efforts to inventory and assess existing and future needs for public facilities and services as part of an overall program to increase cost-effectiveness and efficiency through consolidation and other cooperative opportunities (Source: Strategy UCF3).

IC13 The city should consider intergovernmental and other cooperative options (e.g., trading, renting, sharing, contracting, etc.) before establishing, reinstating, expanding or rehabilitating community facilities, utilities, or services, or before purchasing new community facilities or equipment (Source: Strategy UCF3).

Policies: Development Review Criteria

IC14 Development proposals in planned expansion or extraterritorial growth areas shall be reviewed cooperatively with the neighboring town(s) (Source: Strategy IC1).

IC15 New residential lots proposed in planned expansion or extraterritorial growth areas that are more than twice the city’s minimum residential lot size shall be designed and dimensioned in a fashion that allows the lot to be further divided into smaller parcels that meet the intent of the city zoning ordinance (Source: Strategy IC1).

Recommendations

♦ Continue to exercise extraterritorial land division review authority. Annually notify the surrounding towns and Waupaca County of this exercise of jurisdiction (Source: Strategy IC1).

City of New London Year 2000 Comprehensive Plan
January 2007

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- Pursue the establishment of a cooperative site plan and architectural design review ordinance and committee with the surrounding townships to jointly review and regulate development in community entrance and other key extraterritorial areas (Source: Strategy IC1).

7.7 Intergovernmental Cooperation Programs

For descriptions of intergovernmental cooperation programs potentially available to the community, refer to the Intergovernmental Cooperation element of the Waupaca County Inventory and Trends Report.
Land Use
8. Land Use

8.1 Introduction

Land use is central to the process of comprehensive planning and includes both an assessment of existing conditions and a plan for the future. Land use is integrated with all elements of the comprehensive planning process. Changes in land use are not isolated, but rather are often the end result of a change in another element. For example, development patterns evolve over time as a result of population growth, the development of new housing, the development of new commercial or industrial sites, the extension of utilities or services, or the construction of a new road.

This chapter of the comprehensive plan includes local information for both existing and planned land use in the City of New London. For further detail on existing land use in Waupaca County, please refer to Chapter 8 of the Inventory and Trends Report.

8.2 Existing Land Use

Evaluating land use entails broadly classifying how land is presently used. Each type of land use has its own characteristics that can determine compatibility, location, and preference relative to other land uses. Land use analysis then proceeds by assessing the community development impacts of land ownership patterns, land management programs, and the market forces that drive development. Mapping data are essential to the process of analyzing existing development patterns, and will serve as the framework for formulating how land will be used in the future. Map 8-4, Table 8-1, and Figure 8-1 together provide the picture of existing land use for the City of New London.
Table 8-1
Existing Land Use, City of New London, 2004

<table>
<thead>
<tr>
<th>Existing Land Use Classification</th>
<th>Acres</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Intensive Land Use</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Residential</td>
<td>589</td>
<td>16.1%</td>
</tr>
<tr>
<td>Multi-Family Housing</td>
<td>44</td>
<td>1.2%</td>
</tr>
<tr>
<td>Mobile Home Parks</td>
<td>27</td>
<td>0.7%</td>
</tr>
<tr>
<td>Farmsteads</td>
<td>5</td>
<td>0.1%</td>
</tr>
<tr>
<td>Group Quarters and Elder Care</td>
<td>19</td>
<td>0.5%</td>
</tr>
<tr>
<td>Commercial</td>
<td>138</td>
<td>3.8%</td>
</tr>
<tr>
<td>Utilities</td>
<td>40</td>
<td>1.1%</td>
</tr>
<tr>
<td>Institutional</td>
<td>130</td>
<td>3.6%</td>
</tr>
<tr>
<td>Industrial</td>
<td>186</td>
<td>5.1%</td>
</tr>
<tr>
<td>Mines/Quarries</td>
<td>12</td>
<td>0.3%</td>
</tr>
<tr>
<td><strong>Passive Land Use</strong></td>
<td>1,681</td>
<td>45.9%</td>
</tr>
<tr>
<td>Agriculture</td>
<td>435</td>
<td>11.9%</td>
</tr>
<tr>
<td>Other Open Land</td>
<td>495</td>
<td>13.5%</td>
</tr>
<tr>
<td>Woodlots</td>
<td>630</td>
<td>17.2%</td>
</tr>
<tr>
<td>Parks and Recreation</td>
<td>121</td>
<td>3.3%</td>
</tr>
<tr>
<td><strong>Base Features</strong></td>
<td>789</td>
<td>21.6%</td>
</tr>
<tr>
<td>Transportation</td>
<td>598</td>
<td>16.3%</td>
</tr>
<tr>
<td>Water</td>
<td>191</td>
<td>5.2%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>3,659</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

Figure 8-1
Existing Land Use, City of New London, 2004

Source: East Central Wisconsin Regional Planning Commission and Waupaca County, 2004. Other includes land uses which contribute less than 1% to total land use.
The City of New London currently has 3,659 acres within the city boundary. The picture of existing land use makes it easy to see how city residents value and enjoy natural resources. There is an abundance of resource lands including water (192 acres), open lands (495), woodlands (630 acres) and parks (121), which together account for almost 40% of the landscape. The single largest land use in the city is woodlots. Following closely are transportation features at 598 acres, which include street, highway, and railroad rights-of-way along with other WDOT owned lands. The largest developed use is residential, taking up 589 acres. Other developed land uses include industrial at 184 acres, institutional at 134 acres, and commercial at 131 acres. Wetlands also occupy 486 acres, mainly in the northwest quadrant of the city, as shown on Map 5-15 of the Inventory and Trends Report.

The Wolf River and local transportation features have largely influenced the development pattern of the city. Wetlands associated with the river prevent development in the northwest portions of the city, and the river is a focal point near the downtown. The Wolf River bisects the city from east to west. Most of the commercial development has been north of the river, but it also has developed along Business Highway 45, which essentially bisects the city from north to south. Industrial development has largely occurred along or near US Highway 45, which runs north and south, along the eastern boundary of the city. The downtown area is quite large for a city the size of New London. It encompasses Pearl Street from Beacon Avenue to North Water Street. North Water Street from Pearl to Shawano Street is the part of the downtown that borders the north bank of the Wolf River. The downtown area then continues on Shawano Street from North Water to Waupaca Street.

Recent growth in residential, commercial, and industrial land uses has helped the city recover from the recession of 2001. Single-family residential development has been taking place on the eastern boundary of the city. There has been some multi-family residential development occurring north of the downtown area, just west of the Embarrass River. The commercial development has mostly taken place in the northern portion of the city along Business Highway 45, in an area of high visibility from US Highway 45. Industrial growth has also occurred in the northeastern portion of New London. Again, this land was chosen for development because of its close proximity to US Highway 45. The city annexed over 100 acres which could fulfill much of the demand for this land use over the next 20 to 25 years.

### 8.3 Projected Supply and Demand of Land Uses

The following table displays estimates for the total acreage that will be utilized by residential, commercial, industrial, institutional, and resource land uses for five-year increments through 2030. These future land use demand estimates are largely dependent on population and housing projections and should only be utilized for planning purposes in combination with other indicators of land use demand.

The linear housing unit projection is utilized as the basis for the residential land use demand projections. Refer to the Population and Housing element for more details on housing projections. The residential land use demand projection then assumes that the existing housing unit density will remain constant. The existing residential density is 0.224 acres per housing unit
based on 683.5 acres of residential land use and 3,045 housing units. Each projected housing unit will then occupy an additional 0.224 acres.

Projected demand for commercial, industrial, and institutional land use assumes that the ratio of the city's 2000 population to current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as he or she does today. These land use demand projections rely on the linear population projection. Refer to the Population and Housing element for more details on population projections. It should be noted that the industrial land use demand projection includes the mining and quarry existing land use.

Projected resource land use acreages are calculated based on the assumption that the amount will decrease over time. Agriculture, woodlots, and other open land are the existing land uses that can be converted to other uses to accommodate new development. The amount of resource lands consumed in each five year increment is based on the average amount of land use demand for each of the developed uses over the 30 year period. In other words, a total of 11.8 acres per year is projected to be consumed by residential, commercial, industrial, and institutional development in the City of New London, so resource lands are reduced by 11.8 acres per year.

### Table 8-2

<table>
<thead>
<tr>
<th>Year</th>
<th>Residential</th>
<th>Commercial</th>
<th>Industrial</th>
<th>Institutional</th>
<th>Resource Lands</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>683.5</td>
<td>137.7</td>
<td>197.8</td>
<td>291.2</td>
<td>1,559.6</td>
</tr>
<tr>
<td>2005</td>
<td>723.0</td>
<td>142.0</td>
<td>203.9</td>
<td>300.3</td>
<td>1,500.8</td>
</tr>
<tr>
<td>2010</td>
<td>762.3</td>
<td>146.3</td>
<td>210.1</td>
<td>309.3</td>
<td>1,442.0</td>
</tr>
<tr>
<td>2015</td>
<td>801.8</td>
<td>150.6</td>
<td>216.2</td>
<td>318.3</td>
<td>1,383.3</td>
</tr>
<tr>
<td>2020</td>
<td>841.1</td>
<td>154.8</td>
<td>222.3</td>
<td>327.4</td>
<td>1,324.5</td>
</tr>
<tr>
<td>2025</td>
<td>880.6</td>
<td>159.1</td>
<td>228.4</td>
<td>336.3</td>
<td>1,265.7</td>
</tr>
<tr>
<td>2030</td>
<td>919.8</td>
<td>163.3</td>
<td>234.5</td>
<td>345.3</td>
<td>1,206.9</td>
</tr>
</tbody>
</table>

# Change | 236.4 | 25.6 | 36.7 | 54.1 | -352.8
% Change | 34.6% | 18.6% | 18.6% | 18.6% | -22.6%

1Residential includes residential, multi-family, mobile home parks, farmsteads, and group quarters and elder care.
2Commercial includes commercial only.
3Industrial includes industrial, mines, and quarries.
4Institutional includes institutional, utilities, and parks and recreation.
5Resource Lands include agriculture, other open land, and woodlots.

Table 8-3 and Figure 8-2 provide a comparison of land supply and demand for the City of New London. Land use demand is based on the previous calculations, and land supply is based on the preferred land use plan described in Section 8.4.
Table 8-3
Land Supply and Demand Comparison
City of New London

<table>
<thead>
<tr>
<th></th>
<th>Residential</th>
<th>Commercial</th>
<th>Industrial</th>
<th>Institutional</th>
</tr>
</thead>
<tbody>
<tr>
<td>Existing Land Use</td>
<td>683.5</td>
<td>137.7</td>
<td>197.8</td>
<td>291.2</td>
</tr>
<tr>
<td>Year 2030 Land Use Projection(^1) (Demand)</td>
<td>919.8</td>
<td>163.3</td>
<td>234.5</td>
<td>345.3</td>
</tr>
<tr>
<td>Preferred Land Use (^2) (Supply)</td>
<td>4,200.1</td>
<td>630.9</td>
<td>978.3</td>
<td>323.1</td>
</tr>
</tbody>
</table>

\(^1\) Amount of land projected to be needed in the year 2030 to meet demand based on population and housing projections.

