

# WASHINGTON COUNTY OVERALL ECONOMIC DEVELOPMENT PROGRAM PLAN

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**COMMUNITY ASSISTANCE PLANNING REPORT  
NUMBER 117**

**WASHINGTON COUNTY OVERALL ECONOMIC  
DEVELOPMENT PROGRAM PLAN**

Prepared by the  
Southeastern Wisconsin Regional Planning Commission  
P. O. Box 769  
Old Courthouse  
916 N. East Avenue  
Waukesha, Wisconsin 53187-1607

December 1985

Inside Region \$5.00  
Outside Region \$10.00

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# SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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December 11, 1985

Mr. Reuben J. Schmahl, Chairman  
Washington County Board of Supervisors  
Washington County Courthouse  
432 E. Washington Street  
West Bend, Wisconsin 53095-7986

Dear Mr. Schmahl:

On August 18, 1984, the Southeastern Wisconsin Regional Planning Commission (SEWRPC), acting in response to a request by the Washington County Board of Supervisors, began work on the preparation of an overall economic development program plan for Washington County. The decision by the Washington County Board of Supervisors to prepare such a program plan was based, in part, upon a determination by the U. S. Department of Commerce, Economic Development Administration, that the County was qualified for designation as a "redevelopment area" under the federal Public Works and Economic Development Act of 1965. Such designation requires the preparation of an overall economic development program plan meeting federal standards. Such designation would make the County and the local units of government within the County eligible to apply for federal grants in support of public works and other facility development which would result in the creation of permanent jobs. In addition, such designation would enable private businesses to apply to the EDA through local financial institutions for business loan guarantees.

This report, as approved by the Washington County Board of Supervisors on July 9, 1985, was submitted to the U. S. Department of Commerce, Economic Development Administration, and subsequently was approved by that agency as the overall economic development program plan for Washington County. As a result of this approval, the County will attain its status as a federally recognized redevelopment area and become eligible to apply to the federal Economic Development Administration for economic development grants and loans.

To meet federal guidelines, this report presents and analyzes pertinent data on the natural and man-made resource base in Washington County, including the physical characteristics, resident population, labor force, economy, and community facilities and services of the County. These analyses identify certain potentials for, and constraints on, economic development in the County. Recognizing these potentials and constraints, the report proposes a strategy that can help guide and coordinate the economic development efforts of local individuals and organizations concerned with the economic development of Washington County; help to facilitate the creation of employment opportunities; and foster a stable and diversified county economy.

The Commission and its staff were materially assisted in the preparation of this document by the Washington County Overall Economic Development Program Subcommittee, which included representatives from a wide variety of economic development interests in Washington County. The assistance of the Committee contributed substantially to the quality of the finished report and is very much appreciated.

The Regional Planning Commission is pleased to have been of assistance to the County in this important planning program. The Commission stands ready, upon request, to assist the County and the constituent local units of government within the County in the implementation of the recommendations contained in this report.

Sincerely,



Kurt W. Bauer  
Executive Director

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# WASHINGTON COUNTY OVERALL ECONOMIC DEVELOPMENT PROGRAM PLAN

## SUMMARY AND CONCLUSIONS

### INTRODUCTION

On August 18, 1984, the Southeastern Wisconsin Regional Planning Commission (SEWRPC), acting in response to a request by the Washington County Board of Supervisors, began work on the preparation of an overall economic development program (OEDP) plan for Washington County. The decision by the Washington County Board of Supervisors to prepare such a plan was based, in part, upon a determination by the U. S. Department of Commerce, Economic Development Administration (EDA), that the County was qualified for designation as a "redevelopment area" under the federal Public Works and Economic Development Act of 1965. Designation as a redevelopment area would require the preparation of an overall economic development program plan meeting federal standards. Such designation would make the County and the local units of government within the County eligible to apply for federal grants in support of public works and other facility development which would result in the creation of permanent jobs. In addition, designation of the County as a redevelopment area would enable private businesses to apply to the EDA through local financial institutions for business loan guarantees. This memorandum is intended to provide a brief summary of the contents of the OEDP document.

### WASHINGTON COUNTY OVERALL ECONOMIC DEVELOPMENT PROGRAM (OEDP) PLAN

The Washington County OEDP plan is intended to meet the federal requirements for such a plan as a prerequisite to the designation of Washington County as a redevelopment area. Accordingly, the plan document identifies historic economic development and related activities in the County; inventories and analyzes the economic development-related physical, social, and economic characteristics of the County; identifies economic development potentials and constraints within the County; and identifies the initial elements of an economic development program designed to help improve economic conditions in the County. The OEDP document was prepared with the assistance of the County's OEDP Subcommittee, the membership of which is set forth in Table 1 of Chapter I of the OEDP document provided herewith.

The primary purpose of the plan, as identified by the Washington County OEDP Subcommittee, was to:

1. Meet the statutory requirements set forth in the Public Works and Economic Development Act of 1965 in order to make local units of government in Washington County eligible for federal financial assistance provided by the EDA in support of economic development efforts.
2. Provide an inventory and analysis of appropriate socioeconomic and related information pertaining to Washington County that could be of use to local economic development practitioners, elected and appointed local government officials, and interested citizens in the implementation of future economic development activities in the County.
3. Provide a means for the coordination of economic development activities throughout Washington County.

The Waukesha County OEDP document comprises five chapters. The first chapter, "Introduction and Assessment of Historic Economic Development Efforts" 1) provides background information regarding the initiation of the county OEDP planning process; 2) references various resolutions, endorsements, and correspondence as required by the EDA; 3) sets forth the overall purposes of the county OEDP document; 4) provides information required by the EDA regarding the membership composition of the Washington County Board of Supervisors, the Washington County Ad Hoc Economic Development Committee, and the Washington County OEDP Committee; and 5) provides a brief review of historic economic development.

The inventory and analysis portions of the Washington County OEDP document are presented in Chapters II, III, and IV. Chapter II, "A Description of the Natural Resources, Physical Characteristics, and Community Utilities, Facilities, and Services of Washington County," describes and analyzes the natural and cultural features of the County pertinent to sound economic development. The natural features considered include geologic and physiographic features, soils, water resources and associated shorelands and floodlands, wetlands, woodlands, and wildlife habitat. The cultural features considered include land use, transportation, utilities, and community facilities and services.

Chapter III, "Description of the Population, Labor Force, and Economy of Washington County," describes the recent and historic demographic and economic characteristics of the County, including important information on the labor force and on the economic base and structure of the county economy.

Chapter IV, "Economic Development Potentials and Constraints," describes the potentials for, and constraints on, economic development in the County. Identification of the economic development potentials and constraints described in Chapter IV was based upon analyses of the information contained in Chapters I, II, and III of this report, as well as on the considered collective judgment of the County OEDP Subcommittee. The economic development potentials and the attendant constraints identified in Chapter IV include:

Potential One: Retention and Expansion of Manufacturing Industrial Base.

Related Constraints:

1. Structural changes in the economy evidenced by a declining percentage of manufacturing employment, and changing world product markets.
2. Perceived negative attitudes of businesspersons regarding the State of Wisconsin's attitude toward business development.

3. Limited availability of financing for business expansion and business start-ups.
4. The need for state-of-the-art machinery and equipment for existing manufacturing firms.
5. The high costs of providing sanitary sewer and water supply utility lines for business development.
6. The current limited role of county and local governments in economic development activities.

Potential Two: Expansion of the Retail Trade and Service Industry.

Related Constraints:

1. Locational problems including: 1) proximity to enterprises located in Milwaukee County; 2) cost of public facility improvements to establishments located in the fringe urban areas; and 3) problems associated with the redevelopment of old or central business districts.
2. Scattered residential development patterns and the resulting lack of access to the retail trade and service establishments.
3. Perceived negative attitudes by civilian labor force of some retail trade and service industry jobs.
4. The existing limited use of available federal and state business assistance programs.

Potential Three: Facilitating New Entrepreneurial Opportunities Directed Toward Small Business Expansions and Start-ups.

Related Constraints:

1. The existing limited use of federal and state business assistance programs.
2. Conservative lending practices by financial institutions and the limited availability of capital.
3. The lack of business incubator space in the County.
4. The limited role of county and local units of government in economic development activities.

Potential Four: The Generation of Employment Opportunities Through the Application of High Technology to Existing Industry.

Related Constraints:

1. The high personal income tax in Wisconsin and the perceived anti-business reputation of the State.
2. The lack of a strong cooperative relationship between the University of Wisconsin system and the Wisconsin business community.
3. The limited availability of high-risk venture capital.

## Potential Five: Expansion of the Recreation and Tourism Industry.

### Related Constraints:

1. Conflicts between recreational facilities development objectives and objectives directed toward the preservation of the natural resource base.
2. Restrictive attitudes toward new public recreational facilities development.
3. The seasonal operational characteristics of some recreational activities.
4. The perception of the recreation and tourism industry as a low employment-generating industry.
5. Limited intergovernmental cooperation with regard to the support of the recreation and tourism industry.
6. The lack of convention, trade show, and conference facilities in Washington County.

Chapter V, "Economic Development Strategy," based upon the data and analyses presented in Chapters I through IV, sets forth a recommended economic development program, including a set of economic development goals, objectives, and program activities designed to help improve the County's economy. Below is a summary of the goals, objectives, and activities presented in Chapter V.

### Economic Development Program Goals

The Washington County OEDP Committee has determined that a countywide economic development program should be established to address the economic development problems of the County. The economic development goals established by the Committee to guide the economic development program are as follows:

1. To provide a mechanism for guiding and coordinating countywide economic development efforts.
2. To retain existing employment opportunities in the County by helping to meet the needs of existing employers.
3. To create new employment opportunities through the attraction of new employers to the County.
4. To create new employment opportunities by facilitating entrepreneurial opportunities in the County.
5. To facilitate economic development in the County through the provision of necessary community facilities and services that will enable the expansion of employment opportunities.

### Economic Development Program Objectives and Activities

The economic development program objectives and activities indicated herein are intended to provide the foundation for an ongoing economic development program in the County. The economic development objectives and activities designed to be carried out during the first year of the program are identified below.

Objective One: Establish the Washington County OEDP Committee as the committee responsible for coordinating countywide economic development activities and ensuring the County's continued eligibility for economic development programs administered by the U. S. Department of Commerce, Economic Development Administration. This objective is directly related to Goal One.

Activity One--Ensure the submittal of this draft OEDP document to the U. S. Department of Commerce, Economic Development Administration (EDA), Regional Office by January 31, 1985 by the Washington County Land Use and Park Department staff.

Activity Two--In order to successfully implement the economic development program set forth herein, it will be necessary for the County to build a consensus of support for the specific economic development program activities. Accordingly, the OEDP Committee will transmit one copy of the draft OEDP document to each of the local units of government in Washington County for review and comment. Following the review of the draft OEDP document by the local units of government in the County, the OEDP Committee will conduct a meeting of representatives of the local units of government, and discuss comments and changes to the County's proposed economic development program. Any changes to the County's economic development program will be included in the final OEDP document.

Activity Three--The OEDP Committee will review its existing membership structure to determine appropriate modifications, if any, to the membership of the Committee so that the Committee continues to properly represent the interests of the units of government and other organizations and individuals involved in economic development in the County.

Activity Four--The OEDP Committee will ensure that the Washington County Land Use and Park Department staff formally transmits the final OEDP document to the Regional Office of EDA and to all local units of government in the County. In addition, copies of the final OEDP document should be made available to the public at municipal public libraries; city, town, and village halls; and chamber of commerce offices in the County.

Activity Five--The OEDP Committee will be responsible for ensuring that the Washington County Land Use and Park Department staff, prior to June 30 of each year, prepares an annual OEDP report, in the manner prescribed by the EDA. Prior to preparing the annual report, county staff should call a meeting of the County OEDP Committee for the purpose of discussing the modifications, if any, and the additions to the county economic development program goals, objectives, and activities.

Activity Six--In order to provide a foundation for continuing countywide economic development efforts, the County OEDP Committee, with the assistance of the County Land Use and Park Department staff, will conduct quarterly OEDP Committee meetings, the purpose of which will be to facilitate the coordination of countywide economic development efforts and to provide information to economic development practitioners, as well as to groups and individuals interested in economic development in the County. These meetings will provide a forum for the discussion of local economic development issues. In addition to the quarterly meetings of the OEDP Committee, two special meetings of the Committee will be held for the purpose of having representatives from Forward Wisconsin, Inc., the principal industrial attraction organization of the

State, and the Wisconsin Strategic Development Commission, the gubernatorial-appointed body responsible for developing a statewide economic development program, to explain the programs and activities of their organizations to interested persons and economic development practitioners in the County.

Objective Two: To retain industrial establishments currently located in Washington County. This study discusses the importance of economic development program activities that will assist in the expansion and retention of existing employers. Consequently, it is important for Washington County to initiate industry retention activities that will assist local economic development practitioners in preventing the relocation of existing county industry establishments to locations outside the County. This objective is directly related to Goal Two.

Activity One--The County OEDP Committee, with assistance from the Washington County Land Use and Park Department staff, will prepare a letter for transmittal to all manufacturing firms in the County that indicates the OEDP Committee's interest in retaining the County's existing manufacturing firms. The letter will also indicate that if any firm is facing problems which may result in a relocation of the firm or an expansion of the firm outside Washington County, the firm should contact the County Land Use and Park Department staff. In turn, the county staff will notify the OEDP Committee Chairperson, the chief elected official of the local unit of government in which the firm is located, and the Wisconsin Department of Development in order to arrange a meeting with representatives of the firm to discuss solutions to the problems the firm is facing or to discuss the various state and federal programs which may be of assistance in keeping the firm, or the firm's expansion, in Washington County.

Activity Two--The Washington County OEDP Committee will sponsor a Washington County business exposition. The "Business Expo," which would be conducted as a one-day event, should provide Washington County business firms with an opportunity to display and advertise the goods and services they offer to business clientele from within the County, as well as from the Milwaukee metropolitan and Midwest region market areas. The method of providing the funding would be determined by the OEDP Committee.

Activity Three--During the preparation of the OEDP document, the County OEDP Committee identified the perceived negative attitudes of businesspersons regarding the personal income tax in the State of Wisconsin as having a negative effect on economic development in the County. Accordingly, the County OEDP Committee will send a letter to each of the state legislators representing areas in Washington County stating the concern of the OEDP Committee, as documented in this report, regarding the perceived negative personal income tax climate in Wisconsin, and urge the legislators to consider appropriate changes to the state income tax.

Activity Four--An activity that is often carried out as part of a local economic development program is the provision of information to business firms regarding securing government contracts and product exporting. The County Land Use and Park Department staff and the OEDP Committee, in cooperation with the University of Wisconsin Small Business Development Centers, will work with the Wisconsin Department of Development in sponsoring a seminar to be conducted at a location within Washington County on securing government contracts, and a seminar on product exporting. In addition, publications that are available

from the Wisconsin Department of Development on these topics should be displayed and made available to persons at the Washington County Park and Planning Department office.

Activity Five--The Wisconsin Housing and Economic Development Administration (WHEDA) provides low-interest financing to businesses with current sales of \$35 million or less through its Small Enterprise Economic Development (SEED) program. SEED money can be used for the purchase, expansion, and improvement of land, plants, and equipment, and for depreciable research and development expenditures which result in the creation and maintenance of jobs. The application of the program is important to the retention of existing manufacturing establishments in the County. Accordingly, information regarding the SEED program should be included in the letter to be sent to existing county manufacturers as a part of Activity One under Objective Two, as set forth herein.

Activity Six--Following the EDA designation of the County as being eligible for EDA grants and business loan guarantees, the County OEDP Committee should request that the Southeastern Wisconsin Regional Planning Commission conduct an informational meeting with representatives of financial institutions in Washington County for the purpose of providing program procedures and other detailed information pertaining to the use of EDA business loan guarantees for business expansion projects.

Activity Seven--The OEDP Committee will work with the staff of the Moraine Park Technical Institute (MPTI) to develop a program in which MPTI will provide direct assistance to local units of government and to businesspersons in the County seeking access to EDA funds.

Activity Eight--The County OEDP Committee will encourage local units of government to work with Wisconsin Bell, an Ameritech Company, in facilitating the conduct of industrial retention surveys in the cities and villages in Washington County that, as of this time, have not conducted such surveys.

Objective Three: To facilitate local efforts directed toward the attraction of new employers to Washington County.

Activity One--Objective One, Activity Six, indicates that the County OEDP Committee will conduct a special meeting at which representatives from Forward Wisconsin, Inc., will explain the various economic development activities undertaken by this organization. Forward Wisconsin, Inc., is the lead statewide agency for attracting new business and industry to Wisconsin. The objective of this meeting will be to provide local government officials and economic development practitioners in the County with an understanding of the industry attraction activities being undertaken by Forward Wisconsin, so that any future local industry attraction activities conducted in the County do not duplicate, but rather complement, the activities being conducted by Forward Wisconsin.

Activity Two--An information stand will be set up in the County Land Use and Park Department offices, or in some other appropriate location in the Washington County Courthouse, to increase the availability of and access to information in the County regarding economic development. The information stand will include information on various federal, state, and local economic development programs and activities which can be utilized in the County. The

County Land Use and Park Department staff, in conjunction with the OEDP Committee, will be responsible for establishing the information stand.

Activity Three--The County OEDP Committee will convene a meeting of elected and staff representatives of all of the local units of government in the County, the representatives of the chambers of commerce in the County, and the Land Use and Park Department staff to discuss the results of SEWRPC Technical Report No. 29, Industrial Land Use in Southeastern Wisconsin, with a representative from the Southeastern Wisconsin Regional Planning Commission. The purpose of the meeting will be to discuss the results of the study as they apply to economic development in Washington County.

Activity Four--The County OEDP Committee will encourage the development of a system for coordinating the industry attraction activities of local units of government in Washington County.

Activity Five--The OEDP Committee will request that the Southeastern Wisconsin Regional Planning Commission provide a list of high-growth industries in the nation, as determined by the U. S. Department of Commerce, Bureau of Industrial Economics, and documented in 1985 U. S. Industrial Outlook, to local units of government and public and private economic development practitioners in Washington County. This listing of high-growth firms in the nation should be useful to economic development practitioners in determining a targeted industry attraction program.

Objective Four: Create new employment opportunities by facilitating business expansions and new business start-ups.

Activity One--Several local units of government in Washington County are interested in providing incubator space for new business development. Based upon the importance of the growth of small businesses, as documented herein, the County OEDP Committee encourages and supports the development of new business and manufacturing incubator space by local units of government in the County, and will do whatever is necessary to assist local units of government to establish such facilities.

Activity Two--As discussed herein, economic activity studies have shown that the majority of jobs in Wisconsin result from the expansion of small businesses and from new business start-ups. The Small Cities Community Development Block Grant (CDBG) program, administered by the Wisconsin Department of Development, should be utilized by local units of government to establish low-interest business loan programs to finance small business expansion projects. However, the CDBG regulations do not award scoring points to applications in the grant competition process for business expansion projects involving the retention or creation of fewer than 25 jobs. The 1985 Small Cities CDBG regulations are, therefore, in conflict with the dominant characteristic of the job generation process in Wisconsin. The Southeastern Wisconsin Regional Planning Commission will be conducting additional research on this apparent policy and program contradiction during 1985. Should the findings of the research by the Commission support the problem discussed above, the County OEDP Committee will support appropriate changes to the Small Cities CDBG regulations.

Activity Three--Grants in support of research and development of new products are available through the Wisconsin Department of Development Technology

Development Fund to consortiums composed of a company headquartered in Wisconsin and an institution that is part of the University of Wisconsin system, or another Wisconsin institution of higher learning. The OEDP Committee and officials of the University of Wisconsin-Washington County campus will investigate the potential for developing a Washington County effort directed toward the use of the fund.

Objective Five: To conduct activities which support the provision of necessary community utilities, facilities, and services related to the expansion of employment opportunities.

Activity One--Washington County government and the local units of government in the County should continue to provide high-quality community facilities, utilities, and services. The existing high-quality of such facilities and services is documented in this study.

Activity Two--Washington County should continue its active participation in the Job Training and Partnership Act (JTPA) employment training programs administered by the Waukesha-Ozaukee-Washington (WOW) County employment and training consortium, and urge the Consortium to take an active role in economic development activities in Washington County.

