



City of New Lisbon Comprehensive Plan 2020



City of New Lisbon Comprehensive Plan

City Council

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Kenneth Southworth - Ward 1, 6 and 7 Council Member

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Adopted October 19, 2020

Prepared with the Assistance of the:

North Central Wisconsin Regional Planning Commission

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Attachments

- A. Public Participation Plan & Resolution
- B. Adoption Resolution
- C. Adoption Ordinance

Chapter One

Demographics

Overall Plan Process

Purpose of the Plan

The City of New Lisbon Comprehensive Plan is intended to provide a guideline for development of the City. Local officials shall use this document when making land use decisions. Numerous reasons exist for developing a comprehensive plan:

- To identify areas appropriate for development and preservation over the next 20 years;
- For recommending land uses in specific areas of the City;
- To establish community goals, objectives, and policies.

This Comprehensive Plan was prepared to comply with the Comprehensive Plan State Statute 66.1001.

Public Participation

Wisconsin's State Statute 66.1001 requires municipalities to adopt written procedures that are designed to foster a wide range of public participation throughout the planning process. The main goal is to make all town residents aware of how and when this plan is being created, so residents can make suggestions during this process. The City formally adopted a Public Participation Plan on December 16, 2019, which provides for several methods that will enlist public input into the planning process, including posting of all meetings, press releases, newsletter articles, and posting the plan on the NCWRPC website.

Vision Statement

The City of New Lisbon has many assets: exceptional transportation connections, including direct Interstate access, airport and two railroads; full municipal services, quality schools, churches, parks, open space and recreational facilities. New Lisbon offers safe, peaceful neighborhoods; a special place to raise a family. With a strong foundation in manufacturing, New Lisbon has a balanced economy, a strong school system and skilled workforce. The City looks toward a bright future of growth in local industry, maximizing the impact of its highway location and improving the quality of the housing stock. While looking toward the future, New Lisbon values our small-town tradition and our valuable resources of historic architecture and small business, and seeks to protect sensitive and unique areas within the city, such as the Lemonweir River and the Indian Effigy Mounds.

Community Profile

Description

The following Community Profile of the City of New Lisbon consists of background information on the city, including population; age distribution; racial composition; educational attainment; household characteristics; employment statistics; and income levels. This serves as an introduction to the city and a starting point for developing the City's Comprehensive Plan. In addition, the Community Profile is meant to act as a source of reference information and to be used for deriving many of the key findings and recommendations of the plan. The Community Profile is written in a manner that facilitates quick and easy reference for use during creation of this Plan and during revision of this Plan.

Demographics

Population Trends and Forecasts

Table 1.1 displays the total population for the City of New Lisbon, nearby towns, Juneau County, and the State of Wisconsin. New Lisbon experienced a 74.4 percent population increase since 2000. During this same period the population of the Town of Lisbon decreased by 10.8 percent. While New Lisbon saw massive growth between 2000 and 2017, it is important to note that all of this growth occurred between 2000 and 2010, while population actually decreased by 1.9 percent between 2010 and 2017.

Table 1.1: Population Trends					
	2000	2010	2017	% Change 2000-17	% Change 2010-17
City of New Lisbon	1,436	2,554	2,505	74.4%	-1.9%
Town of Lisbon	1,020	912	910	-10.8%	-0.2%
Town of Clearfield	737	728	676	-8.3%	-7.1%
Town of Fountain	582	555	590	1.4%	6.3%
Town of Orange	549	570	549	0.0%	-3.7%
Juneau County	24,316	26,664	26,427	8.7%	-0.9%
Wisconsin	5,363,675	5,686,986	5,763,217	7.4%	1.3%

Source: U.S. Census, American Community Survey 2013-2017

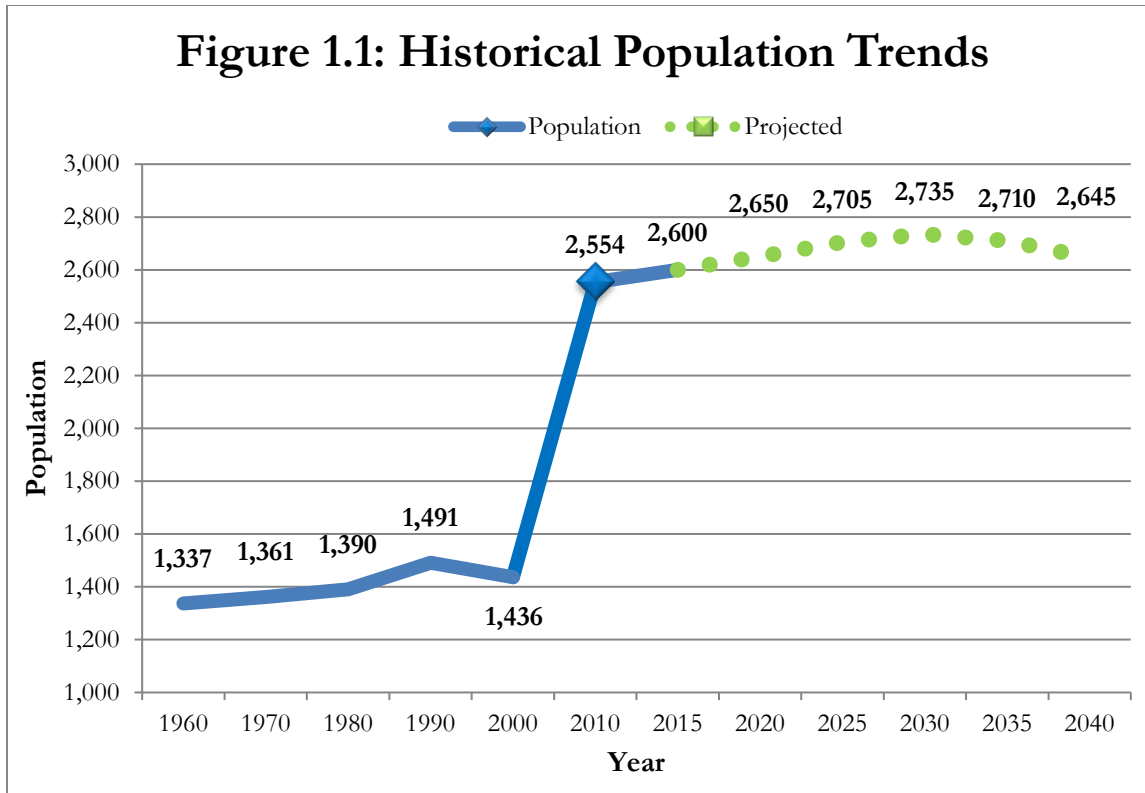
Population Projections

State projections were completed in 5-year increments between 2015 and 2020, as shown in [Table 1.2](#). According to the Wisconsin Department of Administration (WDOA), the population the City of New Lisbon will experience a 0.2 percent decrease in population between 2020 and 2040. However, it is important to note that population is projected to increase between 2020 and 2030, before beginning to decline. In comparison, Juneau County is projected to increase by nearly 5 percent between 2020 and 2040. Both New Lisbon and Juneau County are projected to have slower population growth than the state during this time.

Table 1.2: Population Projections						
	2020	2025	2030	2035	2040	% Change 2020-40
New Lisbon	2,650	2,705	2,735	2,710	2,645	-0.2%
Juneau County	28,130	29,080	29,790	29,805	29,465	4.7%
Wisconsin	6,005,080	6,203,850	6,375,910	6,476,270	6,491,635	8.1%

Source: Wisconsin Department of Administration

[Figure 1.1](#) shows population trends in the City of New Lisbon over an 80-year period starting in 1960. Growth has been relatively flat in the city throughout the period, with the notable exception of a substantial jump in population resulting from annexation between 2000 and 2010. Projections call for a slow growth rate through 2030 followed by slow decline.



Household Trends and Forecast

There were 640 households within the City of New Lisbon in 2017, about a 3.7 percent increase from the total number of households of 617 in 2000, as shown in [Table 1.3](#). In comparison, the number of households in Juneau County increased by about 4.7 percent during this time. Average household size in the City of New Lisbon was 3.91 persons, significantly higher than the average household size of 2.33 persons in 2000. In comparison, Juneau County had an average household size of 2.60 in 2017, higher than the average household size of 2.47 in 2000.

Table 1.3: Households					
	2000	2010	2017	% Change 2000-17	% Change 2010-17
City of New Lisbon	617	631	640	3.7%	1.4%
Town of Lisbon	388	375	361	-7.0%	-3.7%
Town of Clearfield	296	304	284	-4.1%	-6.6%
Town of Fountain	194	231	244	25.8%	5.6%
Town of Orange	221	223	179	-19.0%	-19.7%
Juneau County	9,696	10,527	10,149	4.7%	-3.6%
Wisconsin	2,084,544	2,279,768	2,328,754	11.7%	2.1%

Source: U.S. Census, American Community Survey 2013-2017

Like population, household projections were completed in 5-year increments between 2010 and 2040, as shown in **Table 1.4**. The number of households was calculated by dividing the total population for each 5-year increment by the projected average person per household.

Like the population projections, the WDOA household projections are recognized as Wisconsin’s official population projections in accordance with Wisconsin State Statute 16.96 and are based on the historical population trends of individual communities. Assuming a conservative rate of growth, the number of households is projected to increase by 7 households, or a 1 percent increase between 2020 and 2040. This is significantly slower than both Juneau and the State in terms of projected household growth.

Further analysis of housing unit change can be found in other chapters of this Plan, particularly in the *Housing Chapter* and the *Land Use Chapter*.

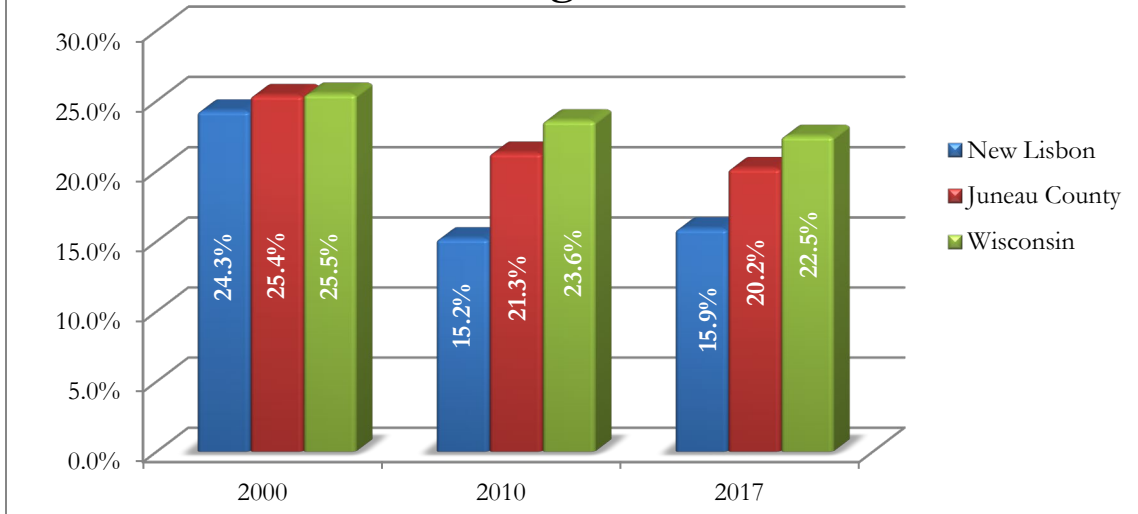
Table 1.4: Household Projections						
	2020	2025	2030	2035	2040	% Change 2020-40
New Lisbon	709	734	745	737	716	1.0%
Juneau County	11,774	12,389	12,871	13,059	13,082	11.1%
Wisconsin	2,491,982	2,600,538	2,697,884	2,764,498	2,790,322	12.0%
<i>Source: Wisconsin Department of Administration</i>						

Age Distribution

Population distribution by age is important in the planning process. Two age groups are examined here: 1) people 17 and younger, and 2) people 65 years and older. These two age groups are often referred to as dependent populations and have different needs. The younger group requires schools, and the older group is retiring from the workforce.

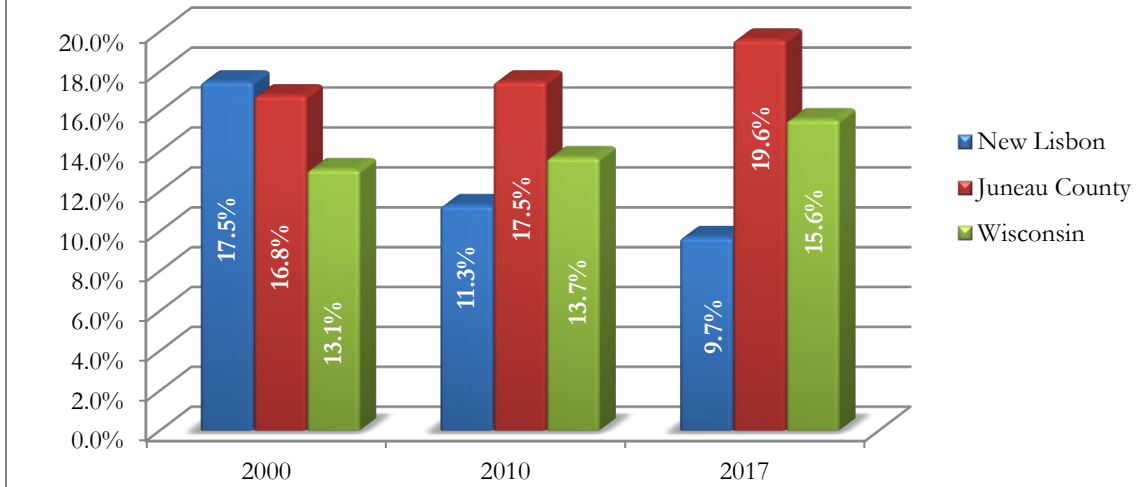
Between 2000 and 2017, the number of children 17 and younger, as a percentage of the population, for the City of New Lisbon decreased from 24.3 percent in 2000 to 15.9 percent in 2017, as shown in **Figure 1.2**. The percentage of population below the age of 18 also decreased in Juneau County and Wisconsin as well during this time. This trend may be partly explained by the 2008 economic recession and difficult financial circumstances for young families.

Figure 1.2: Percentage of Population Below the Age of 18



Between 2000 and 2017, the number of adults ages 65 and older, as a percentage of the population, for the City of New Lisbon decreased from 17.5 percent in 2000 to 9.7 percent in 2017, as shown in [Figure 1.3](#). Alternatively, the percentage of population ages 65 and older increased in Juneau County and Wisconsin during this time.

Figure 1.3: Percentage of Population Ages 65 and Older



The estimated median age in the City of New Lisbon in 2017 was 40.7, which is significantly lower than the median age in Juneau County (45.2) and higher than in Wisconsin (39.2), as shown in [Figure 1.4](#). New Lisbon’s median age of 40.7 reflects the concentration of the age cohorts between 25 and 64 years of age, and smaller concentrations of children and senior citizens.

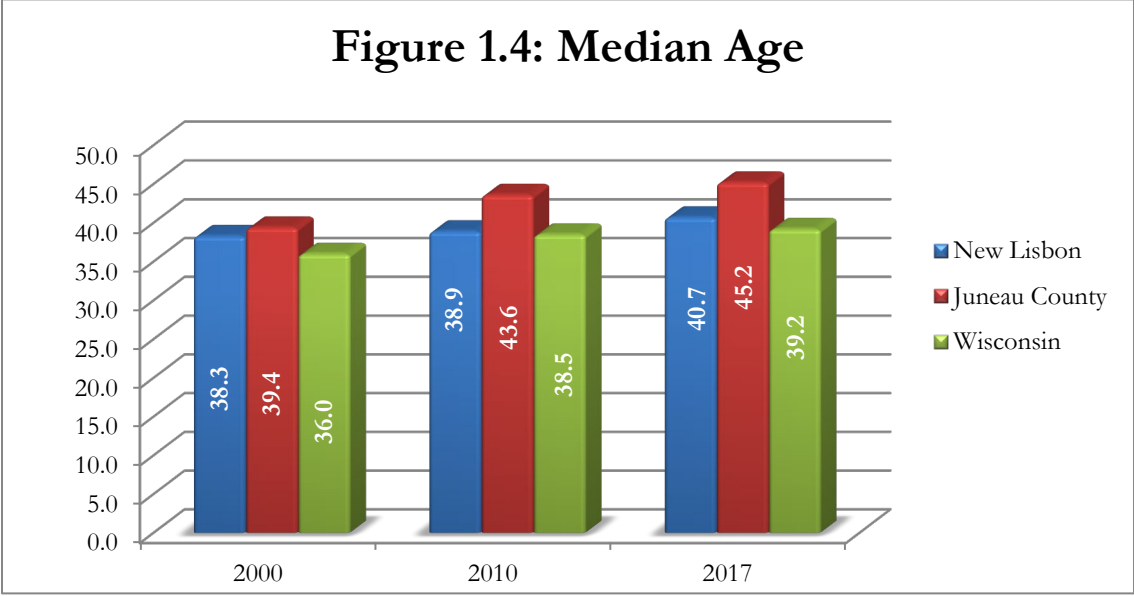
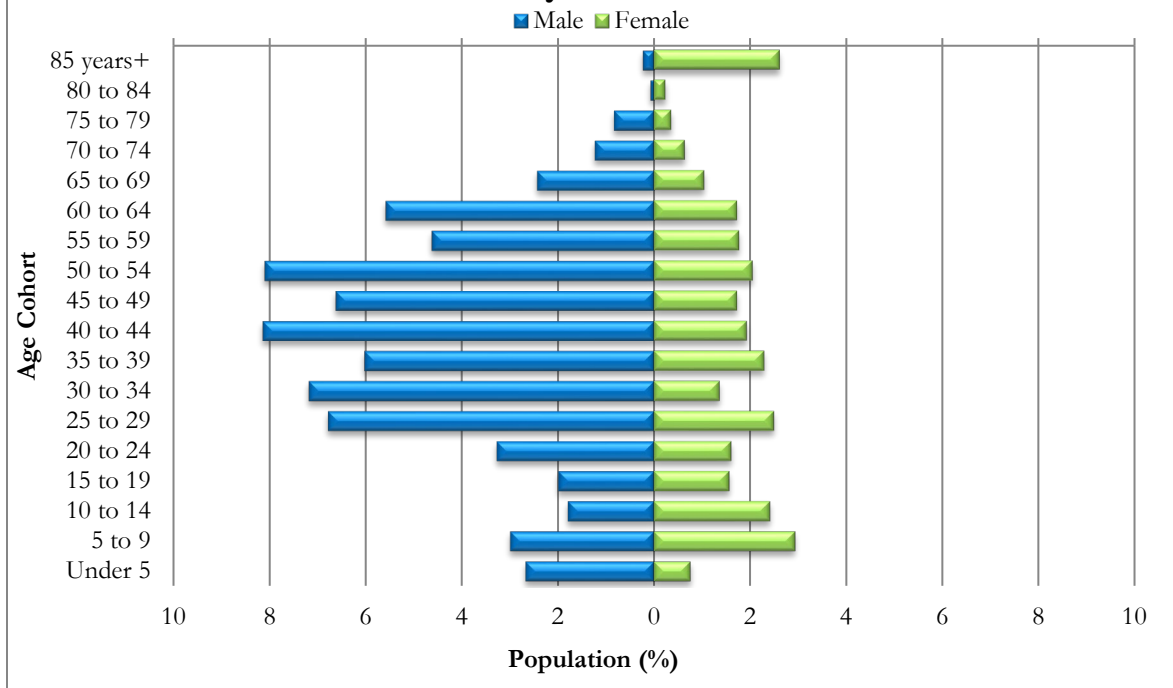


Figure 1.5 displays the population distribution broken down into age cohorts for the City of New Lisbon in 2017. The majority of residents within New Lisbon fall between the ages of 25 and 64, prime working years, with small proportions of residents below the age of 18 and over the age of 65. This indicates that New Lisbon has a large working age population. The City of New Lisbon also has a high proportion of residents that are male, as 1,770 residents in 2017 were male compared to only 735 female residents. It is important to note that the New Lisbon Correctional Institution plays a significant role in the population distribution for New Lisbon, as only males are housed at this facility and many are between the ages of 25 and 64.

Figure 1.5: City of New Lisbon Population Pyramid

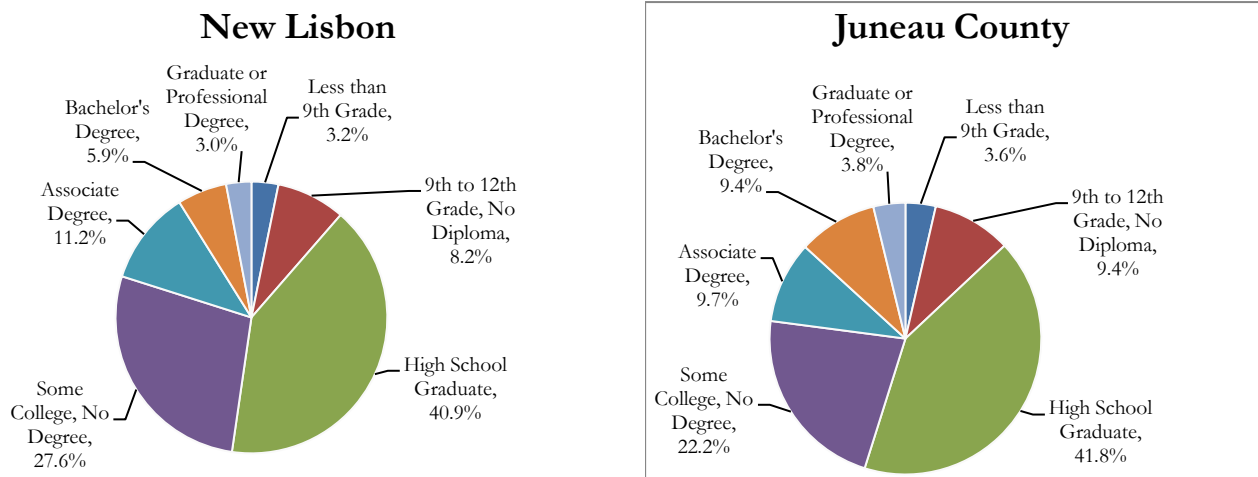


Educational Attainment

The educational attainment level of persons within a community is often an indicator of the overall income, job availability and well-being of a community.

Education levels in the City of New Lisbon are generally similar to Juneau County. Nearly 89 percent of New Lisbon residents over 25 have completed high school, while about 87 percent of Juneau County residents are high school graduates. [Figure 1.6](#) compares the highest level of education reached by residents of New Lisbon to those of Juneau County residents. In terms of higher education, the both the City of New Lisbon and Juneau County lag behind the State of Wisconsin. For example, 29 percent of Wisconsin residents have a bachelor’s degree or more, compared to 9 percent of New Lisbon residents and 13 percent of Juneau County residents.

Figure 1.6: Educational Attainment, 2017



Income Statistics

Table 1.5 displays annual household incomes in the City of New Lisbon. In 2017, over 46 percent of households earned over \$50,000, while about 32 percent of households earned less than \$25,000. New Lisbon had a median household income of \$45,875 in 2017, up from \$34,479 in 2000.

Table 1.6 compares different income metrics in New Lisbon to those of nearby towns, Juneau County and Wisconsin. Among the communities being compared, New Lisbon had the lowest per capita income (\$14,520) and median household income (\$45,875), while also having the highest poverty rate (21.4%) in 2017. New Lisbons’s per capita income in 2017 was significantly lower than both Juneau County and Wisconsin, while New Lisbon’s median household income was slightly lower than Juneau County but significantly lower than Wisconsin. The New Lisbon Correctional Institution is a significant factor for New Lisbon’s low per capita income.

Table 1.5: Household Income, 2017		
Annual Income	Number of Households	Percent of Households
Less than \$10,000	67	10.5%
\$10,000 - \$24,999	140	21.9%
\$25,000 - \$34,999	53	8.3%
\$35,000 - \$49,999	83	13.0%
\$50,000 - \$99,999	232	36.3%
\$100,000 and over	65	10.2%

Source: American Community Survey 2013-2017

Table 1.6: Income Comparisons, 2017

	Per Capita Income	Median Household Income	Percent of inhabitants below poverty level
City of New Lisbon	\$14,520	\$45,875	21.40%
Town of Lisbon	\$32,290	\$60,750	7.60%
Town of Clearfield	\$28,654	\$51,346	7.10%
Town of Fountain	\$30,487	\$55,750	12.90%
Town of Orange	\$24,566	\$56,250	6.30%
Juneau County	\$24,376	\$48,817	14.30%
Wisconsin	\$30,557	\$56,759	12.30%

Source: American Community Survey 2013-2017

Employment Statistics

According to the 2013-2017 American Community Survey, the 748 members of the City of New Lisbon labor force had median earnings of \$20,456, while the mean earnings of full-time, year-round workers were \$31,724. Median earnings are generally higher as education increases, ranging from \$19,839 for those with only a high school degree to \$50,000 for those with a graduate or professional degree.