\(^2\) Residential includes Single Family Residential, Multi-Family Residential, Planned Manufactured Home Park, 10% of Community/Downtown Commercial, and Residential Expansion. Commercial includes Planned Commercial, 60% of Community/Downtown Commercial, and Commercial Expansion. Industrial includes Planned Industrial and Industrial Expansion. Institutional includes Public Institutional, 30% of Community/Downtown Commercial, and Park/Recreation.

Figure 8-2
Land Supply and Demand Comparison
City of New London

The City of New London has planned for a sufficient supply of land based on the projected demand. About four and a half times the projected residential demand is provided for, primarily by the Single Family Residential (SFR) and Residential Expansion (RE) classifications. Lands for commercial use are provided for in quantities nearly four times the projected need in areas designated Planned Commercial (PC) and Commercial Expansion (CE). Industrial areas have been provided for, with over four times the projected demand, in areas designated as Planned...
Industrial (PI) or Industrial Expansion (IE). Areas planned for institutional land use may not be adequate to meet demand, so the city should monitor this need over time. Planning a supply of about twice the expected demand is desirable in order to be poised for positive growth opportunities, and to allow adequate options for alternative development proposals.

### 8.4 Preferred Land Use Plan

The preferred land use plan is one of the central components of the comprehensive plan that can be used as a guide for local officials when considering community development and redevelopment proposals. When considering the role of the preferred land use plan in community decision-making, it is important to keep the following characteristics in mind:

- A land use plan is an expression of a preferred or ideal future – a vision for the future of the community.

- A land use plan is not the same as zoning. Zoning is authorized and governed by a set of statutes that are separate from those that govern planning. And while it may make sense to match portions of the land use plan map with the zoning map immediately after plan adoption, other portions of the zoning map may achieve consistency with the land use plan incrementally over time.

- A land use plan is not implemented exclusively through zoning. It can be implemented through a number of fiscal tools, regulatory tools, and non-regulatory tools including voluntary land management and community development programs.

- A land use plan is long range and will need to be reevaluated periodically to ensure that it remains applicable to changing trends and conditions. The plan is not static. It can be amended when a situation arises that was not anticipated during the initial plan development process.

- A land use plan is neither a prediction nor a guaranty. Some components of the future vision may take the full 20 to 25 years to materialize, while some components may never come to fruition within the planning period.

The primary components of the preferred land use plan include the Preferred Land Use Map (Map 8-42) and the Preferred Land Use Classifications. These components work together with the Implementation element to provide policy guidance for decision makers in the city.

The City of New London's plan for preferred land use is intended to be flexible enough to meet the needs of future generations and to be responsive to change. It is not the city’s intent to direct future land use to particular areas, but rather to generally lay out the preferred land use pattern in a way that prevents land use conflicts and allows for the needed expansion of various land uses within and near the city. It is anticipated that most developed parts of the city will remain basically the same, with some opportunities for development and redevelopment. The areas where significant change is anticipated (the expansion areas) are further detailed below.
The preferred land use plan was developed using objective data gained from US Census records, county records, and city records. The maps and data provided in the *Inventory and Trends Report* document the objective data sources that were used in this analysis. These were combined with the local knowledge of those who have participated in the long process of developing the plan. The local knowledge of the city's history and what is likely to happen in the future had the most impact on the planning process. Public participation was utilized to influence the final outcome as well. One of the key results of applying local knowledge and public participation to the planning process is evident in the planned approach to the possibility of future extraterritorial growth.

Expansion area classifications were identified in locations where long-term scenarios for extraterritorial growth are possible. Most of these extraterritorial areas (as far as the amount of land involved) are designated as Residential Expansion (RE) areas on the Preferred Land Use Map. The plan has identified more than four times the amount of projected demand in this area, but all of the land identified is adjacent to existing residential land use. Thus, the flexibility of the plan allows for growth to occur in the most efficient and effective manner. The same can be said for commercial and industrial identified growth areas. The growth areas are listed as Commercial Expansion (CE) and Industrial Expansion (IE), but they too are planned for as continuations of current commercial and industrial land uses. This approach reflects the plan's primary goals of ensuring flexibility and fiscal responsibility in the placement of these land uses on the Preferred Land Use Map.
8.5 Preferred Land Use Classifications

The following Preferred Land Use Classifications (PLUCs) have been utilized on the city’s Preferred Land Use Map. These descriptions give meaning to the map by describing (as applicable) the purpose, primary goal, preferred development density, preferred uses, and discouraged uses for each classification. They may also include policy statements that are specific to areas of the community mapped under a particular PLUC. Any such policies carry the same weight and serve the same function as policies found elsewhere in this plan.

Conservation (C)

- Purpose: To identify areas within the city limits that may be used to accommodate open green space. These areas are currently used as agricultural lands, woodlands, or other open lands. These are areas that are not expected to be developed within the planning period.
- Primary Goal: To maintain undeveloped or underutilized areas within the city limits at pre-development densities. A land use plan revision, neighborhood plan, or area development plan will be required before such areas are converted to developed uses.
- Preferred Housing Density: Suggested maximum density of one unit per 10 acres, but will be calibrated to local zoning requirements.
- Preferred Use: Private recreational uses, low intensity agricultural uses, greenspace.
- Discouraged Uses: Premature or unplanned development, high density housing utilizing private on-site wastewater treatment or private wells where public systems are available, unscreened or unsightly outdoor storage, high intensity agricultural uses.

Resource Protection (RP)

- Purpose: To identify lands that have limited development potential due to the presence of natural hazards, natural resources, or cultural resources. In the City of New London, this classification includes the general locations of regulatory wetlands, five acres and larger. Note that floodplain areas have similar limitations, but are not included in the RP classification due to lack of available mapping data.
- Primary Goal: To preserve valued natural and cultural resources by preventing development that would negatively impact the quality of those resources.
- Preferred Housing Density: No housing development.
- Preferred Use: Public or private greenspace, outdoor recreational uses, trails, natural resource management activities.
- Discouraged Uses: Uses prohibited by wetland or floodplain zoning, or by other applicable regulations; uses that would negatively impact the quality of the valued natural or cultural resource.

Single Family Residential (SFR)

- Purpose: To include existing and planned areas that are primarily composed of single family residential development at urban densities as facilitated by the current or planned availability of municipal sewer and water service. Single family residential expansion will primarily occur through recorded subdivisions.
- Primary Goal: To create and preserve attractive and well planned single family residential areas that can be efficiently provided with utilities and urban services.
- Preferred Housing Density: Will likely range from one to five units per acre. The city shall clarify the preferred density based on local zoning provisions or desired zoning revisions.
- Preferred Use: Single family residential and compatible public or institutional uses such as parks, utilities, other public uses, elder care facilities, and the like. The city may specify whether duplex development would be allowed in SFR areas.
- Discouraged Uses: Uses that would detract from the purpose and primary goal of these areas. Single family residential neighborhoods should contain some form of buffering between the residences and incompatible land uses such as commercial or industrial.

**Multi-Family Residential (MFR)**

- Purpose: To include existing and planned areas that are primarily composed of multi-family residential development at urban densities as facilitated by the current or planned availability of municipal sewer and water service. Multi-family residential expansion will primarily occur through site planning that gives consideration to greenspace provision, parking, service access, and refuse collection facilities.
- Primary Goal: To provide a full range of community and regional housing choices by creating and preserving attractive and well planned multi-family residential areas that can be efficiently provided with utilities and urban services. MFR areas should be located within walking or biking distance of commercial areas, transportation corridors, or other community support features whenever possible.
- Preferred Housing Density: More than three units per acre – could be much higher depending on the type of structure. The city shall clarify the preferred density based on local zoning provisions or desired zoning revisions.
- Preferred Use: Multi-family residential and compatible public or institutional uses such as parks, utilities, other public uses, elder care facilities, and the like. The city may prefer to separate duplex development from single family residential areas and should allow duplexes in the MFR areas.
- Discouraged Uses: Uses that would detract from the purpose and primary goal of these areas. Multi-family residential neighborhoods should contain some form of buffering between the residences and incompatible land uses such as commercial or industrial.

**Planned Manufactured Home Park (PMH)**

- Purpose: To identify existing and planned areas that are utilized exclusively for mobile or manufactured housing.
- Primary Goal: To provide a full range of community and regional housing choices by allowing the use of quality manufactured housing in locations that can be efficiently provided with utilities and urban services.
- Preferred Housing Density: Will likely range from one to 10 units per acre. Mobile or manufactured homes parks should have a minimum site area of five acres to allow for adequate setbacks, screening, and buffering. This should clarify the preferred density and site size based on local zoning provisions or desired zoning revisions.
Preferred Use: Mobile and manufactured homes that meet community zoning requirements and applicable federal (HUD) standards.

Discouraged Uses: All other uses mobile homes that are dilapidated, run down, or do not meet HUD standards.

Planned Commercial (PC)

Purpose: To include existing and planned areas that are primarily composed of commercial development. Commercial expansion will occur primarily through site planning that gives consideration to attractive and functional parking and access, traffic circulation, landscaping, stormwater management, building architecture, lighting, and signage, especially when located in community entrance areas.

Primary Goal: To provide a full range of local and regional shopping and personal and professional service choices by creating and preserving attractive and well planned commercial areas that can be efficiently provided with utilities and urban services.

Preferred Density: Density requirements should be flexible to encourage creative site design.

Preferred Use: All commercial uses including retail trade, lodging, offices, restaurants, and service stations. PC areas may include limited compatible multi-family residential use. Outdoor storage should be limited and done in an orderly fashion when allowed. Reuse or redevelopment of vacant buildings is encouraged.

Discouraged Uses: Industrial or manufacturing uses; outdoor storage that is unsightly or that detracts from community character.

Community/Downtown Commercial (CDC)

Purpose: To identify existing and planned compact, pedestrian-oriented commercial and mixed-use areas characterized by the historic downtowns found in many of the county’s cities and villages. Development in existing downtowns and planned CDC areas should include design features that tie it to the historic downtown. Planned CDC areas need not be physically connected to an existing downtown.

Primary Goal: To preserve and enhance community character, cultural resources, and connections to community history through attractive and well-planned compact commercial and mixed use development and existing downtowns.

Preferred Density: Density requirements should be flexible to encourage creative site design. Zero lot line and street setbacks should be allowed to encourage pedestrian-oriented and human-scaled design.

Preferred Use: Primarily commercial, but may also be mixed with compatible public, institutional, and high density residential uses. Compatible uses might include government offices, public green space, museums, libraries, second story apartments, or historic buildings converted to residential or mixed-use. Reuse or redevelopment of vacant buildings is encouraged.