Activity Three--Following the EDA designation of the County as being eligible for EDA grants, the County OEDP Committee should request that the Southeastern Wisconsin Regional Planning Commission conduct an informational meeting with representatives of the local units of government in Washington County for the purpose of disseminating detailed information pertaining to the use of EDA public works grants for local public works improvement projects.

## PLAN FOR IMPLEMENTATION OF THE WASHINGTON COUNTY ECONOMIC DEVELOPMENT PROGRAM

This report has indicated the need to establish a countywide economic development program in Washington County, and that such a program should complement rather than duplicate the existing economic development activities of local units of government in the County. The economic development program for the County identified herein has been strongly influenced by such factors as: 1) the previous lack of activity by county government in economic development activities; 2) the existing extent of economic development activities by local units of government in Washington County; 3) the lack of immediate funding sources for conducting extensive economic development activities by the County; and 4) the need to build a consensus of support for the County's role in the economic development of the County. The county economic development program activities are intended to be accomplished over an approximately one-year time period to be completed on June 1, 1986. The program activities will be implemented with minimal cost to the County.

In order to implement the county OEDP activities, the County OEDP Committee members will be asked to serve on several subcommittees, each of which will be responsible for implementing a group of activities related to a specific objective. When necessary, as indicated in the program activities, the County Land Use and Park Department staff, as well as local development organizations in the County, will provide staff and program support in the implementation of the program activities.

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## Chapter I

### INTRODUCTION AND ASSESSMENT OF HISTORIC ECONOMIC DEVELOPMENT EFFORTS

#### BACKGROUND

On August 18, 1984, the Southeastern Wisconsin Regional Planning Commission (SEWRPC), acting in response to a request from the Washington County Board of Supervisors, began work on the preparation of a Washington County overall economic development program plan (OEDP). The decision by the Washington County Board of Supervisors to prepare such a program plan was based, in part, upon a determination by the U. S. Department of Commerce, Economic Development Administration (EDA), that the County was qualified for designation as a "redevelopment area" under the Federal Public Works and Economic Development Act of 1965. Designation as a "redevelopment area" would make the local units of government in Washington County eligible to apply for federal grants in support of public works and other facility development which would result in the creation of permanent jobs. In addition, the County's designation as a redevelopment area would enable private businesses to apply to the EDA through local financial institutions for business loan guarantees.

The Washington County OEDP plan, as set forth herein, assesses historic economic development and related activities in the County; inventories and analyzes the economic development-related physical, social, and economic characteristics of the County; identifies the County's economic development potentials and constraints; and identifies the initial elements of an economic development program designed to improve economic conditions in the County.

The primary purpose of the planning process, as identified by the Washington County Board Resource Committee, was to prepare a document that would:

1. Meet the statutory requirements set forth in the Public Works and Economic Development Act of 1965 in order to make local units of government in Washington County eligible for federal financial assistance provided by the EDA in support of economic development efforts.
2. Provide an inventory and analysis of appropriate socioeconomic and related information pertaining to Washington County that could be of use to local economic development practitioners, elected and appointed local government officials, and interested citizens in the implementation of future economic development activities in the County.
3. Provide a means for the coordination of economic development activities throughout Washington County.

The Washington County OEDP document is comprised of five chapters. This first introductory chapter:

1. Provides background information regarding the initiation of the county OEDP planning process;
2. References various resolutions, endorsements, and correspondence required by the EDA;
3. Sets forth the overall goals and purposes of the county OEDP document;
4. Provides information required by the EDA regarding the membership composition of the Washington County Board of Supervisors and the Washington County OEDP Subcommittee; and
5. Provides a brief review and assessment of historic economic development activities in the County.

The inventory and analysis portion of the Washington County OEDP document is presented in Chapters II, III, and IV. Chapter II, "A Description of the Natural Resources, Physical Characteristics, and Community Utilities, Facilities, and Services in Washington County," describes and analyzes the physical characteristics and related features of Washington County. The physical characteristics include elements of the natural resource base such as geologic and physiographic features, soils, floodlands and associated water resource features, wetlands, woodlands, and wildlife habitat, as well as elements of the built environment such as land use, transportation, utilities, and community facilities and services. Chapter III, "Description of the Population, Labor Force, and Economy of Washington County," describes and analyzes information pertaining to the County's population, labor force, and economy. Chapter IV, "Economic Development Potentials and Constraints," describes the potentials for and constraints on economic development in the County. The economic development potentials and constraints described in Chapter IV were based upon the information contained in Chapters I, II, and III of this report, as well as on the specific potentials and constraints identified by the County OEDP Subcommittee at its regular committee meetings.

Chapter V, "Economic Development Strategy," links the analyses presented in Chapters I through IV of the OEDP document and economic development activities recommended to help improve the County's economy. The chapter sets forth goals, objectives, and program evaluation criteria for a county economic development program and identifies economic development needs. Chapter V also describes alternative economic development activities considered for inclusion in the county economic development program. Finally, the chapter sets forth a recommended economic development program strategy and implementation plan for Washington County.

#### OVERALL ECONOMIC DEVELOPMENT PROGRAM SUBCOMMITTEE OF THE WASHINGTON COUNTY BOARD RESOURCE COMMITTEE

The Washington County Board of Supervisors appointed a Subcommittee of the County Board Resource Committee to direct and assist the Regional Planning Commission staff in the preparation of the OEDP document. The OEDP Subcommittee was selected utilizing guidelines promulgated by the EDA, and consists of 12 persons representing a variety of economic development-related interests in the County. The composition of the County OEDP Subcommittee membership is set forth in Table 1.

Table 1

**MEMBERSHIP COMPOSITION OF THE OVERALL  
ECONOMIC DEVELOPMENT PROGRAM SUBCOMMITTEE  
OF THE WASHINGTON COUNTY BOARD RESOURCE COMMITTEE**

Name	Race	Sex	Representation
David R. Heying Committee Chairman	W	M	President, West Bend Marine Bank
Gerald Stollenwerk	W	M	President, Village of Kewaskum
Oscar Deutsch	W	M	Alderman, City of Hartford
Harold Hefter	W	M	Chairman, Town of Addison
Jerome A. O'Connor	W	M	Administrator, Village of Germantown
Lee C. Flanders	W	M	Administrator, Moraine Park Technical Institute-West Bend Campus
Allen Cheshker	W	M	Washington County Central Labor Council
John F. Rozek	W	M	Vice-President/Treasurer, Amity Leather Products
Robert Schoenke, Jr.	W	M	President/Chairman, F & M Bank of Slinger
John A. Wundrock	W	M	Wisconsin Pharmacal
Helen Hillman	W	F	President, West Bend Area Chamber of Commerce
John Frey	W	M	Supervisor, Washington County
Paul E. Mueller, Staff to Subcommittee	W	M	Administrator, Land Use and Park Department, Washington County
Herbert F. Wolf, Staff to Subcommittee	W	M	Assistant Administrator, Land Use and Park Department, Washington County

Source: OEDP Subcommittee of the Washington County Board Resource Committee.

### WASHINGTON COUNTY BOARD OF SUPERVISORS

The EDA guidelines require that OEDP documents include a table showing the composition of the governing bodies of the unit of government concerned, in this case, the Washington County Board of Supervisors. Accordingly, Table 2 sets forth the names, areas of representation, sex, and race of the members of the Washington County Board of Supervisors, the governing body concerned.

During the period of time from September 1984 to January 1985, the Washington County OEDP Committee and the Regional Planning Commission staff conducted the research and analyses necessary to complete the OEDP document. The Washington County Economic Development Committee recommended approval of the OEDP document to the Washington County Board of Supervisors on January 10, 1985 (see Exhibit 1). On July 9, 1985, the Washington County Board of Supervisors, acting on the request of the OEDP Committee and the Economic Development Committee, approved the OEDP document (see Exhibit 2). Copies of the OEDP document were subsequently submitted to the EDA (see Exhibits 3, 4, and 5) for approval and to the Wisconsin Department of Development (see Exhibits 6 and 7), as well as to the Regional Planning Commission for review (see Exhibits 8 and 9). Exhibit 4 indicates that while the EDA had informally approved the the document at the time of publication, formal written certification of this approval was still forthcoming.

Table 2

# MEMBERSHIP COMPOSITION OF THE WASHINGTON COUNTY BOARD OF SUPERVISORS

Name	Address	District	Race	Sex
Leo A. Groh.....	906 Tower Lane, West Bend	1	W	M
Herbert J. Tennies.....	119 S. Silverbrook Drive, West Bend	2	W	M
Paul Henke, Sr.....	763 S. Seventh Avenue, West Bend	3	W	M
Donald R. Bohn.....	108 Woodridge Road, West Bend	4	W	M
Fern L. Hembel.....	551 Third Avenue, West Bend	5	W	F
Arthur G. Degnitz.....	515 Fair Street, West Bend	6	W	M
Raymond P. Keppler.....	609 Roosevelt Drive, West Bend	7	W	M
Harold F. Ryan.....	1716 Columbia Place, West Bend	8	W	M
Harold Westerman.....	5155 Highway H, Allenton	9	W	M
Daniel W. Stoffel.....	4632 Highway 28 W., Kewaskum	10	W	M
Norbert Dettmann.....	9388 Bolton Drive, Kewaskum	11	W	M
John German.....	Box 101, 526 Weis Street, Allenton	12	W	M
Peter Gonnering.....	4300 Highview Drive, West Bend	13	W	M
Gordon P. Stowers.....	5930 County Trunk NN, West Bend	14	W	M
Frank B. Falter.....	748 Pleasant Hill Drive, West Bend	15	W	M
Jerome P. Faust.....	219 Lawndale Avenue, P.O. Box 157, Slinger	16	W	M
Willard Heppe.....	3156 Sherman Road, Jackson	17	W	M
Reuben J. Schmah.....	2321 Highway 60, Jackson	18	W	M
Earl Kruepke.....	N168 W21084 Main Street, Jackson	19	W	M
George H. Frank.....	608 Sunset Drive, Hartford	20	W	M
Jerome Gresenz.....	222 Root Avenue, Hartford	21	W	M
John A. Frey.....	7208 Clifford Drive, P.O. Box 220, Hartford	22	W	M
Howard O. Buth.....	2180 Highway K, Hartford	23	W	M
Adolph Lofy.....	1582 Highway J, Hubertus	24	W	M
Calvin R. Schneider.....	3673 Highway 167, Richfield	25	W	M
John B. Kohl.....	1412 Highway 175, Hubertus	26	W	M
Helmuth F. Prah.....	12525 N. Wasaukee Road, Mequon	27	W	M
Gilbert A. Arnold.....	W162 N11953 Park Avenue, Germantown	28	W	M
Kenneth F. Miller.....	W140 N11284 S. Country Aire Drive, Germantown	29	W	M
Clarence M. Roskopf....	W172 N9909 Division Road, Germantown	30	W	M

Source: 1984-1985 Washington County Directory and SEWRPC.

## HISTORICAL ASSESSMENT OF PAST DEVELOPMENT EFFORTS IN WASHINGTON COUNTY

EDA guidelines require that counties which have had no previous history of organized economic development activities include in the OEDP document a brief history of the economy of the planning area, including a discussion of current economic conditions. Accordingly, this section summarizes the principal factors which have influenced economic conditions in Washington County. These factors are discussed in greater detail in Chapter II of this report. Also, this section briefly reviews the historic economic development efforts which have been undertaken by individual municipalities in Washington County. The review of information on the past economic development activities of local units of government can provide insight into the types of economic development activities which have been successful in an area. This information can, in turn, help in the formulation of future economic development efforts.

### Changes in the Labor Force

By definition, the labor force of an area consists of all residents who are 16 years of age or older, and are employed at one or more jobs or temporarily unemployed. Changes that occur in the composition and distribution of an area's labor force tend to reflect overall economic conditions in the area.

Total Labor Force: The change over time in the size and distribution of the labor force of an area is one indicator of economic development potentials and constraints. Between 1960 and 1980, the total labor force in Washington County

## Exhibit 1

### Minutes of the Overall Economic Development Program Committee

January 10, 1985

Courthouse

OEDP COMMITTEE MEMBERS PRESENT:

Dave Heying, Chairman  
Lee Flanders  
Allen Ceshker  
Jerry O'Connor  
John Rozek  
John Frey

STAFF PRESENT:

Herbert Wolf

Also present was Richard Untch of SEWRPC.

The meeting was called to order at 7:00 PM by Chairman Heying. The minutes of the January 2, 1985 meeting were approved after review by the Committee.

The Committee reviewed a draft copy of Chapter V submitted by Mr. Untch on a page by page basis. Corrections and suggestions were noted by Mr. Untch. A good deal of discussion was forthcoming concerning the objectives and activities of the OEDP Committee and the County Land Use and Park Department staff, and their roles in helping initiate future economic growth in Washington County. These views were incorporated into Chapter V.

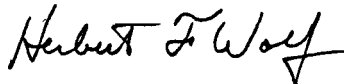
The Committee then reviewed the attached proposed resolution to be forwarded to the County Resource Development & Preservation Committee and subsequently to the County Board for action. The Committee voted unanimously to recommend approval of the resolution to the aforementioned bodies. Chairman Heying, Paul Mueller, Land Use and Park Department Administrator, and Richard Untch and Gordon Kocala of SEWRPC will make the presentation of the OEDP Plan to the County Board on January 15, 1985.

The Committee members present voted unanimously to have an attendance record of the present OEDP Committee members forwarded to County Board Chairman Schmahl for his consideration and possible changes in the makeup of the Committee at some future date. The Committee members present all indicated that they would be interested in continuing to serve on the Committee.

The Committee members discussed and supported the idea of having a meeting during the third annual "Chamber Advance" day activities that will be held at the Moraine Park Technical Institute Campus in West Bend on March 2, 1985.

The meeting adjourned at 10:10 PM subject to the call of the Chairman.

Respectfully submitted,



Herbert F. Wolf, Assistant Administrator  
Land Use and Park Department

HFW/mks

Exhibit 2

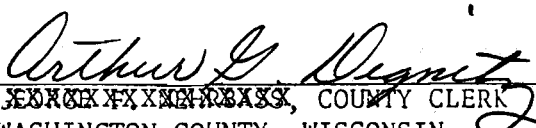
COUNTY OF WASHINGTON )  
 )  
STATE OF WISCONSIN )

ss.

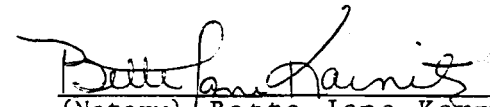
Arthur G. Degnitz,  
I, ~~GEORGE XXXX DEBASS~~ County Clerk of the County of Washington,  
do hereby certify that the attached is a true, correct and exact  
copy of Resolution No. 16-18-86, Adoption of the Overall  
Economic Development Program.

adopted by the WASHINGTON COUNTY BOARD OF SUPERVISORS on  
(Date) July 9, 1985

DATED at West Bend, Wisconsin, this 14th day of Oct., ~~xxx~~ 1985

  
ARTHUR G. DEGNITZ ~~GEORGE XXXX DEBASS~~, COUNTY CLERK  
WASHINGTON COUNTY, WISCONSIN

Subscribed and sworn to before me  
this 14th day of Oct., 1985

  
(Notary) Bette Jane Karnitz

First Reading JUL 9 1985

Second Reading JUL 9 1985

Adopted JUL 9 1985

Ayes 23 Noes 6 Absent 1

\_\_\_\_\_  
John Kohl, Chairman

\_\_\_\_\_  
John Frey

\_\_\_\_\_  
Earl Kruepke

\_\_\_\_\_  
Clarence Roskopf

\_\_\_\_\_  
Herbert Tennies

(No Fiscal Effect)

Exhibit 2 (continued)

RESOLUTION NO. 16-85-86

Adoption of the Overall Economic Development Program

WHEREAS, Washington County has experienced unemployment substantially above the national average for a period of twenty-four months; and

WHEREAS, on the basis of this unemployment, the county has been determined by the United States Commerce Department to be statistically qualified for designation as a redevelopment area under Section 401 of the Public Works and Economic Development Act of 1965; and

WHEREAS, Washington County and the municipalities within the county may become designated for a full range of economic assistance, including public works grants and federal business loan guarantees, only if the county incorporates economic development planning in an Overall Economic Development Program (OEDP) which is acceptable to the federal government; and

WHEREAS, federal guidelines require that an OEDP be drafted under the direction of an OEDP Committee; and

WHEREAS, the OEDP has been reproduced in draft form and distributed for comment to all County Board Supervisors, all municipalities, all Chambers of Commerce and all major public libraries in the county resulting in a few minor corrections and additions; and

WHEREAS, the OEDP Advisory Committee and the Resource Development and Preservation Committee recommend the adoption of the OEDP final draft;

NOW, THEREFORE, BE IT RESOLVED by the Washington County Board of Supervisors that they hereby approve and adopt the Washington County Overall Economic Development Program as a guide to future economic development in Washington County.

DATED this 9th day of July, 1985.

APPROVED:

\_\_\_\_\_  
Corporation Counsel

Dated \_\_\_\_\_

Introduced by members of the  
RESOURCE DEVELOPMENT AND PRES-  
ERVATION COMMITTEE as filed  
with the County Clerk.

Exhibit 3

Courthouse, Room 150  
432 E. Washington St.  
P.O. Box 518  
West Bend, WI 53095-0518

Phone: 338-4445

## WASHINGTON COUNTY LAND USE AND PARK DEPARTMENT

January 29, 1985

Mr. Edward Jeep  
Regional Director  
U. S. Department of Commerce  
Economic Development Administration  
175 West Jackson Boulevard  
Suite A-1630  
Chicago, Illinois 60604

Dear Mr. Jeep:

In a letter dated May 31, 1984 from Ms. J. Bonnie Newman, Assistant Secretary for Economic Development, U. S. Department of Commerce, Economic Development Administration (EDA), Mr. Reuben Schmahl, Chairman of the Washington County Board of Supervisors was informed that Washington County had become statistically qualified for designation as a redevelopment area under Section 401(a)(8) of the Public Works and Economic Development Act of 1965, as amended. The letter also stated that in order for Washington County, and local units of government within the County, to be eligible for public works and development facilities grants and business loan guarantees from EDA, it would be necessary for the County to prepare an overall economic development program (OEDP) plan for submittal to EDA.

Pursuant to EDA regulations, the Washington County Overall Economic Development Program Subcommittee with the assistance of the Southeastern Wisconsin Regional Planning Commission, has prepared a draft OEDP document for Washington County. On behalf of the Washington County Board of Supervisors and the OEDP Subcommittee, we are formally submitting to you herewith six copies of the draft OEDP document for your review and comment, one copy of the minutes of the OEDP Subcommittee meeting at which the draft OEDP document was recommended to the Washington County Board of Supervisors for approval, and one copy of an adopted resolution by the County Board of Supervisors approving the draft OEDP document. Also, the draft OEDP document is being formally submitted to the State of Wisconsin, Department of Development, the EDA Economic Development Representative for Southeastern Wisconsin, and the SEWRPC for review and comment. Following your review and approval of the draft OEDP, the Washington County OEDP Subcommittee will complete a final OEDP document for Washington County.

The Washington County Board of Supervisors and the Washington County OEDP Subcommittee look forward to your review and approval of the County OEDP. Should you have any questions concerning this matter, please do not hesitate to call me

Exhibit 3 (continued)

Mr. Edward Jeep  
January 29, 1985  
Page 2

at (414) 338-4445, or Mr. Richard B. Untch, Principal Planner, SEWRPC, at  
(414) 547-6721 ext. 249.