Table 1.7 displays the top employers in Juneau County. Many of the County’s largest employers are located in Mauston, but New Lisbon is home to a number of large employers as well, including: Walker Stainless Equipment Company, Leer Inc., New Lisbon School District, and the New Lisbon Correctional Institution.

Table 1.7 Top Employers in Juneau County, 2017

Employer Name	Location	Industry
Mile Bluff Medical Center	Mauston	General Medical & Surgical Hospitals
Walker Stainless Equipment Company	New Lisbon	Plate Work Mfg
Mile Bluff Family Medical	Mauston	All Other Health & Personal Care
Sand Ridge State Secure Treatment	Mauston	Psychiatric & Substance Abuse Hospitals
Necedah Public School	Necedah	Elementary and Secondary Schools
Volk Field, Camp Williams- U.S. Air National Guard	Camp Douglas	Legislative Bodies, National Security
Brunner Manufacturing Inc	Mauston	Bolt Nut Screw Rivet & Washer Mfg
Mastermold	Mauston	Plastics Material & Resin Mfg
Leer Inc.	New Lisbon	Electric Appliance Wholesalers
Festival Foods	Mauston	Supermarkets and Grocery Stores
Kwik Trip	Various	Gas Station / Convenience Stores
Freudenberg-Nok	Necedah	Gasket Packing/Sealing Device Mfg

County of Juneau	Mauston	Public Services
Legacy Power Conversion Sales	Necedah	Misc. Electric Equipment Mfg
Mauston School District	Mauston	Elementary and Secondary Schools
New Lisbon School District	New Lisbon	Elementary and Secondary Schools
New Lisbon Correctional Institution - DOC	New Lisbon	Correctional Facility
Parker-Hannifin Refrigeration Specialties	Mauston	AC Refrigeration & Forced Air Heating
State of Wisconsin	Various	Legislative Bodies, Transportation
<i>Source: WI Dept. of Workforce Development</i>		

Juneau County wages in 2017 were below the state average in all sectors except for the Natural Resources & Mining sector, as shown in [Table 1.8](#). However, it appears that wage averages in the Natural Resources & Mining sector have been declining rapidly in the past five years, as they decreased by over 13 percent during this time. In Juneau County, wages were highest in the Manufacturing sector at \$50,843, followed by the Information sector at \$44,690. Overall, Juneau County experienced an 11 percent increase in wages in the past 5 years.

Table 1.8: Annual Average Wage by Industry Sector Juneau County, 2017					
	County Annual Avg. Wage	State Annual Avg. Wage	Percent of State Avg.	1-year Percent Change	5-year Percent Change
Natural Resources & Mining	\$42,167	\$39,444	106.9%	-16.0%	-13.6%
Construction	\$40,302	\$61,909	65.1%	0.3%	9.8%
Manufacturing	\$50,843	\$58,048	87.6%	2.7%	9.6%
Trade, Transportation, Utilities	\$32,989	\$41,901	78.7%	4.8%	19.9%
Information	\$44,690	\$73,577	60.7%	5.4%	12.0%
Financial Activities	\$37,321	\$71,474	52.2%	6.7%	16.8%
Professional & Business Services	\$43,656	\$60,729	71.9%	3.9%	39.2%
Education & Health Services	\$43,986	\$49,185	89.4%	2.4%	7.4%
Leisure & Hospitality	\$13,336	\$18,757	71.1%	2.1%	6.6%
Other Services	\$28,161	\$30,674	91.8%	3.7%	9.3%
Public Administration	\$42,902	\$47,859	89.6%	2.4%	8.9%
Total All Industries	\$40,252	\$48,891	82.3%	2.7%	10.9%
<i>Source: WI Dept of Workforce Development and NCWRPC</i>					

[Table 1.9](#) compares employment by industry sector among New Lisbon residents to employment by industry among Juneau County residents. Between 2000 and 2017, the number of employed residents within New Lisbon decreased from 717 in 2000 to 702 in 2017. The largest single job classification in the City of New Lisbon is Manufacturing; followed by Education, Health and Social Services; and Retail Trade. Retail and construction also represent a significant part of the New

Lisbon labor force. Employment among New Lisbon residents has declined by 2.1 percent since 2000, compared to the 5.2 increase experienced by Juneau County during this time.

Table 1.9: Employment by Industry Sector								
Industry Sector	New Lisbon				Juneau County			
	2000	2010	2017	% Change 2000-2017	2000	2010	2017	% Change 2000-2017
Natural Resources	12	7	3	-75.0%	602	497	573	-4.8%
Construction	31	86	47	51.6%	757	854	769	1.6%
Manufacturing	205	304	186	-9.3%	2,789	2,672	2,329	-16.5%
Wholesale Trade	17	17	5	-70.6%	258	223	236	-8.5%
Retail Trade	95	143	65	-31.6%	1,423	1,792	1,493	4.9%
Transportation	24	52	36	50.0%	623	666	638	2.4%
Information	13	7	7	-46.2%	90	88	87	-3.3%
Financial Activities	17	12	32	88.2%	379	438	350	-7.7%
Professional and Business Services	10	57	6	-40.0%	393	427	461	17.3%
Educational & Health Services	149	249	175	17.4%	1,702	2,264	2,253	32.4%
Leisure & Hospitality	68	124	39	-42.6%	1,369	1,444	1,384	1.1%
Other Services	27	71	39	44.4%	390	449	475	21.8%
Public Administration	49	76	63	28.6%	558	931	870	55.9%
Total	717	1,205	702	-2.1%	11,333	12,745	11,918	5.2%

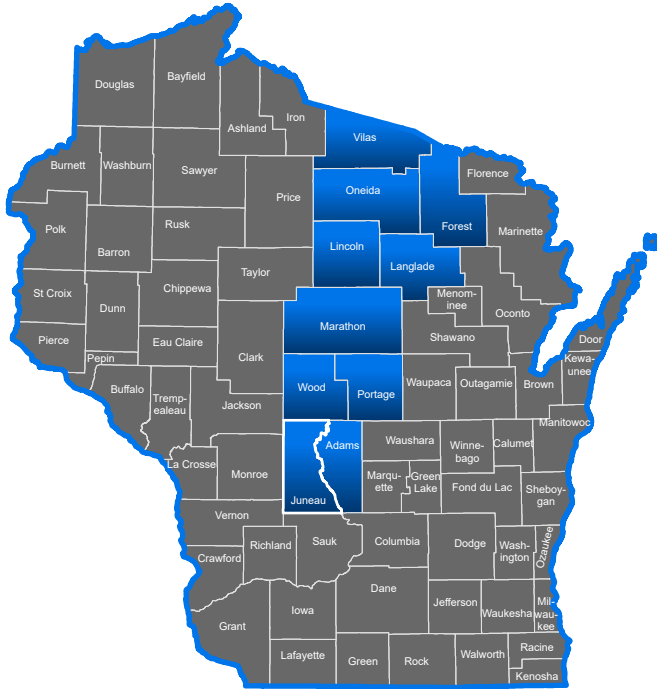
Source: U.S. Census, American Community Survey 2013-2017

Table 1.10 compares labor force trends between New Lisbon and Juneau County. Between 2000 and 2017, New Lisbon’s labor force decreased 5.4 percent from 791 in 2000 to 748 in 2017, compared to the 3.6 percent increase experienced by Juneau County. New Lisbon’s participation rate drastically decreased during this time, but this is mainly due to the New Lisbon Correctional Institution starting operation in 2004, and introducing a segment of population unable to participate in the labor force. More employment information can be found in the *Economic Development Chapter*.

Table 1.10: Labor Force Comparisons						
	New Lisbon			Juneau County		
	2000	2017	% Change	2000	2017	% Change
Labor Force	791	748	-5.4%	12,122	12,555	3.6%
Employed	728	718	-1.4%	11,387	12,019	5.6%
Unemployed	63	30	-52.4%	735	536	-27.1%
Unemployment Rate	5.3%	1.4%	-73.6%	3.9%	2.5%	-35.9%
Participation Rate	66.3%	35.0%	-47.2%	64.2%	57.8%	-10.0%

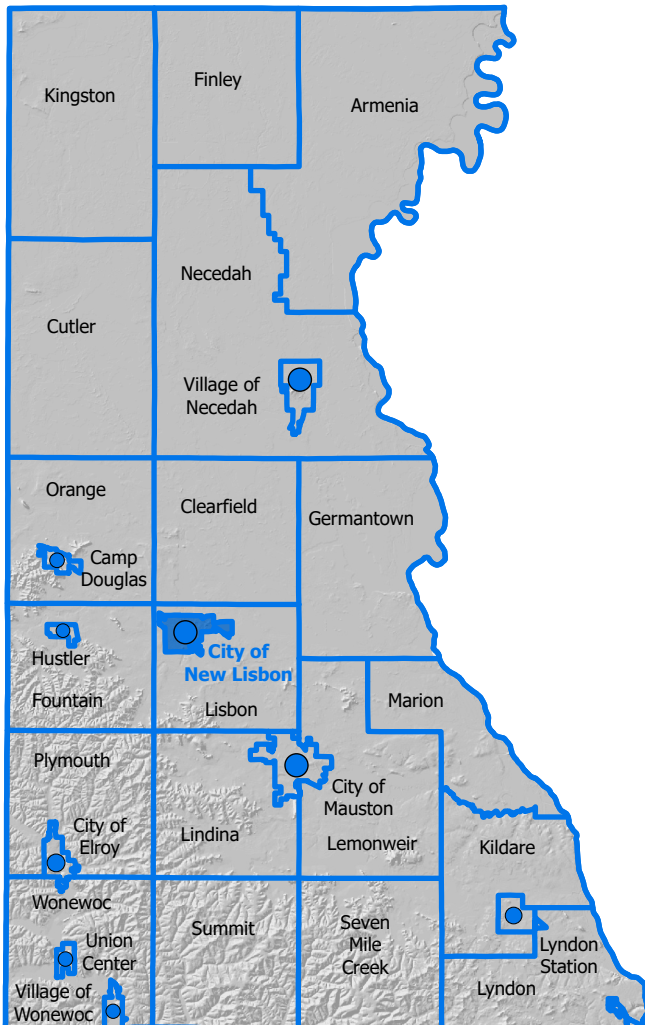
Source: U.S. Census, American Community Survey 2013-2017

Figure 1.7 provides a local context for the City of New Lisbon. Included in this local context are City data for population, housing, income, and employment. Also included are major roadways that run through the City, and the industrial amenities that the City offers. The location of New Lisbon within Juneau County, and Juneau County’s location within Wisconsin is also provided.



The City of New Lisbon has many assets: exceptional transportation connections, including direct Interstate access, airport and two railroads; full municipal services, quality schools, churches, parks, open space and recreational facilities. New Lisbon offers safe, peaceful neighborhoods; a special place to raise a family.

With a strong foundation in manufacturing, New Lisbon has a balanced economy, a strong school system, and a skilled workforce. The City looks toward a bright future of growth in local industry, maximizing the impact of its highway location and improving the quality of the housing stock. While looking toward the future, New Lisbon values our small-town tradition and our valuable resources of historic architecture and small business, and seeks to protect sensitive and unique areas within the City, such as the Lemonweir River and the Indian Effigy Mounds.



Population:
Total: 2,505
Median Age: 40.7



Housing Units:
Total: 767
Occupied: 640
Vacant: 127



Income:
Median Income: \$45,875
Per Capita Income: \$14,520



Employment Data:
Residents Employed: 702
Unemployment: 1.4%
Jobs within City: 1,759



Industrial Amenities:
Active TIF Districts: 6
Industrial Parks: 1



Major Roadways:
I-90/94 CTH A
USH 12/ STH 16 CTH M
STH 80

Chapter Two

Natural, Agricultural, and Cultural Resources

This chapter describes local land and water conditions in detail as well as agricultural resources and cultural heritage. It is important to consider the patterns and interrelations of natural resources on a broader scale because they do not follow geo-political boundaries. In addition, many of the programs for protecting or mitigating impacts to natural resources are administered at the County, State, or Federal level. Thus an overview of recent county-wide natural resource planning efforts is described below, followed by a description of local natural resource conditions. Of particular interest are geographic areas of the landscape encompassing valued natural resource features grouped below by resource type, including soil and biological resources.

Previous Plans and Studies

In the last decade, several plans were prepared by Juneau County specifically to address protection and management of natural resources. These plans may be used as resources to guide local policy and decision making regarding resource management and protection.

Juneau County Land and Water Resource Management Plan, 2019

This conservation plan lists areas of resource concern that include: loss of agricultural lands and open spaces; fragmentation of habitat and loss of corridors for wildlife; surface water pollution; decline in riparian habitats and shoreline erosion; & illegal dumping of waste products. The plan provides an extensive inventory of the County's natural resources and a series of goals and objectives intended to improve and protect these resources in the future.

The 2019 Land and Water Resource Management Plan identifies ten primary goals. Goals are intended to protect or improve one of the following resources: soil erosion, water quality, and land use management.

Juneau County Outdoor Recreation Plan, 2017

The primary focus of this recreation plan is to provide continued direction in meeting the current and future recreational needs of the county. This plan provides an inventory and analysis of existing outdoor recreational facilities, and provides recommendations to meet identified needs. Specific park and forest parcel improvement lists exist within the plan.

Natural Resources

Physical Geography, Geology, & Non-metallic mining

Physical Geography & Geology

The City of New Lisbon lies within physiographic province of the Central Plain within an area known as the Great Central Wisconsin Swamp, an extensive alluvial lake plain that extends over 2000 square miles. Generally, the lake basin slopes gradually to the southeast. Within the city, however, land slopes toward the Lemonweir River with elevation about 850 feet at the river.

The city (and the lake basin as a whole) has extensive areas of wetlands, which result in relatively flat topography, a high water table and slowly permeable layers of silt or clay within the lake deposits. This area is underlain by a Precambrian Crystalline bedrock complex which surface varies in elevation from approximately 760 feet above sea level. About 30 to 100 feet of late Cambrian sandstone stratum overlies the Precambrian bedrock.

Non-metallic mining

Mineral production in the area is of minor extent. At some quarries, dolomite limestone bedrock is blasted and crushed for gravel or ground for agricultural lime.

Climate

Winters are very cold, and the short summers are fairly warm. In winter, the average temperature is 19 degrees Fahrenheit and the average daily minimum temperature is 8 degrees. The summer average temperature is 69 degrees. Precipitation is fairly well distributed throughout the year, reaching a slight peak in summer. Total annual precipitation is about 33 inches. In two years out of ten, the rainfall in April through September is less than 18 inches. Thunderstorms occur on about 41 days each year. Snow generally covers the ground much of the time from late fall through early spring.

Growing Season Summary

Median date of last frost in the spring: May 12.

Last frost occurs on or after May 29 in 10% of years.

Median date of first frost in the fall: September 25.

First frost occurs on or before October 12 in 10% of years.

Median growing season: 139 days. Growing Season ranges from 102 to 175 days.

Soils

Soils occur in an orderly pattern that is related to the physical geography, climate, and the natural vegetation. Each kind of soil is associated with a particular kind of landscape or with a segment of

the landscape. By observing the landscape in an area, reviewing the soil map, and understanding what is possible with each soil type, relationships can be created to determine most productive use for an area.

Most of the soils in Juneau County formed under forest vegetation. This resulted in a light-colored soil that has a relatively low content of organic matter. Also, because tree roots intercept water at greater depths than grasses, there is more effective leaching. This leaching removes nutrients and allows clay accumulation at greater depths. In addition, there is an abundance of micro flora, such as bacteria and fungi, which play important roles in decomposing organic matter and recycling the nutrients.

Animals in the soil, including earthworms, insects, and rodents, mix the soil and contribute additional organic matter, thereby affecting soil structure, porosity, and content of nutrients. Human activity also affects soil formation by altering and accelerating natural soil processes. Many soils have been altered by draining, clearing, burning, and cultivating. Repeatedly removing plant cover has accelerated erosion. Over cultivation has often contributed to the loss of organic matter and has reduced the infiltration rate. In some areas, over cultivation and the use of heavy equipment have changed the loose, porous surface layer to clods.

The general soil map shows groups of soil types called associations. Each association has a distinctive pattern of soils, relief, and drainage. Each is a unique natural landscape. Typically, an association consists of one or more major soils and some minor soils. It is named for the major soils. The soils making up one association can occur in another association but then would exist in a different pattern. Because of the general soil map's small scale, it is only useful for determining suitability of large areas for general land uses. Soil maps that are located in the Juneau County Soil Survey book are large scale and therefore most appropriate for deciding specific land uses at the section level and subdivision of a section.

Soil Descriptions

Soils are primarily sandy lake deposits, some with silt-loam loess caps.

1. POYGAN – WYEVILLE – WAUTOMA association: Deep, nearly level and gently sloping, somewhat poorly drained to very poorly drained, silty soils; on stream terraces, lake terraces, and flood plains.

This association is on low flats, in drainageways, and depressions, and on concave foot slopes. It makes up about 9 percent of the county. Most areas of this association are drained and are used for crops. A few are used for unimproved pasture. If these soils are drained, crop and forage yields are limited by the low and moderate available water capacity. Soil blowing is a hazard on the Wyeville and Wautoma soils. Flooding is a hazard on the Poygan soils.

Undrained areas support native vegetation. A few of these areas are used as woodland. The main problems in managing forest are the sandy soil texture, the water table, and competing vegetation.

The major soils in this association are generally unsuitable as sites for residential development, because of the water table and the slow permeability. Poygan soils are also generally unsuitable for residential development, because of the shrink-swell potential and flooding.

2. ALGANSEE – GLENDORA association: Deep, nearly level and gently sloping, somewhat poorly drained to very poorly drained, loamy soils; on flood plains.

Most areas of this association are used as native woodland. Some are used as unimproved pasture. The main problems in managing forest are the sandy soil texture, flooding, the water table in the Glendora soils, and competing vegetation.

The major soils in this association are generally unsuitable for crops and as sites for residential development because of flooding and the water table.

[Water Resources](#)

[Surface Water](#)

Surface water covers about 178 acres, which is 9.3 percent of the land in the City, floodlands cover about 585 acres, which is 30.5 percent of the land in the City, and wetlands cover about 299 acres, which is 15.6 percent of the land in the City.

The most prominent water features in New Lisbon are the Lemonweir River, Little Lemonweir River, New Lisbon Lake, and Mill Pond. Concern has been expressed about the water quality in the Mill Pond and the prevalence of weeds in the water. A survey was recently completed for the DNR to inform them current conditions and public opinion on the matter. Creation of a Lake Improvement District is under consideration.

Surface waters provide for drainage after heavy rains, and habitat for plants, fish, and wildlife. Webster Creek upstream from the Canadian Pacific railroad tracks has been designated as a Class II trout stream.

[Outstanding and Exceptional Resource Waters](#)

Outstanding Resource Waters (ORWs) and Exceptional Resource Waters (ERWs) share many of the same environmental and ecological characteristics. The primary difference between the two is that ORWs typically do not have any direct point sources discharging pollutants directly to the water. In addition, any pollutant load discharged to an ORW must meet background water quality at all times. Exceptions are made for certain types of discharge situations to ERWs to allow pollutant loads that are greater than background water quality when human health would otherwise be compromised.

There are no Outstanding or Exceptional Resource Waters that are located within the City of New Lisbon.

Impaired Waters

Section 303(d) of the Federal Clean Water Act requires states to develop a list of impaired waters, commonly referred to as the “303(d) list”. A water body is considered impaired if: A) the current water quality does not meet the numeric or narrative criteria in a water quality standard or B) the designated goals described in Wisconsin Administrative Code are not being achieved. Every two years, states are required to submit a list of impaired waters to EPA for approval.

There are 3 impaired water bodies (New Lisbon Lake, Little Lemonweir River, and the Lemonweir River) located within New Lisbon. All three waterbodies are listed due to an unknown impairment and high levels of Phosphorus.

Groundwater

Because the City provides municipal water service few residents depend on individual wells for their drinking water, but groundwater is readily available in quantities adequate to meet domestic, agricultural, municipal, and industrial needs (Soil Survey).

Groundwater is at various depths, depending upon the general topography, the elevation above the permanent stream level, and the character of the underlying rock formation. It is in aquifers where water fills all pores and fissures in the bedrock or in unconsolidated material, such as sand. Wells drilled into these aquifers are the source of water for rural users.

Glacial lake and outwash deposits make up an aquifer that is the major source of ground water for private water supplies in the northern two-thirds of Juneau County. This aquifer is thickest (50-100 feet) along the Wisconsin River. In this area yields of about 500-1,000 gallons per minute can be expected. West of the Wisconsin River in a band several miles wide, yields of between 50-500 gallons per minute could be expected.

Wetlands

Every wetland is unique – even though they may appear at first glance to be very similar to another. Wetland functional values are determined by a variety of different parameters including physical, chemical, and biological components.

Wetlands perform many indispensable roles in the proper function of the hydrologic cycle and local ecological systems. In terms of hazard mitigation, they act as water storage devices in times of high water. Like sponges, wetlands are able to absorb excess water and release it back into the watershed slowly, preventing flooding and minimizing flood damage. As more impermeable surfaces are developed, this excess capacity for water runoff storage becomes increasingly important.

Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Calm wetland waters, with their flat surface and flow characteristics, allow particles of toxins and nutrients to settle out of the water column. Plants take up certain nutrients from the water. Other substances can be stored or transformed to a less toxic state within wetlands. As a result, the lakes, rivers and streams are cleaner.

Wetlands that filter or store sediments or nutrients for extended periods may undergo fundamental changes. Sediments will eventually fill in wetlands and nutrients will eventually modify the vegetation. Such changes may result in the loss of this function over time. Eradication of wetlands can occur through the use of fill material. This can destroy the hydrological function of the site and open the area to improper development. The WI DNR has promulgated minimum standards for managing wetlands.

The wetlands shown in the [Natural Resources Map](#) were mapped from the WI DNR Wetlands Inventory. Wetlands in the City are associated with the Lemonweir River. Wetlands are important in flood control, water quality, and wildlife habitat.

Floodplains

A floodplain is generally defined as land where there is a one percent chance of flooding in any year. The primary value of floodplains is their role in natural flood control. Floodplains represent areas where excess water can be accommodated whether through drainage by streams or through storage by wetlands and other natural detention/retention areas. Specific areas that will be inundated will depend upon the amount of water, the distance and speed that water travels, and the topography of the area. If uninterrupted by development, the areas shown on a map as floodplains should be able to handle the severest (regional) flood, i.e. those that have a probability of occurring once every one hundred years. The 100-year floodplain was digitized by the NCWRPC from FEMA Flood Insurance Maps.

The goal of Wisconsin's Floodplain Management Program is to protect people and their property from unwise floodplain development, and to protect society from the costs that are associated with developed floodplains. Through floodplain zoning, Wisconsin's counties, cities and villages are required to zone their flood-prone areas. The state has set minimum standards for local regulation, but local governments can set more restrictive standards. Floods are the most costly natural disaster. Direct costs from floods include emergency response, clean-up, rebuilding of public utilities and uninsured homes and businesses. Indirect flood costs are lost wages and sales, disruption of daily life, tax base decline if businesses relocate.

Since the floodway area can be very dangerous during a regular flood event, most structural development is not allowed. Certain activities and uses are allowed here provided they meet strict criteria. Most activities and uses are permitted in the floodfringe, provided they meet certain development standards.

Forests

Most of the forestlands in the city are privately owned. Forests play a key role in the protection of environmentally sensitive areas like steep slopes, shorelands, wetlands, and flood plains. Removal of woodland cover can be detrimental to these areas in both ecological functions and visual enjoyment. The health of a forest is measured by its capacity for renewal, for recovery from a wide range of disturbances, and for retention of its ecological diversity. Specific wildlife species depend upon forests to different extents. Some types of species needs large blocks of forest habitat exclusively. Other animals are called “edge” species, because they can use small clusters of trees and brush. Deer and raccoons are edge species. Aquatic species benefit from trees that shade shoreland areas

of lakes and rivers. Shoreland areas are the most biologically productive areas of lakes and rivers. At the same time forests must produce timber for various consumer uses (lumber, paper, & toothpaste), and meet current and future needs of people for desired levels of values, uses, products, and services. Arguably, invasive exotic species like garlic mustard and multiflora rose present the greatest threat to the long-term health and integrity of the forests. Invasive plants present a problem for native plants as they invade natural systems, and out-compete native species for nutrients, sunlight, and space. Usually having no natural predators, invasive species alter the food web and physical environment. Invasive species like the Gypsy moth and the Asian long-horned beetle aggressively compete with native insects for habitat.