Discouraged Uses: Use that would detract from the preservation or enhancement of community character, the potential for human-scaled design, or that would eliminate without mitigation, connections to community history or culture.
Planned Industrial (PI)

- **Purpose:** To include existing and planned areas, that are primarily composed of industrial development. Industrial expansion will primarily occur through site planning that gives consideration to functional parking and access, traffic circulation, landscaping, stormwater management, building architecture, lighting, and signage. The visual qualities of site and building design should receive greater emphasis for sites located in community entrance areas.
- **Primary Goal:** To provide a full range of local and regional economic development opportunities by creating and preserving well planned industrial areas that can be provided with utilities and urban services.
- **Preferred Density:** Density requirements should be flexible to encourage creative site design. Lot sizes should be in accordance with local zoning provisions or desired zoning revisions, and should provide adequate space for separation or screening between incompatible uses.
- **Preferred Use:** Manufacturing, wholesale trade, outdoor storage, limited compatible commercial uses.
- **Discouraged Uses:** All other uses.

Public/Institutional (PUI)

- **Purpose:** To identify lands exclusively for existing and planned public and institutional uses. Certain public and institutional uses may be included as a compatible mixed use in another preferred land use designation (such as SFR, MFR, or CDC), but this classification should be used to identify all other such uses or at any location where a community wishes to specifically identify such uses.
- **Primary Goal:** To accommodate public, civic, institutional, and related uses as valuable community assets. A high standard of building and site design characterizes most existing public and institutional uses and should continue to be upheld as examples of attractive and well planned development.
- **Preferred Density:** Density requirements should be flexible to encourage creative site design.
- **Preferred Use:** Public and quasi-public sites and buildings other than parks and outdoor recreational lands such as government offices, municipal utilities, churches, schools, cemeteries, libraries, and museums.
- **Discouraged Uses:** All other uses.

Park/Recreation (PR)

- **Purpose:** To identify lands exclusively for existing and planned parks and public and private outdoor recreational facilities. Communities can require by local policy or ordinance that planned park lands identified on a preferred land use map must be dedicated as such by a development that encompasses, abuts, or is near the area.
- **Primary Goal:** To provide adequate outdoor recreation opportunities in general locations that will effectively serve the existing population and planned growth. It is not intended that communities are “locked into” planned park locations as identified on a preferred land use map, but rather, that they may be used in a conceptual sense to be
solidified upon site planning, land subdivision, neighborhood planning, or area development planning.

- Preferred Density: No standard required; campgrounds and resorts at densities in accordance with local zoning.
- Preferred Use: Public parks and outdoor recreational facilities; private outdoor recreational facilities such as golf courses, campgrounds, and resorts.
- Discouraged Uses: All other uses.

**Primary Growth (PG)**

- Purpose: Generalized areas that are desirable for city expansion in the near term (prior to 2010). May be used in conjunction with the other classifications below.

**Secondary Growth (SG)**

- Purpose: Generalized areas that are desirable for city expansion in the long term (2010 or later). May be used in conjunction with the other classifications below.

**Residential Expansion (RE)**

- Purpose: To identify primary or secondary growth areas that are likely to be best suited for residential use upon annexation or under the terms of an intergovernmental agreement. Area development planning should be used to clarify the preferred uses and densities prior to the extension of urban services and utilities.
- Primary Goal: To plan cooperatively for logical city expansion areas.
- Preferred Housing Density: Prior to the extension of urban services and utilities, low development densities should be preserved in order to prevent premature high-density development. A maximum of one unit per 10 acres is recommended in order to facilitate cost-effective future expansion of utilities and urban services.
- Preferred Use: Undeveloped until annexation or completion of an area development plan.
- Discouraged Uses: Uses that would detract from the potential for future residential use or hinder the cost effective expansion of utilities and urban services.

**Industrial Expansion (IE)**

- Purpose: To identify primary or secondary growth areas that are likely to be best suited for industrial use upon annexation or under the terms of an intergovernmental agreement. Area development planning should be used to clarify the preferred uses and densities prior to the extension of urban services and utilities.
- Primary Goal: To plan cooperatively for logical city expansion areas.
- Preferred Density: Prior to the extension of urban services and utilities, low development densities should be preserved in order to prevent premature high-density development. A maximum of one unit per 10 acres is recommended in order to facilitate cost-effective future expansion of utilities and urban services.
- Preferred Use: Undeveloped until annexation or completion of an area development plan.
Discouraged Uses: Uses that would detract from the potential for future industrial use or hinder the cost effective expansion of utilities and urban services.

Table 8-4 and Figure 8-3 display the distribution of each Preferred Land Use Classification as shown on the Preferred Land Use Map.

Table 8-4
Preferred Land Use, City of New London, 2006

<table>
<thead>
<tr>
<th>Preferred Land Use Classification</th>
<th>Acres</th>
<th>Percent of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single Family Residential</td>
<td>780.5</td>
<td>8.8%</td>
</tr>
<tr>
<td>Multi-Family Residential</td>
<td>61.4</td>
<td>0.7%</td>
</tr>
<tr>
<td>Planned Manufactured Home Park</td>
<td>27.4</td>
<td>0.3%</td>
</tr>
<tr>
<td>Community Downtown Commercial</td>
<td>73.1</td>
<td>0.8%</td>
</tr>
<tr>
<td>Planned Commercial</td>
<td>211.6</td>
<td>2.4%</td>
</tr>
<tr>
<td>Planned Industrial</td>
<td>531.2</td>
<td>6.0%</td>
</tr>
<tr>
<td>Public Institutional</td>
<td>163.9</td>
<td>1.8%</td>
</tr>
<tr>
<td>Park/Recreation</td>
<td>137.2</td>
<td>1.5%</td>
</tr>
<tr>
<td>Conservation</td>
<td>545.4</td>
<td>6.1%</td>
</tr>
<tr>
<td>Resource Protection</td>
<td>1,550.9</td>
<td>17.4%</td>
</tr>
<tr>
<td>Transportation</td>
<td>516.0</td>
<td>5.8%</td>
</tr>
<tr>
<td>Water</td>
<td>150.3</td>
<td>1.7%</td>
</tr>
<tr>
<td><strong>Sub-Total</strong></td>
<td><strong>4,748.9</strong></td>
<td><strong>53.4%</strong></td>
</tr>
</tbody>
</table>

Secondary Growth

<table>
<thead>
<tr>
<th>Preferred Land Use Classification</th>
<th>Acres</th>
<th>Percent of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential Expansion</td>
<td>3,323.4</td>
<td>37.4%</td>
</tr>
<tr>
<td>Commercial Expansion</td>
<td>375.5</td>
<td>4.2%</td>
</tr>
<tr>
<td>Industrial Expansion</td>
<td>447.1</td>
<td>5.0%</td>
</tr>
<tr>
<td><strong>Sub-Total</strong></td>
<td><strong>4,146.0</strong></td>
<td><strong>46.6%</strong></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>8,894.9</strong></td>
<td><strong>100.0%</strong></td>
</tr>
</tbody>
</table>

Figure 8-3
Preferred Land Use, City of New London, 2006

Source: City of New London, 2006. Other includes preferred land uses which contribute less than 2% to total land use.

8.6 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified by the City of New London. While the multi-jurisdictional planning process was designed to provide maximum opportunities for the resolution of both internal and external land use conflicts, some issues may remain. Due to their complexity, the long-range nature of comprehensive planning, and the uncertainty of related assumptions, these conflicts remain unresolved and should be monitored during plan implementation.

Existing Land Use Conflicts

- Lack of property and building maintenance.
- Dilapidated buildings in some locations.
- Residential development next to industrial or high intensity commercial land use.
- Poorly designed or unattractive commercial or industrial development.
- Lack of screening or buffering between incompatible uses.
Potential Land Use Conflicts

- Annexation conflicts may arise with neighboring communities.
- Use of fiscal tools by the community to capture funds from developers or land owners to meet the service needs of newly developed areas.
- Managing development along major highway corridors and interchanges.
- Siting of power transmission lines.
- Siting of telecommunication towers.
- Residential development next to industrial or high intensity commercial land use (such as SFR areas directly adjacent to PC or PI areas).
- Poorly designed or unattractive commercial or industrial development.
- Poorly designed or unattractive rural development in community gateways or entrance points.
- Lack of screening or buffering between incompatible uses.

8.7 Opportunities for Redevelopment

In every instance where development is considered in the City of New London Year 2030 Comprehensive Plan, redevelopment is also considered as an equally valid option. Opportunities for redevelopment are addressed in several of the goals, objectives, policies, and recommendations of this plan.

- Goal H3 and related objectives
- Objective LU2a
- Policies H3, H6, H9, ANC3

8.8 Land Use 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 Plan for land use in order to achieve the city’s desired future.

Objectives
1.a. Establish preferred land use classifications and assign them to areas of the city in order to increase compatibility between existing land uses and to avoid future land use conflicts.
1.b. Establish preferred lot sizes and development densities for each preferred land use classification.
1.c. Establish land use decision making policies and procedures that ensure a balance between appropriate land use planning and the rights of property owners.
Goal 2 Seek a desirable pattern of land use that contributes to the realization of the city’s goals and objectives for the future.

Objectives
2.a. Explore opportunities to rehabilitate and redevelop existing developed areas within the city and in planned growth areas.
2.b. Seek a pattern of land use that will sustain and improve the downtown.
2.c. Explore opportunities to identify logical expansion areas of the city’s boundaries in cooperation with neighboring towns.
2.d. Focus areas of substantial new growth within or near existing areas of development where adequate public facilities and services can be cost-effectively provided or expanded.
2.e. Encourage a pattern of land use that will allow for the use of multiple modes of transportation, both motorized and non-motorized.
2.f. When new roads are necessary to facilitate growth, encourage designs that provide functional connectivity with the existing road network.
2.g. Utilize a variety of planning tools such as area development plans and land division regulations to minimize land use conflicts.
2.h. Encourage land division layouts that incorporate the preservation of valued community features, that fit within the character of the neighbourhood, and that are suited to the specific location in which the development is proposed.
2.i. In order to protect property values and encourage quality design, consider establishing design review guidelines for the layout and appearance of buildings, signage, parking lots, landscaping, etc., for proposed intensive land uses such as commercial, industrial, institutional, or multi-family development.

8.9 Land Use 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. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

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**

**LU1** The existing street network and existing public facilities and services should be utilized to accommodate new development to the maximum extent possible (Source: Strategy T1).

**LU2** Development proposals in the corporate limits and extraterritorial jurisdiction of the city shall be reviewed for consistency with the applicable components of the comprehensive plan including the preferred land use classifications and map (Source: Strategy UCF3, ANC4, LU3).

**LU3** The community shall require that Area Development Plans be prepared and adopted by the Plan Commission and governing body prior to the zoning or rezoning, platting, or development of expansion areas as defined by the comprehensive plan (Source: Strategy UCF7).