Sincerely,



Paul E. Mueller  
Administrator

PEM/mks  
Enclosure

cc: Mr. Reuben Schmahl, County Board Chairman  
Mr. John Kohl, Resource Committee Chairman  
Mr. John Frey, Resource Committee Liaison  
Mr. David Heying, OEDP Committee Chairman

#### **Exhibit 4**

##### **STATUS OF U. S. DEPARTMENT OF COMMERCE, ECONOMIC DEVELOPMENT ADMINISTRATION, APPROVAL OF OEDP DOCUMENT**

**WHILE INFORMAL APPROVAL OF THE OEDP DOCUMENT HAD BEEN PROVIDED  
BY THE U. S. DEPARTMENT OF COMMERCE, ECONOMIC DEVELOPMENT  
ADMINISTRATION (EDA), AT THE TIME OF PUBLICATION OF THIS  
DOCUMENT, FORMAL WRITTEN CERTIFICATION WAS STILL FORTHCOMING**

## Exhibit 5

Courthouse, Room 150  
432 E. Washington St.  
P.O. Box 518  
West Bend, WI 53095-0518

West Bend 338-4445  
Hartford 644-5204 Ext. 4445  
Milwaukee 342 2929 Ext. 4445

# WASHINGTON COUNTY LAND USE AND PARK DEPARTMENT

January 29, 1985

Mr. Jack D. Price  
Economic Development Representative  
U. S. Department of Commerce  
Economic Development Administration  
510 S. Barstow Street  
Eau Claire, Wisconsin 54701

Dear Mr. Price:

In a letter dated May 31, 1984 from Ms. J. Bonnie Newman, Assistant Secretary for Economic Development, U. S. Department of Commerce, Economic Development Administration (EDA), Mr. Reuben Schmahl, Chairman of the Washington County Board of Supervisors was informed that Washington County had become statistically qualified for designation as a redevelopment area under Section 401(a)(8) of the Public Works and Economic Development Act of 1965, as amended. The letter also stated that in order for Washington County, and local units of government within the County, to be eligible for public works and development facilities grants and business loan guarantees from EDA, it would be necessary for the County to prepare an overall economic development program (OEDP) plan for submittal to EDA.

Pursuant to EDA regulations, the Washington County Overall Economic Development Program Subcommittee with the assistance of the Southeastern Wisconsin Regional Planning Commission, has prepared a draft OEDP document for Washington County. On behalf of the Washington County Board of Supervisors and the OEDP Subcommittee, we are formally submitting to you herewith one copy of the draft OEDP document for your review and comment, one copy of the minutes of the OEDP Subcommittee meeting at which the draft OEDP document was recommended to the Washington County Board of Supervisors for approval, and one copy of an adopted resolution by the County Board of Supervisors approving the draft OEDP document. Also, the draft OEDP document is being formally submitted to the State of Wisconsin, Department of Development, the Regional Director of EDA, and the SEWRPC for review and comment. Following your review and approval of the draft OEDP, the Washington County OEDP Subcommittee will complete a final OEDP document for Washington County.

The Washington County Board of Supervisors and the Washington County OEDP Subcommittee look forward to your review and approval of the County OEDP. Should you have any questions concerning this matter, please do not hesitate to call me at (414) 338-4445, or Mr. Richard B. Untch, Principal Planner, SEWRPC, at (414) 547-6721 ext. 249.

Sincerely,



Paul E. Mueller  
Administrator

PEM/mks  
Enclosure

Exhibit 6

# SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

916 NO. EAST AVENUE • P.O. BOX 769 • WAUKESHA, WISCONSIN 53187-1607 • TELEPHONE (414) 547-6721

Serving the Counties of: KENOSHA  
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WALWORTH  
WASHINGTON  
WAUKESHA



February 4, 1985

Mr. Thomas M. Frauskopf  
Analyst for Federal/State Relations  
Division of State Executive Budget  
and Planning  
Wisconsin Department of Administration  
P. O. Box 7864  
101 S. Webster Street  
Madison, Wisconsin 53707

Mr. Rolf W. Wagenke, Director  
Bureau of Policy Analysis and  
Intergovernmental Relations  
Wisconsin Department of  
Development  
123 W. Washington Avenue, Rm. 350  
P. O. Box 7970  
Madison, Wisconsin 53707

RE: SAI No. WI850131-007 J0000000G  
COMRPC No. COM.DEV-260

Gentlemen:

The Southeastern Wisconsin Regional Planning Commission, as the grant application review clearinghouse for the Southeastern Wisconsin Region, has received for review an application by the Washington County Land Use and Park Department to the U. S. Department of Commerce, Economic Development Administration, for federal assistance in partial support of the Overall Economic Development Program for Washington County.

In accordance with the intent and purpose of gubernatorial Executive Order 29, the Commission hereby notifies your agency of the subject application. For your review, we are enclosing herewith a summary of the project application as received by the Commission. Because of the time schedule for review of this project, we would appreciate your providing review comments to us no later than February 22, 1985, so that they may be included with the Commission's own review statement.

Should you require additional information about this application, please do not hesitate to contact Mrs. Elaine I. Andersen of our staff.

Sincerely,

Kurt W. Esser  
Executive Director

YHE/en  
Enclosure

# State of Wisconsin

## Department of Development

123 West Washington Avenue  
Post Office Box 7970  
Madison, Wisconsin 53707  
608-266-1018

Anthony S. Earl  
Governor  
James T. Flynn  
Lieutenant Governor

February 6, 1985

RECEIVED

OCT 14 1985

SEWRPC

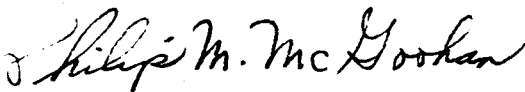
Mr. Paul E. Mueller  
Administrator  
Washington County Land Use  
and Park Department  
Courthouse, Room 150  
432 E. Washington Street  
P. O. Box 518  
West Bend, WI 53095-0518

Dear Mr. Mueller:

Pursuant to your request, I acknowledge the receipt of a copy of the draft of the Washington County Overall Economic Development Program Plan, dated January, 1985. I commend the Washington County Board of Supervisors and the OEDP Subcommittee for their efforts in the preparation of this document.

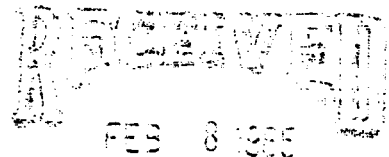
I look forward to hearing from you as your EDA qualification continues.

Sincerely,



Philip M. McGoohan  
Administrator  
Division of Economic and  
Community Development

PMM:ps



WASHINGTON COUNTY  
LAND USE AND PARK DEPT

Exhibit 8

Courthouse, Room 150  
432 E. Washington St.  
P.O. Box 518  
West Bend, WI 53095-0518

West Bend 338-4445  
Hartford 644-5204 Ext. 4445  
Milwaukee 342-2929 Ext. 4445

# WASHINGTON COUNTY LAND USE AND PARK DEPARTMENT

January 29, 1985

RECEIVED

JAN 31 1985

SEWRPC

Mr. Kurt W. Bauer  
Executive Director  
Southeastern Wisconsin Regional  
Planning Commission  
P. O. Box 769, Old Courthouse  
Waukesha, WI 53187

Dear Mr. Bauer:

In a letter dated May 31, 1984 from Ms. J. Bonnie Newman, Assistant Secretary for Economic Development, U. S. Department of Commerce, Economic Development Administration (EDA), Mr. Reuben Schmahl, Chairman of the Washington County Board of Supervisors was informed that Washington County had become statistically qualified for designation as a redevelopment area under Section 401(a)(8) of the Public Works and Economic Development Act of 1965, as amended. The letter also stated that in order for Washington County, and local units of government within the County, to be eligible for public works and development facilities grants and business loan guarantees for EDA, it would be necessary for the County to prepare an Overall Economic Development Program (OEDP) Plan for submittal to EDA.

Pursuant to EDA regulations, the Washington County Overall Economic Development Program Subcommittee with the assistance of the Southeastern Wisconsin Regional Planning Commission staff, has prepared a draft OEDP document for Washington County. On behalf of the Washington County Board of Supervisors and the OEDP Subcommittee, we are formally submitting to the Regional Planning Commission herewith one copy of the draft OEDP document for review and comment. Please forward to us a letter setting forth the results of the review for enclosure in the final OEDP document.

The Washington County Board of Supervisors and the Washington County OEDP Subcommittee look forward to your action in this matter.

Sincerely,



Paul E. Mueller  
Administrator

PEM/mks  
Enclosure

Exhibit 9

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

916 NO. EAST AVENUE • P.O. BOX 769 • WAUKESHA, WISCONSIN 53187-1607 • TELEPHONE (414) 547-6721

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RACINE  
WALWORTH  
WASHINGTON  
WAUKESHA



February 21, 1985

Mr. Paul E. Mueller, Administrator  
Washington County Land Use and  
Park Department  
Washington County Courthouse  
432 E. Washington Street  
P. O. Box 518  
West Bend, Wisconsin 53095-0518

RE: SAI No. WI850131-007  
J00000WG  
SEWRPC No. COM.DEV-260

Dear Mr. Mueller:

This is to acknowledge receipt of your letter of January 29, 1985, requesting the Southeastern Wisconsin Regional Planning Commission, as the grant application review clearinghouse for federal grant applications from within the Southeastern Wisconsin Region, to review and comment on the Washington County Overall Economic Development Program document prepared for submission to the U. S. Department of Commerce, Economic Development Administration.

Pursuant to your request, the Commission has reviewed the Washington County Overall Economic Development Program and finds that the proposed program is not in conflict with the regional plans prepared and adopted or under preparation by the Commission. Approval of the program is accordingly recommended.

In accordance with the intent and purpose of Gubernatorial Executive Order 29, the Commission offered an opportunity to the Wisconsin Departments of Administration and Development to review and comment on the subject program. To date, no review comments have been received. Any comments received will be promptly forwarded to you.

We trust that the foregoing information will be helpful to you. If we may be of further assistance in this matter, please do not hesitate to contact us.

Sincerely,

Kurt W. Bauer  
Executive Director

KWB/ea

increased by 140 percent, whereas the total labor forces of the Region, State, and nation increased only by 35 percent, 44 percent, and 51 percent, respectively. The substantial increase in the labor force in the County between 1960 and 1980 reflects the major increase in the resident population that occurred in the County during this time period. The relatively high rate of labor force growth in Washington County between 1960 and 1980 further suggests that the county labor force is capable of readily meeting the labor force needs of existing and future employers in the County. Economic conditions in the County, however, are also affected by regional economic trends. Between 1960 and 1980 the labor force of the Southeastern Wisconsin Region grew at a slower rate than did that of the State and nation. This relatively slow rate of labor force growth indicates that the Region was not sharing in the economic growth occurring at the state and national levels. This phenomenon is, in part, directly related to the recent relative decline in the Region's largest industry employer, the export-based manufacturing industries. The continued decline of export-based manufacturing industries in the Region may limit the economic development potential of the County, and, more specifically, its ability to attract new economic enterprises.

Industry Distribution of the Labor Force: In 1960, about 43 percent of the labor force in Washington County was employed in the manufacturing industry, while about 29 percent was employed in trade and service industries. In 1980, however, the manufacturing industry employed only 39 percent of the labor force, while about 42 percent of the labor force was employed in the trade and service industries. Similar shifts occurred over the same time period at the regional, state, and national levels. These changes in the distribution of the labor force further underscore the shift in emphasis within the Region and the County from a manufacturing-oriented economic base to a trade and service-oriented economic base.

Sex of the Labor Force: The growth in the county labor force between 1960 and 1980 also resulted, in part, from a substantial increase in the number of females in the labor force. During this time period, the number of females in the county labor force increased by 250 percent, while the number of males increased by about 100 percent. This increase in the proportion of females to males in the county labor force was similar to the increases that occurred in the Region, the State, and the nation over the same time period. The relatively large increases in the number of females in the labor force may be attributed to the trend toward smaller families, the increasing number of wives working to supplement the family income, the accelerated growth in retailing and service jobs, emphasis on equal employment opportunities for females, and the decision by an increasing number of females to pursue more actively full- or part-time employment in lieu of, or in addition to, marriage and family formation.

Unemployed Labor Force: The percentage of unemployed persons in relation to the total labor force is an important indicator of the economic health of an area. In 1970, the unemployment rates for both Washington County, 2.3 percent, and the Region, 3.7 percent, were at levels that were somewhat lower than the unemployment rates for the State, 4.0 percent, and the nation, 4.4 percent. By 1980 the unemployment rates in Washington County and the Region, both 5.7 percent, had increased substantially, but remained at levels that were below the unemployment rates for the State, 6.6 percent, and the nation, 6.5 percent. In 1983, however, the unemployment rates for Washington County, 10.3 percent, and the Region, 10.7 percent, were similar to, or higher than, the unemployment rates for the State, 10.4 percent, and the nation, 9.6 percent. The relatively

high county unemployment rates in 1983 were due, in part, to the national economic recession that began in 1979 and the effects of this recession on the durable goods manufacturing industry and construction industry in the County and Region. In 1984, unemployment rates were substantially lower; however, these rates were still higher than those for the other areas.

### Change in the Structure of the Economy

Growth in the manufacturing industry has traditionally been viewed by local economic development practitioners as the most effective means for creating jobs and ensuring long-term economic growth. Over the past two decades, however, one of the most important changes that has occurred in the structure of the national economy is the previously indicated declining importance of the manufacturing industry. Basic structural change of the national economy is also evidenced by a shift in the nature of manufacturing activities, with "high technology" industries accounting for a steadily increasing portion of all manufacturing jobs. High technology industries are both knowledge- and capital-intensive industries which employ a high percentage of highly trained workers and produce products based on recent scientific advances having high value to the consumer. It has been estimated that high technology jobs accounted for 40 percent of all manufacturing jobs in 1979.

The structural changes in the national economy are, in part, due to changing world economic conditions and world markets. American industries face continually increasing competition in markets which the United States once dominated. For example, United States production of steel decreased from 47 percent of world production in 1950 to 14 percent in 1980. Domination of the United States in the automobile industry has also ended, with Japan producing more passenger cars than the United States for the first time in 1980. Such changes in world markets may be expected to have a strong bearing on the future size and structure of the national economy, as well as the economy of the Southeastern Wisconsin Region and of Washington County.

Certain structural changes which are occurring in the national economy are also evident in the State of Wisconsin. Following national economic trends, the percentage increase in the size of the civilian labor force employed in manufacturing in the State was lower than the percentage increase in the size of the state civilian labor force between 1960 and 1980. Also consistent with national trends, the size of the state civilian labor force in the service industry, the trade industry, the finance, insurance, and real estate industry, and the public administration industry grew at a greater rate than did the size of the total state civilian labor force between 1960 and 1980.

A strong manufacturing sector has historically been the cornerstone of the economy in southeastern Wisconsin, and manufacturing industry employment still accounts for a large portion of total regional employment. However, manufacturing employment in the Region experienced a comparatively modest increase during the past three decades, which resulted in a decrease in the Region's relative share of manufacturing employment in the State and nation. This decline in the relative importance of manufacturing jobs in the Region has directly affected the economy of Washington County because of the relatively high concentration of jobs in manufacturing industries in the County.

### Recent Involvement in Economic Development Activities by Washington County

There are two particularly important reasons why the Washington County Board of Supervisors decided to prepare an OEDP document. First, the County became

qualified in 1984 for designation as a redevelopment area under the Public Works and Economic Development Act of 1965. Such designation would make the County and local units of government within the County eligible for federal EDA grants in support of public works and other economic development facilities projects which result in the creation of permanent jobs, as well as make local business establishments in the County eligible for EDA business loan guarantees. Second, the Washington County Board of Supervisors recognized that there have been a number of economic development activities undertaken by individual municipalities in the County in recent years, and that there has been no formal means established for the coordination of these activities among the units and agencies involved. While Washington County has historically provided basic government facilities and services to county residents which have not extended into the area of economic development, the County Board concluded that the preparation of an OEDP document would provide a basis for determining to what extent, if any, Washington County government should be involved in the formulation, coordination, and implementation of future economic development activities within the County. The following section provides a brief summary of the local economic development activities which have been undertaken by local units of government in Washington County in recent years. These activities were identified by the staffs of local units of government in the County in response to a questionnaire prepared as part of the OEDP planning effort.

Village of Germantown: In 1970, the Village of Germantown established the Germantown Industrial Park. Since its establishment, about 200 acres of the total 240-acre industrial park have been occupied by industry establishments, and in 1984 a total of 71 business firms were located in the park. In 1978, the Village worked with a private land developer on the development of the Washington Square Mall Shopping Center. Several other commercial developments are being undertaken on sites in the vicinity of the new shopping center.

City of Hartford: The City of Hartford has been involved in several major economic development efforts in recent years. The City encouraged the formation of the Hartford Area Development Corporation, which is involved in the acquisition and improvement of suitable sites for industrial development. Also, the City of Hartford applied for and received a 1981 Small Cities Community Development Block Grant totaling \$1.5 million for public works improvements and housing rehabilitation. The City has also created three tax incremental financing districts for the purpose of financing public works facility improvements in the City. The City has created the Hartford Redevelopment Authority which, most recently, provided \$1 million in financing for the new Esther's of Hartford, a retail establishment in the City. Several years ago fire destroyed the original Esther's of Hartford building on S. Main Street. Also, the City has created the Hartford Housing Authority, which offers programs and services in the areas of community development, public housing assistance, housing rehabilitation, housing weatherization, property management services, housing code enforcement, and low-interest commercial revitalization and business development loans.

City of West Bend: The City of West Bend has also been involved in a variety of economic development activities, including: the establishment of the Schoenhaar Drive Industrial Park in 1971; the construction of a two-million-gallon water standpipe, and related improvements to the City's public water supply system; a major expansion to the City's wastewater treatment plant in 1980;

the establishment of the Minz Industrial Park in 1982; and the implementation of major public improvements designed to revitalize the West Bend central business district. The central business district improvements were financed by a new tax incremental financing district and by a Small Cities Community Development Block Grant. Also, business leaders in the City recently initiated the establishment of the West Bend Area Economic Development Corporation.

Village of Slinger: The Village of Slinger has implemented several economic development projects. Activities have included the construction of a new wastewater treatment plant in 1980 and the reconstruction of Slinger Road, which expanded the commercial and light industrial land areas available within the Village. The Village has also done extensive work on its water supply system by increasing the sizes of the water mains, and extended its public water and sanitary sewers to new areas through the use of tax incremental financing districts. In 1981, the Slinger Housing Authority completed construction of a 49-dwelling-unit housing project for the elderly and households with a low to moderate income.

Village of Jackson: The Village of Jackson has also been involved in substantial economic development activities. In the fall of 1983 the Village Board established the Village of Jackson Economic Development Committee. The Economic Development Committee has published a community profile for the Village which provides basic information on community facilities, utilities, and services, as well as on socioeconomic characteristics of the village population. The community profile also provides detailed information on several land sites in the Village which are available for business development. Also, the Village has recently constructed a new village well and a new village wastewater treatment plant. In addition, the village has implemented several projects which extend water supply and sanitary sewer service to new or expanding business firms in the Village.

Village of Kewaskum: The Village of Kewaskum has undertaken several economic development activities in recent years, including the construction of a new municipal well, a new water storage tower, and a new sanitary sewage pumping station.

In addition to the economic development activities that have been undertaken by individual municipalities in Washington County, representatives from the Germantown, Hartford, and West Bend Chambers of Commerce, as well as from the individual units of government in the County, have been meeting informally since July of 1984 to discuss common interests and concerns pertaining to county economic development.

#### Other Washington County Economic Development Activities

Late in 1982, the Wisconsin Electric Power Company (WEPCo) initiated a program to attract and encourage industrial development in the Region. In undertaking the program, the power company found that there was a lack of information regarding industrial land use in the Region, information important to the development program. Specifically, the WEPCo found that a comprehensive area-wide inventory of existing industrial land and additional land suitable for industrial development did not exist. Recognizing that such information would be essential to an effective industrial development program, and recognizing that such information would be useful in areawide and local public planning

efforts, the WEPCo requested the assistance of the Regional Planning Commission in the conduct of a study of industrial land use in southeastern Wisconsin.

The WEPCo and Commission decisions to cooperate in the study stemmed from a belief that the study would be of potentially widespread benefit, not only by providing data essential to any industrial development program in the seven-county Southeastern Wisconsin Region, but by providing data that would be useful in other efforts to promote the orderly growth of the Region.

The study indicates that one of the strengths of the Southeastern Wisconsin Region is the broad choice in industrial facilities and sites which this Region offers a potential industrial client seeking to locate a new, or to expand an existing, operation. The range of potential industrial facilities and sites includes vacant but sound industrial facilities which are ready for immediate use and which possess not only the necessary infrastructure improvements, such as public sanitary sewer, water supply, mass transit service, and power and communication facilities, but other site amenities, such as associated office space and materials-handling equipment such as heavy lift cranes and conveyors. Vacant, properly zoned sites are also readily available within the Region, and able to accommodate a full spectrum of industrial types, from small developing industries to large industrial complexes. Some of these sites are located within industrial parks which not only possess all the necessary infrastructure improvements, but have industrial park deed restrictions and special covenants to protect the substantial investment made by industrial entrepreneurs in site acquisition, development, and expansion within the industrial park. The study also identifies other large vacant industrially zoned areas, as well as nonindustrially zoned areas, which are considered to have industrial development potential by local units of government.