Rare Species & Natural Communities

Wisconsin’s Natural Heritage Inventory Program (NHI) is responsible for maintaining data on the locations and status of rare species, natural communities, and natural features throughout the State. The program’s database, on the Wisconsin DNR website, identifies species and natural communities that are currently tracked by the NHI. As of April 2019, the City of New Lisbon had 15 occurrences of aquatic and terrestrial plants, animals, and natural communities from common to critically endangered. The status of these species can be found in [Table 2.1](#).

Wisconsin's biodiversity goals are to identify, protect and manage native plants, animals, and natural communities from the very common to critically endangered for present and future generations. Knowledge, appreciation, and stewardship of Wisconsin's native species and ecosystems are critical to their survival.

Definitions

END = Endangered

THR = Threatened

SC = Special Concern

SC/P = Fully Protected

SC/H = Take regulated by establishment of open/closed seasons

SC/FL = Federally protected as endangered or threatened, but not by the WI DNR

NA = Not Applicable

SOC = Species of Concern

Table 2.1: Rare Species & Natural Communities			
	WI Status	Fed Status	Group
Woolly Milkweed	THR		Plant
Dry Prairie	NA		Community
Engelmann's Spike-rush	SC		Plant
Blanding's Turtle	SC/P	SOC	Turtle
Floodplain Forest	NA		Community
Karner Blue Butterfly	SC/FL	LE	Butterfly
Karner Blue Federal High Potential Range	NA	HPR	Other

Northern Dry-mesic Forest	NA		Community
Northern Sedge Meadow	NA		Community
Northern Wet Forest	NA		Community
Slender Grass Lizard	END		Lizard
Pine Barrens	NA		Community
Shrub-carr	NA		Community
Salamander Mussel	THR	SOC	Mussel
Bushy Aster	SC		Plant
<i>Source: Wisconsin Natural Heritage Inventory</i>			

Agricultural Resources

Agriculture

There is a modest amount of agricultural activity in the City of New Lisbon. Agriculture is mostly located in the western edge of the City. It is worth noting that there is substantial agriculture activity just outside of the City's borders in all directions.

Historical & Cultural Resources

Community History

New Lisbon was first platted by Amasa Wilson and Andrew Dunn. Dunn was a man of influence and a member of the state legislature, and he was able to have New Lisbon declared county seat of the newly created Juneau County. The railroad arrived in 1857 and New Lisbon became a stopping place for railroad workers. In the years before the Civil War there were four hundred residents and as many as eight hotels. The railroad and growth in lumber and grain milling along the Lemonweir River led to the New Lisbon area to a population of more than 2,500. A number of substantial businesses grew up along Bridge and Adams Streets.

When lumberman John Kingston wanted a rail connection to his mill in Necedah he fixed on New Lisbon as the site where the Wisconsin River Division of the Milwaukee Road broke off in 1878. New Lisbon became a city in 1889. A flood on the Lemonweir in 1899 threatened the dam and led to an outbreak of typhoid fever that killed three and sickened more than a hundred. A fire in 1903 destroyed much of the business district, and in 1910 the city's new school was destroyed by fire as well. During the early years of the century the city got its first telephone exchange, an electric generation plant was added to the dam, and the school was rebuilt to include a normal school. In 1910 farmers organized a co-operative creamery.

The Great Depression brought hard times and many changes to New Lisbon, but in 1938 the dam was expanded and the old mill pond was expanded to give the city a larger recreational lake. In 1943 Robert Walker founded Stainless Steel Equipment Company to make steel tanks for the dairy,

chemical and paper industries. The company has gone on to become the county's largest private employer.

Historical buildings, archeological sites

The Bierbauer, Henry and Barbara, House located at 970 South Monroe Street is the only place in New Lisbon that is listed as a national or State Historic Place. There are fifteen structures on the Architectural History Inventory (AHI), including five residential buildings, three commercial buildings, and the Civil War Memorial. Also included are a former brewery, teachers college and Opera House, and one of the residential structures that functioned as the County's first courthouse.

Lands in the city that are adjacent to surface waters may have an abundance of cultural and archeological significance because they were often the location of Native American and early European settlements. There are a number of Native mound structures in the New Lisbon area, including the Effigy Mound on the shores of Mill Pond.

Goals, Objectives & Policies

Goals

1. Protect natural areas, including wetlands, floodplains, wildlife habitats, ponds, woodlands, open spaces and groundwater resources.
2. Protect economically productive areas, including forested areas.
3. Preserve cultural, historic and architectural sites.

Objectives

1. New development in the city should not have negative impact natural resources.
2. Encourage and support the preservation of natural open spaces that minimize flooding such as wetlands and floodplains, and minimize groundwater impacts from on-site septic systems and other sources.
3. Promote development that minimizes groundwater impacts from on-site septic systems and other sources.

Policies

1. New development should be discouraged from areas shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, highway access problems, incompatibility with neighboring uses, etc.
2. Discourage the draining or filling of wetlands.

3. Implement a storm water management plan that will minimize the impact of runoff on the quality of surface and groundwater.
4. Development proposals should be reviewed relative to the potential impacts to the historical and cultural resources of the city.
5. Undertake efforts to improve water quality in the Mill Pond and to reduce the level of weed growth and invasive species infestation.
6. Protect the corridor along the Lemonweir River, including the area of the Indian (Gee's Slough) Effigy Mounds.

Chapter Three

Housing

Housing characteristics and trends are important components of comprehensive planning. The physical location of housing can determine the need of many public facilities and services. Furthermore, understanding dynamics in the market likely to affect housing development in the future provides a basis for the formulation of policy to coordinate transportation facilities with a sustainable pattern of residential development. Understanding the factors affecting people's ability to meet their own housing needs provides a basis for reinforcing community ties, fostering economic development and environmental sustainability and improving the quality of life.

Previous Studies

Wisconsin State Consolidated Housing Plan

The Consolidated Housing Plan is required by the U.S. Department of Housing and Urban Development (HUD) in the application process required of the states in accessing formula program funds of Small Cities Community Development Block Grants (CDBG), HOME Investment Partnerships, Emergency Shelter Grants and Housing Opportunities for Persons with AIDS (HOPWA)

The Consolidated Plan provides the Framework for a planning process used by states and localities to identify housing, homeless, community, and economic development needs and resources and to tailor a strategic plan for meeting those needs.

Regional Livability Plan, 2015

The 2015 Regional Livability Plan (RLP), written by the North Central Wisconsin Regional Planning Commission (NCWRPC), addresses issues of livability in the areas of housing, transportation, economic development and land use. The RLP identifies a number of issues affecting community livability related to housing:

- *Aging Population*
- *Smaller household sizes*
- *Lack of Housing Options*
- *Increase in Housing Costs related to incomes*

Housing Stock

Total Housing Units

The housing stock in the City of New Lisbon is generally adequate for the needs of the community, although there is some concern about the lack of available housing. The 2000 Census indicates that there were 690 housing units in the City. In 2017, there were 767 housing units in the City, an increase of 77 housing units (11.2%) since 2000. The 11.2 percent increase in New Lisbon compares to an eight percent increase in housing units for the county during the decade.

Year Built

The age of a community’s housing stock typically reflects several important factors including size, offered amenities, and overall maintenance costs. Age of the home often also reflects different regional and national trends in a housing development. Housing predating the 1940’s for example, was typically smaller and built on smaller lots. In subsequent decades, both average lot and home sizes have increased. For example, average homes constructed in the later part of the previous century and the first decade of the millennium are typically much larger than housing built in previous decades. This can be seen in both the rural and more urban environments of Juneau County. Additional bedrooms, bathrooms, and attached garage space are among the amenities found in newer housing units.

Table 3.1 indicates the age of the housing stock in the City of New Lisbon based on the year the structures were built as reported in the 2013-2017 American Community Survey. The housing stock in New Lisbon is significantly older in New Lisbon than it is in the surrounding Town of Lisbon, Juneau County, and Wisconsin. Over a third (34.8%) of buildings in New Lisbon were built before 1939, a significantly higher percentage than in the Town of Lisbon, Juneau County and Wisconsin. About fifteen percent of homes in New Lisbon were built between 1940 and 1959, a significantly higher percentage than the Town of Lisbon and Juneau County, but slightly lower than Wisconsin. About 43 percent of houses in New Lisbon were built after 1970, compared to nearly 72 [percent in the Town of Lisbon. Nearly 12 percent of New Lisbon’s housing stock was built after 2000, lower than the Town of Lisbon, Juneau County, and Wisconsin.

Year Built	City of New Lisbon		Town of Lisbon		Juneau County		State of Wisconsin	
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
Before 1939	267	34.8%	65	15.1%	2,718	18.1%	522,925	19.6%
1940-1949	34	4.4%	16	3.7%	576	3.8%	151,579	5.7%
1950-1959	78	10.2%	22	5.1%	777	5.2%	297,380	11.1%
1960-1969	55	7.2%	18	4.2%	1,245	8.3%	261,254	9.8%
1970-1979	96	12.5%	91	21.1%	2,517	16.8%	393,850	14.8%
1980-1989	85	11.1%	71	16.5%	2,144	14.3%	265,382	9.9%
1990-1999	63	8.2%	76	17.6%	2,508	16.7%	371,125	13.9%
2000-2009	86	11.2%	66	15.3%	2,231	14.9%	344,660	12.9%

After 2010	3	0.4%	6	1.4%	282	1.9%	60,537	2.3%
Total	767	100.0%	431	100.0%	14,998	100.0%	2,668,692	100.0%

Source: American Community Survey 2013-2017

Building Type

Single-family dwellings are the most common type of housing units in the city. At 449, they constitute 58.6 percent of the housing stock. Multi-family units include 39 duplexes and 179 units in larger buildings for a total of 23.3 percent of all housing units. Manufactured and mobile homes account for 13 percent housing units. The Census lumps the two together under the definition of “a housing unit that was originally constructed to be towed on its own chassis.”

Often described as “mobile homes” or “trailer homes”, manufactured housing has been subject to regulation by the Federal Government since the implementation of the “Manufactured Home Construction and Safety Standards” or “HUD-Code” in 1976. Manufactured housing has evolved from the “travel trailer”, which is built primarily to be towed behind vehicles, they were lightweight and compact, generally metal clad, and intended to be moved repeatedly from place to place. Over time these structures became larger and often located permanently, either in a mobile-home park or on an individual lot.

The passage of the federal legislation mentioned above, which took effect June 15, 1976, established the preeminence of federal authority in the regulation of what have come to be known as manufactured housing. Under this legislation the federal government established standards and inspection mechanisms for all factory-built housing, and dictated that after its effective date all regulation of manufactured housing must conform to those standards. The inspection of the manufacturing process is meant to ensure the quality of housing built “on a chassis”. Since adoption of the HUD-Code a series of court rulings have reinforced the preeminence of the federal standards. In many rural areas manufactured housing is the best source of affordable housing.

Tenure

Owner occupancy is the (59%) norm in the City of New Lisbon. This is below the rate for Juneau County (77%) and Wisconsin (67%). Over fifteen percent of residents have lived in the same home for more than thirty years, as shown in **Table 3.2**. Generally tenure in New Lisbon mirrors the state and county fairly closely, but differs greatly from the Town of Lisbon.

Table 3.2: Housing Tenure by Jurisdiction, 2017

Tenure	City of New Lisbon		Town of Lisbon		Juneau County		State of Wisconsin	
Over 30 Years	97	15.2%	105	29.1%	1,871	18.4%	378,683	16.3%
21 to 30 years ago	92	14.4%	81	22.4%	1,741	17.2%	353,977	15.2%
11 to 20 years ago	158	24.7%	98	27.1%	2,980	29.4%	672,931	28.9%
10 years or less	293	45.8%	77	21.3%	3,557	35.0%	923,163	39.6%
Total	640	100.0%	361	100.0%	10,149	100.0%	2,328,754	100.0%

Source: American Community Survey, 2013-2017

Value

Table 3.3 compares New Lisbon’s median home value to those of the Town of Lisbon, Juneau County, and Wisconsin. Median home value in the City of New Lisbon is well below the median value for the Town of Lisbon, Juneau County, and Wisconsin.

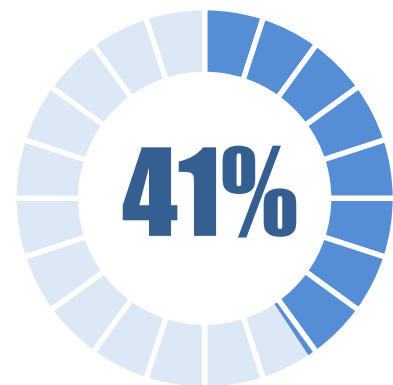
Table 3.3: Median Value of Structures by Jurisdiction, 2017		
Municipality	Median Home Value	% of State Median Value
City of New Lisbon	\$90,700	53.6%
Town of Lisbon	\$142,600	84.2%
Juneau County	\$120,100	70.9%
Wisconsin	\$169,300	100.0%

Source: American Community Survey 2013-2017

Affordability

The National Low Income Housing Coalition assembles a yearly list of estimates of the income required to afford housing using this “cost-burden” standard for localities across the country. This report focuses on rental housing, but can be broadly applied to owner-occupied housing as well. The report calculates that for the state as a whole in 2017, the average household would need to have an average household income of \$34,371, and that 24% of renter-occupied households are considered as extremely low income.

According to the 2017 American Community Survey, about 41 percent of New Lisbon households reported incomes below \$35,000. When considering that the average household in Wisconsin would need to earn \$34,371 to be able to afford a two-bedroom apartment without being cost burdened, this indicates that roughly 41 percent of New Lisbon households would be cost-burdened living in a two-bedroom apartment.



The percentage of New Lisbon households that would be cost-burdened living in a two-bedroom apartment

Rent and mortgage payments, maintenance expenses, lot sizes, and required or desired amenities are a few factors which influence housing affordability. Available housing options are further refined by household size and income. Affordability is particularly an issue for the elderly, disabled, and low-income residents of a community.

Median monthly costs for homeowners, with and without a mortgage and for renters are shown in **Table 3.4**. For homeowners with a mortgage, costs are higher in New Lisbon than in Juneau County. However, New Lisbon had a lower median gross rent cost in 2017 than Juneau County.

Table 3.4: Housing Affordability, 2017

Municipality	Median Selected Monthly Owner Costs			Median Selected Monthly Renter Costs	
	With Mortgage	Without Mortgage	30%+*	Median Gross Rent	30%+*
City of New Lisbon	\$1,038	\$482	25.3%	\$630	39.1%
Town of Lisbon	\$1,337	\$480	20.9%	\$717	35.3%
Juneau County	\$1,156	\$455	26.1%	\$715	40.3%
Wisconsin	\$1,399	\$540	21.6%	\$813	45.7%

Source: American Community Survey 2013-2017

* Percentage of households that pay more than 30% of their income on housing



Homeowners



Renters

Percentage of New Lisbon Households that Spend More than 30% of their Income on Housing

The percent of a community paying more than 30 percent of their household income on housing is a common measure of housing affordability. The more money spent on housing, the less disposable income is available to spend on education, food, retail, and recreation. In New Lisbon, 25 percent of homeowners and 39 percent of renters spend more than 30 percent of their income on housing costs.

The percentage of homeowners who pay more than 30 percent of their household income in New Lisbon is lower than that of Juneau County. The percentage of renters in New Lisbon who pay more than 30 percent of their household income for rent is also lower than that of Juneau County.

Both New Lisbon and Juneau County have higher percentages of homeowners who pay more than 30 percent of their household income on housing than Wisconsin, and lower percentages of renters who pay more than 30% of household income on housing than Wisconsin.

What can be done to address this problem? A number of programs are available to local governments that offer funding to provide affordable housing units. These are listed below. But there is also a need to seek solutions that will yield an increase in affordable housing units through market-based mechanisms. Multi-family housing or accessory dwelling units can provide housing at a lower cost than single-family units. One of the more persistent objections to multi-family housing, and to accessory dwelling units, is that apartments compromise the property values of single-family dwellings. In recent years evidence has emerged that, rather than diminishing the value of single-

family housing, well-designed and maintained multi-family housing can increase the value of nearby neighborhoods.

Local governments can take actions to foster affordable housing. An affordable Housing Trust Fund is one such alternative. Funding can come from special fees, often on real-estate transactions or late property tax payments. A Small Cities CDBG housing grant forms the basis for a revolving loan fund, whereas loans to improve the quality of housing are paid back that money is lent out again to provide more and better quality housing for low- and moderate-income residents.



The Low Income Housing Tax Credit (LIHTC) may be the most prominent new source of funding for affordable housing over the last decade and a half. Investors who allocate a number of units as affordable to low-income families for a certain period (usually 15 years) are allowed to take a credit on their income tax. There are 106 housing units that utilize the LIHTC in the county none are located in the city.

Vacant/Seasonal

Of the 767 housing units in New Lisbon, 640 were occupied, while 127 (16.6%) were vacant. Twenty-one units, or 2.7 percent, were identified as seasonal. This compares to 21.9 percent of housing units in Juneau County being described as seasonal, and just over seven percent for the Wisconsin. Both the number of vacant and seasonal units in New Lisbon have increased since 2000.

Housing Demand

Persons Per Household

The statewide trend is that families are getting smaller and more people are living alone, so average household size has been going down for several decades. The most obvious effect of this trend is that demand for housing units is increasing faster than population. However this is not the case locally. In the City of New Lisbon the average household size in 2000 was 2.42 persons per household. This compares to the average of 2.47 for Juneau County and the average of 2.50 for the state as a whole. By 2017 average household size in New Lisbon had increased to 3.91 persons by 2017 (due to the introduction of the New Lisbon Correctional Institution), Juneau County's persons per household also increased to 2.60 persons per occupied housing unit, which indicates a general trend toward larger households in Juneau County.

Issues

Lack of Housing Opportunities

There is a consensus within the community that there is a shortage of housing opportunities in New Lisbon. Little residential development has taken place in the city in the last fifty years. Meanwhile jobs within the city have continued to increase and the population has aged. These factors have combined to create a situation where many families are unable to find affordable housing within the city. Many older residents, who would like to move from larger family houses that they have owned for many years, are unable to do so because there are not a sufficient number of appropriate apartments available. If they were able to move this would open up homes for younger families.

There have been several proposals that have emerged recently to address this shortage. Two sixteen-unit apartments have been approved along Allen Road. It is hoped that these complexes will offer some elderly residents a housing alternative, as well as young families and single people. Although there has been no formal approval at this time there are also proposals that have been circulated for large subdivisions in the same area. If these plans are realized it would go a long way toward relieving the housing shortage. As the developer of the apartment project put it, “There are about 1,800 jobs here (in New Lisbon) and a lot of those people aren’t living here...They need housing.”

The area in the southwest corner of the city, on the south side of the Canadian Pacific railroad tracks offers the best opportunity for residential development within the current city limits and easily accessible to utility extension. This area should be the focus of City efforts to increase the availability of housing.

Subsidized/Special-needs Housing

There are 488 subsidized housing units in Juneau County this is one unit for every fifty people. By contrast in Adams County there is one unit for every 114 people. Roughly half of these units are designated for the elderly. Slightly less than half are for families and thirteen are designed for the disabled. Whether this is sufficient is a matter of judgment. What is not open to question is that disabled and low-income citizens often require special housing accommodations. How best to meet these needs should be a focus of any planning process that the City engages in.

Most project-based units in the county were funded under the U.S. Department of Agriculture – Rural Development (USDA-RD) Section 515 program that supports the construction of multi-family housing for low-income residents. Under the program, which has been in operation in Wisconsin since 1969, USDA underwrites fifty-year mortgages at a one percent interest rate in exchange for an agreement to provide housing for low and very low-income residents.

The other major housing subsidy program is the housing choice voucher program, commonly known as Section 8. Administered locally by the Mauston Housing Authority, eligible families are issued vouchers that they can use to secure housing in the private market. Having found a suitable housing unit, which meets minimum health and safety standards, where the owner has agreed to rent under the program, the eligible family uses its voucher to cover the part of the rent beyond the portion it pays, usually 30 percent of its income. The landlord receives a subsidy directly for the

portion of the Fair Market Rent not paid by the tenant. The voucher-holder signs a lease for a term of, at least, one year and the landlord signs a contract with the Mauston Housing Authority, running concurrently with the lease. Eligibility for the program is generally limited to families with incomes below 50% of the median for the county in which they reside. The program is open to any housing unit where the owner agrees to participate and where the unit satisfies the standards.

Beyond the need for subsidized units a number of program alternatives are available to meet the needs of range of citizens. USDA-RD is focused on rural areas, and thus may be the most promising source of housing-related funding.

Housing Programs

There are a number of programs available to local governments to aid those having trouble affording their housing needs. Based on the 2000 U.S. Census 14.7 percent of homeowners and 21.2 percent of renters spend more than thirty percent of their income on housing, the accepted standard for affordable housing. Below is a partial listing of programs available to localities:

- Section 502 Homeownership Direct Loan Program of the Rural Health Service (RHS) provides loans to help low-income households purchase and prepare sites or purchase, build, repair, renovate, or relocate homes.
- Section 502 Mutual Self-Help Housing Loans are designed to help very-low-income households construct their own homes. Targeted families include those who cannot buy affordable housing through conventional means. Participating families perform approximately 65 percent of the construction under qualified supervision.
- Section 504, the Very-Low-Income Housing Repair Program, provides loans and grants to low-income homeowners to repair, improve, or modernize their homes. Improvements must make the homes more safe and sanitary or remove health or safety hazards.
- Section 521 Rural Rental Assistance Program provides an additional subsidy for households with incomes too low to pay RHS-subsidized rents.
- Section 533 Rural Housing Preservation Grants are designed to assist sponsoring organizations in the repair or rehabilitation of low-income or very-low-income housing. Assistance is available for landlords or members of a cooperative.

The above programs are all available through USDA-RD to those who meet the income requirements. There are also programs through the Department of Housing and Urban Development (HUD):

- The HUD Self-Help Homeownership Opportunity Program finances land acquisition and site development associated with self-help housing for low-income families. Loans are made to the nonprofit sponsors of development projects and are interest-free. Portions of the loans are forgiven if promised units of housing are completed within a given period. These forgiven “grant conversion” funds may be used to subsidize future development projects.

- The HOME Investment Partnership Program aims to encourage the production and rehabilitation of affordable housing. HOME funds may be used for rental assistance, assistance to homebuyers, new construction, rehabilitation, or acquisition of rental housing.
- The Small Cities Development Block Grant (CDBG) program is the rural component of HUD’s Community Development Block Grant program, which is administered by state agencies. The state CDBG program provides assistance for the development of affordable housing and economic development efforts targeted to low- and moderate-income people.

The Low-Income Housing Tax Credit (LIHTC), like HOME, aims to encourage the production and rehabilitation of affordable housing. It provides an incentive for private entities to develop affordable housing. The credit reduces the federal taxes owed by an individual or corporation for an investment made in low-income rental housing. The amount of the tax deduction is tied to the proportion of low-income residents in the housing produced. The credit is paid out over 15 years to investors in the housing project. LIHTC provides funding for the construction of new buildings or the rehabilitation or conversion of existing structures. To qualify, a property must set aside a certain share of its units for low-income households.

Goals, Objectives & Policies

Goals

1. Encourage adequate, affordable housing for individuals consistent with the character of the community.
2. Discourage residential development in unsuitable areas.
3. Ensure that the quality of the housing stock in the city is improved and that it fully meets the needs of both families and the elderly.

Objectives

1. Ensure that local land use controls and permitting procedures do not discourage or prevent the provision of housing opportunities consistent with the character of the community.
2. Protect traditional design of neighborhoods with walkable character.
3. Increase the supply of owner-occupied and rental housing available in the city.

Policies

1. Restrict the location of new development in areas that are shown to be unsuitable for specific uses due to septic limitations, flood hazard, groundwater pollution, highway access problems, etc.

2. Explore options for expanding revolving loan fund to finance improvements to housing within the city, such as Small Cities CDBG grant.
3. Make use of manufactured housing as an affordable, and well regulated, source of housing.
4. Encourage residential development with full utility service on available land within the city.
5. Embark on a program of neighborhood beautification as a way of enhancing the quality and value of the city's residential districts.

Chapter Four

Transportation

The transportation system includes all modes of travel. The local transportation network is an important factor for the safe movement of people and goods, as well as to the physical development of the town. There is no transit, air, or water transportation service within the township. There are no water transportation facilities in the area. The City of New Lisbon transportation system includes all roadways.

Previous Plans and Studies

Regional Livability Plan, 2015

The 2015 Regional Livability Plan (RLP), written by the North Central Wisconsin Regional Planning Commission, addresses issues of livability in the areas of housing, transportation, economic development, and land use. The RLP identifies three major transportation issues.