**LU4** Area Development Plans will include the proposed land use pattern of the area, recommended zoning for the area, recommended lot pattern, size and density, location of necessary public utilities, park and open space areas, and the proposed street system that will serve the area (Source: Strategy UCF7).

**LU5** The establishment of new or expansion of existing commercial or industrial uses in or adjacent to existing or planned residential areas shall utilize setbacks, barriers, buffers or other site design features to minimize potential conflicts (Source: Strategy LU5).

**LU6** At such time that a home based business takes on the characteristics of a primary commercial or industrial use, it should be discontinued or rezoned appropriately to reflect a commercial or industrial use (Source: Strategy LU5).

**Policies: City Directive**

**LU7** City zoning, subdivision, and other land use ordinances shall be maintained and updated as needed to implement the Preferred Land Use Plan (Source: Basic Policies).

**Policies: Development Review Criteria**

**LU8** The design of new commercial development should employ shared driveway access, shared parking areas, shared internal traffic circulation, and coordinated site planning with adjacent businesses in order to avoid the proliferation of new commercial strips (Source: Strategy T8).

**LU9** New development will be placed on the landscape in a fashion that does not block potential road or utility extensions (Source: Strategy UCF7).
LU10 Proposed conditional uses shall meet the following criteria in order to gain community approval:
- Complies with the requirements of the applicable zoning district;
- Use and density are consistent with the intent, purpose, and policies of the applicable preferred land use classification;
- Use and site design are compatible with adjacent uses in terms of aesthetics, scale, hours of operation, traffic generation, lighting, noise, odor, dust, vibration, and other external impacts;
- Does not diminish property values in the surrounding neighborhood;
- Provides assurance of continuing maintenance (Source: Strategy LU5).

LU11 Home based business shall maintain the following characteristics:
- They are conducted in a zoning district where such use is allowed;
- They are a secondary use of a primarily residential property;
- They have little to no outward appearance or negative impact on the surrounding neighborhood;
- They are conducted entirely within the primary residential structure or in a detached accessory structure that is consistent in character with the residential use of the property and the surrounding neighborhood (Source: Strategy LU5).

LU12 Site plans subject to design review shall be required to include common elements of landscaping, building design, or overall site design that provide some consistency in the appearance of new development in the community (Source: Strategy LU9).

Recommendations

- In existing downtown neighborhoods, invest in sidewalks, street repair, tree and flower planting, neighborhood park development, and trail development, etc. (Source: Strategy LU6).

8.10 Land Use Programs

For descriptions of land use programs potentially available to the community, refer to the Land Use element of the Waupaca County Inventory and Trends Report. The City of New London actively utilizes land use programs, and the following related plans were the most recent comprehensive plan, plan update, or related report.

Related Plans

Amendments to the Comprehensive Plan, Volumes I and II, 1990
Originally developed in 1988, the city’s comprehensive plan was updated with 1990 census data and neighborhood development plans in four areas of the city expected to experience growth.
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Implementation
9. Implementation

9.1 Action Plan

In order for plans to be meaningful, they must be implemented, so the City of New London’s comprehensive plan was developed with implementation in mind. Not only can useful policy guidance for local decision making be found in each planning element, but an action plan is also provided containing specific programs and recommended actions.

An action plan is intended to jump start the implementation process and to provide continued focus over the long term. During the comprehensive planning process, a detailed framework for implementation was created which will serve to guide the many steps that must be taken to put the plan in motion. This action plan outlines those steps and recommends a timeline for their completion. Further detail on each task can be found in the policies and recommendations of the related planning element as noted in the Task statement. Recommended actions have been identified in the following areas:

- Plan Adoption and Update Actions
- Intergovernmental Cooperation Actions
- Ordinance Development and Update Actions
- Strategic Planning Actions

The recommended actions are listed in priority order within each of the four implementation areas as noted in the Timing component. Highest priority actions are listed first, followed by medium and long term actions, and ongoing or periodic actions are listed last.

Plan Adoption and Update Actions

Priority (Short-Term) Actions

1. Task: Pass a resolution recommending adoption of the comprehensive plan by the City Council (Implementation element).
   Responsible Party: Plan Commission
   Timing: Early 2007

2. Task: Adopt the comprehensive plan by ordinance (Implementation element).
   Responsible Party: City Council
   Timing: Early 2007

Periodic Actions

3. Task: Review the comprehensive plan for performance in conjunction with the budgeting process (Implementation element).
   Responsible Party: Plan Commission
   Timing: Annually
4. Task: Conduct a comprehensive plan update (*Implementation* element).
   Responsible Party: Plan Commission, City Council
   Timing: Every five years

**Intergovernmental Cooperation Actions**

**Periodic Actions**

   Responsible Party: Appropriate Committee and City Council
   Timing: Upon Renewal

2. Task: Utilize intergovernmental efficiencies to provide needed service and facility improvements (*Utilities and Community Facilities* element).
   Responsible Party: Department Chairpersons and Appropriate Committees
   Timing: Ongoing

3. Task: Continue to exercise extraterritorial land division review authority (*Utilities and Community Facilities; Intergovernmental Cooperation; Transportation* elements).
   Responsible Party: Planning Commission
   Timing: As Needed

4. Task: Evaluate and provide constructive feedback to Waupaca and Outagamie Counties on services provided to the community (*Utilities and Community Facilities* element).
   Responsible Party: Finance Committee
   Timing: Every Two Years

**Ordinance Development and Update Actions**

**Priority (Short-Term) Actions**

1. Task: Develop an official map (*Transportation* element).
   Responsible Party: Planning Commission Upon Recommendation From City Engineer
   Timing: End of 2007

2. Task: Create a design review ordinance (*Transportation; Agricultural, Natural, and Cultural Resources; Intergovernmental Cooperation* elements).
   Responsible Party: Downtown Envision Team, CANDO, Planning Commission
   Timing: End of 2010

3. Task: Create a local historic preservation ordinance (*Agricultural, Natural, and Cultural Resources* element).
   Responsible Party: Community Focus Group
   Timing: 2010
Periodic Actions

4. Task: Update the zoning ordinance and map (Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Economic Development elements).
   Responsible Party: Planning Commission
   Timing: As Needed

5. Task: Update the land division ordinance (Housing; Transportation; Utilities and Community Facilities; Economic Development; Intergovernmental Cooperation elements).
   Responsible Party: Planning Commission
   Timing: As Needed

6. Task: Update the building code ordinance (Housing; Utilities and Community Facilities elements).
   Responsible Party: Planning Commission
   Timing: As State Statutes Change

Strategic Planning Actions

Priority (Short-Term) Actions

1. Task: Create a downtown steering committee (Agricultural, Natural, and Cultural Resources element).
   Responsible Party: Finance and Personnel Committee, Chamber of Commerce, City Council
   Timing: As Soon As Possible

2. Task: Develop a comprehensive outdoor recreation plan based on the comprehensive planning effort (Utilities and Community Facilities element).
   Responsible Party: Parks and Recreation Committee, Parks and Recreation Director
   Timing: 2008

3. Task: Seek designation as a Main Street Community (Agricultural, Natural, and Cultural Resources element).
   Responsible Party: Downtown Focus Group, Finance and Personnel Committee, City Council
   Timing: 2008

4. Task: Establish community focal points (Agricultural, Natural, and Cultural Resources element).
   Responsible Party: Community Focus Group, Tourism Commission, Chamber of Commerce
   Timing: 2008
5. Task: Establish a rental housing inspection program (*Housing* element).
   Responsible Party: Planning Commission, Building Zoning Official
   Timing: 2009

6. Task: Complete a parking study (*Transportation* element).
   Responsible Party: Downtown Focus Group, Engineer, Planning Commission, Chamber of Commerce
   Timing: 2009

7. Task: Determine the feasibility of creating an historic preservation district (*Agricultural, Natural, and Cultural Resources* element).
   Responsible Party: Community Focus Group for Historic Preservation, Planning Commission, Finance and Personnel Committee
   Timing: 2009

8. Task: Review applicable ordinances and fees for their impacts on opportunities to create affordable housing (*Housing* element).
   Responsible Party: Finance Committee and Housing Authority
   Timing: 2010

9. Task: Create area development plans for planned growth areas (*Transportation; Agricultural, Natural, and Cultural Resources* elements).
   Responsible Party: Planning Commission upon Recommendation from City Engineer
   Timing: 2010

10. Task: Conduct a community character inventory (*Agricultural, Natural, and Cultural Resources* element).
    Responsible Party: Planning Commission
    Timing: 2010

**Medium Term Actions**

    Responsible Party: Planning Commission, Building Zoning Official, Engineer, Utilities
    Timing: 2011

12. Task: Conduct and inventory of scenic views and view sheds (*Agricultural, Natural, and Cultural Resources* element).
    Responsible Party: Planning Commission
    Timing: 2011
Periodic Actions

13. Task: Develop or update the Sewer, Water, Stormwater, and Electrical Service Area plans (Utilities and Community Facilities element).
   Responsible Party: Public Works, Utilities Commission, Engineer
   Timing: Continual

14. Task: Establish a relationship with local businesses and industry to determine the types of needed training programs (Economic Development element).
   Responsible Party: City Administrator, Waupaca County EDC
   Timing: Ongoing

15. Task: Explore incentives and sources of funding to improve buildings and support small business owners (Economic Development element).
   Responsible Party: City Administrator, Waupaca County EDC, Chamber of Commerce
   Timing: Ongoing

   Responsible Party: Tourism Commission
   Timing: Ongoing

17. Task: Pursue transportation facilities funding (Transportation element).
   Responsible Party: Public Works Committee, Dept. of Public Works Director
   Timing: Annually

18. Task: Monitor the need for public transportation (Transportation element).
   Responsible Party: Finance and Personnel Committee
   Timing: Annually

19. Task: Assess staffing, training, professional service, emergency service, and equipment levels (Utilities and Community Facilities element).
   Responsible Party: Police and Fire Commission, City Council, Administrative Staff
   Timing: Annually

20. Task: Assess capacity and needs with regard to administrative facilities and services and public buildings (Utilities and Community Facilities element).
   Responsible Party: Finance and Personnel Committee, Administrative Staff
   Timing: Every Five Years

21. Task: Conduct a community survey of historical and archeological resources (Agricultural, Natural, and Cultural Resources element).
   Responsible Party: Community Focus Group for Historic Preservation, Planning Commission
   Timing: At least once every 20 years
9.2 Status and Changes to Land Use Programs and Regulations

The following provides an inventory of the land use regulations that are in affect in the City of New London and summarizes recommended changes to each of these ordinance types. For basic information on regulatory plan implementation tools, please refer to Section 9.1 of the Inventory and Trends Report. For further detail on the status of each type of implementation ordinance in Waupaca County, please refer to Section 9.3 of the Inventory and Trends Report.