While future economic conditions within the Southeastern Wisconsin Region will be determined in part by external factors over which public and private decision-makers within the Region have little or no influence, such conditions will also be influenced, in part, by the effectiveness of state, regional, and local economic development programs undertaken to maintain and enhance the economic vitality of subareas of the State. The effectiveness of such programs should be enhanced by the fact that the area has an adequate supply of sites which are suitable for, and can readily be made available to, industrial development.

During the preparation of the study the Commission staff gathered current information on existing industrial land in southeastern Wisconsin, and more specifically on sites within the Region which may be suitable for or could be made available to industrial development. As shown in Table 3 and Map 1, the study identified a total of 26 sites in Washington County which are suitable for major industrial development. The sites are located within or in proximity to the principal urban growth centers in Washington County, including the Cities of Hartford and West Bend and the Villages of Germantown, Jackson, Newberg, and Slinger. Of the major sites in Washington County suitable for industrial development, there are three sites which are zoned for industrial use, have public sanitary sewer facilities available, and have internal streets for industrial parcel access; seven sites which are zoned for industrial use and have public sanitary sewer facilities available, but which lack internal streets for site access; and 16 sites which are not zoned for industrial use or which do not have public sanitary sewer facilities available, and which lack internal streets for site access.

Table 3

## POTENTIAL INDUSTRIAL SITES: WASHINGTON COUNTY

Number on Map 1	Location	Size (acres)		Classification	Zoning	Sanitary Sewer and Water Supply	Transportation Access		Adjacent Land Uses	Number of Owners	Physical Limitations	
		Gross	Net								Type	Acreage
1	South of CTH D West of USH 45 Town of Barton T11N R19E, Section 3	150	75	III	Industrial	Sewer - 1 mile Water - 1 mile	Existing Freeway/Highway: Adjacent - USH 45 1 mile - STH 144 Rail: 0.25 mile - C&NW	Airport: 4.5 miles - West Bend 42 miles - Mitchell Field Proposed Freeway/Highway: Relocation of USH 45	40% Natural Area 35% Open Land 25% Agricultural	1 - 3	Primary environmental corridor Wetlands Very severe soils Steep slope	75
2	North of STH 33 West of Schmidt Road City of West Bend T11N R19E, Section 12	50	35 <sup>a</sup>	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 0.25 mile - STH 33 0.5 mile - USH 45 Rail: Adjacent - C&NW	Airport: 2.5 miles - West Bend 40 miles - Mitchell Field	45% Open Land 30% Industrial 15% Residential 10% Water	1 - 3	Primary environmental corridor Wetlands Steep slopes	10
3	North of STH 33 East of Schmidt Road City of West Bend T11N R19E, Section 12	110	100	II	Industrial	Sewer - Onsite Water - Onsite	Existing Freeway/Highway: 0.25 mile - STH 33 1 mile - USH 45 Rail: 0.5 mile - C&NW	Airport: 2 miles - West Bend 40 miles - Mitchell Field	45% Open Land 30% Commercial 15% Residential 10% Industrial	1 - 3	Steep slope	10
4	South of Paradise Drive West of C&NW Railway City of West Bend T11N R19E, Section 25	170	135	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 0.5 mile - USH 45 1 mile - STH 143 Rail: Adjacent - C&NW	Airport: 3.5 miles - West Bend 38 miles - Mitchell Field	80% Agricultural 10% Open Land 10% Natural Area	1 - 3	Primary environmental corridor Wetlands Very severe soils Steep slope 100-year floodplain	35
5	South of Paradise Drive West of CTH G Town of West Bend T11N R19E, Section 25	160	130	III	Nonindustrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 0.5 mile - USH 45 1 mile - STH 143 Rail: Adjacent - C&NW	Airport: 3.5 miles - West Bend 38 miles - Mitchell Field	95% Agricultural 5% Natural Area	4 - 6	Primary environmental corridor Wetlands Very severe soils Steep slope 100-year floodplain	30
6	South of Rusco Drive West of C&NW Railway Town of West Bend T11N R19E, Section 36	115	110	III	Nonindustrial	Sewer - 1 mile Water - 1 mile	Existing Freeway/Highway: 0.5 mile - USH 45 0.5 mile - STH 143 Rail: Adjacent - C&NW	Airport: 4.5 miles - West Bend 37 miles - Mitchell Field	85% Agricultural 15% Natural Area	1 - 3	Very severe soils Steep slope	5
7	North of CTH MY East of CTH M Town of Trenton T11N R20E, Section 1/12	50	50	III	Nonindustrial	Sewer - 0.25 mile Water - Not Available	Existing Freeway/Highway: 1 mile - STH 33 7 miles - USH 45 Rail: 6 miles - CMSTP&P 6 miles - C&NW	Airport: 4 miles - West Bend 38 miles - Mitchell Field	95% Agricultural 5% Residential	4 - 6	--	--
8	South of CTH MY East of Lovers Lane Town of Trenton T11N R20E, Section 12	40	40	III	Nonindustrial	Sewer - 0.25 mile Water - Not Available	Existing Freeway/Highway: 1 mile - STH 33 7 miles - USH 45 Rail: 6 miles - CMSTP&P 6 miles - C&NW	Airport: 4 miles - West Bend 38 miles - Mitchell Field	90% Agricultural 5% Natural Area 5% Residential	1 - 3	--	--

Table 3 (continued)

Number on Map 1	Location	Size (acres)		Classification	Zoning	Sanitary Sewer and Water Supply	Transportation Access		Adjacent Land Uses	Number of Owners	Physical Limitations	
		Gross	Net								Type	Acreage
9	South of CTH M West of Lovers Lane Town of Trenton T11N R20E, Section 11	260	245	III	Nonindustrial	Sewer - 0.5 mile Water - Not Available	Existing Freeway/Highway: 0.5 mile - STH 33 6 miles - USH 45 Rail: 5 miles - C&NW	Airport: 3 miles - West Bend 38 miles - Mitchell Field	90% Agricultural 10% Natural Area	4 - 6	Wetlands Very severe soils Steep slope	15
10	East of CTH U North of CTH N Town of Hartford T10N R18E, Sections 8/17	125	120	III	Nonindustrial Industrial	Sewer - 0.5 mile Water - Adjacent	Existing Freeway/Highway: 1 mile - STH 60 1.5 miles - STH 83 Rail: 0.25 mile - WSOR	Airport: Adjacent - Hartford 41 miles - Mitchell Field	75% Agricultural 15% Industrial 10% Residential	4 - 6	Primary environmental corridor Wetlands Very severe soils	5
11	North of CTH N West of CTH U Town of Hartford T10N R18E, Sections 8/17/18	260	255	III	Nonindustrial Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 1 mile - STH 60 1.5 miles - STH 83 Rail: 0.25 mile - WSOR	Airport: Adjacent - Hartford 41 miles - Mitchell Field	80% Agricultural 10% Industrial 10% Transportation	7 +	Steep slope	5
12	North of STH 60 East of Dodge County City and Town of Hartford T10N R18E, Sections 18/19	580	500	III	Nonindustrial	Sewer - Onsite Water - 0.25 mile	Existing Freeway/Highway Adjacent - STH 60 1 mile - STH 83 Rail: Onsite - WSOR	Airport: 1.5 miles - Hartford 41 miles - Mitchell Field	90% Agricultural 10% Natural	7 +	Wetlands 100-year floodplain	80
13	South of CTH N West of City of Hartford City Limit Town of Hartford T10N R18E, Section 18	55	30	II	Industrial	Sewer - Onsite Water - 0.1 mile	Existing Freeway/Highway: 1.0 mile - STH 60 1.5 miles - STH 83 Rail: Onsite - WSOR	Airport - 1.5 miles - Hartford 41 miles - Mitchell Field	80% Agricultural 10% Open Water 5% Industrial 5% Open Water	1 - 3	Wetlands 100-year floodplain	25
14	North of WSOR Railroad Southeast of CTH N City of Hartford T10N R18E, Section 17	40	35	III	Nonindustrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 0.5 mile - STH 60 1 mile - STH 83 Rail: Adjacent - WSOR	Airport: 1.5 miles - Hartford 41 miles - Mitchell Field	50% Industrial 25% Open Water 15% Agricultural 10% Natural Area	1 - 3	Wetlands 100-year floodplain	5
15	North of STH 60 West of Wacker Drive Town of Hartford T10N R18E, Section 20	70	40	II	Industrial	Sewer - Onsite Water - Adjacent	Existing Freeway/Highway: Adjacent - STH 60 0.5 - STH 83 Rail: Adjacent - WSOR	Airport: 2 miles - Hartford 41 miles - Mitchell Field	40% Industrial 25% Open Water 20% Residential 10% Agricultural 5% Commercial	1 - 3	Wetlands 100-year floodplain Steep slope	30
16	North of STH 60 West of STH 144 Village of Slinger T10N R19E, Section 18	70	35	III	Nonindustrial	Sewer - Onsite Water - Onsite	Existing Freeway/Highway: Adjacent - STH 60 Adjacent - STH 144 Rail: 0.1 mile - WSOR 0.1 mile - Soo Line	Airport: 6 miles - Hartford 37 miles - Mitchell Field	40% Residential 20% Industrial 20% Commercial 20% Open Land	1 - 3	Primary environmental corridor Wetlands Very severe soils Steep slope	35
17	South of STH 60 East of CTH CC Village of Slinger T10N R19E, Section 19	135	90	III	Nonindustrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: Adjacent - STH 60 0.1 mile - STH 144 Rail: 0.5 mile - WSOR 0.5 mile - Soo Line	Airport: 6 miles - Hartford 37 miles - Mitchell Field	50% Open Land 30% Residential 20% Commercial	1 - 3	Primary environmental corridor Wetlands Very severe soils Steep slope	45

Table 3 (continued)

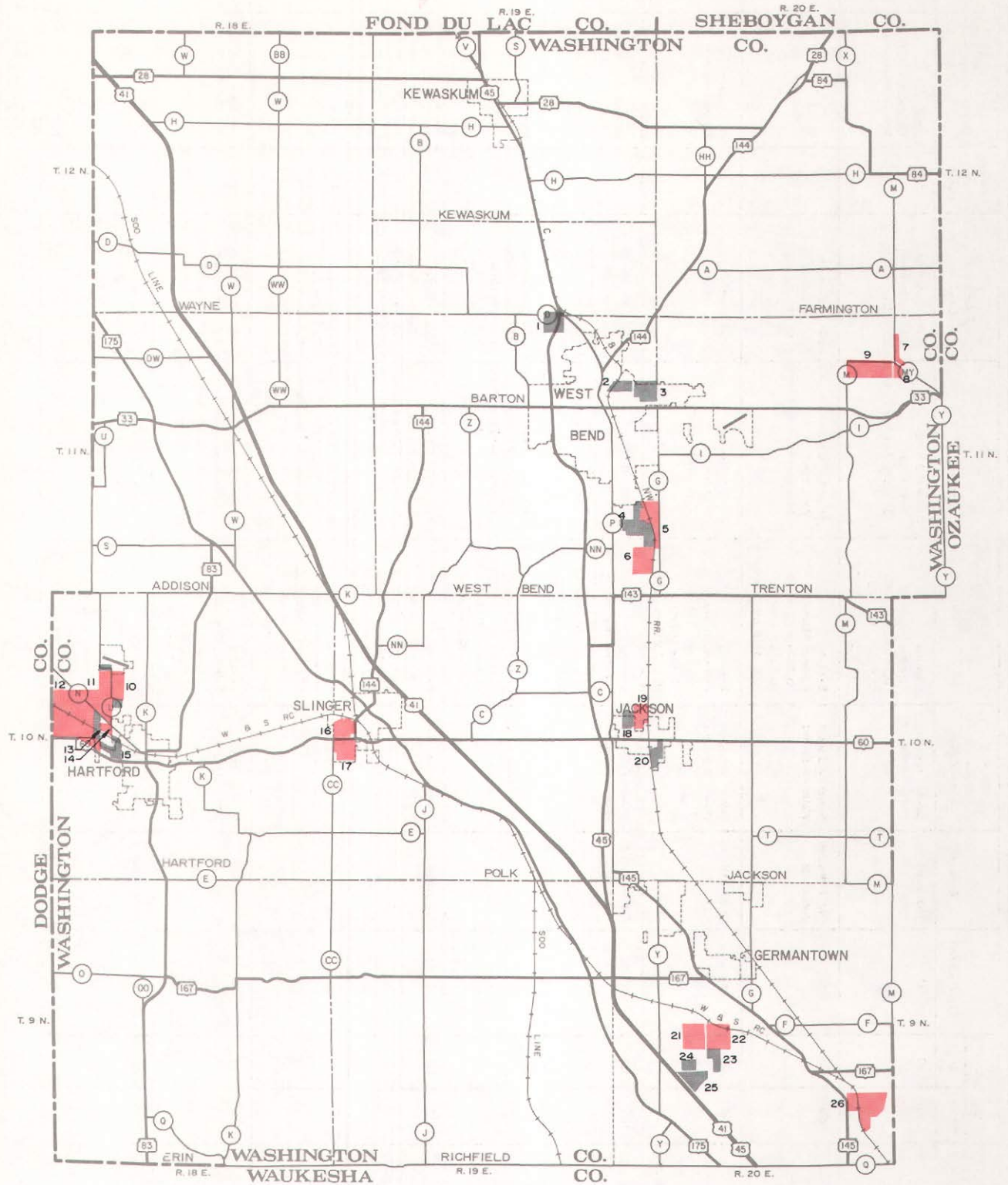
Number on Map 1	Location	Size (acres)		Classification	Zoning	Sanitary Sewer and Water Supply	Transportation Access		Adjacent Land Uses	Number of Owners	Physical Limitations	
		Gross	Net								Type	Acreage
18	North of Industrial Drive Village of Jackson T10N R20E, Section 18	50	30	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 0.25 mile - STH 60 0.5 mile - USH 45 Rail: 0.25 mile - C&NW	Airport: 9.5 miles - West Bend 34 miles - Mitchell Field	50% Residential 25% Agricultural 25% Natural Area	1 - 3	Wetlands Very severe soils 100-year floodplain	20
19	North of N. Center West of C&NW Railway Town and Village of Jackson T10N R20E, Section 18	60	60	III	Nonindustrial Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 0.25 mile - STH 60 0.5 mile - USH 45 Rail: Adjacent - C&NW	Airport: 9.5 miles - West Bend 34 miles - Mitchell Field	90% Agricultural 5% Industrial 5% Residential	1 - 3	--	--
20	South of STH 60 East and West of Jackson Drive Village of Jackson T10N R20E, Sections 19/20	70	60	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 0.1 mile - STH 60 1 mile - USH 45 Rail: Adjacent - C&NW	Airport: 10 miles - West Bend 33 miles - Mitchell Field	75% Agricultural 25% Industrial	1 - 3	Wetlands Very severe soils	10
21	South of Friestadt Road West of Maple Road Village of Germantown T9N R20E, Section 20	160	160	III	Nonindustrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 1 mile - USH 41/45 1 mile - STH 145/167 Rail: 0.25 mile - WSOR	Airport: 9 miles - Timmerman Field 27 miles - Mitchell Field	50% Agricultural 25% Industrial 25% Recreational	1 - 3	--	--
22	South of Friestadt Road East of Maple Road Village of Germantown T9N R20E, Section 21	160	155	III	Nonindustrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 1 mile - STH 145/167 1 mile - USH 41/45 Rail: Adjacent - WSOR	Airport: 9 miles - Timmerman Field 27 miles - Mitchell Field	50% Agricultural 20% Natural Area 15% Industrial 15% Institutional	4 - 6	Steel slope	5
23	North of Mequon Road East of Maple Road Village of Germantown T9N R20E, Section 21	60	60	I	Industrial	Sewer - Onsite Water - Onsite	Existing Freeway/Highway: 0.5 mile - USH 41/45 1.5 miles - STH 145 Rail: 0.5 mile - WSOR	Airport: 9 miles - Timmerman Field 27 miles - Mitchell Field	25% Industrial 25% Institutional 25% Agricultural 25% Open Land	1 - 3	--	--
24	North of Mequon Road East of CTH Y Village of Germantown T9N R20E, Section 20	40	40	I	Industrial	Sewer - Onsite Water - Onsite	Existing Freeway/Highway: 0.5 mile - USH 41/45 1 mile - STH 175 Rail: 1.5 miles - WSOR	Airport: 8 miles - Timmerman Field 26 miles - Mitchell Field	65% Industrial 20% Agricultural 15% Open Land	1 - 3	--	--
25	South of Mequon Road East of USH 41/45 Village of Germantown T9N R20E, Section 29	125	95 <sup>b</sup>	I	Industrial	Sewer - Onsite Water - Onsite	Existing Freeway/Highway: Adjacent - USH 41/45 1 mile - STH 175 Rail: 1.5 miles - WSOR	Airport: 8 miles - Timmerman Field 26 miles - Mitchell Field	70% Transportation 20% Open Land 10% Industrial	4 - 6	Wetlands	20
26	East of STH 145 North and South of Donges Bay Road Village of Germantown T9N R20E, Sections 25/36	285	250	III	Nonindustrial	Sewer - 1 mile Water - 1 mile	Existing Freeway/Highway: Adjacent - STH 145 3 miles - USH 41/45 Rail: Onsite - WSOR/C&NW	Airport: 6 miles - Timmerman Field 24 miles - Mitchell Field	75% Agricultural 15% Natural Area 10% Industrial	1 - 3	Wetlands 100-year floodplain	35

<sup>a</sup>Excludes five acres of development as of 1984.<sup>b</sup>Excludes 10 acres of development as of 1984.

Source: Wisconsin Electric Power Company and SEWRPC.

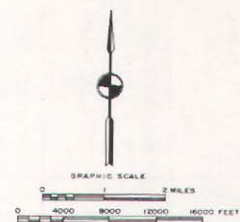
Map 1

LOCATION OF SUITABLE INDUSTRIAL SITES IN WASHINGTON COUNTY



LEGEND

- ZONED FOR INDUSTRIAL USE
- PROPOSED FOR INDUSTRIAL USE



Source: SEWRPC.

Also, existing, vacant industrial installations can serve as suitable locations for new or relocating businesses seeking industrial sites within southeastern Wisconsin. Accordingly, the study presented information on the known vacant industrial installations within the Southeastern Wisconsin Region. The Wisconsin Electric Power Company currently maintains an inventory of such installations as part of its ongoing industrial attraction and retention program in the Region.

It must be recognized that the number and type of vacant industrial installations available for lease or purchase in the Region, as well as in the County, will vary over time. Nevertheless, the inventory presented herein provides an indication of the number and spatial distribution of vacant industrial installations which may be expected to be typically available for lease or purchase within the County.

In 1984, there were a total of 18 vacant industrial installations encompassing approximately 710,000 square feet in Washington County. Of this total, three installations, encompassing about 15,300 square feet, were comprised of buildings with less than 10,000 square feet; nine installations, encompassing about 173,300 square feet, were comprised of buildings with 10,000-49,999 square feet; three installations, encompassing about 173,000 square feet, were comprised of buildings with 50,000-99,999 square feet; and three installations, encompassing about 348,600 square feet, were comprised of buildings with 100,000 or more square feet.

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## Chapter II

# A DESCRIPTION OF THE NATURAL RESOURCES, PHYSICAL CHARACTERISTICS, AND COMMUNITY UTILITIES, FACILITIES, AND SERVICES IN WASHINGTON COUNTY

### INTRODUCTION

Inventories of the physical and socioeconomic characteristics of Washington County, and of the community utilities, facilities, and services provided within the County, are essential to the preparation of a sound economic development program. The purpose of this chapter is to describe the natural resource base and physical characteristics of the built environment in Washington County, as well as the characteristics of its resident population, labor force, and economy.

### LOCATION

Washington County is located in southeastern Wisconsin and is part of the seven-county Southeastern Wisconsin Planning Region (see Map 2). Washington County encompasses a total area of 436 square miles. Geographically, the County is in a good position for continued growth and development. It is an integral part of the Milwaukee metropolitan area, being linked to the center of that area by an excellent freeway system, so that the residents of the County can enjoy all of the facilities and services of a large urban area. Yet much of the County is still rural, with a strong agricultural base and attractive recreation areas. As shown on Map 3, many of the most important industrial areas and heaviest population concentrations in the Midwest are within 350 miles of Washington County.