- Modes of Transportation to Work – The region’s workforce is extremely dependent on the automobile. In 2012, over 80 percent of the region’s workforce drove alone to work on a daily basis. Another 10 percent carpooled, leaving less than 10 percent for the non-automobile methods such as walking, biking, and using transit. The average commute time in Juneau County, was 22.9 minutes.
- Age of Drivers in the Region – The region is seeing a change in the number of licensed drivers by age groups. Between 2004 and 2013, the region saw a 20 percent decrease in the number of drivers age 17 and age 19. During the same years, the region also had a 20 percent increase in drivers over age 65. These changes mean communities will have a need for multimodal options for the younger ages and options to increase safety as drivers age.
- Transportation Maintenance Cost – It is expensive to maintain the transportation infrastructure in the region. The current reliance on fuel tax and registration fees is inadequate, unstable, and may soon be outmoded. The inability to fund improvements and maintenance on transportation infrastructure will impact the ability to transport goods and provide safe, reliable, and efficient roads.

Connections 2030

This is Wisconsin's latest long-range, statewide, multimodal transportation plan. It identifies a series of system-level priority corridors that are critical to Wisconsin's travel patterns and the state economy.

Juneau County Bicycle and Pedestrian Plan, 2019

The focus of this plan is to enhance the viability of bicycling and walking as a form of transportation throughout communities, including New Lisbon, in Juneau County. This plan focuses on guidelines for planning bicycle facilities, with general design and funding information included. This plan also examines existing conditions for biking and walking countywide and suggests routes and segments on which to prioritize bicycling and walking improvements. Recommendations of this plan focus on policies, programs, and facility treatments intended to improve the safety, convenience, and attractiveness of bicycling and walking for Juneau County residents and visitors. Recommendations specific to New Lisbon include:

- Proposed route connecting New Lisbon to Hustler (proposed route #7): Route follows CTH A west to the Village of Hustler, which would also connect New Lisbon to the Omaha Trail, Camp Douglas, and Mill Bluff State Park. This proposed route would require providing 5-ft wide paved shoulders on CTH A, and posting signage along the route.
- Proposed route connecting New Lisbon to Mauston (proposed route #16): Route follows STH 80 south out of New Lisbon and then follows CTH B southeast to Mauston. This proposed route would require providing paved shoulders on STH 80 and CTH B, and posting signage along the route.
- Proposed route connecting New Lisbon to Kennedy County Park and Camp Douglas (proposed route #16): Route follows CTH M north out of New Lisbon and then follows CTH C. This proposed route would require providing 5-ft wide paved shoulders on CTH C, and posting signage along the route.
- Proposed route connecting New Lisbon to Castle Rock Lake (proposed route #7): Route follows STH 80 east out of New Lisbon, various local roads to STH 58, and then follows CTH G and local roads to various destinations.

NCWRPC Regional Bicycle and Pedestrian Plan, 2018

This 2018 plan is a region-wide effort to improve bicycling and walking across the communities. The plan assesses existing conditions related to bicycling and walking, identifying other potential trail and route user groups, identifying routes and describing policies and programs to assist local governments in improving bicycling and walking to promote connectivity between communities and destinations throughout north central Wisconsin.

State Trails Network Plan

The Wisconsin Department of Natural Resources (DNR) created this plan in 2001, to identify a statewide network of trails and to provide guidance to the DNR for land acquisition and development. Many existing trails are developed and operated in partnership with counties. By agreement the DNR acquires the corridor and the county government(s) develop, operate, and maintain the trail.

Road Network

The system of connected roads and highways form the physical network for the community. Not only is the road network important for transportation, but various forms of public infrastructure are located within the right-of-way as well. In the City of New Lisbon, roads play the key role in development by providing both access to land and serving to move people and goods through the area, by car, bicycle, and foot power.

Roads are generally classified by two different systems, the functional and the jurisdictional. The jurisdictional class refers to which entity owns the facility and holds responsibility for its operations and maintenance. The functional class refers to the role the particular segment plays in moving traffic within the overall system.

The City of New Lisbon's has one principal arterial, I-90/94, which is designated as part of the state's backbone system. State Highways 80 and 16, USH 12, and CTH A are major collectors, CTH M is a minor collector, and the remaining 15.59 miles of roads in the city are local.

The City of New Lisbon road network consists of roughly 12.6 miles of federal highways, 2.5 miles of state highways 0.03 miles of county highways, and 15.59 miles of local roads. WisDOT requires all local units of government to submit road condition rating data every two years as part of the Wisconsin Information System for Local Roads (WISLR). The Pavement Surface Evaluation and Rating (PASER) program and WISLR are tools that local governments can use to manage pavements for improved decision making in budgeting and maintenance. Cities, Villages, and Towns can use this information to develop better road budgets and keep track of roads that are in need of repair.

Road Maintenance

The City of New Lisbon uses the Pavement Surface Evaluation Rating (PASER) system, which was designed by the Transportation Information Center of the University of Wisconsin-Madison. The PASER system rates road surfaces on a scale of 1 to 10, with 1 being very poor and 10 being excellent.

Road Classifications

Principal Arterials – serve interstate and interregional trips. These routes generally serve urban areas with 5,000 people or more.

Minor Arterials – accommodate interregional and county-to-county traffic, often in conjunction with principal arterials.

Major Collectors – provide service to moderate sized communities and other county-level traffic.

Minor Collectors – take traffic from local roads and provide links to all remaining portions of smaller communities and connect to other higher function roads listed above.

Local Roads – provide direct access to residential, commercial, and industrial developments.

Table 4.1 shows a summary of pavement conditions in the City of New Lisbon. Roads exhibiting a surface condition rating at or below “fair” must be examined to determine what type of reconstruction or strengthening is necessary. The roads that display a surface rating of “good” or better will only require minimal preventative maintenance to promote safe travel conditions.

Table 4.1: Summary of Pavement Conditions, 2019	
Surface Type	Miles
Unimproved	0
Sealcoat or Gravel Road	1.29
Asphalt or Concrete	14.30
Surface Condition Rating	Miles
Very Poor	0.09
Poor	1.58
Fair	5.57
Good	3.59
Very Good	2.39
Excellent	2.37
Total	15.59
<i>Source: WisDOT</i>	

Traffic

Annual average daily traffic counts (AADT) are measured and calculated every three years by the Department of Transportation (DOT) throughout the City, and on I-90/94 just outside of the City. Monitoring these counts provides a way to gauge how traffic volume is changing in New Lisbon. Traffic levels in New Lisbon are generally increasing, but don’t follow a clear pattern. Traffic levels on I-90/94 have increased since 2010, with traffic levels reach 35,800 in 2019 compared to 31,200 in 2010. Traffic counts can be found on the [Transportation Map](#).

The interrelationships between land use and the road system make it necessary for the development of each to be balanced with the other. Types and intensities of land-uses have a direct relationship to the traffic on roadways that serve those land-uses. Intensely developed land often generates high volumes of traffic. If this traffic is not planned for safety can be seriously impaired for both local and through traffic flows.

Traffic generated and attracted by any new land-use can increase congestion on the roadway system. Even without creating new access points, changes in land-uses can alter the capacity of the roadway. The new business may generate more car traffic, or farm implement traffic. Uncontrolled division of land tends to affect highways by increasing the amount of turning traffic into and out from intersecting driveways, therefore impairing safety and impeding traffic movements.

Wisconsin recognizes that a relationship between highway operations and the use of abutting lands exists. Under Chapter 233, the Department of Transportation (WisDOT) was given the authority to establish rules to review subdivision plats abutting or adjoining state trunk highways or connecting

highways. Regulations enacted by the WisDOT establish the principles of subdivision review. They require new subdivisions to: (1) have internal street systems; (2) limit direct vehicular access to the highways from individual lots; (3) establish building setbacks; and (4) establish access patterns for remaining unplatted land. This rule has recently been suspended, but the four requirements are still useful in managing traffic flow.

The entire road system in the City of New Lisbon is also open by state law to pedestrian and bicycle travel, although some traffic volumes may make such travel unsafe.

Other Modes of Transportation

Bicycling Opportunities

The Bicycle Federation of Wisconsin along with WisDOT has determined what the bicycling conditions are on all county and state highways. With the exception of I-90/94, all roads within the City are open for bicycle use, however not all roads are safe for bicycle travel. There is an extensive system of recreational trails within Juneau County and there is interest in making a connection, especially to the Omaha Trail. As mentioned earlier, the [*2019 Juneau County Bicycle & Pedestrian Plan*](#) also has multiple proposed routes which would provide more bicycling opportunities in New Lisbon and help connect New Lisbon with trails such as the Omaha Trail and other communities such as Camp Douglas and Mauston.

Pedestrian Facilities

With the exception of I-90/94, all roads within the City are available for pedestrian travel. Many streets in the city have sidewalks, and walking is generally a safe and reliable way to get around. There is also a walking trail within Riverside Park that connects the park with Bridge Street and Downtown New Lisbon.

Airports

Air Carrier/Air Cargo airports closest to New Lisbon are the La Crosse Municipal Airport (LSE), the Central Wisconsin Airport (CWA) in Mosinee, and the Dane County Regional Airport (MSN) in Madison.

Transport/Corporate airports are intended to serve corporate jets, small passenger and cargo jet aircraft used in regional service and small airplanes (piston or turboprop) used in commuter air service. The only difference between a transport/corporate airport and a commercial airport is that the commercial airport has scheduled passenger service.

Utility airports are intended to serve virtually all small general aviation single and twin-engine aircraft, both piston and turboprop, with a maximum takeoff weight of 12,500 pounds or less. These aircraft typically seat from two to six people and are now commonly used for business and some charter flying as well as a wide variety of activities including recreational and sport flying, training, and crop dusting. The Mauston/New Lisbon Airport located in the Town of Lisbon, halfway between the two cities on US 12, is such an airport.

Mauston-New Lisbon Union Airport (82C) has two runways, and is located three miles south-east of the City of New Lisbon. Runway #14 is 3686 x 75 feet, and has an asphalt surface. Runway #32 is 3686 x 75 feet, and also has an asphalt surface. This Basic Utility-B (BU-B) airport is designed to accommodate aircraft of less than 12,500 pounds gross weight, with approach speeds below 121 knots and wingspans of less than 49 feet. Such aircraft are typically single-engine or twin-engine piston.

Rail

The City of New Lisbon is at the intersection of two rail lines: Canadian National owns the former Wisconsin Central that run north-south parallel to the Yellow River to Babcock and from there to Wisconsin Rapids; and the Canadian Pacific runs east-west, from Portage to Tomah, connecting Milwaukee and La Crosse. There is regular freight service on both lines. Amtrak provides passenger rail service, which has stations in Tomah and Wisconsin Dells.

Bus/Transit

There are few transit systems near and within Juneau County. Shared ride taxi service is provided in Mauston. Intercity bus routes exist from Tomah to: Madison; Rockford, IL; & Milwaukee; and Tomah to Eau Claire; and Minneapolis, MN.

Transportation Facilities for Disabled

The Aging & Disability Resource Center of Eagle Country provides transportation for persons 60 and over, or disabled persons of any age. Arrangements must be made at least 48 hours in advance for local trips and at least one week in advance for out-of-town trips. There is also the Senior Citizen's Bus, located outside of the Mauston area that can be used for doctor appointments, shopping, banking, and other business. The Senior Citizen's Bus is in the New Lisbon area once per week and is also there on the 4th Friday of every month.

Goals, Objectives & Policies

Goals

1. Encourage neighborhood designs that support a range of transportation choices.
2. Provide an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, (including transit-dependent and disabled citizens).

Objectives

1. Improve and expand pedestrian walkways and non-motorized vehicle pathways linking parks, commercial, residential, natural areas within the city and also network with the non-motorized trail system of the county at large.
2. Improve existing roads before constructing new roads.
3. Maintain road access to all areas of the city.

Policies

1. Utilize WISLR software to inventory and rate the local roads.
2. Discourage land uses that generate heavy traffic volumes on local roads that have not been constructed or upgraded for such use.
3. Work with the County and WisDOT to coordinate transportation planning.

Chapter Five

Utilities & Community Facilities

Utilities and community facilities, provided by either public or private entities, are critical for community development. Utilities include electrical service, natural gas, telephone service, and cable communications, among others. Community facilities include local government buildings, libraries, educational institutions, parks and recreational facilities, and maintenance and storage facilities, as well as services like law enforcement, fire protection, and emergency medical services.

Previous Plans and Studies

Juneau County All-Hazard Mitigation Plan, 2018

This document examines general conditions, including an inventory of utilities, community facilities and emergency services, throughout Juneau County. Risk assessment is at the heart of the All-Hazard Mitigation program. In order to mitigate the risks, it's necessary to assess their relative importance. The report looks at a series of mostly weather-related disasters; how they have affected the County in the past, and how future instances are likely to affect the County and how local government should respond to such occurrences. The report concludes with suggested mitigation measures that might be taken by local governments to reduce the risk from the identified hazards. Counties are required to adopt such plans with updates every five years.

Background

There are sanitary sewer, storm water systems, water supply, wastewater facilities, and a library in the City of New Lisbon. The City owns a peaking plant that can be used for emergency power backup purposes, and there are also two major transmission lines that run through the City. There are two health care facilities, a clinic and an assisted living. The City is the center of the New Lisbon School District. Many of the major facilities are identified on the [Utilities and Community Facilities Map](#).

Inventory

Water and wastewater Facilities

Drinking Water

The City of New Lisbon maintains three active high capacity wells. One well is capable of producing 800 gallons per minute, another is capable of producing 450 gallons per minute, and the other is capable of producing 300 gallons per minute. The system also includes a 200,000-gallon water tower

built in 1994 that turns over roughly 310,000 gallons per day and 250,000 per day in the winter. Water service is available in most parts of the City.

Waste-water

A municipal wastewater treatment facility that serves the City of New Lisbon is located on the southwest area of the City on Webster Street and discharges into the Lemonweir River. The current City of New Lisbon wastewater treatment plant was rebuilt in the 2017. A new plant replaced the original with a design capacity of 480,000 gallons per day. Currently the plant treats about 280,000 gallons per day, so there is unused capacity. Sanitary sewer service is available in most of the developed areas of the City.

Stormwater

The City of New Lisbon has a limited stormwater handling systems, which drain directly into the Mill Pond or the Lemonweir River. Overall only about a quarter of the City has stormwater controls.

Dams

The dam at the Mill Pond was built to run a sawmill and was the site of the county's first grain mill, built in 1858, was one of the original businesses in New Lisbon. Today the dam is owned and operated by the City, and is used only to control water flow.

Solid Waste Disposal and Recycling Facilities

The City of New Lisbon contracts with the private hauler Lenorud Services to provide curbside garbage pick-up on Thursdays, including recyclables every other week. Additionally, the City will dispose of large items free of charge.

Public Works

City Hall

The most prominent community facility is the City Hall. The building, constructed in 2002, is owned and maintained by the City. The City Hall functions as a multi-purpose building. It includes a garage that houses the equipment of the New Lisbon Volunteer Fire Department and First Responders.

The City has a large detached garage near the treatment plant where heavy equipment is stored. The City owns a number of vehicles and heavy equipment. The City is also building a new Public Works building in 2020. The Public Works, Sewer & Water, and Electric departments will be located at this building.

Mauston-New Lisbon Airport

The City of New Lisbon owns and operates with the City of Mauston an airport located along Highway 12/16 halfway between the cities in the Town of Lisbon. This is a utility airport designed to accommodate small, private planes. With a 3,700-foot runway it can handle most small planes. The Cities are currently involved in an expansion project, funded by a grant from the FAA, at the airport that will extend the runway to 5,000 feet.

Cemeteries

New Lisbon Cemetery is located on Welsh Prairie Road. It is run by the City. The cemetery was established in the late 1800s. There is also a Catholic cemetery just outside the City limits on Hog Island Road.

Public Safety

Police

The New Lisbon Police Department provides general law enforcement services to the City of New Lisbon. In addition to the Chief, the department has three full-time officers. The department has four cruisers.

Fire

The New Lisbon Volunteer Fire Department is a subsidiary unit of the City. It serves the City of New Lisbon plus the Village of Hustler and Town of Fountain, and parts of the Towns of Lisbon, Clearfield and Germantown. The Department consists of thirty members, including a chief, an assistant chief, four captains, and four lieutenants. There are six certified EMTs. The New Lisbon Volunteer Fire Department maintains a 61-foot aerial lift with a 1,250 gallon/minute pumper and another pumper, two tankers, and two brush unit truck, one with a CAF system at the Fire Hall.

The New Lisbon Volunteer Fire Department has mutual aid agreements with all other departments within Juneau County and with Volk Field in Camp Douglas.

Emergency Medical Service

The ambulance service is provided by the Camp Douglas Rescue, which has three ambulances. There are also six first responders organized under an independent entity who provide EMS service to the City out of Camp Douglas.

Health-Care

The nearest hospital is the Mile Bluff Medical Center in Mauston, although some residents choose to go to the new Gundersen & Tomah Medical Hospitals in Tomah for medical care. Mile Bluff Medical Center is a 40-bed acute care facility offering Urgent Care, Emergency Services, Surgery, Inpatient Services, a Birthing Center, and Outpatient Services. Active physicians include 18 family practitioners, 3 gynecologists, 2 podiatrists, 2 surgeons, and a pathologist. Consulting physicians

represent 23 fields. Other medical professionals include 2 nurse practitioners, and 13 physician assistants. The facility is equipped with cardiac and industrial rehabilitation centers, audiology and speech pathology laboratory, a sports medicine department and an EEG department.

The New Lisbon Clinic is associated with the Mile Bluff Medical Center. The clinic is staffed by 2 physicians, two physician assistants, registered nurses, certified medical assistants, and a laboratory technician. A new facility at 901 Bridge Street contains sixteen examining rooms, a room for podiatry, two procedure rooms and updated x-ray facilities. A podiatrist visits the clinic every other week and audiology services are provided as needed.

Education, Recreation & Culture

Libraries

The New Lisbon Library is located at the corner of Park and Division in a City-owned building. The Library receives some funding through the County for borrowers who live outside the City. The Library contains 25,000 volumes, reference works, periodicals, CDs, videos, DVDs, and cassettes all available to the public. There are computers with Internet connections available, and card-catalogue reference capabilities available for use by the public. There is also an extensive genealogy collection, a history section, and the Harry A. Mortensen Indian Artifact Collection.

The library also participates in the Inter-Library Loan Program of the Winding River Regional Library System that can place virtually every library book in ten Wisconsin counties in patrons' hands.

Parks & Natural Areas

The City of New Lisbon and Juneau County provide a wide range of recreational activities on a year-round basis. The increase in tourism and the rapid expansion of seasonal and second homes underscore the importance of recreation. The City also provides neighborhood and community level recreational facilities for its residents. The primary recreational facility within the City is the *Riverside Park*. This eight-acre park is located in the between downtown and the Interstate on the shores of the Mill Pond, and contains playground equipment, a picnic shelter, restrooms, nature trails, and parking. Camping is also available in the park and has recently been expanded with 20 seasonal sites available for camping. The City's other park is the two-acre *Heritage Park* on Adams Street, which has picnic shelters, playground equipment, restrooms and parking. *Indian Effigy Mounds Park* contains Native-American mounds on the City's southeast side, and is maintained by the Lions Club of New Lisbon.

The *New Lisbon Community Pool* is adjacent to the New Lisbon School, but is open to the public for a fee. Lifeguards are available and the pool is owned and operated by the City.

Potential Trail System

The extensive system of "rails-to-trails" recreational trails in the area offers the potential for New Lisbon to increase its visitor profile and improve the quality of life for residents. In the past, the

City has applied for a grant to begin planning for a trail system within New Lisbon. The first step has been development of the walking trail in Riverside Park.

The *2019 Juneau County Bicycle & Pedestrian Plan* has two proposed routes (Routes 7 & 16) that directly involve the City of New Lisbon. These routes would include 4 connections for the City of New Lisbon, including:

- A connection to the Omaha Trail in the Village of Hustler which would serve as a way of connecting New Lisbon to the system of trails in the southwest part of the County, and Mill Bluff State Park just outside of Camp Douglas.
- A connection to Mauston via State Highway 80, which would ultimately connect New Lisbon to Wisconsin Dells and Rocky Arbor State Park.
- A connection to Kennedy County Park and Camp Douglas, which would ultimately connect New Lisbon to Volk Field and Mill Bluff State Park.
- A connection to Castle Rock Lake, which would ultimately connect New Lisbon with Buckhorn State Park, the Wisconsin River, and Adams County.

Schools

The City of New Lisbon is served by the New Lisbon School District. The district has a school, located on Park and 4th Street. The building combines a high school and an elementary school and has undergone a number of renovations over the years. The most extensive renovation occurred in 1971 when the two school buildings were tied together. An addition to the building was added in 2000.

Wisconsin's Department of Public Instruction's *WISEdash* data indicates that in the 2018-2019 school year there were 658 students district-wide, including 186 in the high school (grades 9-12), 99 in junior high (grades 7-8) and 373 in elementary (grades k-6). The District also maintains the York Athletic Field located at Court and Division Streets. With recent renovations to York Athletic Field the facility now includes a baseball diamond, a new softball diamond, and a brand new football field & track along with bleachers, concession/restroom building, a press box that allows for regional games to be televised, and a ticket booth.

The City of New Lisbon is within the Western Technical College district, and there is a campus branch in Mauston.

Day Care

There is one group day-care center and one in-home day-care located in the City of New Lisbon.

Energy

Electric

New Lisbon has its own municipal utility that provides electricity within the City. The City has four diesel generators, two newly installed in 2005, capable of producing 8.3 mega-watts of power. The

City owns the distribution grid within the City. The utility purchases electricity for Dairyland Power, and can generate to meet community needs or feed into the system during peak demand periods.

Natural Gas

Alliant Energy provides natural gas service to most of the City.

Telecommunication and Technology

The importance of technology and telecommunications for connecting people, businesses, and government has grown more important in recent years, and is expected to continue into the future as the information economy and knowledge based jobs continue to grow. Technology has the potential to promote citizen involvement in the community and to increase social connectivity. Technology such as broadband internet access has become vital to businesses and employees alike for tasks such as seeking and applying for jobs, connecting with clients and customers, commerce, and improving the efficiency and cost of manufacturing products.

Technology has also brought about innovations that have the potential to change the urban environment and the services that are often provided within and by cities. Examples of these changes include what has become known as the sharing economy, driverless vehicles, and smartphones.

Telecommunication

Lynxx provides telephone service to the New Lisbon area including internet, television, and phone service. Cable TV service, including broadband Internet, is also available from Lemonweir Telephone Company and MediaCom. Wireless phone service is available through various providers.

Broadband

Individuals increasingly rely on technology to connect them to their work place, schools, community, family and friends, as well as products, services, and information - which include government information. These technologies include computers; the internet; networks of data-gathering sensors (the internet of things); fiber-optic, cable, and copper wires; and cellular communications.

Internet Access is a critical infrastructure needed for businesses. More and more businesses are relying on internet access for data gathering, online commerce (both for online sales and informational web pages), and video conferencing. Consequently, demand for high bandwidth service is increasing at a tremendous rate. As the community demands more information and resource sharing and as the number of integrated voice and data services continues to grow, businesses may be constrained by a lack of internet access.

There are two types of broadband technologies, wired broadband and wireless broadband. Wired broadband implies a physical connection between a home or business through a cable. The three main types of wired broadband connections for consumer or residential use include: DSL, coaxial cable, and fiber. DSL uses traditional copper wire telephone lines. Wireless broadband connects a home or business to the internet using a radio link between the customer's location and the service provider's facility. Wireless broadband is similar to wired options in that it connects to an internet

backbone (usually a fiber-optic trunk). However, wireless services do not use cables to connect to the last mile, instead using Wireless Fidelity (Wi-Fi) connections or radio waves.

Table 5.1 breaks down the percentage of households in New Lisbon, Juneau County, and Wisconsin that have access to the following devices or services: computer devices, broadband access, internet subscriptions, and smartphone access. New Lisbon has higher percentages of households with access to each amenity than Juneau County, but has a lower percentage than the state as a whole for each amenity. This could indicate that access to broadband is higher in New Lisbon than it is in Juneau County, but accessibility in New Lisbon is lower than it is in the state of Wisconsin as a whole.

Table 5.1: Percentage of Households with Access to Internet Service, 2017				
	Computer Device Access	Broadband Access	Internet Subscription	Smartphone Access
New Lisbon	84.7%	71.1%	73.9%	65.5%
Juneau County	81.8%	70.5%	72.2%	58.9%
Wisconsin	86.6%	67.2%	79.1%	78.1%
<i>Source: American Community Survey 2013-2017</i>				

Goals, Objectives & Policies

Goals

1. Provide adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
2. Continue to provide ambulance, (volunteer) fire and first responder services to residents.
3. Ensure that stormwater runoff is handled in a manner that protects surface and groundwater resources.