Code of Ordinances

Current Status
The City of New London has adopted a code of ordinances. The Municipal Code of New London contains the following titles and ordinances:

- General Government
- The Governing Body
- Finance and Taxation
- Police Department
- Fire Department
- Civil Defense
- Traffic Code
- Streets and Sidewalks
- Public Peace and Good Order
- Public Nuisances
- Health and Sanitation
- Licenses and Permits
- Municipal Utilities
- Building Code
- Housing and Fair Housing Code
- Floodplain Zoning Code
- Zoning Code
- Subdivision and Platting
- Administrative Review Procedure
- Cable Television Franchise
- Shoreland-Wetland Zoning Code
- General Provisions

Recommended Changes
No specific recommended changes for the overall code of ordinances have been brought forward. Refer to the following sections for recommended changes to specific ordinances within the code.

Zoning

Current Status
The City of New London Zoning Code establishes the city’s basic land use, lot size, and building location, bulk, size, and height requirements. It includes performance standards for fire hazard, glare and heat, noise, odors, vibration, and electromagnetic emissions that apply to all land uses. Building requirements vary by zoning district which include the following.

1. A-G, General Agriculture District

**Intent:** This district provides a holding area for future development and provides for limited agricultural and low density residential uses. Permitted uses included crop farming, limited livestock farming, and utility uses. Conditional uses generally include airports, certain institutional uses, communication towers, and recreational facilities. No specific dimensional requirements are provided for this district, and it is unclear whether land divisions are permitted in this district.

**Intent:** This district provides for the conservation and protection of natural resources and generally includes wetlands and floodplains. Permitted and conditional uses include open space uses like agriculture and golf courses, and natural resource dependent uses like wildlife preserves and fish hatcheries. No specific dimensional requirements are provided for this district, and it is unclear whether land divisions are permitted in this district.

3. R-IR, Residential Single-Family Ranch District

**Intent:** This district provides primarily for single-family residential uses on lots wider than the other residential districts. Two-family dwellings, recreational and social facilities, and utility uses are potential conditional uses.

**Minimum Lot Size and Width:** 7200 square feet, 72 feet
**Minimum Building Size:** 960 square feet for a single-family dwelling (all districts)

4. R-1, Residential Single-Family District

**Intent:** This district provides primarily for single-family residential uses, but also allows a mix of compatible uses typical to the older parts of the city. Two-family dwellings, recreational and social facilities, and utility uses are potential conditional uses. This district also allows for more institutional uses than the R-1R district such as churches, fire stations, libraries, and schools.

**Minimum Lot Size and Width:** 7200 square feet, 60 feet
**Minimum Building Size:** 960 square feet for a single-family dwelling (all districts)

5. R-2, Residential Single- and Two-Family District

**Intent:** This district provides primarily for single-family and two-family residential uses, but also allows a mix of compatible uses. Recreational and social facilities, churches, fire stations, libraries, schools, and utility uses are potential conditional uses.

**Minimum Lot Size and Width:** 7200 square feet, 60 feet
**Minimum Building Size:** 1700 square feet for a two-family dwelling (all districts)
6. R-3, Residential Multiple-Family District

**Intent:** This district provides primarily for low intensity multi-family residential uses with an emphasis on compatibility with nearby single- and two-family residential areas. Buildings with more than eight dwelling units, recreational and social facilities, churches, fire stations, libraries, schools, and utility uses are potential conditional uses.

**Minimum Lot Size:** 10,820 square feet (for 3 or more dwelling units)
**Maximum Floor Area:** 33% of the lot area

7. R-4, Residential Multiple-Family District

**Intent:** This district provides primarily for moderate intensity multi-family residential uses with an emphasis on easy access to convenience shopping. This district is generally located adjacent to collector or arterial streets. Buildings with more than 12 dwelling units, recreational and social facilities, churches, fire stations, libraries, schools, and utility uses are potential conditional uses.

**Minimum Lot Size:** 10,820 square feet (for 3 or more dwelling units)
**Maximum Floor Area:** 62% of the lot area

8. R-4A, Residential Multiple-Family District

**Intent:** This district provides exclusively for moderate intensity multi-family residential uses and is geared toward lower density site development to allow space for required garages. Buildings may contain up to 65 units. Only customary accessory uses are also allowed in this district, and there are no potential conditional uses.

**Minimum Lot Size:** 12,000 square feet (for 3 or more dwelling units)
**Maximum Floor Area:** 50% of the lot area (including garages)

9. R-5, Residential Multiple-Family District

**Intent:** This district provides primarily for higher intensity multi-family residential uses with an emphasis on easy access to major shopping centers. This district is generally located adjacent to collector or arterial streets. Buildings with more than 65 units, recreational and social facilities, churches, fire stations, libraries, schools, and utility uses are potential conditional uses.

**Minimum Lot Size:** 10,820 square feet (for 3 or more dwelling units)
**Maximum Floor Area:** 108% of the lot area
10. R-6, Mobile Home Park District

**Intent:** This district provides primarily for mobile home parks. Recreational and social facilities, churches, fire stations, libraries, schools, and utility uses are potential conditional uses.

**Minimum Park Size:** 5 acres

11. B-1, Central Business District

**Intent:** This district provides for a variety of potential commercial uses oriented toward compact, pedestrian accessible development. Permitted uses generally include stores, banks, restaurants, professional service offices, personal services, medical clinics, and government offices. Conditional uses include multi-family residential uses, and other commercial uses that are less suited to a compact development pattern. The required dimensional standards make this district most conducive to high density, “downtown,” commercial uses.

**Dimensional Standards:** Maximum height of 75 feet. No street or side yard setbacks. Minimum lot size of 2,500 square feet or 1,500 square feet per residential dwelling unit.

12. B-2, Highway Commercial District

**Intent:** This district provides for a variety of potential commercial uses oriented toward single-purpose shopping trips. Permitted uses generally include stores, banks, restaurants, professional service offices, personal services, medical clinics, and government offices. Conditional uses include large site retail sales that may utilize outdoor sales or storage (e.g., building materials yard, garden supply store, vehicle sales), in-vehicle sales and service (e.g., drive-through services, gas stations), repair services, and large institutional/social services facilities.

**Dimensional Standards:** Maximum height of 40 feet. Minimum street setback of 25 feet. Minimum lot size of 7,200 square feet.

13. B-3, Convenience Commercial District

**Intent:** This district provides for a limited mix of potential commercial uses oriented toward convenience shopping and compatibility with nearby residential areas. Permitted uses generally include small stores, banks, restaurants, professional service offices, personal services, and government offices. Gas stations may be permitted as a conditional use.

**Dimensional Standards:** Maximum height of 40 feet. Minimum street setback of 25 feet. Minimum lot size of 7,200 square feet.
14. M-P, Manufacturing Park District

**Intent:** This district provides for light industrial and general commercial uses that are unlikely to have negative impacts on surrounding land uses in the same district. The appearance and operation of uses in this district should be similar in nature to uses in the Highway Commercial District. Outdoor storage is allowed only as a conditional use in this manufacturing district.

**Dimensional Standards:** Maximum height of 75 feet. Minimum side yard setback of 10 feet. Minimum lot size of 10,800 square feet.

15. M, Manufacturing and Warehouse District

**Intent:** This district provides for all manufacturing, warehousing, and general commercial land uses including those that require outdoor storage.

**Dimensional Standards:** Maximum height of 75 feet. Minimum side yard setback of 10 feet. Minimum lot size of 10,800 square feet.

16. MP-0, Manufacturing Zero Lot Line Setback District

**Intent:** This district provides for all permitted and conditional uses allowed in the B-2, Highway Commercial District. No lot line setback is required.

**Dimensional Standards:** Maximum height of 75 feet. No minimum side yard setback. Minimum lot size of 10,800 square feet.

17. OPD, Overlay Planned Development District

**Intent:** This district provides an overlay zone for planned unit developments. Such planned development may utilize coordinated site planning to incorporate mixed compatible land uses, variations from the standard dimensional requirements of the underlying district, recreation or open spaces areas, pedestrian friendly design, and assurance of adequate public facilities.

**Minimum Site Size:** 100,000 square feet for residential projects. 200,000 square feet for mixed use projects, commercial projects, or industrial projects.

The Zoning Code also contains provisions for the regulation of telecommunication towers. The city’s code of ordinances includes a Floodplain Zoning Code and Shoreland-Wetland Zoning Code.

**Technical Recommendations**
Clarify the purpose of the MP-0 district. More commercial and industrial uses should require plan commission review - either as conditional uses or site plans.
Recommended Changes
The zoning ordinance will be a key tool for implementation of the city’s plan for preferred land use. After adoption of the comprehensive plan, the city will need to review its zoning ordinance and map, and determine which portions need to be made consistent with the plan immediately, and which portions can be allowed to achieve consistency incrementally over time. On a fundamental level, the zoning map should be reviewed and revised to:

- increase areas that allow for duplexes, multi-family housing, mixed-use development, or planned unit developments; and
- identify adequate, appropriately zoned lands to attract new business and job growth.

The city plans to revise its zoning ordinance to support better land use decision making and to better protect natural and cultural resources. In order to accomplish this, the zoning ordinance should be amended to require substantial development proposals, such as major land divisions and conditional uses, to submit an assessment of potential impacts. The submittal of multiple site development alternatives can also be required. Assessment of potential development impacts should include, as applicable:

- transportation impacts including potential road damage and traffic;
- natural resources impacts;
- groundwater quality and quantity impacts;
- community service impacts; and
- impacts on economic health and markets including job creation, job retention, worker income, and interactions with the existing local and regional economy.

Land Division Regulations

Current Status
The Subdivision and Platting Code requires city approval of land divisions that result in the creation of one or more parcels of five acres or less in size. Streets and other public ways included in a comprehensive plan or official map must be constructed by a subdivider. Planned park areas identified in a comprehensive plan or official map must be made available by a subdivider for public purchase at undeveloped land prices. Parkland acquisition fees are established. The ordinance includes minimum standards for surveying and monumenting, land suitability, lot layout and design, street design, pedestrian ways, and utilities. Procedures for minor subdivision and plat review are set forth. Lots must include a minimum of 30 feet of frontage on a public street. Section 17.03 of the Zoning Code requires all platted lots that are larger than the applicable minimum lot size to be laid out in a manner that would allow the lot to be further subdivided for additional development in the future. New streets must be constructed by a subdivider to city specifications including blacktopping. Improvements including sewer and water lines, utilities, and street lamps must be installed by a subdivider.

Recommended Changes
The land division ordinance will be a key tool for implementation of the city’s plan for preferred land use both inside the city limits and in extraterritorial areas. The land division ordinance can be updated to better protect natural and cultural resources, to help ensure street connectivity, to preserve areas for trails and parks, and to protect the city financially as development takes place. Extraterritorial land division review should continue to be utilized.
to help preserve areas outside the current city limits for potential annexation, for efficient extension of city utilities and services, and for planned park locations. Land divisions that will hinder the ability to efficiently extend services should be modified or denied.