### NATURAL RESOURCE BASE

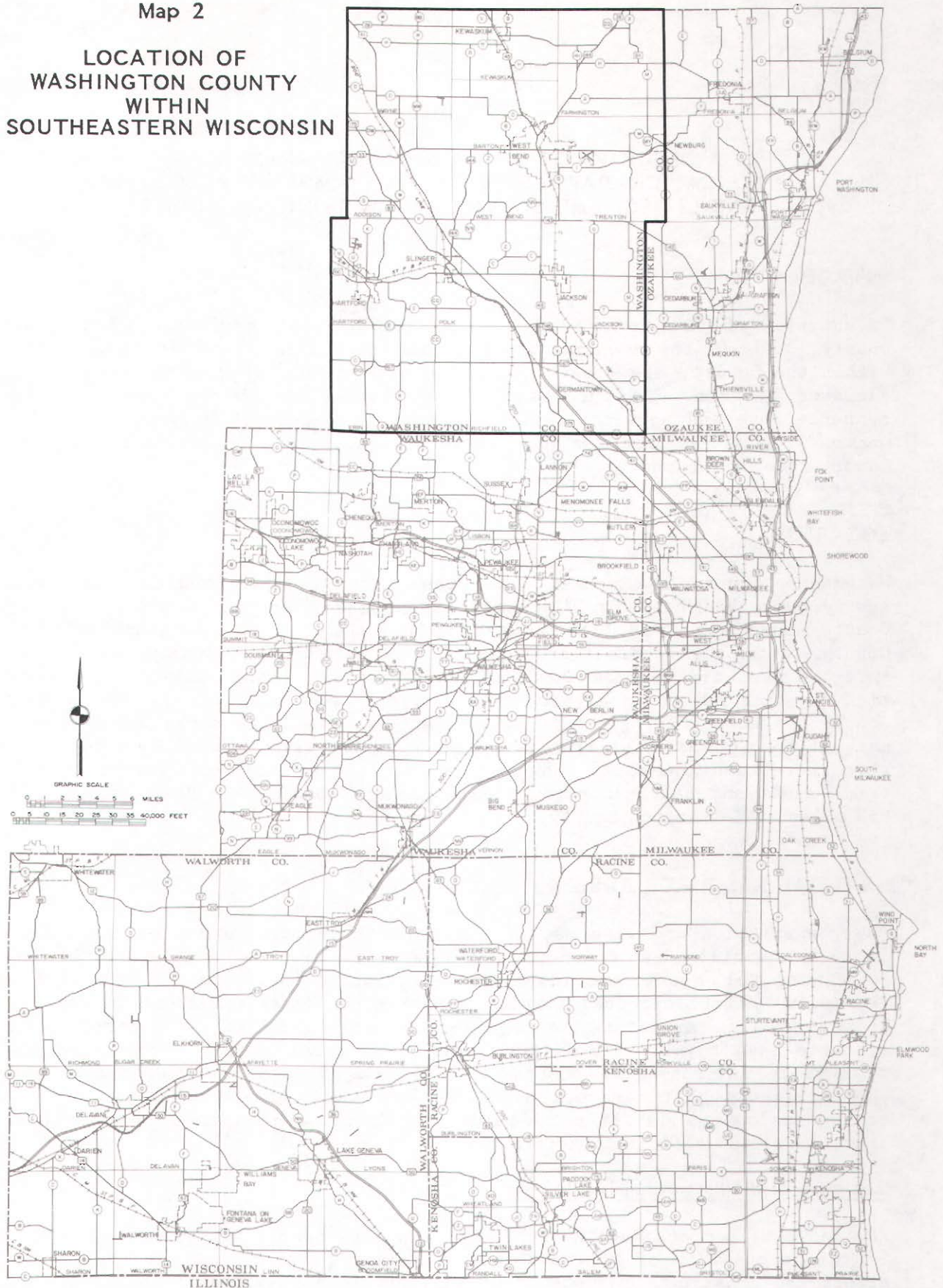
The conservation and wise use of the natural resource base is vital to the physical, social, and economic development of an area, and to the continued ability of the area to provide a pleasant, habitable environment for life. Any meaningful effort directed toward improving economic conditions in Washington County should, therefore, recognize the existence of a limited natural resource base to which urban and rural development must be properly adjusted if serious environmental problems are to be avoided. The identification of those elements of the natural resource base which affect, or are affected by, urban development can help to guide new development into a more healthful, attractive, and efficient pattern.

#### Geologic and Physiographic Features

Knowledge of bedrock and the surficial deposits overlying bedrock is important in the formulation of an economic development program, because they directly affect the construction costs of urban improvements such as street and highway

Map 2

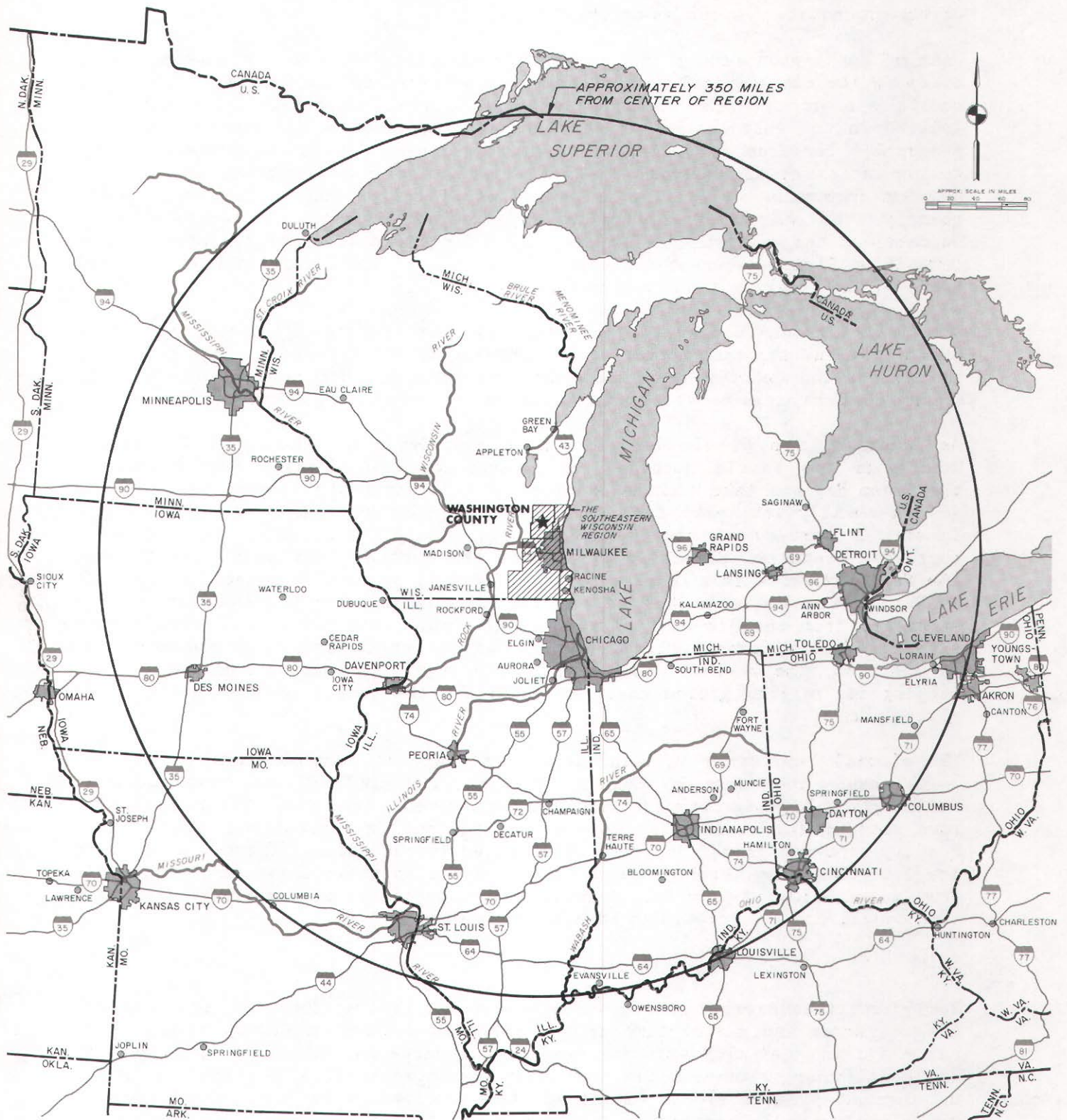
LOCATION OF  
WASHINGTON COUNTY  
WITHIN  
SOUTHEASTERN WISCONSIN



Source: SEWRPC.

### Map 3

## REGIONAL SETTING OF WASHINGTON COUNTY IN THE MIDWEST



Source: SEWRPC.

facilities, drainage and flood control facilities, and public utilities, as well as the costs of housing and commercial and industrial development. In addition, the placement of the improvements in relation to the bedrock and surficial deposits may directly or indirectly affect the quality and quantity of the groundwater resources of the County.

Most of Washington County is underlain by dolomite bedrock. In several large areas in the east-central and southeastern portions of the County the dolomite bedrock is at or close to the surface. Several bedrock outcroppings are located in the east-central and southeastern portions of the County. The physiographic features of Washington County have been determined largely by the configuration of the bedrock geology in combination with glacial action. The bedrock formation in Washington County dips gently toward the east. Consequently, the bedrock lying immediately underneath unconsolidated, surficial deposits at the western edge of Washington County includes older rocks of the Ordovician Period, whereas the eastern one-half of the County includes younger rocks of the Silurian and Devonian Periods.

The bedrock of the County is, for the most part, covered by deep, unconsolidated, glacial deposits attaining a thickness of 500 feet in the south-central portion of the County, while the east-central and southwest portions of the County contain areas where glacial deposits are very thin or nonexistent.

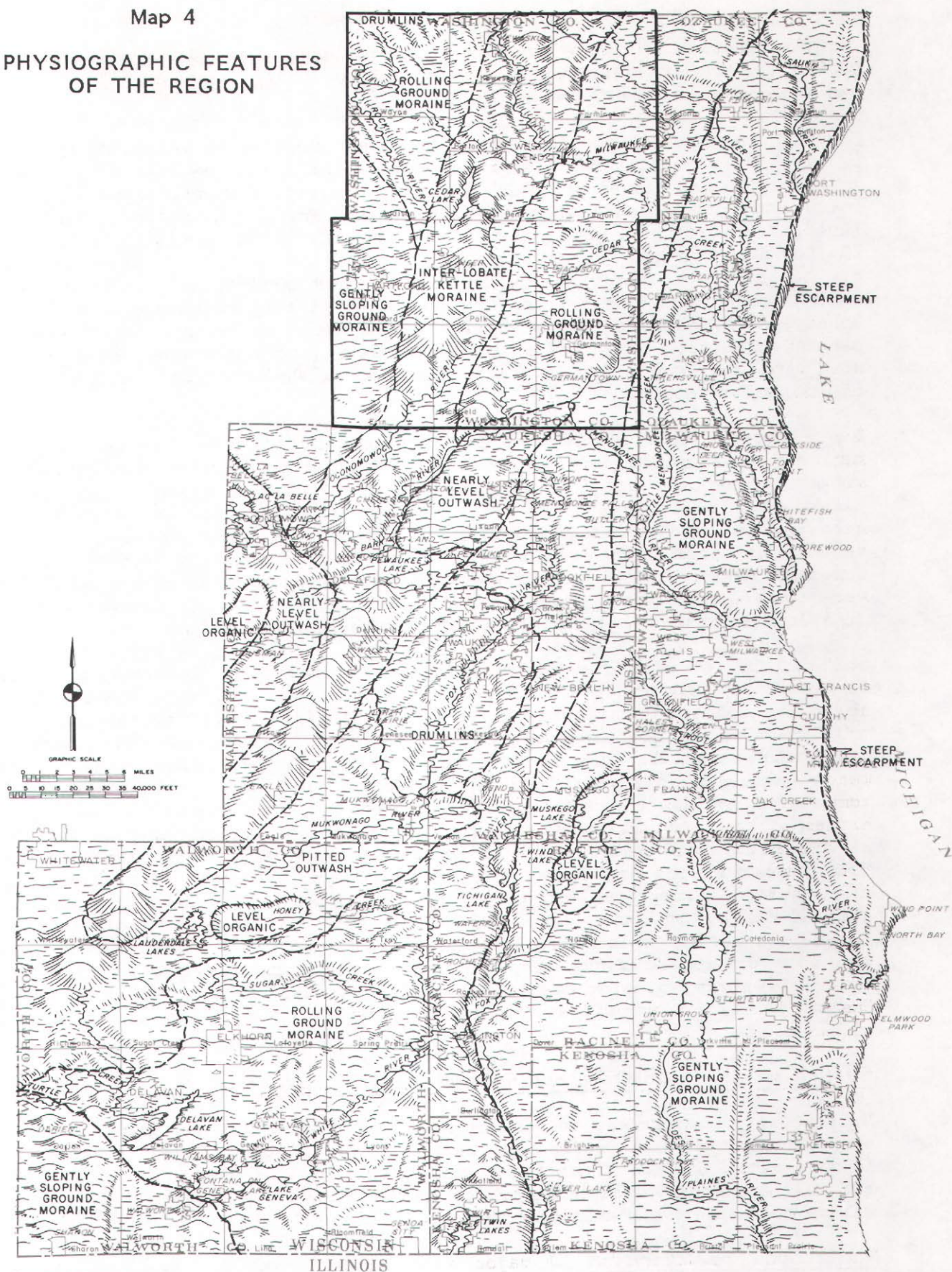
As shown on Map 4, the most dominant physiographic feature in Washington County is the Kettle Moraine, an interlobate till deposit formed between the Green Bay and Lake Michigan tongues of the continental glacier which moved in a generally southerly direction from its point of origin in what is now Canada. A portion of the Kettle Moraine, which is oriented in a general northeast-southwest direction, traverses the central portion of the County. The Kettle Moraine is a complex system of kames, or crudely stratified conical hills; kettle bowls marking the sites of glacial ice blocks that became separated from the ice mass and melted to form depressions; and eskers, consisting of long, narrow ridges of drift deposited in abandoned drainageways. In addition, the western and eastern portions of the County consist of gently sloping and rolling ground moraines which are the result of the recession of glacial ice.

The glacial land forms in Washington County are of economic significance not only because they provide sources for sand, gravel, and rock used in local building and highway construction, but also because they provide a very attractive setting for residential development and a rich recreational base. High-quality sand and gravel deposits are located in the glacial outwash areas near the fringes of the Kettle Moraine. The deposits in these areas consist of uniformly consolidated material. Several major commercial sand and gravel extraction operations are located in Washington County.

### Soils

Soil properties exert a strong influence on how land may be used. Knowledge of the character and suitability of the soils in Washington County is an invaluable aid in analyzing existing development patterns and, more specifically, in identifying suitable sites for urban development. Also, any sound economic development program should discourage the development of urban land uses in areas having soils unsuitable for such uses, thereby minimizing the potential

Map 4  
PHYSIOGRAPHIC FEATURES  
OF THE REGION



Source: SEWRPC.

for the creation of costly environmental problems. Also, information on soils within the County is useful in determining how this resource can best be used and managed for future purposes.

Map 5 shows the portions of Washington County covered by soils having severe or very severe limitations for residential development on lots less than one acre in size not served by public sanitary sewerage systems. Generally, these soils have one or more of the following characteristics: slow permeability rates, fluctuating or high water tables, high shrink-swell potential, and shallow depth to bedrock. In addition, they may be located on steep slopes, or may be subject to periodic flooding or surface ponding in low areas. While soils having such limitations are scattered throughout much of Washington County, such soils are typically associated with low-lying areas adjacent to perennial watercourses, and with the low-lying, poorly drained areas associated with the interlobate Kettle Moraine, which dominates the central portion of Washington County.

Map 6 depicts soil limitations for residential development served by public sanitary sewerage systems. These soils are highly organic, poorly drained, subject to periodic flooding and ponding, and located on steep slopes. In some cases, these soils also cover areas having a shallow depth to bedrock, which makes urban development difficult and costly. Soils having severe or very severe limitations for residential development served by public sanitary sewerage systems within Washington County are primarily concentrated along watercourses and in the low-lying, poorly drained areas associated with the interlobate Kettle Moraine physiography of the County.

The suitability of soils for commercial and industrial development is also important to the overall economic development of the County. The soil characteristics which typically impose severe limitations on commercial and industrial development include poor bearing capacity, high shrink-swell potential, low shear strength, high frost hazard, high compressibility, seasonal high water table, steep slopes, and shallow depth to bedrock. Soil ratings for commercial and light industrial use are based on the characteristics of properties of the substratum, because foundations for structures rest on this part of the soil. Soil suitability information is available on an areawide basis for commercial and light industrial development; however, since these land uses typically comprise less than 1 percent of the total area of a community such as Washington County, soil suitability maps for these uses were not prepared as a part of this study. Soil limitations for heavy industrial uses have not been determined since they require larger structures, which need base materials having greater bearing capacity than typically provided in nature. Onsite foundation investigations are required for the design of these types of buildings.

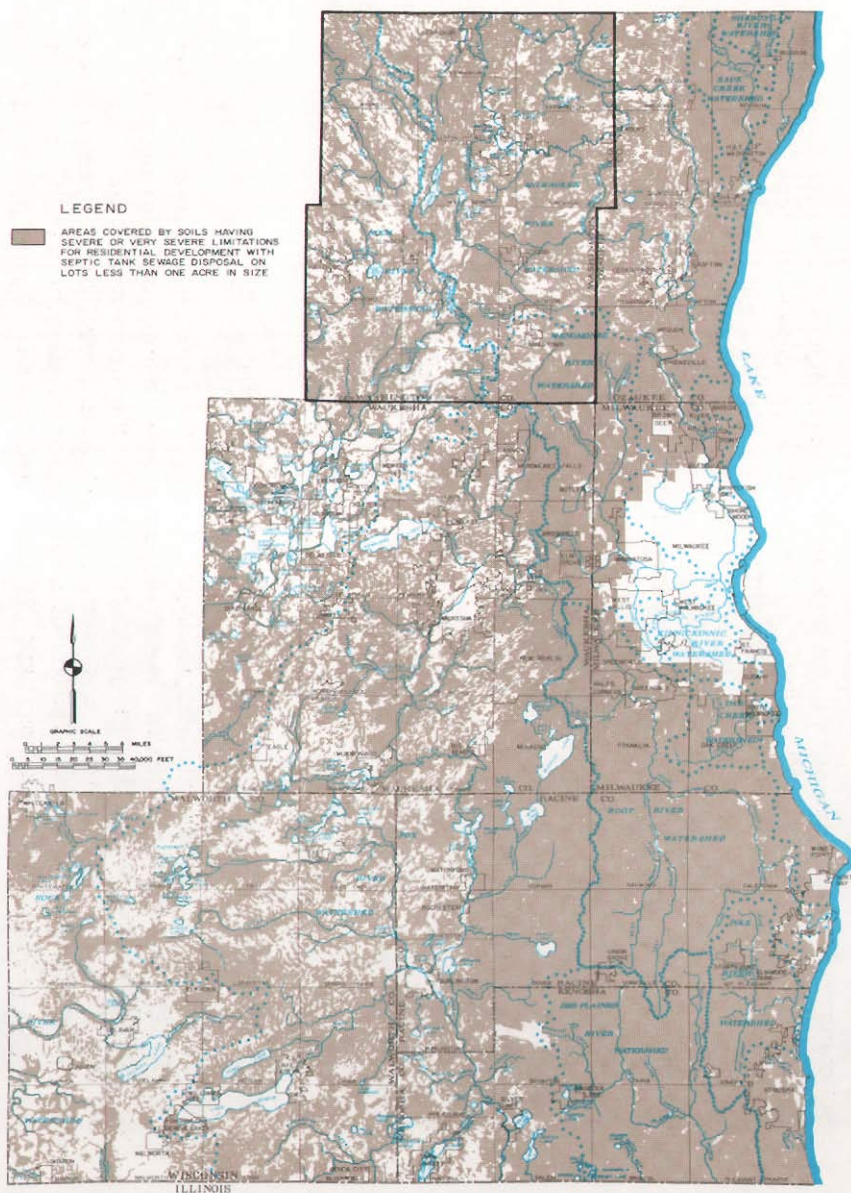
### Surface Water, Floodlands, and Related Water Resource Features

Surface water resources, consisting of lakes and streams and their associated floodlands, are particularly important elements of the natural resource base of Washington County. These lakes and streams have immeasurable value to the economic and social well-being of the County, providing areas for passive and active recreation, and enhancing the aesthetic quality of the County.