Objectives

1. Consider the potential impacts of development proposals on groundwater quality and quantity.
2. Share equipment and services across municipal boundaries, where possible.

Policies

1. Work with the Town of Lisbon and other surrounding Towns, the County, the State, and individual landowners to maintain current water quality standards.
2. Encourage recycling by residents.
3. Pursue methods of increasing broadband Internet access to residents.
4. Develop a system of non-motorized, recreational trails within the City.

Chapter Six

Economic Development

Background

The City of New Lisbon has a mixed economy based on manufacturing and services. Originally designated the seat of Juneau County, New Lisbon became a railroad center before the Civil War. Lumber and grain milling grew up around the Mill Pond. In 1878 the Wisconsin River Division of the Milwaukee Road was established making New Lisbon even more significant as a rail center. Although the county seat was moved to Mauston, New Lisbon continued to prosper. The most significant recent event for New Lisbon's economy was the founding in 1943 of Walker Stainless Equipment, which went on to be the county's largest employer.

Previous Plans & Studies

Comprehensive Economic Development Strategy (CEDS), 2019

Juneau County is one of ten counties included in the North central Wisconsin Economic Development District as designated by the U.S. Department of Commerce, Economic Development Administration (EDA). The NCWRPC is the agency responsible for maintaining that designation. As part of the designation, the NCWRPC annually prepares a CEDS. This report summarizes and assesses economic development activities over the past year and presents new and modified strategies to promote growth.

Regional Livability Plan (RLP), 2015

Economic Development is one of four elements included in the RLP, adopted by the NCWRPC in 2015. The Economic Development Assessment Report within the RLP observes in detail the economic health of the ten-county region and identifies trends and issues facing the local economy. The RLP addresses three issues: the disparity between the available labor force and employment, the need for a living wage, and broadband access. The four economic development goals of this plan are as follows:

- *Ensure the future availability of a skilled and flexible workforce.*
- *Support and develop a diverse economic base ensuring economic growth and resiliency.*
- *Support infrastructure needed for economy development*
- *Develop tourism and knowledge-based economy into leading economic sectors.*

ALICE Study of Financial Hardship: Wisconsin

This report, developed by the United Way, described the 34 percent of households in Juneau County that are above the federal poverty level, but still struggle to afford basic household necessities, or “ALICE” households (Asset Limited, Income Constrained, Employed). These households are largely employed but do not earn enough in wages to meet the “household survival budget,” which does not allow for any savings. The report states that many ALICE households provide vital services, such as retail, health care, child care, and security, but cannot make ends meet on the income provided from these jobs.

- *The ALICE report shows that 55 percent of New Lisbon households are either below the federal poverty level or are considered ALICE households, indicating that the average household in New Lisbon is relatively less financially prosperous than the average Juneau County household at-large.*

Juneau County Comprehensive Plan, 2009

The Juneau County Comprehensive Plan covers economic development in both the inventory and plan recommendation sections. The inventory information is a brief overview of labor force, commuting patterns, economic base, environmentally contaminated sites, and economic development programs. Goals, objectives, policies, and recommendations are provided in the plan recommendation section. Some of the recommendations include expanding the economic base, engaging in workforce development and training programs, marketing available sites and buildings, and protecting cultural, agricultural, and social resources of the County and the municipalities located within Juneau County.

[Creating a Gateway](#)

Over thirty thousand vehicles pass the New Lisbon exit on Interstate 90/94 every day. What motorists see from the freeway is literally the face that New Lisbon presents to the world. Direct access to a major highway and the high level of visibility are strong advantages for business locations. Because of the continuing importance of the interstate linking Chicago, Milwaukee, Madison and the Twin Cities it seems almost certain that some sort of development will take place near the exit. The form that development takes will determine the face that the city presents to the world over decades to come.

As part of the planning process it is incumbent on the City to consider the first impression that it wants to make and how to attain that goal. Such traditional economic development techniques as recruitment and incentives can help to bring the kinds of businesses to the area that are seen as most appropriate. Assuring that appearance of this important part of the city conforms to the vision expressed for a “Gateway that we can be proud of” will require some level of regulation on the types of use permitted there, and more importantly the quality of that development.

Such mechanisms as Tax Increment Financing (TIF, see below) or Business Improvement Districts can help provide the funding necessary to foster the kind of development that is desired in a particular location, but the access and visibility afforded by the interstate probably makes such efforts unnecessary. Site plan review or design standards may be a more realistic way to ensure that

the development that takes place in this area is of a type that the City can be proud of; that will provide the kind of Gateway that will serve the interests of New Lisbon well into the future.

TIF Districts

The City of New Lisbon currently has six Tax Increment Financing (TIF) districts. TIF District # 11 includes the site of the Walker Stainless Equipment and Leer Manufacturing plants on the City's northwest side. TIF District #12 is larger than TIF District #11, while the other three districts are smaller.. One (#9) includes the entire block bounded by Adams, Bridge, Monroe, and River Streets in the downtown, and the other (#10) is off of Bickford Street. It has been the policy of the City to limit the extent of its TIF districts.

SWOT

Strengths:

- Excellent freeway connection with nearby land for development available.
- Multiple transportation alternatives:
 - Two railroad lines,
 - Several highways in addition to the Interstate,
 - Nearby municipal airport.
- School District: modern building, excellent instruction.
- Scenic beauty.
- Abundant recreational opportunities:
 - Hunting, fishing, hiking, snowmobiling, ATV/UTV, camping, swimming, canoeing.
 - Nearby two major lakes
 - Provides services to Lakes area.
- Excellent medical facilities.
- Quality workforce.
- Four international companies

Weaknesses:

- Lack of available housing
- Lack of retail
- Few white-collar jobs

City of New Lisbon Economic Analysis

Economic Sectors

In 2017, there were 702 residents employed in the thirteen basic economic sectors in the City of New Lisbon. Employment among New Lisbon residents has decreased 2.1 percent since 2000, as shown in [Table 6.1](#).

Between 2000 and 2017, the three fastest growing sectors in New Lisbon were Financial Activities, Construction, and Other Services. In terms of total employment, the Manufacturing sector is the largest employer of New Lisbon residents, followed by the Education and Health Services, and Retail Trade sectors. It should be noted that the number of employees in certain sectors, particularly those workers engaged in Natural Resources and Mining; which includes agriculture, forestry, and fishing, may be understated in this data set.

Table 6.1: Employment by Industry Sector

Industry Sector	New Lisbon				Juneau County			
	2000	2010	2017	% Change 2000-2017	2000	2010	2017	% Change 2000-2017
Natural Resources	12	7	3	-75.0%	602	497	573	-4.8%
Construction	31	86	47	51.6%	757	854	769	1.6%
Manufacturing	205	304	186	-9.3%	2,789	2,672	2,329	-16.5%
Wholesale Trade	17	17	5	-70.6%	258	223	236	-8.5%
Retail Trade	95	143	65	-31.6%	1,423	1,792	1,493	4.9%
Transportation	24	52	36	50.0%	623	666	638	2.4%
Information	13	7	7	-46.2%	90	88	87	-3.3%
Financial Activities	17	12	32	88.2%	379	438	350	-7.7%
Professional and Business Services	10	57	6	-40.0%	393	427	461	17.3%
Educational & Health Services	149	249	175	17.4%	1,702	2,264	2,253	32.4%
Lesiure & Hospitality	68	124	39	-42.6%	1,369	1,444	1,384	1.1%
Other Services	27	71	39	44.4%	390	449	475	21.8%
Public Administration	49	76	63	28.6%	558	931	870	55.9%
Total	717	1,205	702	-2.1%	11,333	12,745	11,918	5.2%

Source: U.S. Census, American Community Survey 2013-2017

Labor Force Analysis

Labor Force

Labor force is defined as the number of persons, sixteen and over, employed or looking to be employed. Overall, the City of New Lisbon labor force has decreased from 791 in 2000 to 748 in

2017. That represents a decrease of 5.4 percent, compared to an increase of 3.6 percent in Juneau County and an increase of 7.5 percent in Wisconsin. In 2000, 717 members of the labor force were employed and that number decreased 2.1 percent to 702 employed members in 2017, as shown in [Table 6.2](#). In contrast to the City of New Lisbon, Juneau County saw employment increase by 5.2 percent during the same time period, while Wisconsin saw employment increase by 7.5 percent.

Unemployment

Unemployment is defined as the difference between the total civilian labor force and total persons employed. Stay-at-home parents, retirees, or persons not searching for employment are not considered unemployed because they are not considered to be part of the labor force. In 2000, the City of New Lisbon had 5.3 percent unemployment, and unemployment was estimated to be 1.4 percent in 2017, lower than Juneau County and lower than the state as a whole.

Workforce Participation

Workforce participation is a measure expressed in terms of a percentage of persons actively seeking employment divided by the total working age population. People not participating in the labor force may not seek employment due to a variety of reasons including retirement, disability, choice to be a homemaker, or are simply not looking for work. In 2000, 66.3 percent of New Lisbon’s population over the age of 16 was in the labor force. By 2017, that percentage dropped to 35.0 percent (note that the New Lisbon Correctional Institute plays a large role in this dramatic decline). The state participation percentage was 66.9 percent in 2017, while Juneau County’s participation rate was 57.8 percent.

Table 6.2: City of New Lisbon Labor Force				
	2000	2010	2017	Percent Change
Population 16 years and over	1,193	2,006	2,139	79.3%
Labor Force	791	1,424	748	-5.4%
Employed	717	1,205	702	-2.1%
Unemployed	63	211	30	-52.4%
Unemployment Rate	5.3%	10.5%	1.4%	-73.6%
Participation Rate	66.3%	71.0%	35.0%	-47.2%

Source: U.S. Census, American Community Survey 2013-2017

Laborshed

A laborshed is an area or region from which an employment center draws its commuting workers. In 2017, about 131 - or 7.4 percent - of the 1,759 jobs throughout New Lisbon were filled by residents of New Lisbon. About 1,628 workers traveled to New Lisbon during the average work day. In contrast, 804 New Lisbon residents commuted to locations outside of the City for work, indicating that New Lisbon’s laborshed extends beyond its municipal boundaries. [Figure 6.1](#) shows the inflow-outflow patterns of the City’s laborshed.

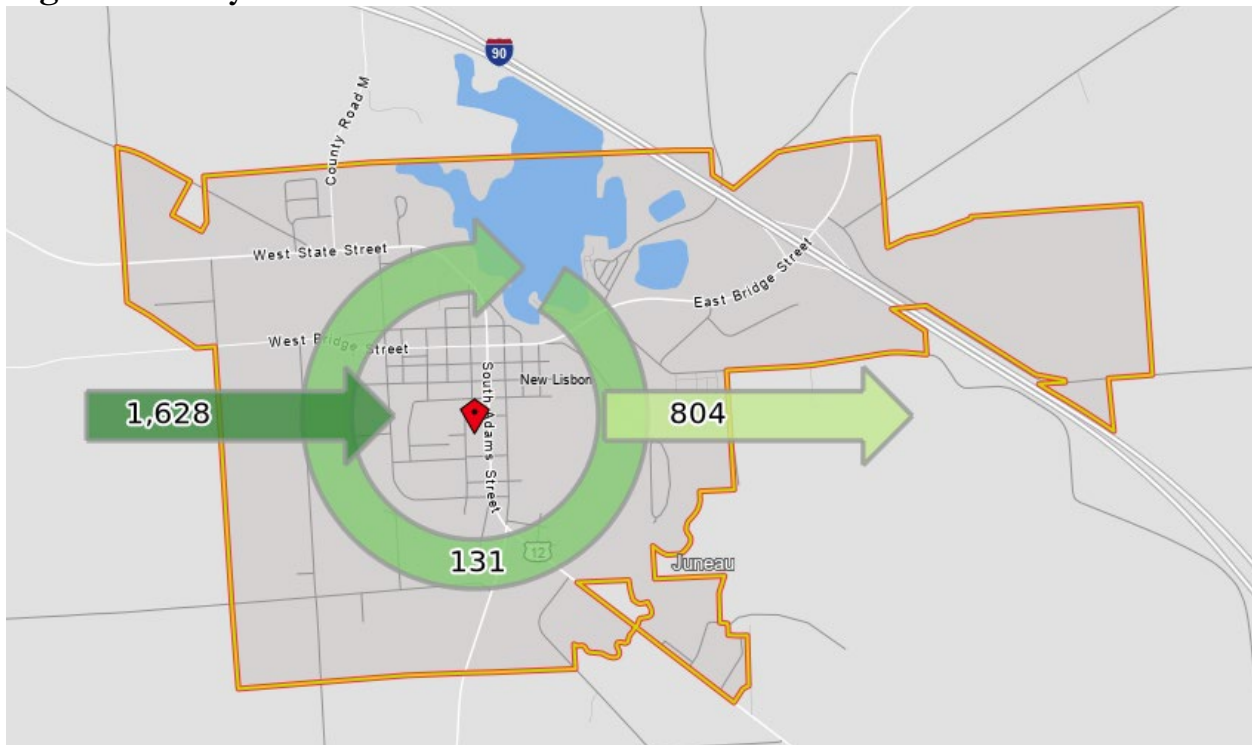
In-Migration

The majority of in-commuters live in close proximity to New Lisbon. The largest percentage of workers commuting into the City for work comes from the City of Mauston (7.2%).

Out-Migration

City of New Lisbon residents commuting outside of the City's boundaries travel across Wisconsin. About 804 City residents are employed outside of the City's boundaries. Like in-commuters, the majority of employed residents work in nearby communities. The largest percentage (22.1) of workers leaving New Lisbon for work travel to the City of Mauston, followed by the City of Tomah where 5 percent of workers travel for work.

Figure 6.1: City of New Lisbon Laborshed



Source: U.S. Census on the Map



Juneau County Economic Analysis

In looking at the prospects for economic development in a small community it is best to place it in a larger context. It is most useful to look first at Juneau County as a whole in assessing the prospects for economic development in the City of New Lisbon. In recent years there has been a good deal of change in the economy of Juneau County. Most significant has been the decline in manufacturing that has occurred throughout the nation as well as in the county. In order to

reinvigorate the county’s economic base, diversification away from the traditional reliance on manufacturing will be required in order to better position the county to compete in a changing marketplace. In order to more fully explore the options for restructuring the county’s economy Juneau County engaged NCWRPC to prepare an Economic Diversification Study, which looks at the current employment base and examines ways that it can be made more competitive in the future.

Many of the communities in Juneau County are located along the Interstate 90/94 Corridor making them something of a “midpoint” between the larger cities of Madison, Eau Claire, & La Crosse. Perhaps even more important is Juneau County’s position between Chicago and Minneapolis. Manufacturers seeking to serve markets in these communities have located in Juneau County. This transportation link works for both employers and employees who take advantage of the county’s location to commute as well. Based on Census figures, 200 more workers leave Juneau County to work elsewhere than enter the county to work each day. Many people working in the areas of Tomah and Baraboo reside in Juneau County. Nearly 17 percent of Juneau County’s resident labor force leaves the County each day to work. This is offset by the incoming labor force from surrounding counties each day, which amounts to approximately 15 percent of the county’s total workforce.

Economic success often hinges on the characteristics of the population. These human resources are key to the diversification of the economy in Juneau County. A diversified community requires more employees with a wider variety of skills than a “one-industry focus” community. These workers must be adaptable to changes in the demand for labor and be capable of quickly retraining in new vocations to meet that demand. The county lags behind the state in educational attainment and the population is slightly older than the state as a whole. In spite of these factors, which could be considered handicaps to economic diversification, there has been steady job growth within the county over the last twenty years.

Economic Sectors

Overall, in 2017, there were 9,362 persons employed in the basic economic “supersectors” in Juneau County. That represents a nearly 7 percent increase over employment in 2000, when there were 8,754 persons employed within Juneau County. **Table 6.3** displays employment by economic supersector for Juneau County for the years 2000, 2010, and 2017.

Table 6.3: Juneau County Employment by Supersector					
NAICS Sector	2000	2010	2017	2000-17 Net Change	2000-17 % Change
Natural Resources & Mining	117	181	199	82	70.1%
Construction	327	285	296	-31	-9.5%
Manufacturing	2,934	1,855	2,134	-800	-27.3%
Trade, Transportation, & Utilities	1,480	1,485	1,576	96	6.5%
Information	42	*	54	12	28.6%

Financial Activities	223	214	206	-17	-7.6%
Professional & Business Services	147	146	391	244	166.0%
Education & Health Services	1,733	2,316	2,340	607	35.0%
Leisure & Hospitality	842	858	876	34	4.0%
Public Administration	725	1,141	1,144	419	57.8%
Other Services	184	190	146	-38	-20.7%
Totals	8,754	8,671	9,362	608	6.9%
<i>Source: WI Dept. of Workforce Development; QCEW ES202 Results; 2000, 2010 and 2017 & NCWRPC</i>					
<i>*Data suppressed - some federal employees not reflected in totals</i>					

Between 2000 and 2017, most supersectors experienced increases in employment, with the Professional & Business Services sector experiencing the fastest increase with a 166% increase during this time. The Education * Health Services sector experienced the largest numerical increase during this time, increasing by 608 jobs, making it the largest segment of the County’s economy. The Manufacturing sector, which was the largest segment of Juneau County’s economy in 2000, experienced the largest and fastest decrease of any sector between 2000 and 2017 declining by 800 jobs, or 27 percent during this time.

Labor Force Analysis

Overall, the labor force has increased from 12,771 in 2000 to 13,626 in 2017, which represents an increase of about 6.7 percent. **Table 6.4** displays labor force trends in Juneau County between 2000 and 2017. The labor force is defined as the number of persons sixteen and over, that are employed or searching for employment. Persons over sixteen who are students, homemakers, retired, institutionalized, or unable/willing to seek employment are not considered part of the labor force. In 2000, 12,116 Juneau County residents were employed, with the number of employed residents in Juneau County rising to 13,171 in 2017, which represents an increase of about 8.7 percent.

Table 6.4: Juneau County Labor Force				
	2000	2010	2017	Percent Change
Population 16 years and over	18,892	21,484	21,712	14.9%
Labor Force	12,771	13,697	13,626	6.7%
Employed	12,116	12,330	13,171	8.7%
Unemployed	655	1,367	455	-30.5%
Unemployment Rate	5.10%	10.00%	3.30%	-35.3%
Participation Rate	67.60%	63.75%	62.76%	-7.2%
<i>Source: WI Department of Workforce Development</i>				

Wages

Juneau County wages in 2017 were below the state average in all sectors except for the Natural Resources & Mining sector, as shown in [Table 6.5](#). However, it appears that wage averages in the Natural Resources & Mining sector have been declining rapidly in the past five years, as they decreased by over 13 percent during this time. In Juneau County, wages were highest in the Manufacturing sector at \$50,843, followed by the Information sector at \$44,690. Overall, Juneau County experienced an 11 percent increase in wages in the past 5 years.

Table 6.5: Annual Average Wage by Industry Sector Juneau County, 2017					
	County Annual Avg. Wage	State Annual Avg. Wage	Percent of State Avg.	1-year Percent Change	5-year Percent Change
Natural Resources & Mining	\$42,167	\$39,444	106.9%	-16.0%	-13.6%
Construction	\$40,302	\$61,909	65.1%	0.3%	9.8%
Manufacturing	\$50,843	\$58,048	87.6%	2.7%	9.6%
Trade, Transportation, Utilities	\$32,989	\$41,901	78.7%	4.8%	19.9%
Information	\$44,690	\$73,577	60.7%	5.4%	12.0%
Financial Activities	\$37,321	\$71,474	52.2%	6.7%	16.8%
Professional & Business Services	\$43,656	\$60,729	71.9%	3.9%	39.2%
Education & Health Services	\$43,986	\$49,185	89.4%	2.4%	7.4%
Leisure & Hospitality	\$13,336	\$18,757	71.1%	2.1%	6.6%
Other Services	\$28,161	\$30,674	91.8%	3.7%	9.3%
Public Administration	\$42,902	\$47,859	89.6%	2.4%	8.9%
Total All Industries	\$40,252	\$48,891	82.3%	2.7%	10.9%

Source: WI Dept of Workforce Development and NCWRPC

Forecasts

Employment forecasts are difficult to come by and not available at the City level. However, employment projections are available at the County-level through EMSI (Economic Modeling Specialists International). Between 2017 and 2027, total employment within Juneau County is projected to increase by about 4 percent, adding an additional 420 jobs. Most employment sectors are projected to increase during this time, while the Wholesale Trade; Finance and Insurance; Real Estate; Arts, Entertainment, and Recreation; Accommodation and Food Services, and Other Services sectors are projected to decline in employment.

The Educational Services sector is projected to experience the fastest increase between 2017 and 2027 with a projected increase of about 43 percent. The Health Care & Social Assistance sector is projected to add 70 jobs, which represents the most jobs added during this time. The Real Estate Sector is projected to lose the most jobs (21) and experience the fastest decrease (45%) during this time.

Tourism

Tourism is a major component in Juneau County's economy as thousands of visitors travel to the area to take advantage of the County's diversity of recreational resources such as public forest access, numerous trails such as the Elroy-Sparta State Trail, lakes and rivers such as the Wisconsin River, Lake Petenwell and Castle Rock Lake. Juneau County also contains part of Wisconsin Dells, a major tourism destination, although most of the tourism attractions that Wisconsin Dells offers are located outside of Juneau County. Juneau County's close proximity to Wisconsin Dells means that travelers from the north and northwest are likely to travel through Juneau County on their way to visit Wisconsin Dells. Additionally, the nearby new Woodside Ranch Sports Complex is a major destination that draws tourists (in the form of sporting events) from all over the state, and fills up many area hotels on weekends.

In 2017, Juneau County ranked 40th among the 72 counties in Wisconsin for total traveler expenditures. According to annual estimates prepared by the Wisconsin Department of Tourism, travelers to Juneau County spent \$72.6 million in 2017, up 2.2% from 2016. This level of expenditures is estimated to directly and indirectly support 797 full-time equivalent jobs and provide over \$15.5 million of resident income.



Walker Stainless, one of New Lisbon's major employers, illustrates the importance of manufacturing to the city's economy, and the strength of the local job market.

Major Employers

Table 6.6 displays the top employers in Juneau County. Many of the County's largest employers are located in Mauston, but New Lisbon is home to a number of large employers as well, including: Walker Stainless Equipment Company, Leer Inc., New Lisbon School District, and the New Lisbon Correctional Institution.

While manufacturing within Juneau County has been decreasing, it is still a major component of the economy, as it supplies the second most jobs of any industry within the County. The Educational & Health Services industry sector is now responsible for the most jobs within Juneau County, and this is represented by major employers such as Mile Bluff Medical Center; Mile Bluff Family Medical; and the Necedah, Mauston, and New Lisbon Public School Districts.

Table 6.6 Top Employers in Juneau County, 2017

Employer Name	Location	Industry
Mile Bluff Medical Center	Mauston	General Medical & Surgical Hospitals
Walker Stainless Equipment Company	New Lisbon	Plate Work Mfg
Mile Bluff Family Medical	Mauston	All Other Health & Personal Care
Sand Ridge State Secure Treatment	Mauston	Psychiatric & Substance Abuse Hospitals
Necedah Public School	Necedah	Elementary and Secondary Schools
Volk Field, Camp Williams- U.S. Air National Guard	Camp Douglas	Legislative Bodies, National Security
Brunner Manufacturing Inc	Mauston	Bolt Nut Screw Rivet & Washer Mfg
Mastermold	Mauston	Plastics Material & Resin Mfg
Leer Inc.	New Lisbon	Electric Appliance Wholesalers
Festival Foods	Mauston	Supermarkets and Grocery Stores
Kwik Trip	Various	Gas Station / Convenience Stores
Freudenberg-Nok	Necedah	Gasket Packing/Sealing Device Mfg
County of Juneau	Mauston	Public Services
Legacy Power Conversion Sales	Necedah	Misc. Electric Equipment Mfg
Mauston School District	Mauston	Elementary and Secondary Schools
New Lisbon School District	New Lisbon	Elementary and Secondary Schools
New Lisbon Correctional Institution - DOC	New Lisbon	Correctional Facility
Parker-Hannifin Refrigeration Specialties	Mauston	AC Refrigeration & Forced Air Heating
State of Wisconsin	Various	Legislative Bodies, Transportation

Source: WI Dept. of Workforce Development

Economic Development Programs

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

Local

The Juneau County Economic Development Corporation (JCEDC)

A non-profit organization that promotes the economic development of Juneau County, Wisconsin, and its respective cities, villages, and towns. JCEDC is comprised of area businesspersons, citizens, local government, utility company representatives, state agencies and elected officials, educational institutions and other organizations essential to the growth of Juneau County. JCEDC is prepared to serve the needs of new businesses coming to our area as well as assist existing companies.