Cultural resource, natural resource, and green space protection will be improved by adopting site planning requirements and limits of disturbance provisions. Where these features are present on a development site, site planning should be utilized to place development in the best possible locations. Limits of disturbance should then be identified that define the allowable extent buildings, driveways, and utilities. Areas outside the limits of disturbance should be required to remain in green space. These tools will be applied in groundwater recharge areas to help implement wellhead protection goals.

Street connectivity will be improved by adopting area development planning and site planning requirements. As part of the review of major subdivisions, developers will submit area development plans that assess the potential for connecting planned subdivision roads with future development on surrounding properties. Area development plans should also identify potential bicycle and pedestrian routes. Site planning and limits of disturbance will also be used to ensure that construction of buildings does not block future street or utility extensions. Land division in extraterritorial areas should be reviewed for their potential impacts on future street connectivity. Land divisions that will block planned streets or other rights-of-way should be modified or denied.

In order to protect the city financially as land divisions take place, the city should continue to require the execution of a development agreement whenever public roads or other infrastructure is included in a development. The standard development agreement should be updated to include improved provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the community under failure to do so by the developer.

Site Plan and Design Review

Current Status
Section 17.05 of the Zoning Code establishes site plan review requirements for multi-family residential, commercial, and industrial uses. The site plan requirements include standards for building design, site design, access, parking, traffic circulation, protection of natural features, utility provision, drainage, and landscaping.

Technical Recommendations
The Site Plan Review section contains many subjective standards and establishes the Zoning Officer as the review authority. This section should require that the Plan Commission review site plans, as it is the appropriate body to apply the subjective standards through a conditional use review or design review process.

Recommended Changes
The city should establish requirements for site plan approval of all proposed commercial, industrial, institutional, and multi-family residential developments. This should include provisions for site and architectural design review. Standards should be established that
provide criteria for the review of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. The primary goal of these regulations will be to preserve the small town character of the community. Site plans subject to design review will include common elements of landscaping, building design, or overall site design that provide some consistency in the appearance of new development in the community. The city will need to define what these required common elements will be, and might include certain colors, building materials, forms of construction, themes, and the like.

To protect the attractiveness of community entrance points and other key extraterritorial areas, the city should also pursue the establishment of a cooperative site plan and architectural design review process with the surrounding towns. An overlay district should be added to the zoning map that triggers this review in community entrance areas both inside and outside the current city limits. Development in these areas should be jointly reviewed with the towns.

Official Map Regulations

Current Status
The city does not utilize an official map.

Recommended Changes
The city should develop an official map to designate planned future rights-of-way for roads and utilities in areas of expected growth.

Sign Regulations

Current Status
Section 17.09 of the Zoning Ordinance establishes the city’s sign regulations. With certain exceptions, such as small directional signs, off-premise signs are prohibited in all zoning districts. With the exception of billboards on US Highway 45, non-conforming signs must be removed. The ordinance establishes dimensional and design standards for permitted signs.

Recommended Changes
No specific recommended changes have been brought forward in the area of sign regulations. However, the design and placement of signs will be incorporated into the process of design review described above.

Erosion Control and Stormwater Management

Current Status
Section 17.03 of the Zoning Ordinance contains provisions for stormwater management and erosion control. The ordinance establishes the city’s jurisdiction for erosion control on sites where less than five acres is affected by land disturbing activities, and acknowledges WDNR jurisdiction on sites that disturb five acres or more.
Recommended Changes
The city should modify its local building codes and applicable land division and zoning ordinances to include improved stormwater management and construction site erosion control requirements. Guidance on requirements for on-site stormwater management and stormwater quality are provided in the utilities and community facilities and natural resources policies.

Historic Preservation

Current Status
The city does not utilize a historic preservation ordinance.

Recommended Changes
The city should develop a historic preservation ordinance to recognize and protect the historic sites in the community. This effort should be supported and preceded by strategic planning steps such as determining the feasibility of creating a historic preservation district, creating community focal points, inventorying scenic views, and surveying historic and archeological resources.

Building, Housing, and Mechanical Codes

Current Status
The Municipal Code of New London includes a Building Code, Plumbing Code, and Electrical Code. The Building Code establishes the duties of the building inspector and requires a permit and inspection for the construction or alteration of all non-agricultural buildings. This includes new construction, structural alterations, demolition, and the installation or modification of electrical, gas, heating, plumbing, or ventilation equipment. The building inspector may authorize minor repairs without a permit. State building codes are adopted including the Uniform Dwelling Code. Buildings within the city’s fire district must meet requirements for fire retardant materials and smoke detectors. The Plumbing Code adopts state plumbing codes and establishes a plumbing inspector. The Electrical Code establishes a local program for the licensing of electrical contractors. Electrical work may only be performed by a licensed electrical contractor or the owner of a one- or two-family dwelling. Permits and inspections are required for electrical work.

Recommended Changes
No specific recommended changes have been brought forward in the area of building, housing, and mechanical codes.

Sanitary Codes

Current Status
The Health and Sanitation ordinance requires all lots for which public water supply and sewer infrastructure are available to connect with those municipal systems. Non-plumbing systems (privies, outhouses, etc.) are prohibited by the Plumbing Code. The Nuisance ordinance authorizes the city to abate public health nuisances.
Recommended Changes
No specific recommended changes have been brought forward in the area of sanitary codes.

Driveway and Access Controls

Current Status
Section 17.03 of the Zoning Code requires all lots to have access to a public street or a Plan Commission approved private street. Sections 17.05 and 17.08 of the Zoning Code establish requirements for the location, spacing, design, and construction of driveways and access points.

Recommended Changes
No specific recommended changes have been brought forward in the area of driveway and access controls.

9.3 Non-Regulatory Land Use Management Tools

While ordinances and other regulatory tools are often central in plan implementation, they are not the only means available to a community. Non-regulatory implementation tools include more detailed planning efforts (such as park planning, neighborhood planning, or road improvement planning), public participation tools, intergovernmental agreements, land acquisition, and various fiscal tools (such as capital improvement planning, impact fees, grant funding, and annual budgeting). For basic information on non-regulatory plan implementation tools, please refer to Section 9.2 of the Inventory and Trends Report.

The City of New London Comprehensive Plan includes recommendations for the use of non-regulatory implementation tools including the following:

- Complete a parking study (Transportation element).
- Utilize intergovernmental efficiencies (Utilities and Community Facilities element).
- Develop a comprehensive outdoor recreation plan (Utilities and Community Facilities element).
- Conduct and inventory of scenic views and view sheds (Agricultural, Natural, and Cultural Resources element).
- Invest in sidewalks, street repair, tree and flower planting, neighborhood park development, and trail development, etc. (Land Use element).

9.4 Comprehensive Plan Amendments and Updates

Adoption and Amendments

The City of New London should regularly evaluate its progress toward achieving the goals, objectives, policies, and recommendations of its comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency of the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as an effective tool upon which community decisions are based.
According to Wisconsin’s Comprehensive Planning law (Wis. Stats. 66.1001), the same process that was used to initially adopt the plan shall also be used when amendments are made. The city should be aware that laws regarding the amendment procedure may be clarified or changed as more comprehensive plans are adopted, and should therefore be monitored over time. Under current law, adopting and amending the city’s comprehensive plan must comply with the following steps:

- **Public Participation Procedures.** The established public participation procedures must be followed and must provide an opportunity for written comments to be submitted by members of the public to the City Council and for the City Council to respond to such comments.

- **Plan Commission Recommendation.** The Plan Commission recommends its proposed comprehensive plan or amendment to the City Council by adopting a resolution by a majority vote of the entire Plan Commission. The vote shall be recorded in the minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.

- **Recommended Draft Distribution.** One copy of the comprehensive plan or amendment adopted by the Plan Commission for recommendation to the City Council is required to be sent to: (a) every governmental body that is located in whole or in part within the boundaries of the city, including any school district, sanitary district, public inland lake protection and rehabilitation district, or other special district; (b) the clerk of every city, village, town, county, and regional planning commission that is adjacent to the city; (c) the Wisconsin Land Council; (d) the Department of Administration; (e) the Regional Planning Commission in which the city is located; (f) the public library that serves the area in which the city is located; and (g) persons who have leasehold interest in an affected property for the extraction of non-metallic minerals. After adoption by the City Council, one copy of the adopted comprehensive plan or amendment must also be sent to (a) through (f) above.

- **Public Notification.** At least 30 days before the public hearing on a plan adopting or amending ordinance, persons that have requested to receive notice must be provided with notice of the public hearing and a copy of the adopting ordinance. This only applies if the proposed plan or amendment affects the allowable use of their property. The city is responsible for maintaining the list of persons who have requested to receive notice, and may charge a fee to recover the cost of providing the notice.

- **Ordinance Adoption and Final Distribution.** Following publication of a Class I notice, a public hearing must be held to consider an ordinance to adopt or amend the comprehensive plan. Ordinance approval requires a majority vote of the City Council. The final plan report or amendment and adopting ordinance must then be filed with (a) through (f) of the distribution list above that received the recommended comprehensive plan or amendment.
Updates

Comprehensive planning statutes require that a comprehensive plan be updated at least once every 10 years. However, it is advisable to conduct a plan update at a five year interval. An update requires revisiting the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables, and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan including similar time and funding allotments. State statutes should also be monitored for any modified language.

9.5 Integration and Consistency of Planning Elements

Implementation Strategies for Planning Element Integration

While this comprehensive plan is divided into nine elements, in reality, community planning issues are not confined to these divisions. Planning issues will cross these element boundaries. Because this is the case, the policies and recommendations of this plan were considered by the City of New London in the light of overall implementation strategies. The following implementation strategies were available for consideration.