Watershed Characteristics: A major subcontinental divide, which is oriented in a generally northwesterly to southeasterly direction, bisects Washington

Map 5

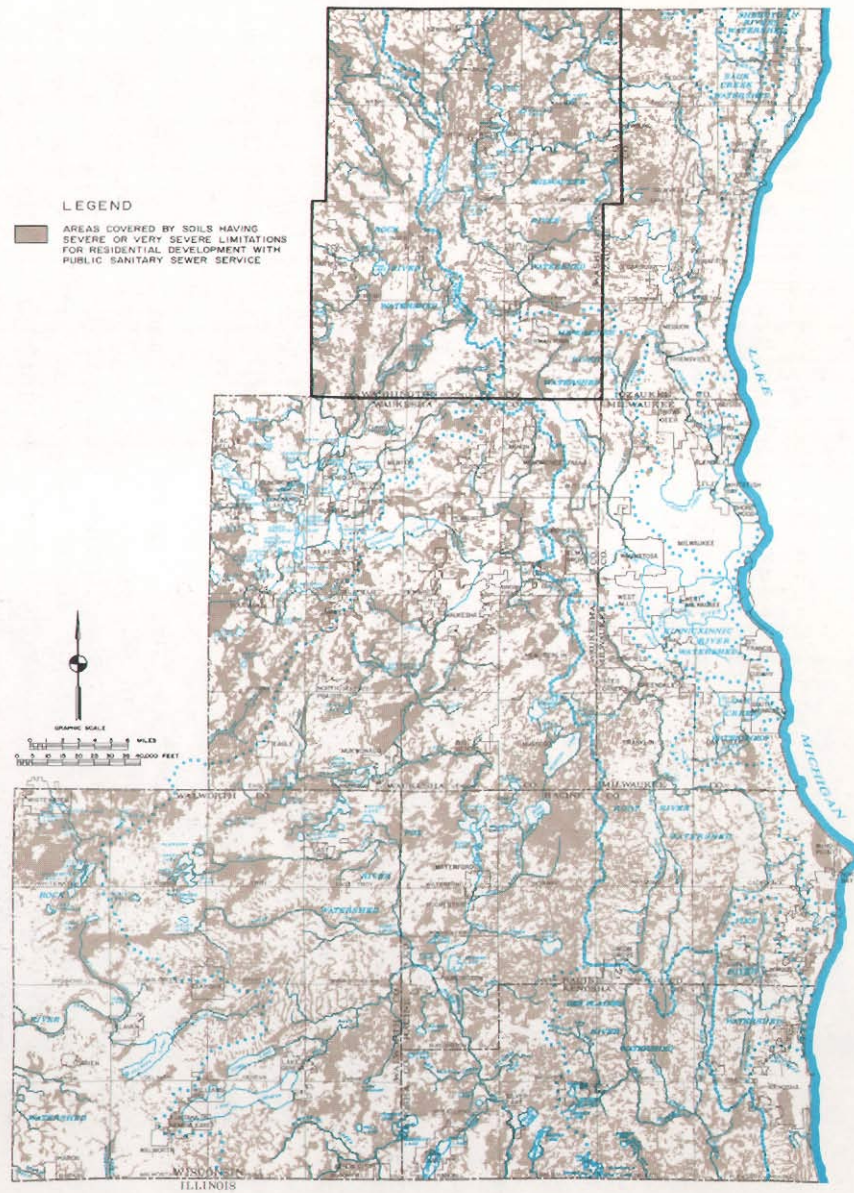
SUITABILITY OF SOILS IN THE REGION  
FOR SMALL LOT RESIDENTIAL DEVELOPMENT  
WITHOUT PUBLIC SANITARY SEWER SERVICE



Source: U. S. Soil Conservation Service and SEWRPC.

Map 6

SUITABILITY OF SOILS IN THE REGION  
FOR RESIDENTIAL DEVELOPMENT WITH  
PUBLIC SANITARY SEWER SERVICE



Source: U. S. Soil Conservation Service and SEWRPC.

County so that about half of the County is tributary to the Great Lakes-St. Lawrence drainage basin and about half drains to the Mississippi River. The lands in the County located east of the subcontinental divide drain to the Milwaukee and Menomonee Rivers, while the lands located west of this divide drain to the Rock River. The subcontinental divide and the watersheds within Washington County are shown on Map 7.

Lakes: Lakes in Washington County are almost exclusively of glacial origin, having been formed by depressions in outwash deposits, terminal and interlobate moraines, ground moraines, and kettles.

Major lakes are defined herein as having 50 acres or more of surface water area, a size capable of supporting reasonable recreational use with relatively little degradation of the resource. As shown on Map 7, there are 15 major lakes in Washington County, the largest of which are Big Cedar and Pike Lakes. Water resource-oriented recreational activity is intensive on most of the major lakes in Washington County. The major lakes in the County have a combined surface water area of about 2,701 acres, or about 1.0 percent of the total area of the County.

Minor lakes are defined as those having less than 50 acres of surface water area. There are a total of 43 minor lakes in Washington County. The minor lakes, which have been formed primarily in kettle hole depressions, have a combined surface water area of about 448 acres, or about 0.2 percent of the total area of the County. In most cases, the primary values of the minor lakes are ecological and aesthetic. They are fragile, and their value is readily lost with any degree of improper shoreline development.

Streams: As already noted, the surface drainage system in Washington County is located in three individual watersheds. As shown on Map 7, the rivers and streams located west of the subcontinental divide, within the Rock River watershed, primarily flow to the northwest, west, and southwest. The rivers and streams located east of the subcontinental divide, within the Milwaukee River and Menomonee River watersheds, primarily flow east and southeast.

Floodlands: Floodlands may be defined as the areas along watercourses and around lakes subject to inundation by the 100-year recurrence interval flood event. This is the flood event that would be reached or exceeded in severity on the average of once every 100 years; or stated another way, it is the flood event that has a 1 percent chance of being reached or exceeded in any given year. The 100-year recurrence interval flood hazard areas within Washington County are shown on Map 8. These areas should not be developed for intensive urban uses. Every effort should be made to discourage indiscriminate, incompatible development on floodlands, while encouraging compatible park and open space uses.

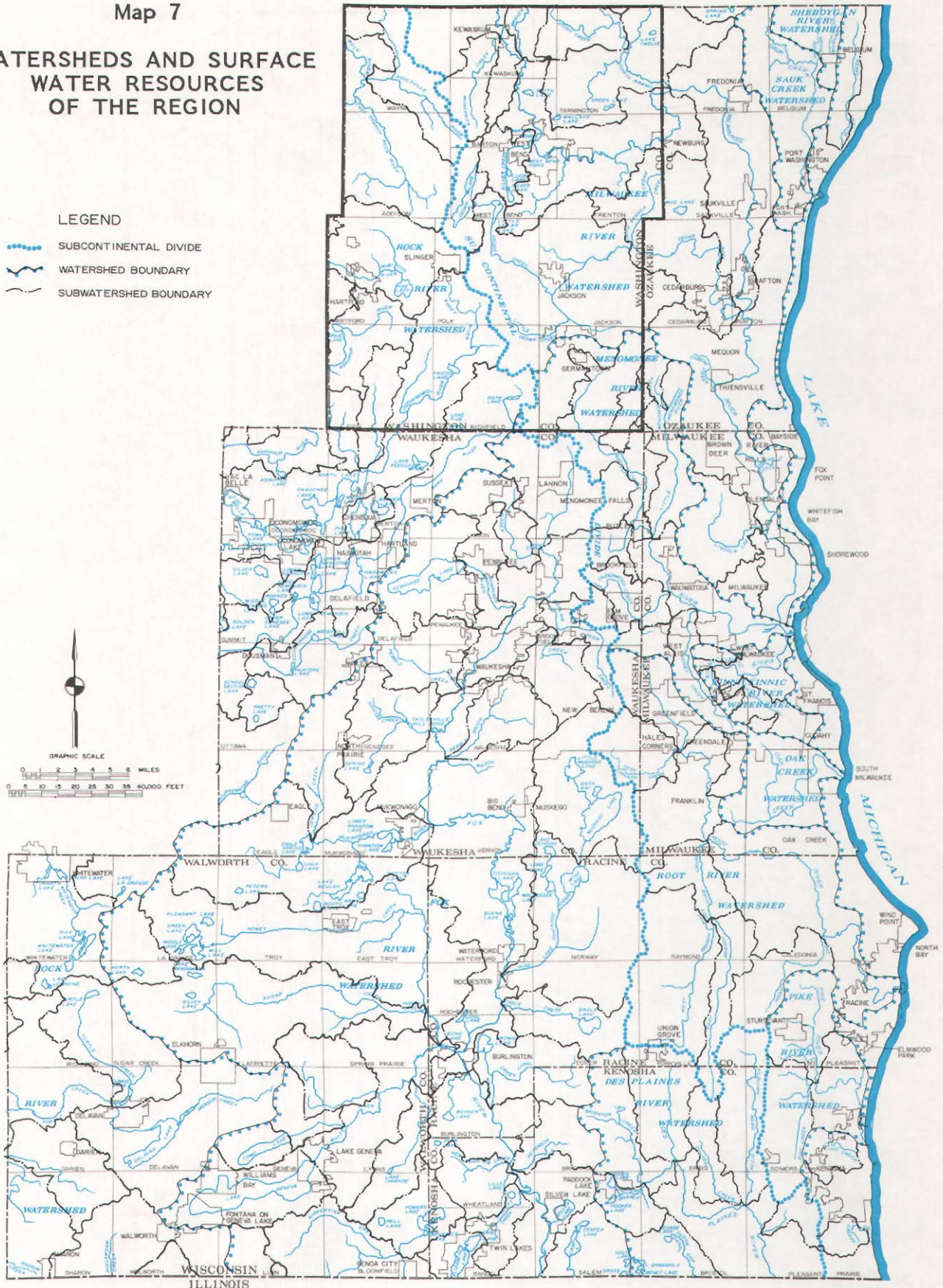
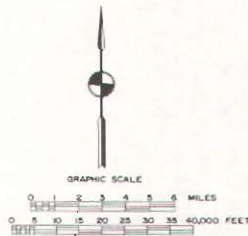
### Environmental Corridors and Isolated Natural Areas

Studies conducted by the Regional Planning Commission have shown that the best remaining elements of the natural resource base in southeastern Wisconsin occur in elongated, linear patterns which the Commission has termed "environmental corridors." There are several elements of the natural resource base which are considered as basic elements of the environmental corridors. These are: 1) lakes and streams and their associated shorelands and floodlands;

Map 7

# WATERSHEDS AND SURFACE WATER RESOURCES OF THE REGION

- LEGEND
- SUBCONTINENTAL DIVIDE
  - WATERSHED BOUNDARY
  - SUBWATERSHED BOUNDARY

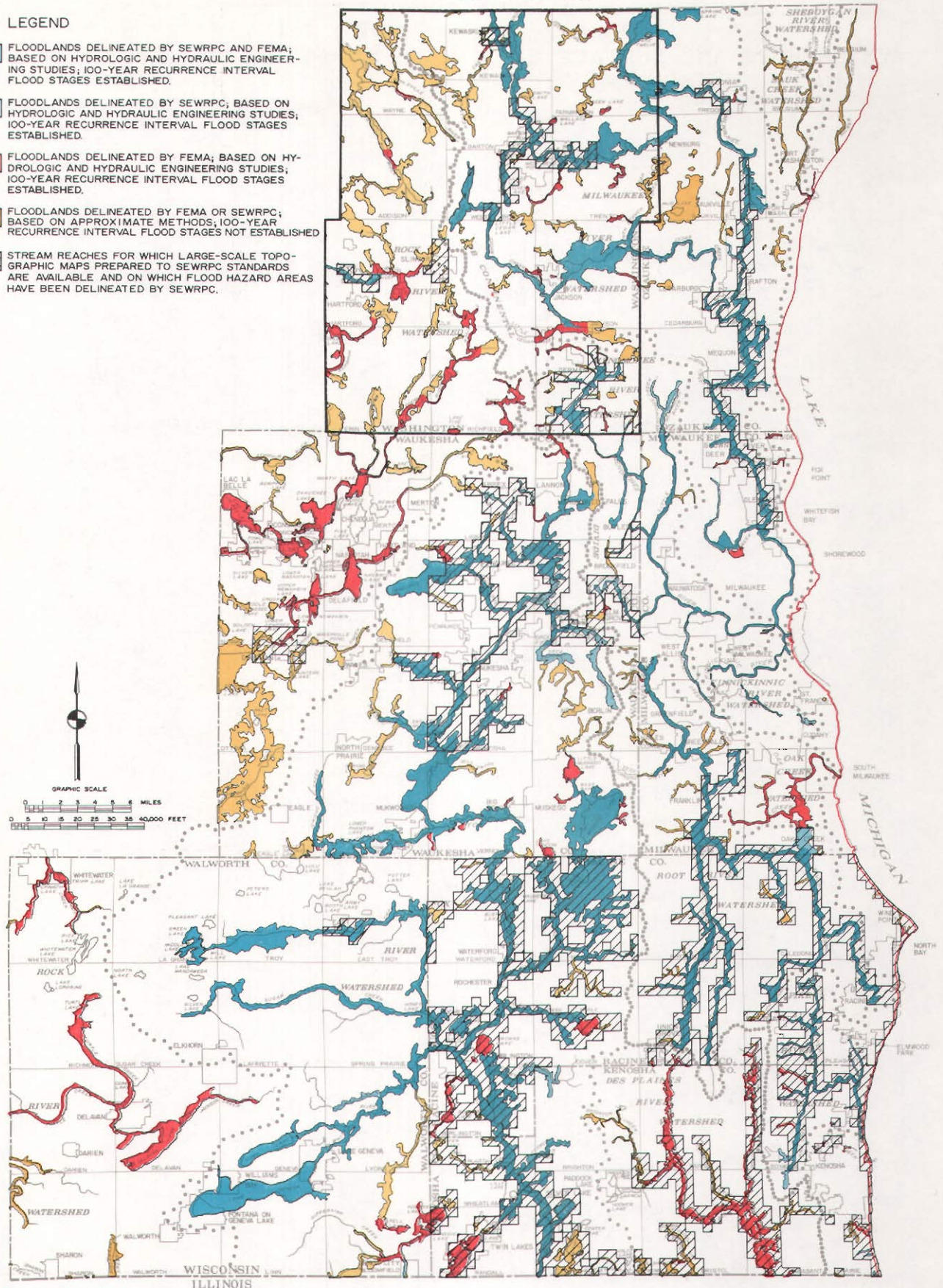


Source: SEWRPC.

# FLOODLANDS IN THE REGION

## LEGEND

- FLOODLANDS DELINEATED BY SEWRPC AND FEMA; BASED ON HYDROLOGIC AND HYDRAULIC ENGINEERING STUDIES; 100-YEAR RECURRENCE INTERVAL FLOOD STAGES ESTABLISHED.
- FLOODLANDS DELINEATED BY SEWRPC; BASED ON HYDROLOGIC AND HYDRAULIC ENGINEERING STUDIES; 100-YEAR RECURRENCE INTERVAL FLOOD STAGES ESTABLISHED.
- FLOODLANDS DELINEATED BY FEMA; BASED ON HYDROLOGIC AND HYDRAULIC ENGINEERING STUDIES; 100-YEAR RECURRENCE INTERVAL FLOOD STAGES ESTABLISHED.
- FLOODLANDS DELINEATED BY FEMA OR SEWRPC; BASED ON APPROXIMATE METHODS; 100-YEAR RECURRENCE INTERVAL FLOOD STAGES NOT ESTABLISHED.
- STREAM REACHES FOR WHICH LARGE-SCALE TOPOGRAPHIC MAPS PREPARED TO SEWRPC STANDARDS ARE AVAILABLE AND ON WHICH FLOOD HAZARD AREAS HAVE BEEN DELINEATED BY SEWRPC.



Source: SEWRPC.

2) wetlands; 3) woodlands; 4) prairies; 5) wildlife habitat areas; 6) wet, poorly drained, and organic soils; and 7) rugged terrain and high-relief topography. In addition, there are five natural resource base-related elements which are not a part of the natural resource base per se, but which are so closely linked to that base as to warrant consideration in delineating environmental corridors. These are: 1) existing park sites; 2) potential park sites; 3) historic sites and structures; 4) areas having natural and scientific value; and 5) scenic vistas and viewpoints. Of all of these basic elements, the woodlands, wetlands, and wildlife habitat areas tend to be the most physically dominant, and most significant.

Environmental corridors within Washington County have been classified into two categories: primary and secondary. As shown on Map 9, the primary environmental corridors of Washington County primarily occur along major stream valleys and adjacent to major lakes, and contain almost all of the high-value woodlands, wetlands, and wildlife habitat within the County, as well as undeveloped floodlands and shorelands. The primary environmental corridors are, in effect, a composite of the best of the individual elements of the natural resource base of the County and have truly immeasurable environmental and recreational value.

The secondary environmental corridors in Washington County are generally located along intermittent and perennial streams which serve as links between segments of primary environmental corridors. Like the primary environmental corridors, secondary environmental corridors contain a variety of natural resource base elements. Secondary environmental corridors facilitate surface water drainage, maintain open "pockets" of natural resource base features, and provide for the movement of wildlife. Secondary environmental corridors are not as important as primary environmental corridors, owing to their smaller size; however, such areas should be considered over time for retention in park and open space use--particularly in the urbanizing portions of the County--as greenways, drainageways, stormwater detention and retention areas, and public and private open spaces.

In addition to primary and secondary environmental corridors, the Commission has delineated isolated natural areas. Isolated natural areas in Washington County consist of small concentrations of natural resource base elements which are separated geographically from primary and secondary environmental corridors. In some instances, these areas have sufficient natural resource value to warrant protection and preservation in natural, open uses in conjunction with urban and rural development of surrounding lands.

### Wetlands

Wetlands are also an important, basic element of environmental corridors. Wetlands provide one of the most important landscape features of the County and, as such, serve to enhance the uses of adjacent lands. They provide a central breeding, nesting, resting, and feeding ground, as well as predator escape cover, for many forms of fish and wildlife. Wetlands also contribute to social values by providing educational activities and research areas, and help maintain the economic functions of trapping, hunting, and fishing. Wetlands also protect shoreland areas from erosion by absorbing storm impacts and reducing the scouring action of currents. Given these environmental attributes, continued efforts should be directed toward protecting wetlands by discouraging

# GENERALIZED EXISTING LAND USE IN THE SOUTHEASTERN WISCONSIN REGION: 1980



wetland draining, filling, and conversion to other, more intensive rural and urban land uses. Information pertaining to wetlands in Washington County is of particular importance to the formulation of a county economic development plan, since any economic development activities involving land use changes should consider the protection and preservation of these areas. The wetlands in Washington County are shown on Map 10.

### Woodlands

Woodlands are of both economic and ecological value. As shown on Map 10, woodlands occur in scattered locations throughout Washington County. While some of the woodlands in the County consist of small wood lots, there are also large woodland concentrations. Approximately 300 acres of woodlands are located in the Kettle Moraine State Forest. Also, there are an additional 8,500 acres of state-owned or leased recreational lands containing woodlands. Approximately 600 acres of the recreational lands owned by Washington County contain woodlands.