Regional

North Central Wisconsin Development Corporation

The North Central Wisconsin Development Corporation (NCWDC) manages a community development loan fund designed to address a gap in private capital markets for long-term, fixed-rate, low down payment, low interest financing. The fund is targeted to businesses in the ten-county region.

Northwest Wisconsin Manufacturing Outreach Center (NWMOC)

The Northwest Wisconsin Manufacturing Outreach Center provides operations assessments, technology training, and on-site assistance to help firms in western Wisconsin modernize and streamline manufacturing processes.

Alliant Energy

Alliant Energy is a regional utility company that provides technical and consultative economic development assistance to communities within its service area.

State

Rural Economic Development Program

This program administered by the Wisconsin Economic Development Corporation (WEDC) provides grants and low interest loans for small business (less than 25 employees) start-ups or expansions in rural areas. Funds may be used for "soft costs" only, such as planning, engineering, and marketing assistance.

Wisconsin Small Cities Program

The Wisconsin Department of Administration provides federal Community Development Block Grant (CDBG) funds to eligible municipalities for approved housing and/or public facility improvements and for economic development projects. Economic Development grants provide loans to businesses for such things as: acquisition of real estate, buildings, or equipment; construction, expansion or remodeling; and working capital for inventory and direct labor.

University of Wisconsin Extension Office

The Center for Community Economic Development, University of Wisconsin Extension, creates, applies and transfers multidisciplinary knowledge to help people understand community change and identify opportunities.

The Wisconsin Innovation Service Center (WISC)

This non-profit organization is located at the University of Wisconsin at Whitewater and specializes in new product and invention assessments and market expansion opportunities for innovative manufacturers, technology businesses, and independent inventors.

Wisconsin Small Business Development Center (SBDC)

The UW SBDC is partially funded by the Small Business Administration and provides a variety of programs and training seminars to assist in the creation of small business in Wisconsin.

Other State Programs

Technology Development grants and loans; Customized Labor Training grants and loans; and Major Economic Development Project grants and loans.

Transportation Economic Assistance (TEA)

This program, administered by the Wisconsin Department of Transportation, provides immediate assistance and funding for the cost of transportation improvements necessary for major economic development projects.

Federal

Economic Development Administration (EDA)

EDA offers a guaranteed loan program as well as public works grant program. These are administered through local units of government for the benefit of the local economy and, indirectly, private enterprise.

US Department of Agriculture – Rural Development (USDA – RD)

The USDA Rural Development program is committed to helping improve the economy and quality of life in all of rural America. Financial programs include support for such essential public facilities and services as water and sewer systems, housing, health clinics, emergency service facilities, and electric and telephone service. USDA-RD promotes economic development by supporting loans to businesses through banks and community-managed lending pools. The program also offers technical assistance and information to help agricultural and other cooperatives get started and improve the effectiveness of their member services.

Small Business Administration (SBA)

SBA provides business and industrial loan programs that will make or guarantee up to 90% of the principal and interest on loans to companies, individuals, or government entities for financing in rural areas. Wisconsin Business Development Finance Corporation acts as an agent for the U.S. Small Business Administration (SBA) programs that provide financing for fixed asset loans and for working capital.

Goals, Objectives & Policies

Goals

1. Promote the expansion and stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
2. Build community identity by revitalizing (Main Street) downtown and enforcing building standards.

Objectives

1. Plan for industrial space needs to encourage existing industries, such as Leers and Walker Stainless, to remain and expand in the city.
2. Seek to maximize the economic benefit from New Lisbon's location on I-90/94.

Policies

1. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding areas.
2. Encourage job-training and economic development activities that will foster high-paying jobs for city residents and increase skill levels within the local workforce.
3. Use existing TIF districts to foster appropriate development within the city.
4. Cooperate in countywide economic development initiatives.
5. Implement policies and regulations that ensure the quality of development within the city's "Gateway" near the Highway 80 — I-90/94 interchange.

Chapter Seven

Land Use

The City of New Lisbon covers about 1,900 acres in Juneau County, on the banks of the Lemonweir River. The land is generally flat, with scattered rocky outcroppings. This is the remnant of Glacial Lake Wisconsin, which occupied this area at the end of the last Ice Age, some 12,000 years ago. The Lemonweir River flows through the City from northwest to southeast. The river is extremely winding and has a broad floodplain. A dam creates an impoundment known locally as the Mill Pond.

New Lisbon is located along Interstate 90/94. State Highways 80 and 16 intersect in New Lisbon, along with US 12. The Canadian National (formerly Wisconsin Central) tracks branch off from the Canadian Pacific in New Lisbon.

Previous Plans and Studies

City of New Lisbon Comprehensive Plan, 2009

In 2009, the City of New Lisbon adopted a comprehensive plan. A variety of reasons led to the development of that plan, including a concern for the community's future, to prevent land use conflicts, and to promote economic development. That comprehensive plan serves as the foundation of this update effort.

Regional Livability Plan, 2015

Land use is one of four elements included in the Regional Livability Plan, adopted by the North Central Wisconsin Regional Planning Commission in 2015. The Land Use Assessment Report, a component of the plan, looks in detail at the land uses through the 10-county region, and identifies trends and issues facing land use. The Regional Livability Plan addresses two issues: housing density and farmland preservation. The two land use goals of the Plan are as follows:

Goal 9: Preserve and protect the region's landscape, environmental resources, and sensitive lands while encouraging healthy communities.

Goal 10: Manage and reduce vacant land and structures.

Existing Land Use Inventory

Knowing the existing land use patterns within a community is necessary to develop a desired future land use pattern. The Existing Land Use Map was developed using air photos from a countywide flight in 2015, with updates by local residents in 2020. The intent of the map is to provide a

generalized overview of land uses as they currently exist in the City. See the [Existing Land Use Map](#).

Table 7.1 below presents the current breakdown of land-use types within the City. The largest land use within the City is Agriculture, which represents over 17 percent of the City, followed by Woodlands with over 15 percent. Residential uses occupy 11.4 percent of the City’s area and Water accounts for 9.4 percent. Commercial represents 6.4 percent, and Industrial 6.6 percent, but a larger area is set aside for industrial use.

Table 7.1: Existing Land Use, 2015		
Land Use	Acres	Percent
Agriculture	333.1	17.5%
Commercial	120.6	6.4%
Governmental	193.8	10.2%
Industrial	125.0	6.6%
Open Grassland	155.9	8.2%
Outdoor Recreation	33.2	1.8%
Residential	216.6	11.4%
Transportation	245.2	12.9%
Water	177.8	9.4%
Woodlands	297.2	15.7%
Total	1,898.4	100.0%
<i>Source: NCWRPC GIS</i>		

[Land Demand](#)

Population and employment projections were compiled in an effort to identify the demand for land in the City of New Lisbon.

[Population Projections](#)

In 2014, the Wisconsin Department of Administration (DOA) prepared population projections for each county and community in Wisconsin. DOA projections indicate that the City will slightly decrease in population by 5 persons by 2040, as shown in **Table 7.2**.

Table 7.2: Population Projections						
	2020	2025	2030	2035	2040	% Change 2020-40
New Lisbon	2,650	2,705	2,735	2,710	2,645	-0.2%
Juneau County	28,130	29,080	29,790	29,805	29,465	4.7%
Wisconsin	6,005,080	6,203,850	6,375,910	6,476,270	6,491,635	8.1%
<i>Source: Wisconsin Department of Administration</i>						

Housing Projections

As a result of the projected population growth, there will be a need for additional housing units. Note this is not a household projection, but rather a housing unit projection. While the City’s population is projected to slightly decline by 2040, the number of households within the City is projected to slightly increase (by 7 housing units) by 2040, as shown in **Table 7.3**.

Table 7.3: Household Projections						
	2020	2025	2030	2035	2040	% Change 2020-40
New Lisbon	709	734	745	737	716	1.0%
Juneau County	11,774	12,389	12,871	13,059	13,082	11.1%
Wisconsin	2,491,982	2,600,538	2,697,884	2,764,498	2,790,322	12.0%

Source: Wisconsin Department of Administration

Land Supply

There are about 1,900 acres of land within the City. Of that, over 786 acres, over 40% of the City’s land base, are currently undeveloped and are currently being used for agricultural or woodland purposes or are open grasslands. However, it should be noted that not all of this land is suitable or desirable for development. When factoring in slight projected changes in population and the number of housing units by 2040, the supply of developable land in the City is more than sufficient to accommodate projected demand over the next 20 years for all use categories even under a rapid growth scenario.

Land Values

Table 7.4 displays the assessed land values in the City of New Lisbon. It is important to note that tax exempt properties are not included in values for Table 7.4. In 2019, the assessed value of land and improvements was \$74,887,700. Overall, land value per acre in the City is valued at about \$69,923 per acre. Properties classified as “Residential” have the highest value per acre followed by properties classified as “Manufacturing” and “Commercial”.

Table 7.4: Assessed Land Value (per acre), 2019		
Land Classification	Total Value of Land and Improvements	Total Value per Acre
Residential	\$39,966,200	\$149,128
Commercial	\$22,961,800	\$111,465
Manufacturing	\$11,762,600	\$143,446
Agriculture	\$61,000	\$158
Undeveloped	\$121,100	\$993
Forest	\$15,000	\$2,500
Total	\$74,887,700	\$69,923

Source: WI Department of Revenue, NCWRPC

Redevelopment and Infill Opportunities

The City's Tax Incremental Financing (TIF) Districts are the focus of redevelopment. However, there are still some areas within the City's urban core that remain undeveloped, as well as several parcels that are underutilized and could be ideal locations for redevelopment or infill development.

Future Land Use Plan

The **Future Land Use Plan Map** represents the long-term land use recommendations for all lands in the City. Although the map is advisory and does not have the authority of zoning, it is intended to reflect community desires and serve as a guide for local officials to coordinate and manage future development of the City.

These land use classifications are designed to be similar to those embodied in the City's zoning ordinance. A future land use map drawn with the broad categories that can easily be translated into zoning districts. The vision that is embodied in the future land use map can act as a guide for whatever land use controls are implemented. The Future Land Use Map was developed to represent the desired arrangement of future land uses and utilizes the following seven land use categories:

1. Residential

Identifies areas recommended for residential development typically consisting of smaller lot sizes.

2. Commercial

Identifies areas recommended for commercial development, as well as existing commercial establishments located throughout the City, as well as commercial areas that are dependent on traffic or off of the Interstate or access to the highway.

3. Industrial

Identifies areas recommended for industrial development, as well as existing industrial areas located throughout the City.

4. Governmental/Public/Institutional

Identifies existing or planned governmental/public/institutional facilities within the City, including recreational facilities.

5. Outdoor Recreation

Identifies areas that will be used recreational purposes; such as the City's parks, the school district's sporting fields, and the camping area along New Lisbon Lake.

6. Transportation Corridors

Identifies the existing road network along with the recommendations for improved and safe traffic movement in the town, including airports and rail facilities.

7. Preservation & Open Space

Contains sensitive environmental areas, such as 100-year floodplains as defined by the Federal Emergency Management Agency, DNR wetlands, steep slopes of 12 percent or greater, forest areas, and open water. This could include endangered species habitat or other significant features or areas identified by the City.

Using these categories the Plan Commission participated in a mapping exercise to identify the desired land use. Commission members were asked to indicate their thoughts on a map by drawing shapes or circles to place these different land uses on a map. Specifically, they used their broad knowledge of the City, the series of maps that were prepared as part of the planning process, and their interpretation of the current trends. The goal was to produce a generalized land use plan map to guide the City's growth in the coming decades.

[Future Land Use Plan Map Overview](#)

The Future Land Use Plan Map has identified approximately 601 acres in residential, 310 acres in commercial use, and 151 acres in industrial use. There are 194 acres of land for preservation & open space, and 216 acres of land for government/public/institutional development.

The City's Future Land Use Plan envisions a land use pattern within the City limits similar to what currently exists. The most notable changes are the addition of new residential lands, namely the conversion of agricultural lands in the western portion of the City into residential uses, as shown in [Figure 7.1](#), and the addition of commercial uses along the I90/94 corridor, also shown in [Figure 7.1](#). Industrial uses in the area are adjacent to the Leer's plant, near the junction of the Canadian Pacific and Canadian National railroad tracks, and near the commercial area at the I-90/94 interchange.

[Extraterritorial Area Future Land Use](#)

The Future Land Use Plan also considered the area in the City's extraterritorial area (1.5 miles outside the City limits.) The [Extraterritorial Future Land Use Map](#) displays future land use within the City's extraterritorial area. Existing agricultural areas north of I-90/94 and west of the Lemonweir River and between the river and STH 80 north of New Lisbon, and south of the City between 80 and Walker Road all remain in agriculture. The area of commercial surrounding the interchange at I-90/94 is significantly expanded stretching along both side of the highway from Corey Road on the north side to Welsh Prairie Road on the south side. There is an area of Rural Residential development along STH 80 north of the City. The area to the north and east is shown as forest. The floodplain of the Lemonweir River above and below New Lisbon is in Preservation & Open Space.

The most notable change is the increase of the areas shown in Residential use. Southeast of the City along USH 12 from the river to Walker Road is shown as Residential. Expressing an optimistic long-term vision for the City the Future Land Use Plan shows the entire area north and west of CTH B running all the way to the current City limits as Residential. If this area were entirely developed as high-density Residential (with municipal services) it would represent major growth for the City of New Lisbon. The area north and west of the City between USH 12 and the Little Lemonweir River is seen in Rural Residential.

The goal of this land use plan is to balance individual private property rights with the City's need to protect property values community-wide, minimize the conflicts between land uses and keep the cost of local government as low as possible. An essential characteristic of any planning program is that it be ongoing and flexible. Periodic updates to the plan are needed to maintain that it is reflective of current trends.

Land Use Controls

Zoning

Local Zoning

The City has general zoning authority. The current Zoning Ordinance was adopted in 2001 and the City administers the ordinance. The ordinance provides for a total of eleven districts, all of these are in use. The Ordinance has three Residential districts, three Business districts, two Industrial districts, as well as Conservancy, Agricultural and a General Parks district.

Recently the Highway Business (B-2) and Downtown Business (DB-1) Districts were revised to make all uses conditional. By removing all "by right" uses the City will exercise greater control over the kind of businesses that are allowed in the downtown and in the area adjacent to I-90/94. These two areas are particularly high profile, and as such, represent the public face of the City. This higher level of control over land use in these important parts of the City can be used as part of a comprehensive strategy to improve the image of these two important areas. Consideration should be given to implementing some form of design review within these two districts to reinforce the importance of these areas to the City.

Extraterritorial Zoning

The City of New Lisbon is surrounded by the Town of Lisbon, which has zoning and land division regulations. Wisconsin statutes grant incorporated municipalities authority to review subdivisions within a one and a half mile extraterritorial area. Potential exists for the Town and City to enter into an extraterritorial zoning arrangement in all or part of the one and a half mile area surrounding the City.

The statutes lay out a process by which zoning can be implemented within the extraterritorial area [ss62.23(7a)] that involves the appointment of a joint committee with three representatives from each jurisdiction. Any action by this committee requires a majority vote. Once an agreement is reached, an ordinance covering zoning for the area is adopted. These regulations would be enforced by the City.

Extraterritorial Plat Review

Extraterritorial plat review allows the City to review, and approve or reject subdivision plats located within the extraterritorial area as long as the City has a subdivision ordinance or official map. Statutes define the review area as the unincorporated areas within 1.5 miles of the City.

The purpose of the extraterritorial plan approval process is to help cities and villages influence the development pattern of areas outside of their jurisdiction that could be annexed at some point. It also helps cities protect land uses near their boundaries from conflicting uses outside of their city limits.

Annexation

Because the City of New Lisbon is surrounded by the Town of Lisbon, any land annexed by the City will come from the Town. In recent years New Lisbon has completed several annexations, mostly in the area around the I-90/94 exit. This includes the site of the New Lisbon State Correctional Institution. There is the possibility of more annexations occur in the future. A boundary agreement between the Town and the City could potentially deal with any issues that arise as part of such an annexation.

Wisconsin's annexation laws generally favor the property owner. Under current law what is called direct annexation [ss60.021(2)(a)] must be initiated by the property owner. From the Town's point of view annexation usually represents a loss of tax-base with no redeeming benefit. Ensuring that the Town's interests are protected in any annexation process is an argument in favor of such an agreement. For the City a boundary agreement can provide for an orderly process.

Subdivision Ordinance

The City of New Lisbon has a Land Divisions Ordinance that was adopted in 2001. The ordinance calls for City approval of all land division. The ordinance also provides for approval procedures, design standards, road dedication, inspections, sureties, and penalties.

The County administers a Road Access and Land Division ordinance, which requires minimum road frontage (40 feet) and a certified survey map for any newly created lot of less than fifteen acres. It also specifies road standards for any road that is to be accepted for dedication as part of any subdivision.

Goals, Objectives & Policies

Goals

1. Balance individual property rights with community interests and goals.
2. Plan and develop land uses that create or preserve the community.
3. Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
4. Promote the redevelopment of land with existing infrastructure and public services and maintain and rehabilitate existing residential, commercial and industrial structures.
5. Promote a quiet and peaceful community with open spaces and scenic landscape.

Objectives

1. Maintain orderly, planned growth which promotes the health, safety and general welfare of residents, and makes efficient use of land and of public services, facilities and tax dollars.
2. New development should not have negative impact the natural environment or existing properties.
3. Provide for a mix of land uses within the City.
4. Promote new development that is consistent with this plan.

Policies

1. Encourage land uses and building locations that minimize the potential for conflicts between existing and proposed land uses.
2. Consider policies incorporating areas of growth or likely annexation into the City.
3. Update existing land use regulations to be consistent with this plan.

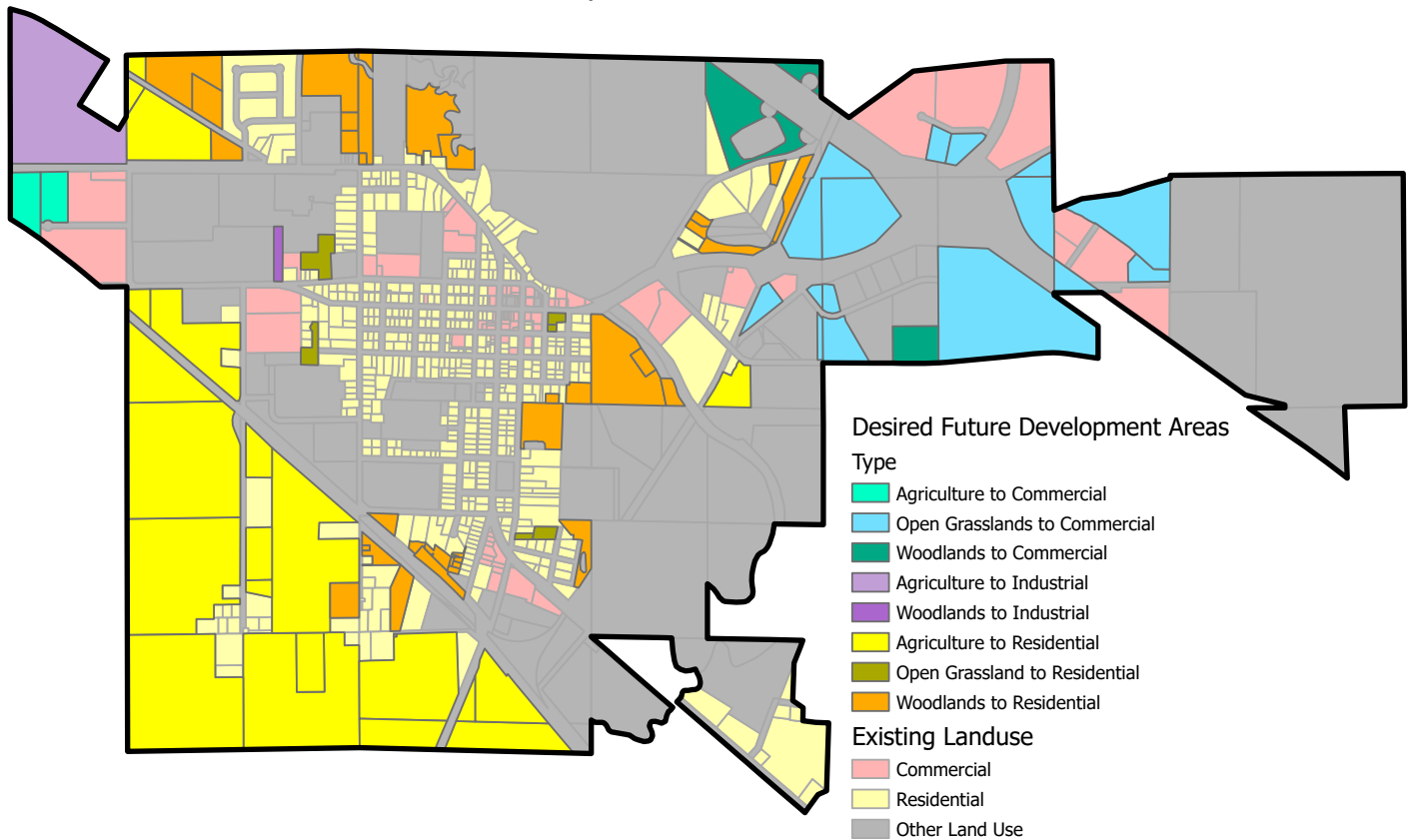
Figure 7.1

Desired Future Development Areas

Areas highlighted in this figure represent desired future development areas. Future residential and commercial development within the City of New Lisbon should be prioritized into these areas.

Desired future development areas are mainly located in underutilized areas of lands currently used for agricultural and woodland purposes, or lands that are currently open grasslands. The Future Land Use Plan designates 544 acres of land as future development.

Yellow colors represent areas of desired future residential development, purple colors represent future industrial development, while blue colors represent areas of desired future commercial development.



Conversion from Agriculture

Approximately 332 acres of existing agricultural lands are designated for desired future development. Existing agricultural lands have cheap land values per acre, with agricultural land being assessed at \$158 per acre within the City in 2019.

Conversion from Grasslands

Approximately 112 acres of existing open grasslands are designated for desired future development. Existing open grasslands have cheap land values per acre, with undeveloped land being assessed at \$993 per acre within the City in 2019.

Conversion from Forests

Approximately 100 acres of existing forested lands are designated for desired future development. Existing forested lands have modest land values per acre, with forested land being assessed at \$2,500 per acre within the City in 2019.

Chapter Eight

Intergovernmental Cooperation

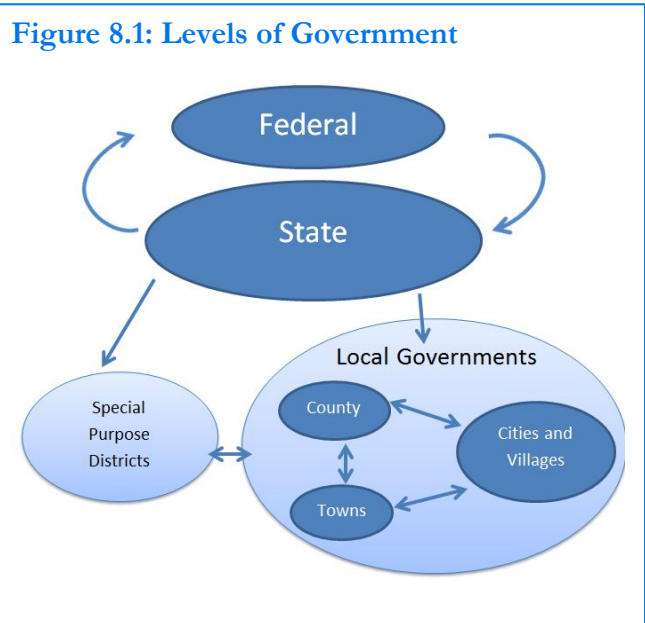
Background

Intergovernmental Cooperation is important because many issues including economic development, housing, natural resources, and transportation cross political boundaries. Communities are interdependent for many reasons, and the effects of growth, change, and activities spill over and impact the entire region.

Typically, intergovernmental cooperation and coordination refers to any arrangement by which officials of two or more government jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It is also dependent upon a defined geographic area within which cooperation and coordination may be feasible. Intergovernmental cooperation can be as simple as communication and information sharing, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue. Wisconsin Statute §66.30, entitled “Intergovernmental Cooperation” does enable local governments to jointly do together whatever one can do alone.

Relationships between governments can best be described as “vertical” relationships, such as between federal, state and local units (county/city/town), see [Figure 8.1](#). These relationships are relatively well established in law. Unfortunately, there is little public policy in Wisconsin law that encourages, let alone requires, horizontal governmental relationships such as town to town and municipality to county or town. The result is that towns, municipalities, and counties often act more as adversaries than as partners.