<table>
<thead>
<tr>
<th>Housing</th>
<th>Agricultural, Natural, and Cultural Resources</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Create a range of housing options</td>
<td>1. Preserve natural resources and/or green space</td>
</tr>
<tr>
<td>2. Create opportunities for quality affordable housing</td>
<td>2. Change the management of stormwater runoff</td>
</tr>
<tr>
<td>3. Change the treatment of mobile and manufactured homes</td>
<td>3. Preserve community character and small town atmosphere</td>
</tr>
<tr>
<td>4. Create opportunities to rehabilitate the existing housing stock</td>
<td>4. Create attractive community entrances</td>
</tr>
<tr>
<td>5. Preserve historic places</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Transportation</th>
<th>Economic Development</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Create efficiencies in the cost of building and maintaining streets and sidewalks (control taxes)</td>
<td>1. Change community conditions for attracting business and job growth</td>
</tr>
<tr>
<td>2. Preserve the mobility of collector and/or arterial streets and highways</td>
<td>2. Change community conditions for retaining existing businesses and jobs</td>
</tr>
<tr>
<td>3. Create improved intersection safety</td>
<td>3. Create additional tax base by requiring quality development and construction</td>
</tr>
<tr>
<td>4. Create safe emergency vehicle access to developed properties</td>
<td>4. Create a revitalized downtown</td>
</tr>
<tr>
<td>5. Create more detailed plans for transportation improvements</td>
<td>5. Create more specific plans for economic development</td>
</tr>
<tr>
<td>6. Create road connectivity</td>
<td></td>
</tr>
<tr>
<td>7. Create a range of viable transportation choices</td>
<td></td>
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<tr>
<td>8. Change the availability and arrangement of public parking areas</td>
<td></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Utilities and Community Facilities</th>
<th>Intergovernmental Cooperation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Create efficiencies in the cost of providing services and facilities (control taxes)</td>
<td>1. Create a cooperative approach for planning and regulating development along community boundaries</td>
</tr>
<tr>
<td>2. Create more detailed plans for facility and service improvements</td>
<td>2. Create intergovernmental efficiencies for providing services and facilities</td>
</tr>
<tr>
<td>3. Create intergovernmental efficiencies for providing services and facilities</td>
<td>3. Preserve intergovernmental communication</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Land Use</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Preserve valued features of the landscape through site planning</td>
<td></td>
</tr>
<tr>
<td>2. Create development guidelines using selected criteria from What If suitability mapping</td>
<td></td>
</tr>
<tr>
<td>3. Change the management of growth in</td>
<td></td>
</tr>
</tbody>
</table>
4. Preserve drinking water quality
5. Create improved community facilities and services
6. Preserve the existing level and quality of community facilities and services
7. Preserve planned future park locations and road and utility rights-of-way
8. Preserve the village as a viable unit of government
9. Create opportunities to maximize the use of existing infrastructure

extraterritorial areas
4. Preserve the influence of market forces to drive the type and location of development
5. Create a system of development review that prevents land use conflicts
6. Preserve the downtown neighborhood
7. Create a pattern of land use that is compact
8. Create mixed-use neighborhoods
9. Create pedestrian/bicycle-friendly and human scaled-neighborhoods
10. Create attractive and efficient regional commercial and industrial areas

These overall strategies are grouped by element, but are associated with policies and recommendations in multiple elements. These associations are noted on each policy and recommendations statement. For example, policy UCF3 is associated with strategy Utilities and Community Facilities 1 (Create efficiencies in the cost of providing services and facilities - control taxes) and strategy Agricultural, Natural, and Cultural Resources 3 (Preserve community character and small town atmosphere).

UCF3  New utility systems shall be required to locate in existing rights-of-way whenever possible (Source: Strategy UCF1, ANC3).

Wisconsin’s Comprehensive Planning law requires that the Implementation element describe how each of the nine elements of the comprehensive plan will be integrated with the other elements of the plan. The implementation strategies provide planning element integration by grouping associated policies and recommendations in multiple elements with coherent, overarching themes.

The City of New London selected from the available strategies to generate its policies and recommendations. The selected implementation strategies reflect the city’s highest priorities for implementation, and areas where the city is willing to take direct implementation responsibility. The following strategies were selected and utilized to develop this plan:

- H1: Create a range of housing options
- H4: Create opportunities to rehabilitate the existing housing stock
- T1: Create efficiencies in the cost of building and maintaining streets and sidewalks (control taxes)
- T5: Create more detailed plans for transportation improvements
- T6: Create road connectivity
- T7: Create a range of viable transportation choices
- T8: Change the availability and arrangement of public parking areas
- UCF2: Create more detailed plans for facility and service improvements
- UCF3: Create intergovernmental efficiencies for providing services and facilities
- UCF4: Preserve drinking water quality
- UCF5: Create improved community facilities and services
- UCF6: Preserve the existing level and quality of community facilities and services
- UCF7: Preserve planned future park locations and road and utility rights-of-way
ANC1: Preserve natural resources and/or green space
ANC2: Change the management of stormwater runoff
ANC3: Preserve community character and small town atmosphere
ANC4: Create attractive community entrances
ANC5: Preserve historic places
ED1: Change community conditions for attracting business and job growth
ED2: Change community conditions for retaining existing businesses and jobs
ED3: Create additional tax base by requiring quality development and construction
ED4: Create a revitalized downtown
IC1: Create a cooperative approach for planning and regulating development along community boundaries
LU1: Preserve valued features of the landscape through site planning
LU3: Change the management of growth in extraterritorial areas
LU5: Create a system of development review that prevents land use conflicts
LU6: Preserve the downtown neighborhood
LU9: Create pedestrian/bicycle-friendly and human scaled-neighborhoods

The strategies that were not selected by the city may still be of importance, but were not identified as top priorities or areas where direct action by the city was deemed appropriate.

Planning Element Consistency

Wisconsin’s Comprehensive Planning law requires that the Implementation element describe how each of the nine elements of the comprehensive plan will be made consistent with the other elements of the plan. The planning process that was used to create the City of New London Year 2030 Comprehensive Plan required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore reducing the threat of inconsistency.

There may be inconsistencies between the goals and objectives between elements or even within an individual element. This is the nature of goals and objectives. Because these are statements of community values, they may very well compete with one another in certain situations. The mechanism for resolving any such inconsistency is the policy statement. Where goals or objectives express competing values, the city should look to the related policies to provide decision making guidance. The policies established by this plan have been designed with this function in mind, and no known policy inconsistencies are present between elements or within an individual element.

Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments or updates to be made. Over time, additional plans regarding specific features within the community may also be developed (e.g., outdoor recreation plan, downtown development plan, etc.). The process used to develop any further detailed plans should be consistent with this City of New London Year 2030 Comprehensive Plan.
9.6 Measurement of Plan Progress

Wisconsin’s Comprehensive Planning law requires that the Implementation element provide a mechanism to measure community progress toward achieving all aspects of the comprehensive plan. An acceptable method is to evaluate two primary components of the plan, policies and recommendations, which are found in each plan element.

To measure the effectiveness of an adopted policy, the community must determine if the policy has met the intended purpose. For example, the City of New London has established a Transportation element policy that states, “Dead-end roads and cul-de-sacs should be avoided to the extent practicable and allowed only where physical site features prevent connection with existing or planned future roadways.” To determine whether the policy is achieving the community’s intention a “measure” must be established. In the case of this policy, the measure is simply how many dead-end roads or cul-de-sacs have been constructed since the plan’s adoption, and how many of those were necessitated by the site conditions. Each policy statement should be reviewed periodically to determine the plan’s effectiveness.

Likewise, recommendations listed within each element can be measured. For recommendations, the ability to “measure” progress toward achievement is very straightforward in that the recommendations have either been implemented or not.

To ensure the plan is achieving intended results, periodic reviews should be conducted by the Plan Commission and results reported to the governing body and the public.

9.7 Implementation 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 Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the city.

Objectives

1.a. Update the comprehensive plan on a regular schedule to ensure that the plan remains a useful guide for land use decision making.
1.b. Require that administration, enforcement, and implementation of land use regulations are consistent with the city’s comprehensive plan.
1.c. Develop and update as needed an “Action Plan” as a mechanism to assist the Plan Commission and City Council with the administration of the comprehensive plan.
Goal 2  Balance appropriate land use regulations and individual property rights with community interests and goals.

Objectives
2.a. Create opportunities for citizen participation throughout all stages of planning, ordinance development, and policy implementation.
2.b. Maintain a development review process whereby all interested parties are afforded an opportunity to influence the outcome.

9.8 Implementation 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. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

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 Directive

I1  The city shall maintain the comprehensive plan as an effective tool for the guidance of city governance, and will update the plan as needed to maintain consistency with state comprehensive planning requirements (Source: Basic Policies).

I2  City policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible (Source: Basic Policies).

I3  Areas of the plan that are likely to be disputed or litigated in the future shall be reviewed by the city attorney to ensure his or her knowledge of the plan and to offer suggestions to reduce conflict (Source: Basic Policies).
Recommendations

- Develop and maintain an action plan that identifies specific projects that are to be completed toward the implementation of the comprehensive plan. An action plan identifies an estimated time frame and responsible parties for each project or action (Source: Basic Recommendations).

- Review the comprehensive plan annually (in conjunction with the city budgeting process) for performance on goals, objectives, policies, and recommendations, for availability of updated data, and to provide an opportunity for public feedback. This review does not need to be as formal as the comprehensive review required at least every 10 years by Ch. 66.1001, Wisconsin Statutes (Source: Basic Recommendations).

- Conduct a comprehensive plan update at least every five years (Ch. 66.1001, Wisconsin Statutes require such a review at least every 10 years). All components of the plan should be reviewed for applicability and validity (Source: Basic Recommendations).
Appendix A

City Zoning Map (2004) and Existing Land Use Classifications
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### Waupaca County Comprehensive Planning
### Existing Land Use Code Key

<table>
<thead>
<tr>
<th>Residential</th>
<th>Agriculture</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single Family Structures</td>
<td>Cropland</td>
</tr>
<tr>
<td>Duplexes</td>
<td>Barns, Sheds, Silos, Outbuildings</td>
</tr>
<tr>
<td>Bed &amp; Breakfast Houses</td>
<td>Manure Storage Structures</td>
</tr>
<tr>
<td>Mobile Homes Not in Parks</td>
<td>Feedlots</td>
</tr>
<tr>
<td>Mowed Land Surrounding Houses</td>
<td>Land Between Buildings</td>
</tr>
<tr>
<td>Accessory Uses (Garages, Sheds)</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Multi-Family Housing</th>
<th>Other Open Land</th>
</tr>
</thead>
<tbody>
<tr>
<td>Apartments, Three or More Households</td>
<td>Rocky Areas and Rock Outcrop</td>
</tr>
<tr>
<td>Condos, Three or More Units</td>
<td>Open Lots in a Subdivision</td>
</tr>
<tr>
<td>Rooming and Boarding Houses</td>
<td>An Undeveloped Rural Parcel</td>
</tr>
<tr>
<td>Connected Parking Areas</td>
<td>Pasture Land</td>
</tr>
<tr>
<td>Mowed Land Surrounding</td>
<td>Gamefarm Land</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Mobile Home Parks</th>
<th>Parks and Recreation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Three or More Mobile Homes on a Parcel/Site</td>
<td>Sport and Recreational Facilities (public and private)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Farmsteads</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Farm Residences</td>
<td>Athletic Clubs</td>
</tr>
<tr>
<td>Mowed Land Surrounding Houses</td>
<td>Designated Fishing and Hunting</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Group Quarters and Elder Care</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Resident Halls</td>
<td>Fish Hatcheries</td>
</tr>
<tr>
<td>Group Quarters</td>
<td>Boat Landings</td>
</tr>
<tr>
<td>Retirement Homes</td>
<td>Stadiums, Arenas, Race Tracks, Sport Complexes</td>
</tr>
<tr>
<td>Nursing Care Facilities</td>
<td>Museums, Historical Sites</td>
</tr>
<tr>
<td>Religious Quarters</td>
<td>Nature Parks/Preserve Areas, Zoos, Botanical Gardens</td>
</tr>
<tr>
<td>Connected Parking Areas</td>
<td>Casinos</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Commercial</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Wholesale Trade</td>
<td>Amusement Parks (go-carts, mini-golf)</td>
</tr>
<tr>
<td>Retail Trade (Stores, Services, etc.)</td>
<td>Bowling Alleys</td>
</tr>
<tr>
<td>Gas Stations</td>
<td>Golf Courses and Country Clubs</td>
</tr>
<tr>
<td>Buildings/Facilities Only for Greenhouses, Golf Courses, Driving Ranges</td>
<td>Driving Ranges</td>
</tr>
<tr>
<td></td>
<td>Ski Hills and Facilities</td>
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<tr>
<td></td>
<td>Marinas</td>
</tr>
<tr>
<td></td>
<td>RV Parks and Recreational Camps</td>
</tr>
<tr>
<td></td>
<td>Campgrounds and Resorts</td>
</tr>
<tr>
<td></td>
<td>Designated Trails</td>
</tr>
<tr>
<td></td>
<td>Public Parks (includes playground areas, ball diamonds, soccer fields, tennis courts)</td>
</tr>
<tr>
<td></td>
<td>Fairgrounds (buildings and facilities included)</td>
</tr>
</tbody>
</table>