### Prime Agricultural Areas

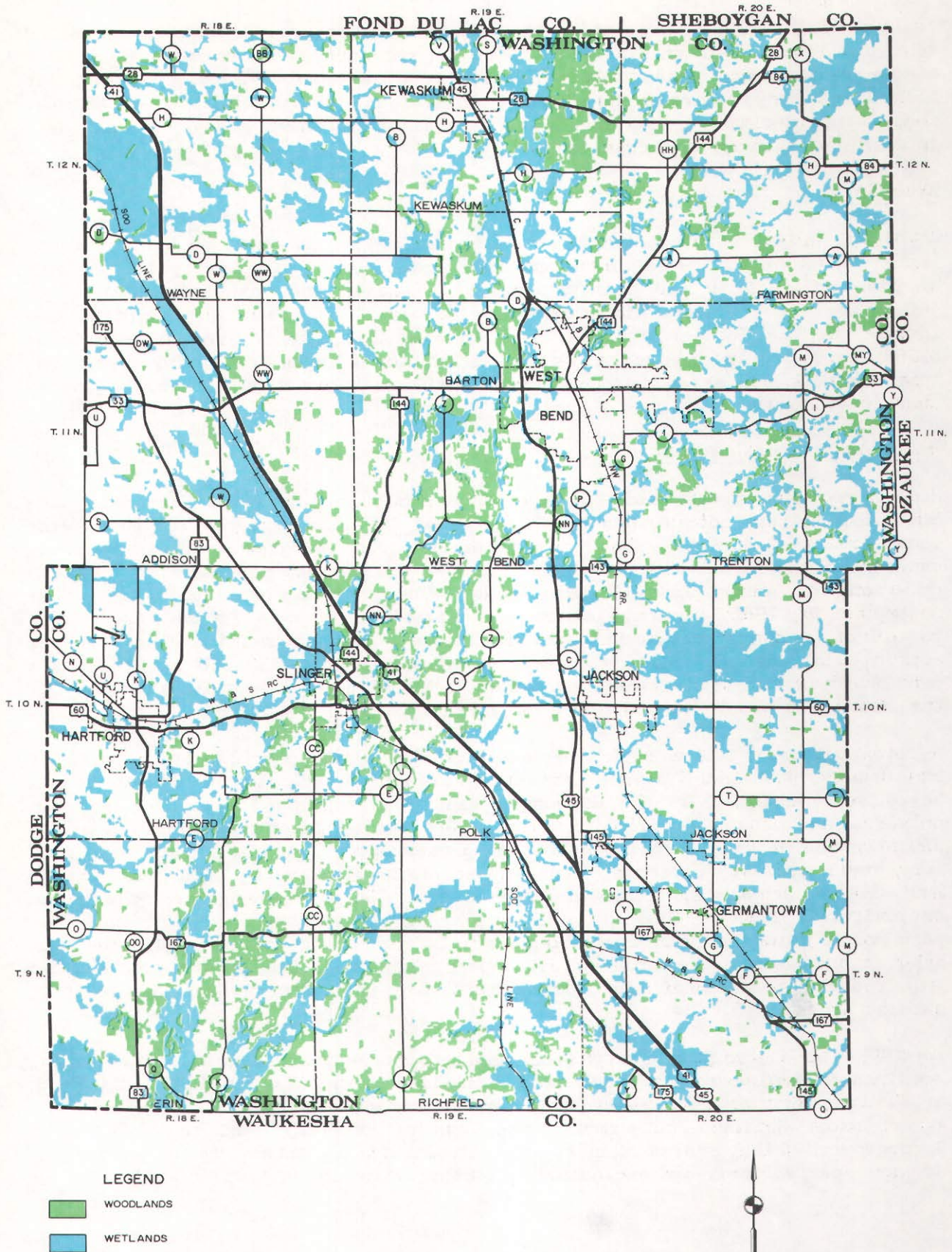
Having recognized the need to preserve agricultural lands in Wisconsin, the State Legislature adopted Chapter 29, Laws of 1977, commonly called the "Farmland Preservation Act." The farmland preservation program combines planning and zoning provisions and tax incentives for the purpose of ensuring the preservation of prime agricultural lands. The program provides that after September 30, 1982, farmland owners are eligible for state income tax credits to offset property taxes on farmland if such land is zoned exclusively for agricultural use. In addition, the farmland owners are eligible for the maximum level of tax credits available for their particular tax situation only if the County has adopted a farmland preservation plan.

A farmland preservation plan was completed for Washington County in 1981 by the County Park and Planning Commission. The plan was adopted by the County Board and certified by the Wisconsin Land Conservation Board. The farmland preservation plan identifies primary, secondary, and transitional farmland preservation areas. The plan delineates preservation areas in relation to primary environmental corridors, sanitary sewer service areas, incorporated city and village areas, and rural nonfarm areas. The plan recognizes the prime agricultural lands of Washington County as an important economic resource and recommends that such farmlands be carefully preserved and managed. The plan also provides for the orderly development of the urban growth centers and selected rural areas of the County, and for the preservation of existing natural areas.

In 1983, the Washington County Board adopted the exclusive agricultural zoning required to implement the farmland preservation plan. Also in 1983, the Towns of Barton, Hartford, Kewaskum, and Trenton enacted Washington County Exclusive Agricultural Zoning. Furthermore, the Town of Richfield and the Village of Germantown, which are not under the direct zoning authority of Washington County, enacted their own exclusive agricultural zoning in 1983.

# Map 10

## WOODLANDS AND WETLANDS IN WASHINGTON COUNTY: 1980



Source: SEWRPC.

## THE BUILT ENVIRONMENT AND RELATED FEATURES

### Land Use

Land use is an important consideration in economic development. Information regarding land use patterns, the spatial relationships between land uses, and the amount of land utilized and readily available for various forms of development can assist in the identification of local economic development potentials and constraints, which may then be used to form the basis for economic development activities.

Historic Urban Growth: As shown on Map 11, prior to about 1960, urban development within the Region occurred in a relatively compact pattern. As also shown on Map 11, urban development in Washington County primarily occurred contiguous to, and outward from, the established urban centers, including the Cities of Hartford and West Bend and the Villages of Germantown, Jackson, Kewaskum, Newburg, and Slinger. A dramatic change in this pattern of urban development in Washington County took place after about 1960. Urban development became discontinuous and diffused, with much urban development occurring in rural areas where the extension of urban services and facilities is difficult and costly, if not impossible. This "urban sprawl" form of development reduces the viability of rural areas for agricultural uses and unnecessarily creates costly environmental problems.

Map 9 shows the land use pattern of Washington County in 1980, including the principal commercial, industrial, governmental, institutional, and recreational land use concentrations, and the rural land uses in the County. In 1980, urban land uses in Washington County comprised a total of 31,771 acres, or 11 percent of the total area of the County. Rural land uses, however, still occupied the largest portion of Washington County, a total of 247,062 acres, or 89 percent of the total area of the County.

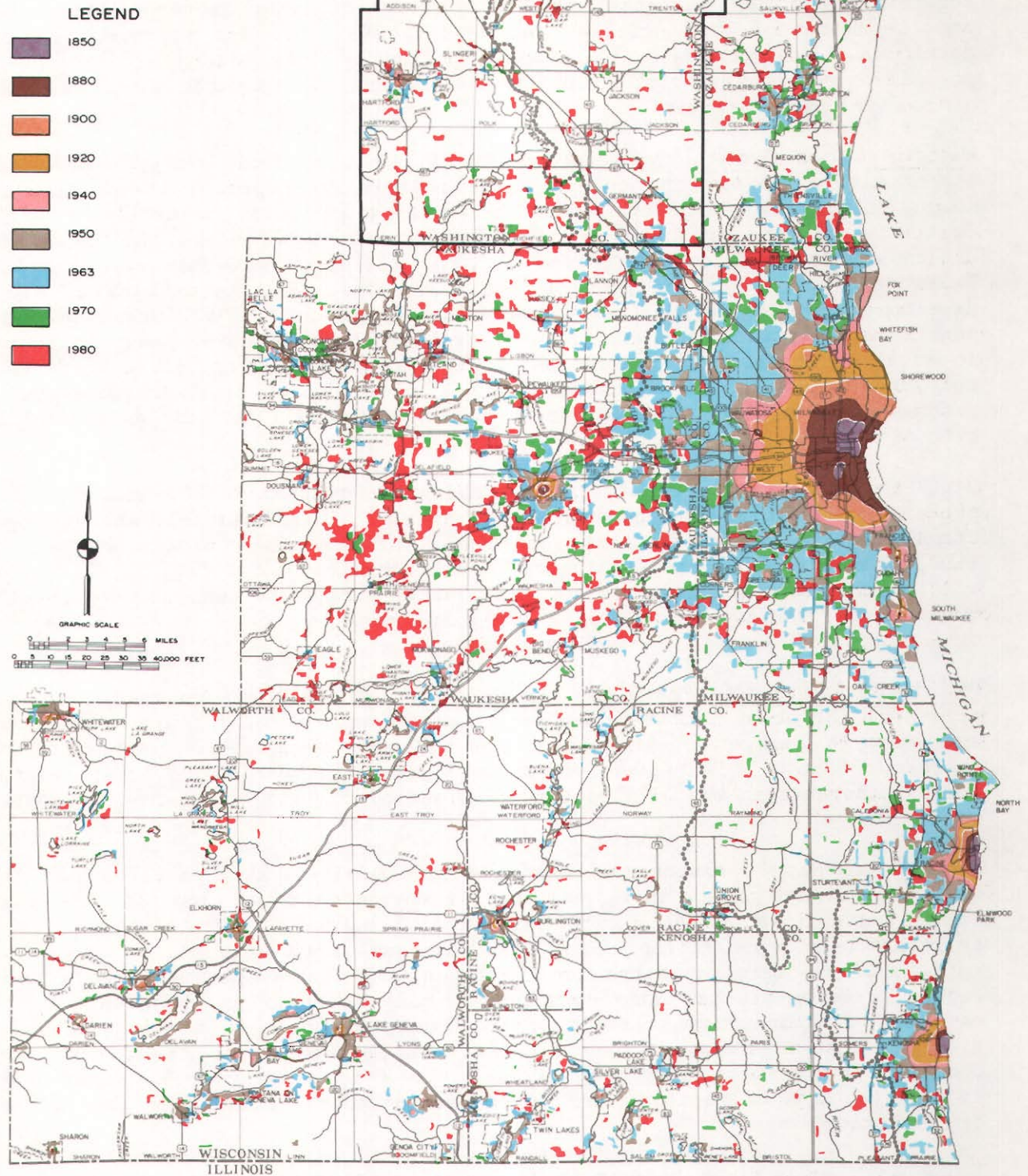
Residential Land Use: As shown in Table 4, in 1980 residential land use accounted for about 15,509 acres, or about 49 percent of the urban land uses and about 6 percent of all land uses in the County. This represents an increase of about 2,800 acres, or about 18 percent, over the 1975 figure, the largest increase in the 1975 to 1980 time period for all urban land use categories in the County.

As shown on Map 9, residential land uses are widely scattered throughout the County. Prior to about 1960, residential development was located primarily in the established urban growth centers of the County. Since then, however, there has been a proliferation of urban residential development, much of it in small enclaves throughout the rural areas of the County. However, urban residential development has also continued to occur within and adjacent to the established urban growth centers of the County. Since 1960, the most substantial new concentrations of urban residential development in the County have occurred on the west and south sides of the City of West Bend, on the east side of the City of Hartford, and in the south-central portion of the Village of Germantown.

Table 4 presents data pertaining to specific categories of residential land use in Washington County. As shown in the table, in 1980 residential development in the County was primarily comprised of single-family dwellings, which

Map 11

# URBAN GROWTH IN THE SOUTHEASTERN WISCONSIN REGION



Source: SEWRPC.

Table 4

## HISTORIC AND EXISTING LAND USE WITHIN WASHINGTON COUNTY: 1975 AND 1980

Land Use Category	1975			1980			Change: 1975-1980	
	Acres	Percent of Subtotal	Percent of Total	Acres	Percent of Subtotal	Percent of Total	Acres	Percent
Single-Family Residential....	11,349	40.5	4.1	14,450	45.5	5.2	3,101	27.3
Two-Family Residential.....	169	0.6	0.1	219	0.7	0.1	50	29.6
Multi-Family Residential.....	189	0.7	0.1	228	0.7	0.1	39	20.6
Resident Land Under Development.....	994	3.5	0.3	612	1.9	0.2	- 382	-38.4
Commercial.....	451	1.6	0.2	508	1.6	0.2	57	12.6
Industrial.....	534	1.9	0.2	641	2.0	0.2	107	20.0
Transportation, Communications, and Utilities.....	11,693	41.7	4.2	12,272	38.6	4.4	579	5.0
Governmental and Institutional.....	978	3.5	0.3	1,074	3.4	0.4	96	10.0
Recreational.....	1,684	6.0	0.6	1,767	5.6	0.6	83	5.0
Urban Subtotal	28,041	100.0	10.1	31,771	100.0	11.4	3,730	+13.3
Agricultural.....	174,560	69.6	62.6	169,403	68.6	60.8	-5,157	- 3.0
Water.....	4,286	1.7	1.5	4,311	1.8	1.5	25	0.6
Wetlands.....	42,062	16.8	15.1	42,081	17.0	15.1	19	0.1
Woodlands.....	21,806	8.7	7.8	21,540	8.7	7.7	- 266	- 1.2
Unused and Other Open Lands.....	8,078	3.2	2.9	9,727	3.9	3.5	1,649	20.4
Rural Subtotal	250,792	100.0	89.9	247,062	100.0	88.6	-3,730	- 1.5
Total	278,833	--	100.0	278,833	--	100.0	--	--

Source: SEWRPC.

occupied about 14,450 acres, or about 93 percent of the total residential land use in the County. Two-family and multiple-family residential development comprised only about 219 acres and 228 acres, respectively, both representing about 2 percent of total residential land use in the County.

Commercial Land Use: In 1980, commercial land use accounted for about 508 acres, or about 2 percent of the urban land uses and about 0.2 percent of all land uses in the County. This represents an increase of 57 acres over the 1975 commercial land use total of 451 acres. Commercial land use development in Washington County is primarily comprised of: 1) commercial land uses in the central portions of the established urban centers; 2) commercial land uses at the developing fringes of established urban centers; and 3) small concentrations of commercial land uses along or at the intersections of major highways in outlying areas. The central portions of the Cities of Hartford and West Bend and of the Villages of Kewaskum and Slinger represent major concentrations of commercial land uses in Washington County. Since 1980, both the Cities of Hartford and West Bend have stimulated commercial business growth and improved local economic conditions through the implementation of substantial central-area revitalization and redevelopment programs.

Since the early 1960's, substantial residential development and population growth in Washington County has provided a growing market for commercial retailers offering consumer goods and services. Because of the perceived constraints on the development of additional commercial facilities in the central portions of the established urban growth centers of the County, commercial land use development has occurred, and continues to occur, at the developing fringes of several urban growth centers in Washington County. Perhaps the most substantial of the fringe-area commercial developments constructed to date is the commercial area at the south edge of the West Bend urban area. This commercial concentration is comprised of many establishments, but is primarily "anchored" by the West Fair and Washington Shopping Malls. Similar fringe-area commercial developments, which are primarily oriented to neighborhood and community retail needs, are being developed at the eastern edge of the City of Hartford along STH 60 and at the western edge of the City of West Bend along STH 33. Also, in 1978 a new neighborhood and community-oriented shopping center, Washington Square Mall, was established in the south-central portion of the Village of Germantown along STH 167. Washington Square Mall is the principal concentration of commercial land uses in the Village of Germantown.

Small concentrations of commercial land uses comprising one or several business establishments are scattered throughout the outlying areas of Washington County. These commercial areas principally provide convenience goods and services and places of entertainment oriented toward serving the needs of the rural residents of the County.

Industrial Land Use: In 1980, industrial land uses accounted for about 641 acres, or about 2 percent of the urban land uses and 2 percent of all land uses in the County. This represents an increase of 107 acres over the 1975 industrial land use total of 534 acres. As shown on Map 7, the principal concentrations of industrial land use are located in the central and northwest portions of the City of Hartford, the northeast and southeast portions of the City of West Bend, the west-central portion of the Village of Germantown, and the central portions of the Villages of Jackson, Kewaskum, and Slinger.

Transportation, Communication, and Utility Land Uses: The transportation, communication, and utility land use category includes all street and highway rights-of-way; railway rights-of-way and yards; airport, rail, ship, bus, and truck terminals; communications facilities such as radio and television stations and transmission towers; utility rights-of-way and plants, such as sewage disposal and water treatment and storage facilities; and all off-street parking areas containing more than 10 parking spaces. In 1980, transportation, communication, and utility land uses accounted for about 12,272 acres, or about 39 percent of the urban land uses and 4 percent of all land uses in the County. This acreage represents an increase of almost 579 acres over the 1975 transportation, communication, and utility land use total of 11,693 acres.

Governmental and Institutional Land Uses: Governmental and institutional land uses include public and private schools; government buildings such as city halls, fire stations, and post offices; and churches and cemeteries. These uses in 1980 totaled 1,074 acres, or about 3 percent of the urban land uses and 0.4 percent of all land uses in Washington County. This represents an increase of about 96 acres over the 1975 total in this category of 978 acres. The Moraine Park Technical Institute, the University of Wisconsin-Washington County campus and the Washington County Courthouse in West Bend, Hartford Memorial Hospital, and St. Joseph's Community Hospital in West Bend are the major governmental and institutional land uses in Washington County.

Recreational Land Uses: The recreational land use category includes public and private, local, and regional recreational facilities, as well as related recreational land uses. In 1980, recreational land uses in Washington County totaled about 1,767 acres, or about 6 percent of all urban land uses and 0.6 percent of all land uses in Washington County. This total represents an increase of 83 acres over the 1975 recreational land use total of 1,684 acres. Recreational land use in Washington County is primarily comprised of state forest, state wildlife habitat areas, county parks, community and neighborhood parks, and a variety of private recreational areas, including ski hills, golf courses, campgrounds, and sportmen's clubs. The major state- and county-owned recreational areas in Washington County include the Northern Unit of the Kettle Moraine State Forest, Pike Lake State Park, Lizard Mound State Park, Ridge Run County Park, Sandy Knoll County Park, Glacier Hills County Park, Homestead Hollow County Park, and Albecker County Park. The state-owned wildlife habitat areas in the County include the Theresa Marsh Wildlife Area, the Allenton Wildlife Area, the Jackson Marsh, and the Rockfield Marsh.

Rural Land Uses: Rural land uses include wetlands, woodlands, surface water, and agricultural and other open lands. In 1980, rural land uses in Washington County totaled 247,062 acres, or about 89 percent of all land uses in the County, representing a decrease of 3,730 acres from the 1975 total of 250,792 acres. Land uses within this category are spread over most of Washington County, and as such are still the dominant land uses in the County.

### Sanitary Sewerage and Public Water Supply Facilities

Public utility systems are one of the most important and permanent elements of urban growth and development. Urban development today is highly dependent upon these utility systems, which provide the individual land uses with power, light, communication, heat, water, and sewerage. Water supply and sanitary sewerage utilities have a particularly important interrelationship. Water

supply facilities bring potable water from its sources to the user, while sanitary sewerage facilities collect the used water, convey it to a treatment plant, and after treatment return it to the natural environment from which it came.

Sanitary Sewerage Facilities: There are a total of nine public sanitary sewerage systems served by eight public sewage treatment plants in Washington County. In addition, there are a number of private sewage treatment facilities within Washington County.

As shown in Table 5, the public sanitary sewerage systems in Washington County together serve an existing sewer service area of about 13.7 square miles, or about 3 percent of the total area of the County. These systems in 1980 served a resident population of about 40,900 persons, or about 48 percent of the total county population. As further shown in Table 5, the public sewage treatment plants in Washington County are anticipated to serve an area of about 42 square miles, or about 10 percent of the total county area, in the year 2000. These service areas are expected to serve a projected year 2000 population of 103,500 persons.

Currently, the Villages of Jackson, Kewaskum, Newburg, and Slinger and the City of West Bend have sufficient capacity in their individual sewage treatment facilities to accommodate anticipated urban development and population growth through the year 2000. The Allenton Sanitary District No. 1 and the City of Hartford public sewage treatment facilities do not have sufficient capacity to serve anticipated year 2000 populations. In August 1984, the Allenton Sanitary District No. 1 completed a facilities plan for wastewater treatment, the plan being the first phase of a facilities planning process which is directed toward a major upgrading of sewage treatment facilities in the District. With regard to the City of Hartford, its sewage treatment facilities will probably need to be upgraded prior to the year 2000. Also, the Village of Germantown does not have sufficient capacity in its existing sewage treatment facilities to accommodate the needs of the anticipated year 2000 population of the Village. The needed sewage treatment for the Village of Germantown service area is proposed to be provided by a connection to the Milwaukee metropolitan sewerage system.

The adopted regional water quality management plan, as documented in SEWRPC Planning Report No. 30, A Regional Water Quality Management Plan for Southeastern Wisconsin: 2000, Volume One, Inventory Findings; Volume Two, Alternative Plans; and Volume Three, Recommended Plan, as well as subsequent refinements that reflect detailed local planning considerations, recommends the sanitary sewer service areas for Washington County shown on Map 12.