State-wide, Wisconsin has over 2,500 units of government and special purpose districts. Having so many governmental units allows for local representation, but also adds more players to the decision making process. As governments communicate and collaborate on issues of mutual interest, they become more aware of one another’s needs and priorities. They can better anticipate problems and work to avoid them. Intergovernmental cooperation makes sense for many reasons including trust, cost



savings, consistency, and ability to address regional issues. Cooperation can lead to positive experiences and results that build trust between jurisdictions. It can save money by increasing efficiency and avoiding unnecessary duplication. It can lead to consistency of goals, objectives, plans, policies, and actions of neighboring communities. Finally, by communicating and coordinating their actions and working with regional and state jurisdictions, local communities are able to address and resolve issues that are regional in nature.

A variety of other factors, some long-standing and some of fairly recent origin, are combining to force citizens and local governments in both urban and rural areas to confer, cooperate, and in some cases, to join together in a search for better ways to deliver public services in their respective areas. These factors include:

- Local governments financial situation;
- Opportunity to reduce costs by working together;
- Elimination of duplication of services;
- Population settlement patterns and population mobility;
- Economic and environmental interdependence; and
- High-cost, capital-intensive functions.

The major beneficiary of intergovernmental cooperation is the local resident. They may not understand, or even care about the details of a particular intergovernmental issue, but residents can appreciate their benefits, such as cost savings, provision of needed services, a healthy environment, and a strong economy. Communication and joint planning can reduce or minimize potential conflicts.

Local Government

Protective Services

The New Lisbon Police Department provides general law enforcement services to the City of New Lisbon. In addition to the Chief, the department has three full-time officers. The department has four cruisers.

The New Lisbon Volunteer Fire Department is a subsidiary unit of the City. It serves the City of New Lisbon plus the Village of Hustler and Town of Fountain, as well as portions of the Towns of Lisbon, Clearfield, and Germantown. The Department has mutual aid agreements with all other departments within Juneau County. The Department consists of thirty members, including a Chief, an Assistant Chief, four Captains, and four Lieutenants.

Ambulance service is provided by Camp Douglas Rescue, which has three ambulances. There are also six first responders organized under an independent entity who provide EMS service to the City out of Camp Douglas.

County Government

Juneau County directly and indirectly provides a number of services to the City and the City enjoys a good working relationship with many of the responsible departments.

The County Sheriff's Department manages the 911-dispatch center for police, fire, and ambulance/EMS response.

Library District

The City of New Lisbon is served by the New Lisbon Library, located within the City. The library recently underwent a renovation and expansion, and provides a valuable service to the community, improving self-education opportunities and life-long learning, as well as provided community service space for children and adults to gather, hold events, and recreate.

School District

The City of New Lisbon is served by the New Lisbon School District. The district contains a high school and an elementary school. The City is within the Western Technical College District, with the closest branch located in Mauston.

Wastewater

A municipal wastewater treatment facility that serves the City of New Lisbon is located on the southwest area of the City on Webster Street and discharges into the Lemonweir River. The current City of New Lisbon wastewater treatment plant was rebuilt in the 2017. A new plant replaced the original with a design capacity of 480,000 gallons per day. Currently the plant treats about 280,000 gallons per day, so there is unused capacity. Sanitary sewer service is available in most of the developed areas of the City.

North Central Wisconsin Regional Planning Commission

The City, as a local unit of government within Juneau County, is a member of the North Central Wisconsin Regional Planning Commission. The NCWRPC provides assistance related to economic development, geographic information systems (GIS), intergovernmental cooperation, land use planning, and transportation planning to local governments within a ten-county region. The NCWRPC also prepares regional plans that address issues that cross jurisdictional and political boundaries.

Adjoining Units of Government

The City of New Lisbon is surrounded by the Town of Lisbon. In recent years the City has done a number of annexations, primarily in the area of the I-90/94 exit, all of which have taken land from the Town of Lisbon. The Town is currently in the process of preparing a Comprehensive Plan. Every effort should be made to coordinate with the Town of Lisbon to ensure that any future annexations take place in an orderly manner.

New Lisbon is a partner with Mauston in the Mauston-New Lisbon Airport located in the Town of Lisbon and administered by an independent board. Mauston and New Lisbon each appoint two members to the board, and alternate each year appointing a third member.

The New Lisbon Volunteer Fire Department is a unit of the City, but it contracts with several surrounding Towns to provide fire service. The City contracts with the Camp Douglas Rescue for ambulance service. The City has a service agreement with the State to provide sewer and water, police and fire service to the New Lisbon Correctional Institution, which is located within the city limits.

The City also has mutual aid agreements in place for emergency services with all surrounding departments in Juneau County, as well as with Volk Field in Camp Douglas.

State & Federal Government

As a local unit of government, the City has formal relationships with the State and Federal government. The City frequently works with the various state departments, such as the Department of Transportation, the Department of Natural Resources, and the Department of Revenue. Meanwhile, some of the federal agencies that the City works with include the U.S. Army Corps of Engineers and the Environmental Protection Agency. The State and Federal Government also have funding assistance available for local governments for housing, community development, community arts, transportation, environmental remediation, and many other areas.

Goals, Objectives & Policies

Goals

1. Encourage coordination & cooperation among nearby units of government.

Objectives

1. Promote communication with other units of government, including the Town of Lisbon and other surrounding Towns, the County, the state and federal government.
2. Join together with other units of government to provide services in a more cost-effective manner.

Policies

1. Periodically review existing shared service agreements, and explore additional agreements.
2. Explore the possibility of extraterritorial zoning and consider entering into a boundary agreement with the Town of Lisbon.

Chapter Nine

Implementation

Implementation of this plan depends on the willingness of local officials to use it as a guide when making decisions that affect growth and development in the City. It is also important that local citizens and developers become aware of the plan.

This plan, having been prepared as a single unit, is consistent in its parts and there is no inconsistency between them. The tools and techniques recommended to implement the comprehensive plan are as follows:

Decision Making

The adopted plan should be used as a guide by the City of New Lisbon when making land use and development decisions. The plan contains a variety of goals, objectives and policies which together comprise the framework for decision making by local officials. For purposes of this plan, goals, objectives and policies are defined as follows:

- **Goal:** *A goal is a statement that describes a desired future condition. The statement is broad in scope and describes general concepts or things the community hopes to accomplish.*
- **Objective:** *An objective is a statement that describes a specific course of action to achieve a goal or address an issue.*
- **Policy:** *A policy is a general course of action or rule of conduct to be followed to achieve community goals and objectives.*

Decisions concerning private development proposals, public investments, regulations, incentives, and other actions should be consistent with the goals, objectives and policies outlined in this plan. Although this plan is intended to guide the future of the City, it is impossible to predict exact future condition. As such, the goals, objectives and policies in this plan should be monitored on a regular basis to maintain concurrence with changing conditions and respond to unanticipated events.

Citizen Participation/Education

The City should encourage citizen awareness of the city's comprehensive plan by making it available on the city's website and displaying the plan, or parts of the plan, at the City Hall, Library or other community gathering places.

Tools for Implementation

Zoning

Zoning is the major implementation tool to achieve the proposed land uses. A zoning ordinance should be derived from, and be consistent with, the policy recommendations adopted in the comprehensive plan. The desired land uses should “drive” the development of specific zoning ordinance provisions including district descriptions, permitted uses, conditional uses and the zoning map. The City has its own Zoning Ordinance. **A careful review of the Zoning Ordinance should take place after the Comprehensive Plan is adopted, especially the Zoning Map.**

Land Division

The City of New Lisbon also has its own subdivision ordinance. The purpose of this ordinance is to regulate and control the division of land within the limits of the City in order to promote the public health, safety, prosperity, aesthetics and general welfare of the community; to lessen congestion in the streets and highways; and to further the orderly layout and appropriate use of land. **A review of the Subdivision Ordinance should take place after the Comprehensive Plan is adopted.**

Official Map

Cities may adopt official maps by ordinance or resolution. These maps may show existing and planned streets, parks, and other facilities. **No building permits may be issued to construct or enlarge any building within the limits of these mapped areas without prior approval of the Plan Commission or New Lisbon City Council.**

Capital Improvement Plan (CIP)

This is an ongoing financial planning program that allows local communities to plan ahead for capital expenditures and minimize unplanned expenses. A CIP consists of a list of proposed projects according to a schedule of priorities over a period, usually five years. It identifies needed public improvements, estimates their costs and identifies financing methods and sources. Public improvements or expenditures typically considered in a CIP include:

- *Public buildings (i.e., fire and police stations)*
- *Park and trail acquisition and development*
- *Roads and highways (maintenance and new construction/paving)*
- *Utility system construction/expansion, treatment plants, water towers, wells, etc.*
- *Community development projects*
- *Fire and police protection equipment*

A CIP is simply a method of planning for and scheduling expenditures for public improvements over a period of several years in order to maximize the use of limited public funds. Each year the CIP should be reviewed and extended one year to compensate for the previous year that was completed. This keeps the improvement program current and allows for modifications to meet the community’s changing needs.

The preparation of a CIP is normally a joint responsibility between the local elected officials, various committees and commissions, staff, and citizens. **The proposed capital improvement plan should be reviewed in light of the priorities outlined in the comprehensive plan.**

Annual Operating Budget

The City prepares a budget each year, which is a statement of the prioritization and allocation of financial resources to achieve certain objectives over a specific time period. The budget is based on the needs of City residents, priorities set by the City Council, and the related work plans identified by each department. The budget and the services provided by that budget are instrumental in achieving the goals and objectives of the comprehensive plan.

Other Tools

Additional tools and approaches can be utilized by the City to achieve the goals of the plan. These include but are certainly not limited to the following: capital improvements programming, fee simple land acquisition, easements (purchased or volunteered), deed restrictions, land dedication, and ordinances or programs regulating activities such as impact fees, building permits, erosion control, etc.

Plan Amendments

Periodic amendments can be made to this plan. Amendments are generally defined as minor changes, such as slight changes to the text or maps. Frequent changes to accommodate specific development proposals should be avoided. **The Comprehensive Planning Law requires that the same process used to adopt the plan will also be used to amend the plan.**

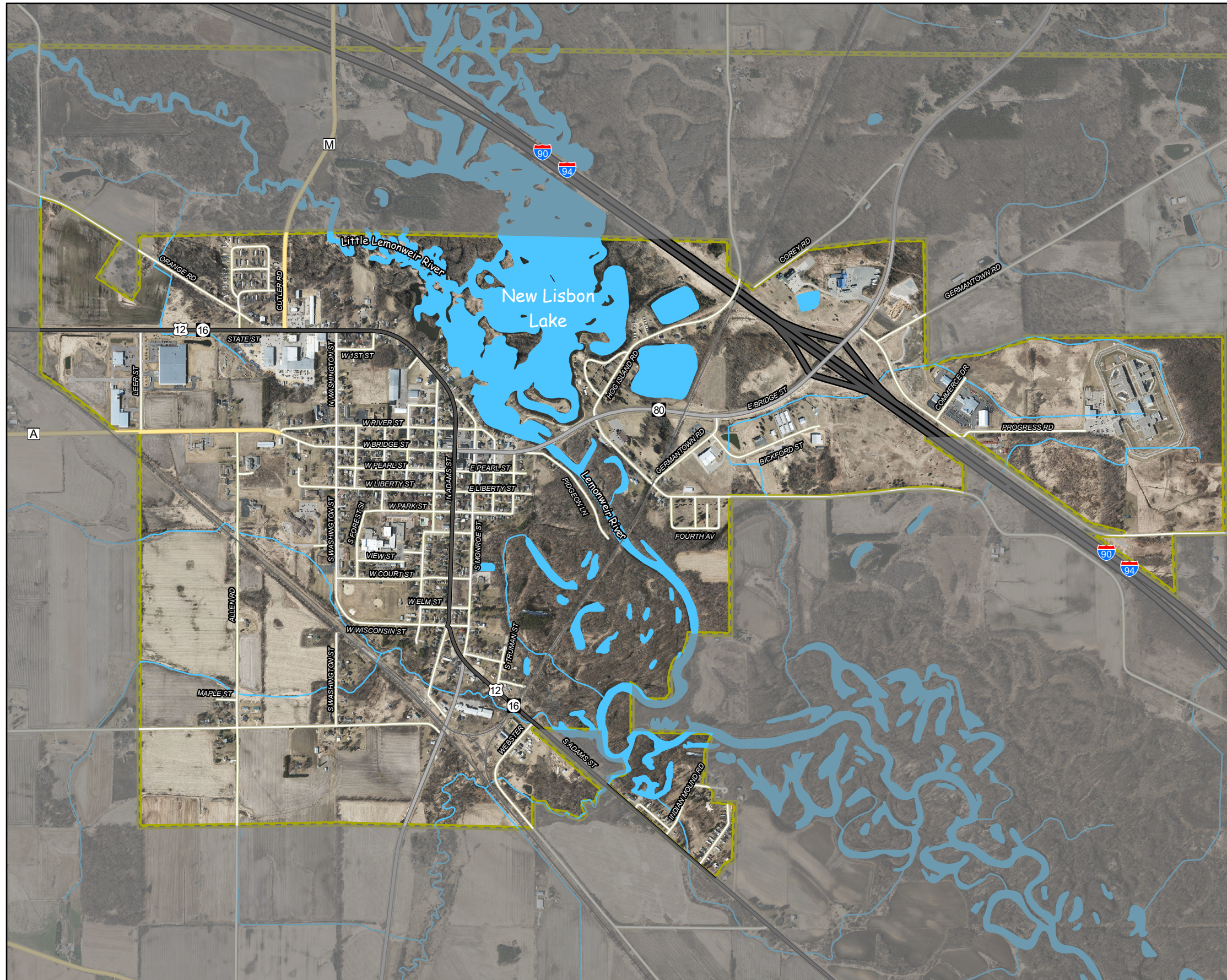
Criteria to consider when reviewing plan changes are as follows:

- *The change is consistent with the overall goals and objectives of the Comprehensive Plan.*
- *The change does not create an adverse impact on public facilities and services that cannot be mitigated.*
- *Development resulting from the change does not create an undue impact on surrounding properties. Such development should be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.*
- *The change allows a more viable transition to the planned uses on adjacent properties than the current land use.*
- *The change does not have a significant adverse impact on the natural environment including trees, slopes and groundwater, or the impact could be mitigated by improvements on the site or in the same vicinity.*
- *There is a change in City actions or neighborhood characteristics that would justify a change.*
- *The change corrects an error made in the original plan.*
- *There is a community or regional need identified in the comprehensive plan for the proposed land use or service.*
- *The change does not adversely impact any landmarks or other historically significant structures or properties unless mitigated through relocation, commemoration or dedication.*

Plan Review and Update








Periodic updating of the plan is necessary for continued refinement to insure that the plan reflects the desires of the city's citizens. An essential characteristic of any planning process is that it be ongoing and flexible. **The City should re-examine the plan, at least every five years, and determine if more complete review is required to bring it into line with changed conditions or altered priorities within the City. State law requires that a Comprehensive Plan be updated every ten years.**

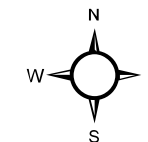
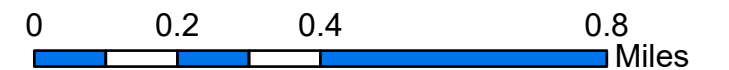
Maps



Planning Area

Legend

-  Interstate
-  U.S. Highway
-  State Highway
-  County Highway
-  Local Road
-  Private Road
-  Railroad
-  Water

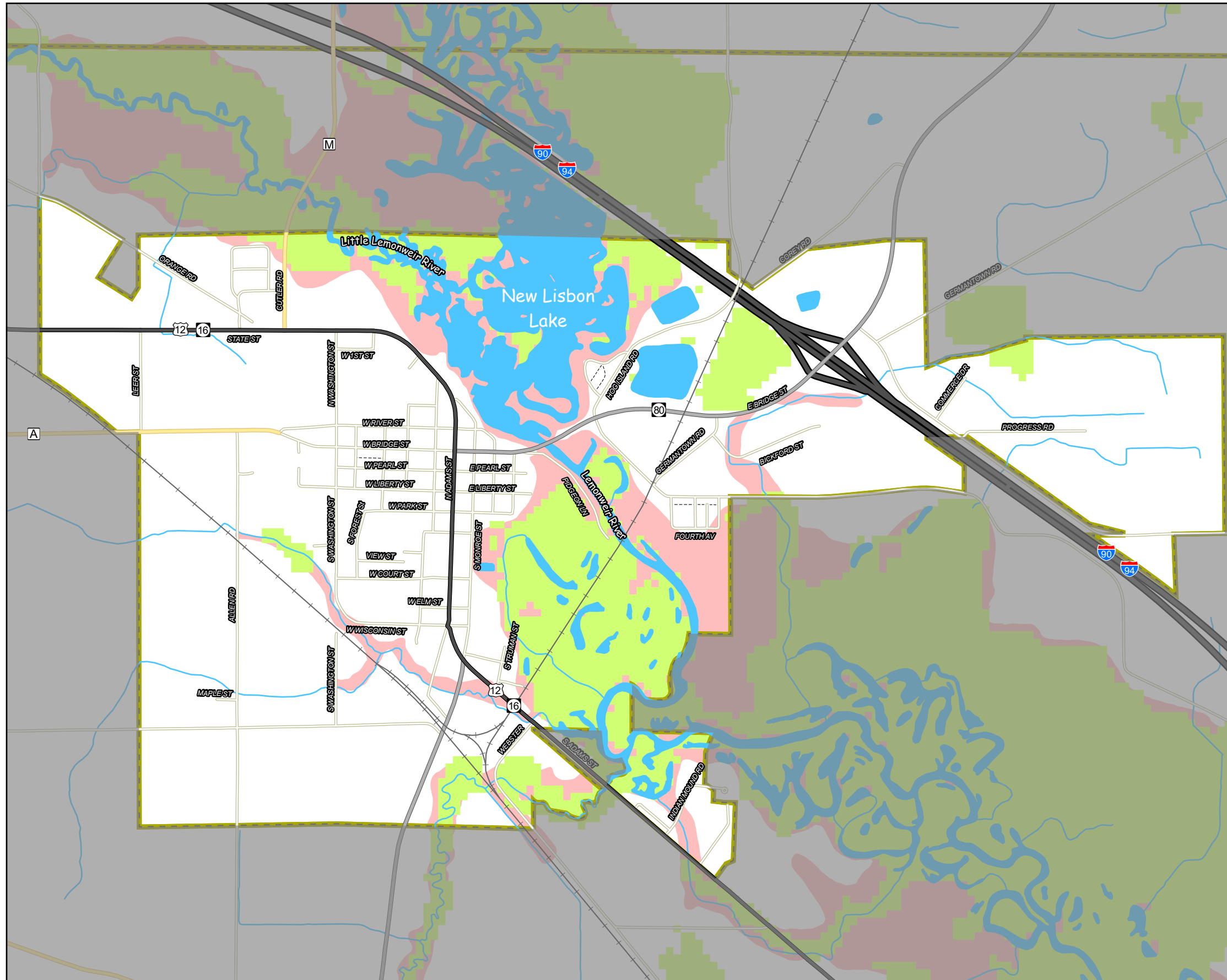


Source: WisDOT, WI DNR, NCWRPC, Juneau Co
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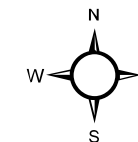
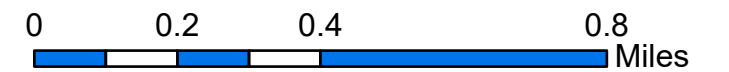
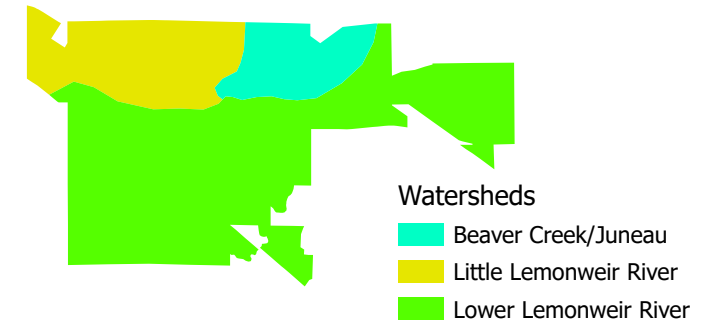


Natural Resources

Legend

- Interstate
- U.S. Highway
- State Highway
- County Highway
- Local Road
- Private Road
- Railroad
- Water
- Wetlands
- Floodplain

City of New Lisbon Watersheds



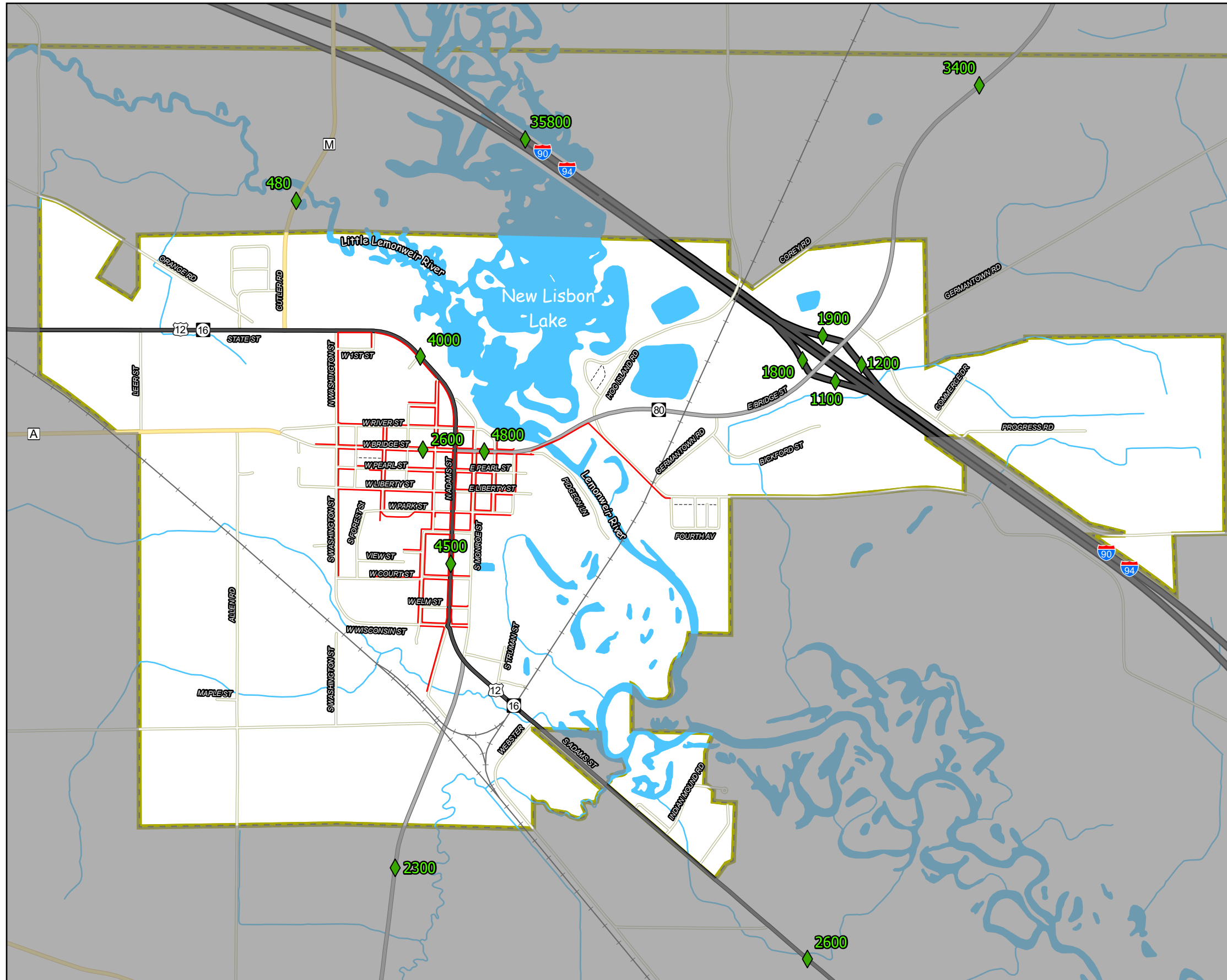
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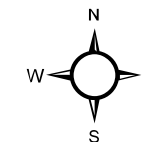
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Transportation



Legend

- Interstate
- U.S. Highway
- State Highway
- County Highway
- Local Road
- Private Road
- Railroad
- Traffic Counts
- Sidewalks
- Water