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Foth & Van Dyke and Assoc., Inc. • 1
### Woodlots
- Planted Wood Lots
- Forestry and Timber Tract Operations, Silviculture
- Orchards and Vineyards
- General Woodlands
- Hedgerows (where distinguishable)

### Utilities
- Electric Power Generation, Transmission and Distribution
- Transformers and Substations
- Natural Gas Distribution
- Water Towers / Storage Tanks
- Sewage Treatment Plant
- Lift Stations, Pump Stations, Wells
- Communication Towers (includes radio, telephone, television, cellular)
- Waste Treatment and Disposal
- Active and Abandoned Landfills
- Recycling Facilities

### Industrial
- Construction Contractors (excavating, roofing, siding, plumbing, electrical, highway and street)
- Warehousing
- Manufacturing/Factory
- Mill Operation
- Printing and Related Facilities
- Chemical, Petroleum, and Coals Products Facilities
- Trucking Facilities (includes outdoor storage areas for trucks and equipment, docking terminals)

### Mines/Quarries
- Extraction/Quarries (sand, gravel, or clay pits, stone quarries)
- Non-metallic Mineral Processing

### Transportation
- Airports (includes support facilities)
- Rail Transportation (includes right of way and railyards)
- Waysides
- Freight Weigh Stations
- Bus Stations
- Park and Ride/Carpool Lots
- Highway and Road/Street Rights of Way

These classifications of existing land uses must be used when reviewing the accuracy of the Draft Existing Land Use Map. The land uses listed under each classification are intended to be included in that classification and identified as such on the map. Only the name of classification (Residential, Multi-Family Housing, Mobile Home Parks, Farmsteads, etc.) needs to be identified for corrections.
Appendix B

Public Participation Plan and Survey Results
(To be included in final plan document)
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Appendix C

Archaeological Sites and Cemeteries
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ARCHAEOLOGICAL SITES AND CEMETERIES –  
City of New London and Planning Area (1.5 miles)

Our lives are influenced by what we learn from our own experiences and by the events that have shaped the communities we live in and the institutions and organizations we encounter. Our history gives us a sense of place and a framework to understand the world. It provides continuity and meaning in our lives and it can be a basis for economic development through preservation programs and Heritage Tourism.

People have been living in the area for millennia, with hunting, fishing, farming, and forestry playing a central role in people’s lives. This story of agriculture, resource use, and land stewardship is preserved in archaeological sites, buildings, landscapes, written accounts, photographs, governmental records, and the thoughts and ideas people remember and pass along by word of mouth. Planning can play a critical part in protecting these resources and in learning from this wealth of experience. Land-use planning and land-use decisions will directly impact historic buildings, archaeological sites, and cemeteries.

Archaeological sites include places where people lived, where they worked, and where they worshiped. These sites were made by the people who lived at the village, farm, or logging camp located just down the road. Archaeological sites occur figuratively and literally under our feet. Archaeology is well suited for providing important information about the lives of people who are not well represented in the written record. Archaeological sites are non-renewable resources and once a site is destroyed, either by natural or human related activities, it cannot be reclaimed.

The Wisconsin Historical Society (WHS) maintains a list of archaeological sites and cemeteries referred to as the Archaeological Site Inventory (ASI). The ASI is the most comprehensive list of archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites available. The ASI does not include all of the sites and cemeteries present in the state, however. It includes ONLY those sites that have been reported to the Wisconsin Historical Society. The information in the ASI is a compilation of reports covering a period of 150 years. The information for each entry varies widely and WHS has not been able to verify all of the entries. Few of these sites have been evaluated for their importance. The ASI is changed and updated on a daily basis and recommendations about site importance may change as new information becomes available. The attached site list will become quickly out of date and a procedure for updating the list should be developed.

This ASI information is confidential and is not subject to Wisconsin’s open records law (Wis. Stats. §§ 44.48 and 157.70). This information is also protected by Federal law (Section 304 of the National Historic Preservation Act, Section 9(a) of the Archaeological Resources Protection Act of 1979). This caution not only helps protect archaeological sites but also protects landowners since private landowners own the majority of archaeological sites in the Town.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. If you have any questions concerning the law, please contact the Coordinator of the Burial Sites Preservation Program at the Wisconsin Historical Society, Dr. Leslie Eisenberg at 608-264-6503.
ARCHAEOLOGICAL SITES AND CEMETERIES
in the
City of New London Planning area (1.5 miles)

Existing Information. The Wisconsin Historical Society maintains a list of archaeological sites and cemeteries referred to as the Archaeological Site Inventory (ASI).

Since only a small portion of the City has been surveyed for the presence of archaeological sites and cemeteries, the sites listed in the inventory represent only a fraction of the sites that are actually present. Local residents and American Indian communities who have and do live and work in the area possess much additional information on other archaeological sites and cemeteries. Steps should be taken to have this information incorporated into the land use plan.

Up to this point in time, 42 archaeological sites and cemeteries has been reported for the City. The following types of sites have been identified:

- Campsite/village
- Cabin/Homestead
- Mounds, and isolated burials
- Corn Hills/Garden Beds
- Farmstead/Homestead

Clearly this sample of sites does not reflect the rich history of the area. Many more sites are present in the area. No sites are listed on the National and State Register of Historical Places, but many sites in the City certainly may be eligible and important.

Where are archaeological sites going to be located? Using the results of archaeological surveys, relevant historical and environmental data, the following high priority areas were designated:

-- higher, dryer areas adjacent to rivers, streams, creeks, lakes, wetlands
-- higher, dryer areas adjacent to older abandoned rivers, streams, creeks, lakes, wetlands
-- areas adjacent to older historic features such as trails, early roads, rail corridors, and earlier communities

Cemeteries, Burial Mounds, and Other Burials. Cemeteries and burial areas have been set aside as special areas throughout Wisconsin history and they have been given special protection under the law.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. If anyone suspects that a Native American burial mound or an unmarked or marked burial is present in an area, the Burial Sites Preservation Office should be notified. If human bone is unearthed during any phase of a project, all work must cease, and the Burial Sites Preservation Office must be contacted at 1-800-342-7834 to be in compliance with Wis. Stat. 157.70 which provides for the protection of all human burial sites. Work cannot resume until the Burial Sites Preservation Office gives permission. If you have any questions concerning the law, please contact the Coordinator of the
Burial Sites Preservation Program at the Wisconsin Historical Society, Dr. Leslie Eisenberg, 608-264-6503.

Ten cemeteries or burial site have been identified in the City. Since a systematic survey of the county has not been completed, additional cemeteries and burials may be present. As part of the planning process all cemeteries and burials in the City should be cataloged under Wis. Stat. 157.70 to provide for the maximum protection of these important sites and to clearly define their boundaries.

**How do we know which archaeological sites need preservation?** Under Wisconsin law Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected. In addition to these, a wide variety of archaeological sites may be worthy of preservation. Through the use of the State and National Register of Historic Places a procedure for identifying important sites is available. The criteria include: a good local example of an architectural style and period; association with a person important in our past; represent an important period, movement or trend in local, state or national history; or have the potential to yield important information about our past through archaeological investigations.

**Protecting Important Archaeological Sites.** The wide variety of methods used to protect natural resources can also be used to protect archaeological sites. For example, land purchases, easement purchases, zoning, and the state operates a tax exemption program for property owners.

With the 1991 changes to Wis. Stats. 70.11 [see 70.11(13m)] it became possible to provide a property tax exemption for owners of archaeological sites listed in the National or State Register of Historic Places. To obtain the tax exemption, the landowner has to agree to place a permanent protective covenant for the site area in the deed for the property. The tax exemption program makes the landowner and subsequent owner's stewards of Wisconsin's past. The intent of the program is not to discourage all use of the property containing a site, but to encourage land use planning that protects sites.

*Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance.*

**How are archaeological sites and cemeteries identified and evaluated?** Archaeological identification and evaluations are required for a variety of projects that receive Federal or State funding, licenses, or permits. These projects are automatically forwarded to the Wisconsin Historical Society for review. Local residents frequently report sites and cemeteries.
RECOMMENDATIONS

➢ The development of a strong cultural resource component will allow the residents to identify valuable sites and locations and clarify the important role they play in the present and in planning for the future. This can provide a variety of rewards such as heritage tourism, economic development and other community enrichments.

➢ Local residents and American Indian communities who have or do live and work in the area possess much additional information on the history of the City and steps should be taken to have this information incorporated into the land use plan.

➢ As part of the planning process, all cemeteries and burials in the City should be cataloged under Wis. Stat. 157.70 to provide for the maximum protection of these important sites and to clearly define their boundaries.

➢ Archaeological investigations should be completed at the locations of known archaeological sites to assess the impacts of projects on these resources and archaeological investigations should be completed at high potential areas as identified through research.

CAUTION

➢ It is not uncommon to find evidence of American Indian villages and other earlier settlements in the form of houses, storage areas, burials, and other undisturbed deposits underneath the tilled layer in farm fields or in urban settings.

➢ Archaeological sites are non-renewable resources and once a site is destroyed, either by natural or human related activities, it cannot be reclaimed.

➢ Only a small percentage of archaeological sites in the City have been identified.

State Archaeology and Maritime Preservation Program
Historic Preservation-Public History Division
Wisconsin Historical Society
John H. Broihahn
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608-264-6496
[City of New London Planning Area]
Archaeological sites and cemeteries reported in the City of New London Planning Area.

<table>
<thead>
<tr>
<th>State Site No.</th>
<th>Site Name</th>
<th>Site Type</th>
<th>Cultural Unit</th>
<th>Town Range Sections</th>
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<td>WP-0037</td>
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Archaeological sites and cemeteries reported in the City of New London Planning Area.

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