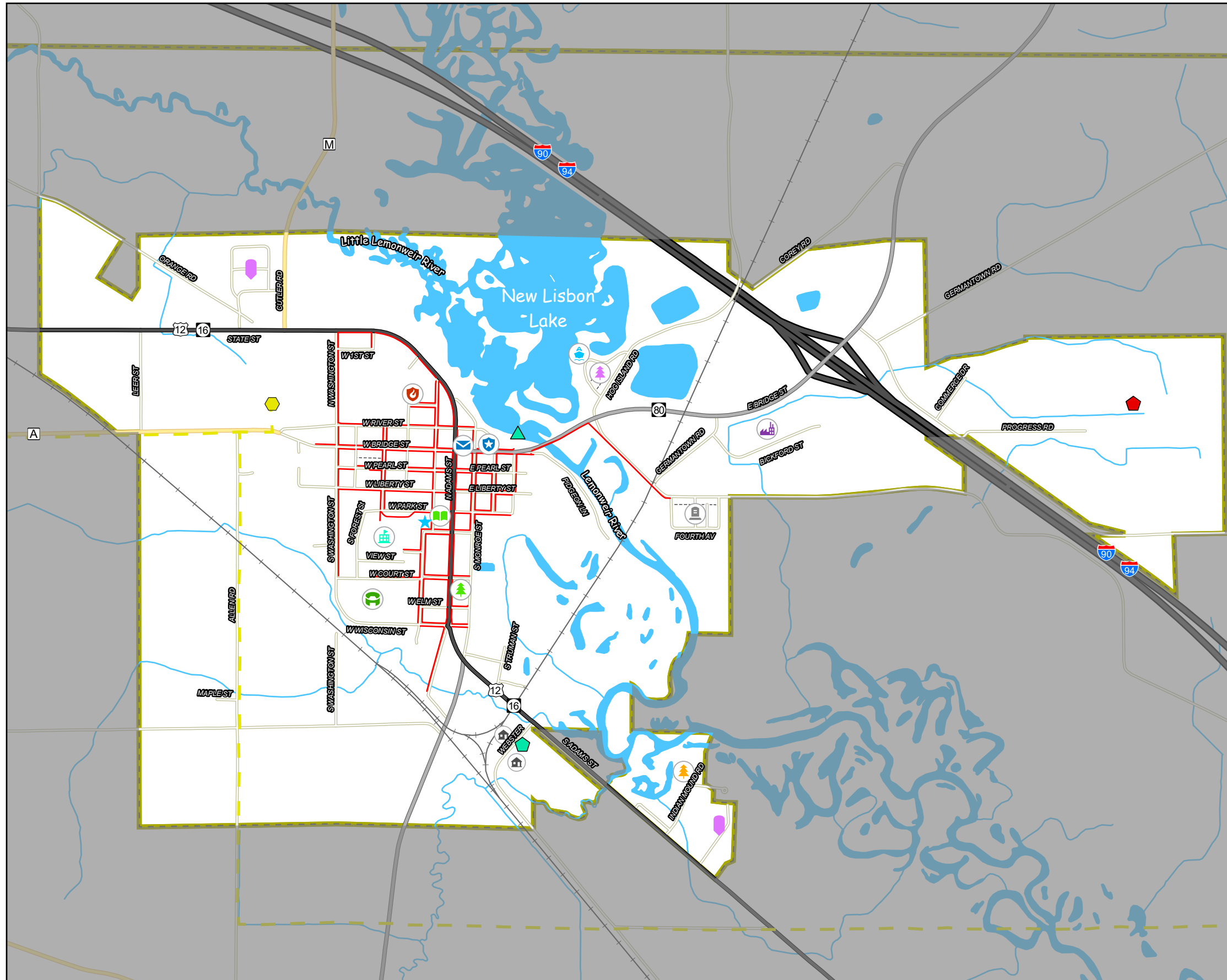


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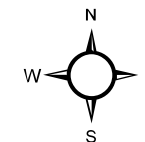
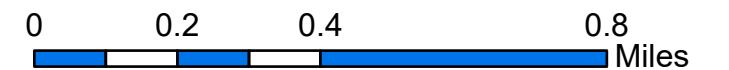
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Utilities & Community Facilities

Legend

- Interstate
- U.S. Highway
- State Highway
- County Highway
- Local Road
- Private Road
- Railroad
- Water
- Sidewalks
- High Voltage Powerline
- Boat Launch
- Cemeteries
- City Garage
- Correctional Facility
- City Hall / Fire Station
- Industrial Park
- Library
- Mobile Home Park
- Museum
- Police Department
- Post Office
- School
- Substations
- Dams
- Municipal Water Supply
- Heritage Park
- Indian Effigy Mounds
- New Lisbon Community Pool
- Riverside Park
- York Athletic Field

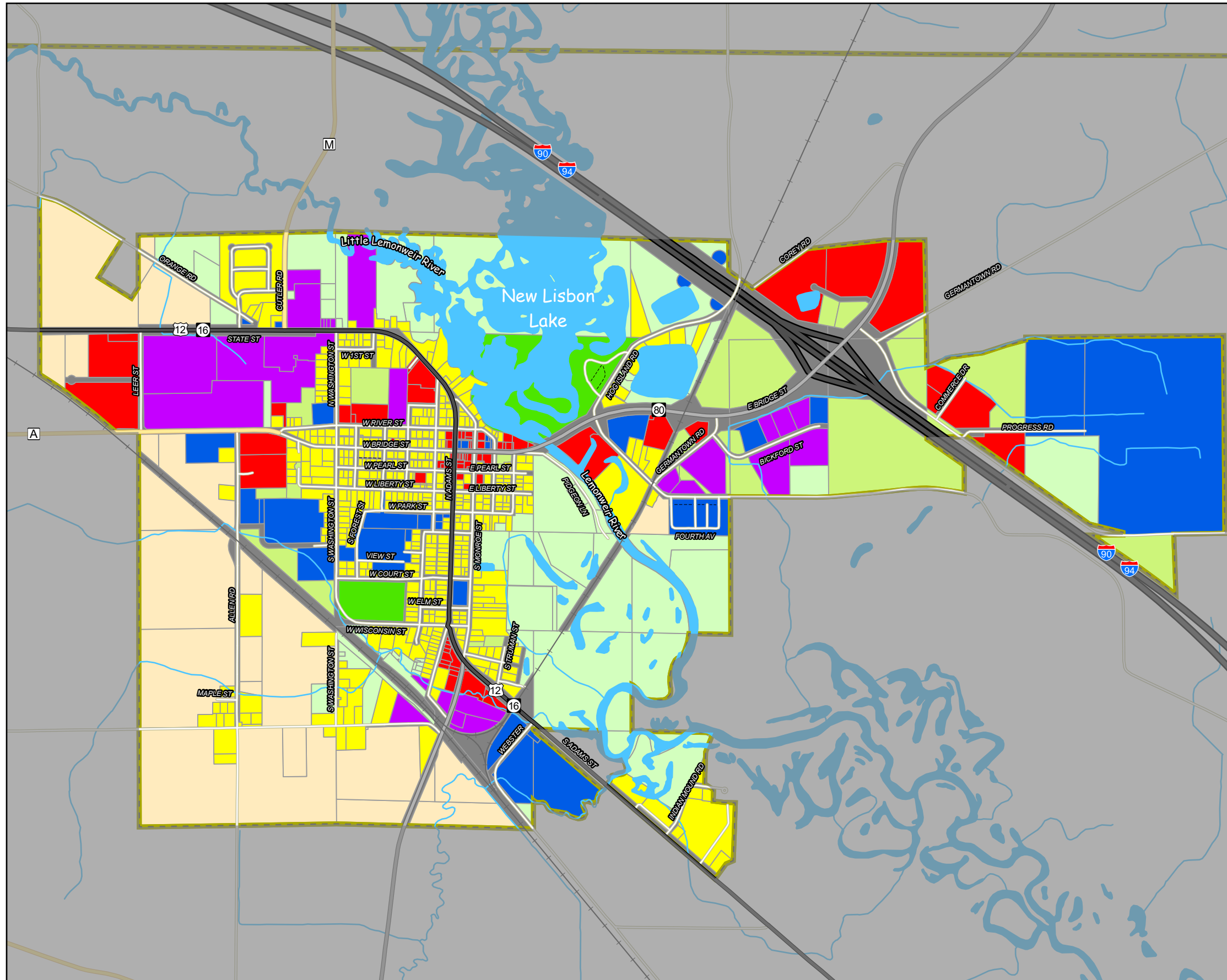


Source: WisDOT, WI DNR, NCWRPC, Juneau Co
 This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.



Prepared By:
**North Central
 Wisconsin Regional
 Planning Commission**

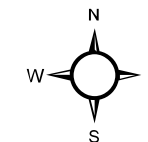
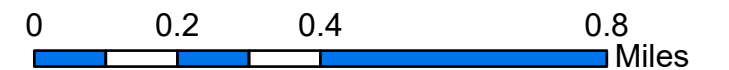
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Existing Land Use

Legend

- | | |
|----------------|--------------------|
| Interstate | Agriculture |
| U.S. Highway | Commercial |
| State Highway | Governmental |
| County Highway | Industrial |
| Local Road | Open Grassland |
| Private Road | Outdoor Recreation |
| Railroad | Residential |
| | Transportation |
| | Woodlands |
| | Water |



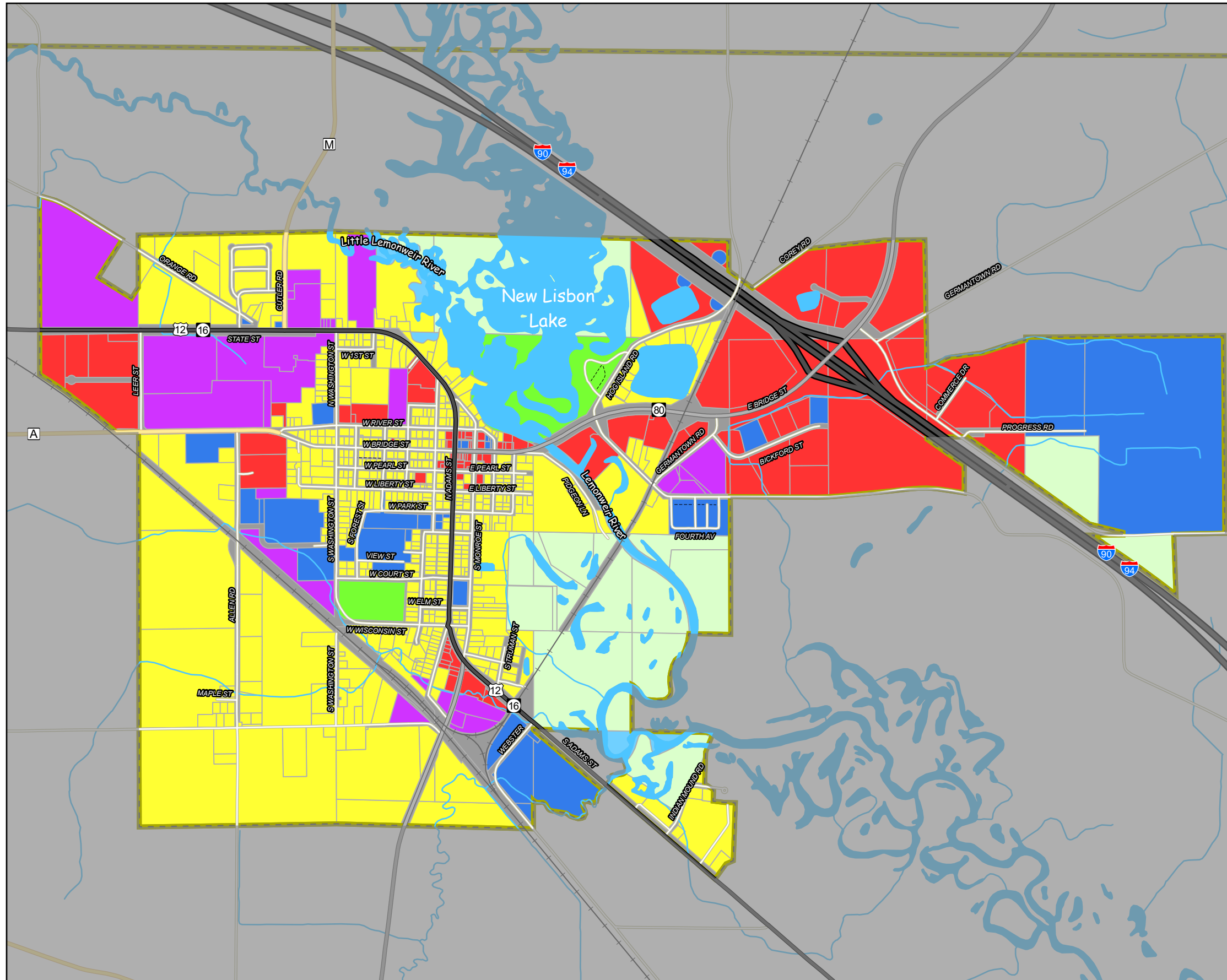
Source: NCWRPC, WI DNR, Juneau Co
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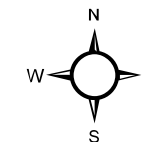
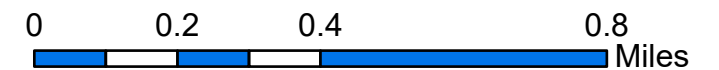
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Future Land Use



Legend

- Interstate
- U.S. Highway
- State Highway
- County Highway
- Local Road
- Private Road
- Railroad
- Commercial
- Governmental / Public / Institutional
- Industrial
- Outdoor Recreation
- Preservation/Open Space
- Residential
- Transportation
- Water

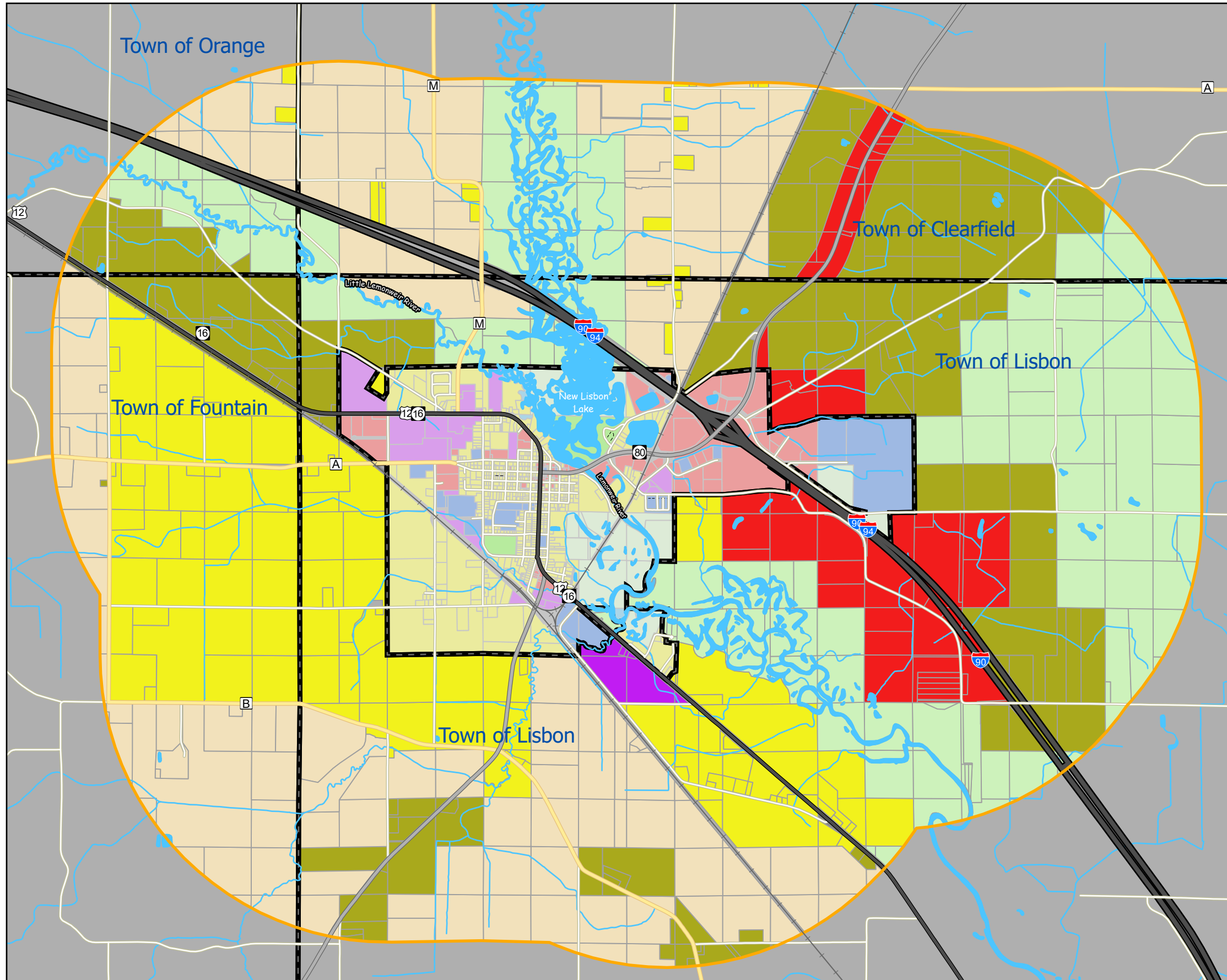


Source: NCWRPC, WI DNR, Juneau Co
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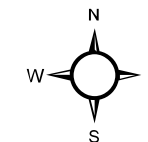
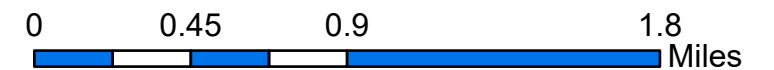
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Extraterritorial Future Land Use

Legend

- | | |
|---------------------------|---------------------------------------|
| Interstate | Agriculture |
| U.S. Highway | Commercial |
| State Highway | Governmental / Public / Institutional |
| County Highway | Industrial |
| Local Road | Outdoor Recreation |
| Private Road | Preservation/Open Space |
| Railroad | Residential |
| Minor Civil Division | Rural Residential |
| Extraterritorial Boundary | Transportation |
| | Water |



Source: NCWRPC, WI DNR, Juneau Co
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Appendix A
Public Participation Plan

RESOLUTION R1216-19-02

ADOPTION OF A PUBLIC PARTICIPATION PLAN (PPP)

THE CITY OF NEW LISBON DOES HEREBY RESOLVE AS FOLLOWS:

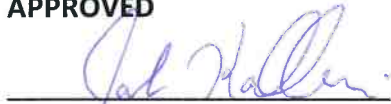
WHEREAS, the City is updating its Comprehensive Plan as outlined in Wisconsin Statutes; and

WHEREAS, public participation is critical for the development of a plan; and

WHEREAS, it is necessary for the City Council to approve a process to involve the public in the planning effort; and

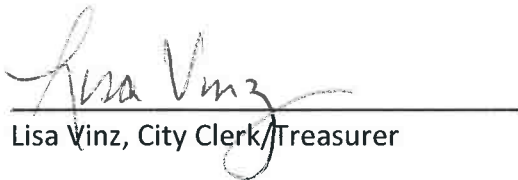
NOW, THEREFORE, BE IT RESOLVED, that the City Council does approve and authorize the Public Participation Plan as attached to this resolution.

APPROVED



Jacob Kallies, Mayor

I, Lisa Vinz, Clerk, do hereby certify that the foregoing resolution was duly adopted at a City Council meeting, held at the City Hall on the 16th day of December, 2019, at 7:00 PM.



Lisa Vinz, City Clerk/Treasurer

Appendix B
Adoption Resolution

RESOLUTION # R0820-20-01

**Authorizing Resolution for
Adoption of the City Comprehensive Plan**

RESOLUTION OF THE CITY OF NEW LISBON

County of Juneau

WHEREAS, The Plan Commission of the City of New Lisbon, Juneau County, Wisconsin, by this resolution, adopted on proper notice with a quorum and by a roll call vote of a majority of the City Plan Commission present and voting resolves and recommends to the City Council of the City of New Lisbon as follows:

Adoption of the City Comprehensive Plan

NOW, THEREFORE, BE IT RESOLVED, that the City of New Lisbon Plan Commission, by this resolution, further resolves and orders as follows:

- All maps and other materials noted and attached as exhibits to the City of New Lisbon Comprehensive Plan are incorporated into and made a part of the City of New Lisbon Comprehensive Plan;
- The vote of the City Plan Commission in regard to this resolution shall be recorded by the Clerk of the City Plan Commission in the official minutes of the City of New Lisbon Plan Commission.
- The City Clerk shall properly post or publish this resolution as required under s. 60.80, Wis. Stats.

Adopted this day 20th of August, 2020.

By a vote of: 5 in favor 0 against 0 abstain

City of New Lisbon

By: Jacob Kallies By: Kenneth Southworth By: Dan Kallies By: _____
Jacob Kallies Kenneth Southworth Dan Kallies Randy Weiland

By: Peggy Wyss By: Sherrill Murphy By: _____
Peggy Wyss Sherrill Murphy Noel Hare

Attest:

Lisa Vinz
Lisa Vinz
City Clerk/Treasurer

I, Lisa Vinz, hereby certify that I am the duly appointed City Clerk/Treasurer of the City of New Lisbon and that the above foregoing is true and exact copy of a Resolution introduced and passed the 20th day of August, 2020, by the Plan Commission of the City of New Lisbon.

Date this 20th day of August, 2020.

Lisa Vinz
Lisa Vinz, City Clerk/Treasurer

Appendix C
Adoption Ordinance

ORDINANCE NO. 1019-20-02

THE City of New Lisbon, Juneau County, Wisconsin, does hereby ordain as follows:

SECTION 1: PURPOSE

The title of this ordinance is the City of New Lisbon Comprehensive Plan Ordinance. The purpose of this ordinance is for the City of New Lisbon to lawfully adopt a comprehensive plan as required under s. 66.1001(4) (c), Wis. Stats.

SECTION II: AUTHORITY

The City Council of the City of New Lisbon has authority to appoint a City plan commission under ss.60.62 (4) and 62.23 (1), Wis. Stats., and under s. 66.1001 (4), Wis. Stats., to adopt this ordinance. The comprehensive plan of the City of New Lisbon must be in compliance with s. 66.1001 (4) (c), Wis. Stats., in order for the City Council to adopt this ordinance.

SECTION III: ADOPTION OF ORDINANCE

The City Council of the City of New Lisbon, by this ordinance, adopted on proper notice with a quorum and roll call vote by a majority of the City Council present and voting, provides the authority for the City of New Lisbon to adopt its comprehensive plan under s. 66.1001 (4), Wis. Stats., and provides the authority for the City Council to order its publication.

SECTION IV: PUBLIC PARTICIPATION

The City Council of the City of New Lisbon has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by s. 66.1001 (4) (a), Wis. Stats.

SECTION V: CITY PLAN COMMISSION RECOMMENDATION

The Plan Commission of the City of New Lisbon, 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 City of New Lisbon Comprehensive Plan, which contains all of the elements specified in s. 66.1001 (2), Wis. Stats.

SECTION VI: PUBLIC HEARING

The City of New Lisbon, has held at least one public hearing on this ordinance, with notice in compliance with the requirements of s. 66.1001 (4)(d), Wis. Stats.

SECTION VII: ADOPTION OF CITY COMPREHENSIVE PLAN

The City Council of the City of New Lisbon, by the enactment of this ordinance, formally adopts the document entitled City of New Lisbon Comprehensive Plan Ordinance under pursuant to s. 66.1001 (4) (c), Wis. Stats.

SECTION VIII: SEVERABILITY

If any provision of this ordinance or its application to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of this ordinance that can be given effect without the invalid provision of application, and to this end, the provisions of this ordinance are severable.

SECTION IX: EFFECTIVE DATE

This ordinance is effective on publication or posting.

This City clerk shall properly post or publish this ordinance as required under s. 60.80, Wis. Stats.

Adopted this 19th day of October, 2020.

By a vote of: 4 in favor 0 against 0 abstain

City of New Lisbon

By: Marv Newlun
Marv Newlun

By: Mark W. Toelle
Mark Toelle

By: Kenneth Southworth
Kenneth Southworth

By: Morgan Reichhoff
Morgan Reichhoff

Attest:

Lisa Vinz
Lisa Vinz
City Clerk/Treasurer

I, Lisa Vinz, hereby certify that I am the duly appoint City Clerk/Treasurer of the City of New Lisbon and that the above a foregoing is true and exact copy of an Ordinance introduced and passed the 19th day of October, 2020 by the Common Council of the City of New Lisbon.

Date this 19th day of October, 2020.

Lisa Vinz
Lisa Vinz, City Clerk/Treasurer

**City of New Lisbon
Comprehensive Plan**