Water Utilities: In 1975, there were a total of seven public water utilities in Washington County. As shown in Table 6, public water utilities in Washington County served a combined area of 11.03 square miles, or about 3 percent of the total area of the County and 25 percent of the urban area of the County. These utilities served a total resident population of about 36,300 persons, or about 47.3 percent of the total 1975 county population. All water supplied by the publicly owned water utilities in 1975 was drawn from wells. There are no private water utilities in Washington County. An ample supply of potable water is available within the units of government which provide public water supply services. Also, all units of government in Washington County which provide

Table 5

**SERVICE AREA POPULATION AND SQUARE MILES DATA ATTENDANT TO PUBLIC  
SANITARY SEWERAGE SYSTEMS IN WASHINGTON COUNTY: 1980 AND 2000**

Public Sewage Treatment System	Existing 1980				Proposed 2000			
	Square Miles		Population Served		Square Miles		Population Served	
	Number	Percent <sup>a</sup> of County	Number	Percent <sup>b</sup> of County	Number	Percent <sup>a</sup> of County	Number	Percent <sup>c</sup> of County
Allenton.....	0.5	0.1	800	0.9	0.8	0.2	1,500	1.1
City of Hartford.....	2.0	0.5	7,159	8.5	5.4	1.2	15,400	11.3
City of West Bend.....	6.3	1.4	21,484	25.3	18.1	4.2	42,000	30.9
Village of Germantown.....	3.1	0.7	4,840	5.7	10.5	2.4	26,900	19.8
Village of Jackson.....	0.4 <sup>d</sup>	0.1	1,817 <sup>e</sup>	2.2	2.3	0.5	6,000	4.4
Village of Kewaskum.....	0.7 <sup>d</sup>	0.2	2,381 <sup>e</sup>	2.8	1.5	0.4	4,900	3.6
Village of Newburg.....	0.2 <sup>d</sup>	--	783 <sup>e</sup>	0.9	1.4	0.3	2,400	1.8
Village of Slinger.....	0.5 <sup>d</sup>	0.1	1,612 <sup>e</sup>	1.9	2.3	0.5	4,400	3.2
<b>Total</b>	<b>13.7</b>	<b>3.1</b>	<b>40,876</b>	<b>48.2</b>	<b>42.3</b>	<b>9.7</b>	<b>103,500</b>	<b>76.1</b>

<sup>a</sup>Percentages are based upon a total county area of 435.6 square miles.

<sup>b</sup>Percentages are based upon a total 1980 county population of 84,800 persons.

<sup>c</sup>Percentages are based upon the year 2000 forecast population for the County, under the optimistic growth scenario, of 135,929 persons.

<sup>d</sup>Representative of the 1975 sanitary sewer service area.

<sup>e</sup>Total population for the municipality as reported by the U. S. Bureau of the Census.

Source: SEWRPC.

Table 6

**AREA AND POPULATION SERVED BY PUBLIC WATER  
SUPPLY FACILITIES IN WASHINGTON COUNTY: 1975**

Public Water Utility		Area Served		Estimated Population Served		Estimated Average Consumption (mgd)
		Square Miles	Percent of County <sup>a</sup>	Number	Percent of County <sup>b</sup>	
Name	Location					
Allenton Sanitary District No. 1.....	Town of Addison	0.33	0.8	800	1.0	0.130
City of Hartford Utilities Department....	City of Hartford	1.91	0.4	7,700	10.0	0.731
City of West Bend Water Department.....	City of West Bend	5.53	1.2	19,300	25.2	3.344
Jackson Municipal Water Department.....	Village of Jackson	0.46	0.1	2,000	2.6	0.211
Kewaskum Municipal Water Department.....	Village of Kewaskum	0.82	0.2	2,400	3.1	0.408
Slinger Utilities.....	Village of Slinger	0.57	0.1	1,300	1.7	0.197
Village of Germantown Water Utility.....	Village of Germantown	1.41	0.3	2,800	3.7	0.241
<b>Total</b>		<b>11.03</b>	<b>3.1</b>	<b>36,300</b>	<b>47.3</b>	<b>5.262</b>

<sup>a</sup>Percentages are based upon a total county area of 435.6 square miles.

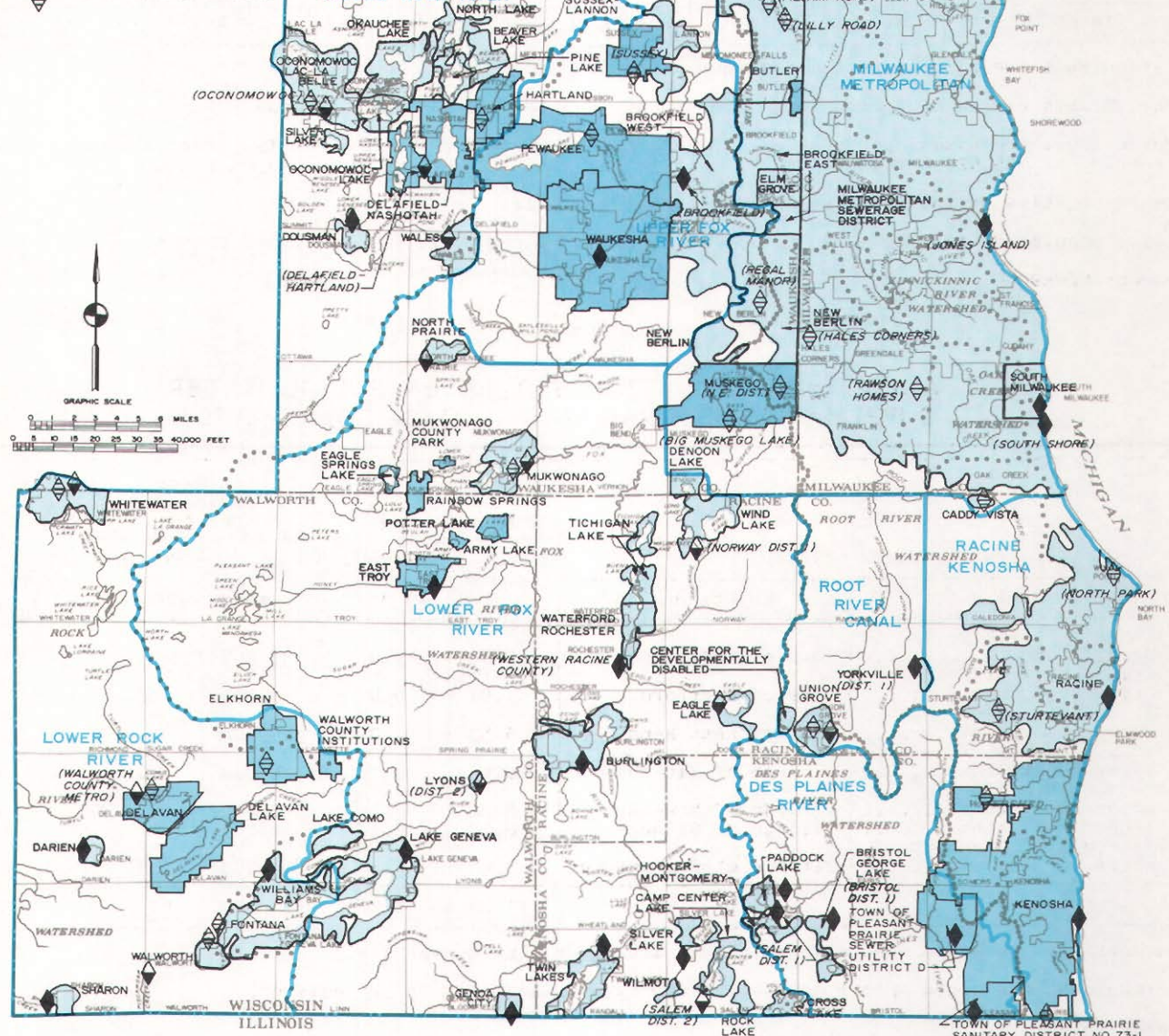
<sup>b</sup>Percentages are based upon a total 1975 county population of 76,579 persons.

Source: SEWRPC.

Map 12

# RECOMMENDED PUBLIC SEWAGE TREATMENT PLANTS AND SANITARY SEWER SERVICE AREAS IN THE REGION: 2000

- LEGEND**
- SAUK CREEK SUBREGIONAL AREA BOUNDARY AND DESIGNATION
  - WALES 2000 SEWER SERVICE AREA AND SEWAGE TREATMENT PLANT DESIGNATION
  - WEST BEND REFINED SEWER SERVICE AREA AND SEWAGE TREATMENT PLANT DESIGNATION
  - (SUSSEX) SEWAGE TREATMENT PLANT DESIGNATION ONLY
- SEWAGE TREATMENT PLANTS**
- ◆ EXISTING TO BE RETAINED
  - ◊ PROPOSED
  - ◊ EXISTING TO BE ABANDONED



public water supply service maintain a policy of providing such service only to properties within their municipal corporate limits or utility district boundaries.

### Gas and Electric Utility Services

The availability of relatively inexpensive natural gas and electric power service is ubiquitous within the County, and, as such, does not constitute a major constraint on the location or intensity of urban development. Since 1973, however, when the nation was suddenly faced with sharply rising energy costs, energy requirements have become a more important development consideration. Consequently, the cost of energy utilized to sustain the County's settlement pattern may be expected to be an important consideration in the ability of the area to retain existing and attract new industries and businesses.

Public gas service is provided to Washington County by the Wisconsin Gas Company. Table 7 indicates the base commercial and industrial gas utility rates for Washington County. The Wisconsin Electric Power Company (WEPCo) provides electric service to Washington County. Table 8 indicates the base commercial electric utility rates and Table 9 indicates the base industrial electric utility rates for Washington County. In addition, the Slinger Electric Utility and Hartford Electric Utility provide power to portions of Washington County.

**Table 7**

#### **BASE COMMERCIAL AND INDUSTRIAL GAS UTILITY RATES IN WASHINGTON COUNTY: 1983**

Minimum	Base Rates for Regular Service per Month <sup>a</sup>					Rate Schedule
	Number of Therms					
	500	1,000	10,000	100,000	500,000	
5.00	249.10	493.20	4,887.00	48,825.00	244,105.00	CG-1
0.00	Base Rates for Interruptible Service per Month <sup>a</sup>					SI-1
	211.70	423.40	4,234.00	42,340.00	211,700.00	

<sup>a</sup> Pipeline suppliers include: Michigan-Wisconsin Pipeline Company, Midwestern Gas Transmission Company, and the Northern Natural Gas Company. Gas utility service is provided by the Wisconsin Gas Company.

Source: Public Service Commission of Wisconsin, Accounts and Finance Division, Bulletin No. 10, Comparison of Net Monthly Bills of Wisconsin Gas Utilities, January 1, 1983; and SEWRPC.

**Table 8**

#### **BASE ELECTRIC UTILITY COMMERCIAL RATES IN WASHINGTON COUNTY: JANUARY 1983**

Company	Commercial Utility Base Rates per Month					Rate Schedule
	3 Kilowatts, 375 Kilowatt Hours per Month	6 Kilowatts, 750 Kilowatt Hours per Month	12 Kilowatts, 1,500 Kilowatt Hours per Month	30 Kilowatts, 6,000 Kilowatt Hours per Month	40 Kilowatts, 10,000 Kilowatt Hours per Month	
Wisconsin Electric Power Company						
Summer	\$38.93	\$68.85	\$128.70	\$487.80	\$807.00	CG1S
Winter	37.50	66.00	123.00	465.00	769.00	CG1W
Summer	38.93	68.85	128.70	487.80	807.00	CG1S
Winter	37.50	66.00	123.00	465.00	769.00	CG1W

Source: Public Service Commission of Wisconsin, Accounts and Finance Division, Bulletin No. 9, Comparison of Net Monthly Bills of Wisconsin Electric Utilities, January 1, 1983; and SEWRPC.

Table 9

**BASE ELECTRIC UTILITY INDUSTRIAL RATES  
IN WASHINGTON COUNTY: JANUARY 1983**

Rate Classification	Industrial Utility Base Rates per Month Wisconsin Electric Power Company		
	Summer Cost	Winter Cost	Rate Schedule
75 Kilowatts, 15,000 Kilowatt Hours.....	\$ 1,489.98	\$ 1,445.73	CP1
75 Kilowatts, 30,000 Kilowatt Hours.....	2,035.45	1,991.20	CP1
150 Kilowatts, 30,000 Kilowatt Hours.....	2,504.95	2,416.45	CP1
150 Kilowatts, 60,000 Kilowatt Hours.....	3,595.90	3,507.40	CP1
300 Kilowatts, 60,000 Kilowatt Hours.....	4,534.90	4,357.90	CP1
300 Kilowatts, 120,000 Kilowatt Hours.....	6,716.80	6,539.80	CP1
500 Kilowatts, 100,000 Kilowatt Hours.....	7,241.50	6,946.50	CP1
500 Kilowatts, 200,000 Kilowatt Hours.....	10,878.00	10,583.00	CP1
1,000 Kilowatts, 200,000 Kilowatt Hours.....	14,008.00	13,418.00	CP1
1,000 Kilowatts, 400,000 Kilowatt Hours.....	21,281.00	20,691.00	CP1

Source: Public Service Commission of Wisconsin, Accounts and Finance Division, Bulletin No. 9, Comparison of Net Monthly Bills of Wisconsin Electric Utilities, January 1, 1983; and SEWRPC.

### Transportation Facilities

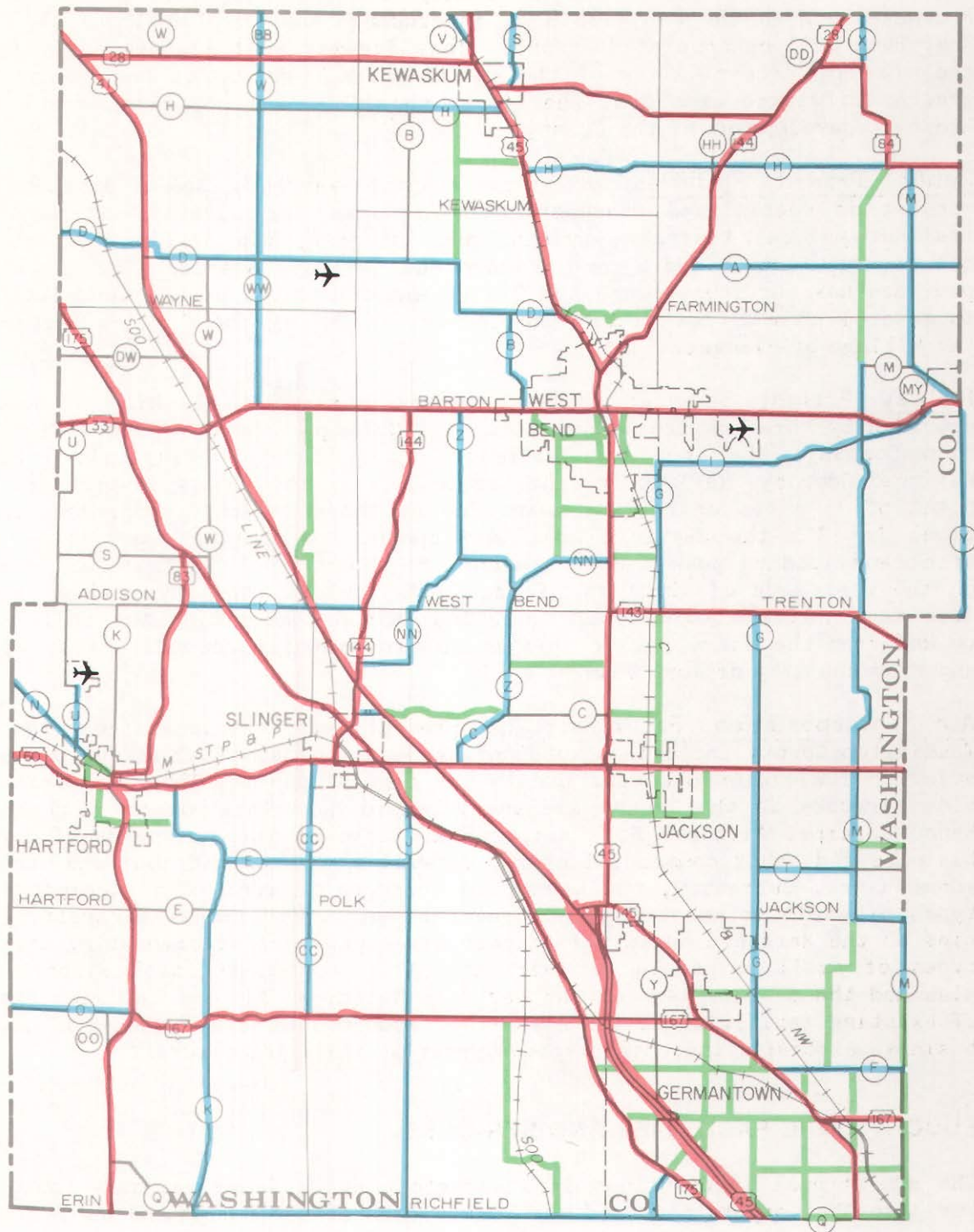
The existing transportation facilities in Washington County, consisting of the arterial street and highway system, the railway system, and the airport system, are an important determinant of economic development. These facilities influence the path and mode and the cost and frequency of personal travel and of the shipment of goods. The provision of highly accessible commercial and industrial areas is particularly important to the economic development of the County. Transportation facilities form the basic framework for both urban and rural development and, to a considerable extent, determine the efficiency of the other functional aspects of such development.

Arterial Street and Highway System: The street and highway system of the County consists of three functional subsystems: land access streets, collector streets, and arterial streets and highways, the latter being composed of surface arterials and freeways. One of the major factors influencing the location of commercial and industrial activities, such as retail and wholesale trade, financial institutions, and professional, personal, and business services, is the availability of good highway transportation facilities. Washington County is served by a well-developed, well-maintained, all-weather street and highway system. There were a total of 1,268 miles of streets and highways open to traffic in the County in 1980; of this total, 404 miles, or 32 percent, were classified as arterial streets and highways. Every city and village in Washington County is served by a state trunk highway, thus eliminating potential trucking restrictions to and from the communities. The existing arterial street and highway system and the corresponding jurisdictional configuration of the system is shown on Map 13.

The USH 41 freeway and expressway links Washington County with the greater Milwaukee metropolitan area to the south and the Fox River Valley area to the north; while STH's 28, 33, 60, 84, 144, 167, and 175 serve to integrate social

Map 13

TRANSPORTATION FACILITIES IN WASHINGTON COUNTY: 1984

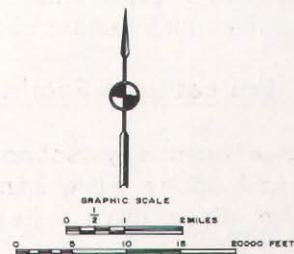


LEGEND

- STATE TRUNK FREEWAY
- STATE TRUNK NONFREEWAY
- COUNTY TRUNK
- LOCAL TRUNK

 AIRPORT

Source: SEWRPC.



and economic activities within the County. A new freeway--the STH 45 West Bend Freeway--between the USH 41/STH 45 interchange and CTH D north of the City of West Bend will be completed in 1986. This freeway will significantly increase the ease of accessibility of the north-central portion of the County to the greater Milwaukee area and, therefore, should have a positive impact on the economic development of the County.

Public Transit Facilities: Existing transit services in Washington County consist of specialized transportation services for elderly and handicapped residents, local taxicab services, and intercity bus service. Interregional bus service is provided by one private bus company, American Trailways, which provides bus service between Eau Claire and Milwaukee, with intermediate stops in several communities within the County, including the City of Hartford and the Village of Slinger.

Railway Freight Service: Railway freight service in Washington County is provided by three railroad companies: the Chicago & North Western Transportation Company, the Soo Line Railroad Company, and the Wisconsin & Southern Railroad Company. Railway freight service within the County is provided over a total of 75 miles of railway main line by these railroad companies. In addition, in 1983 the Hartford Area Development Corporation constructed a team track and loading dock facility along the Wisconsin & Southern Railroad line on the west side of the City of Hartford. The new facility enables Hartford area manufacturers to directly load and unload commodities for rail shipment to and from the City, rather than having to transfer commodities by truck to and from the City of West Bend.

Air Transportation Facilities: The present air transportation system in Washington County includes a total of seven airports, of which two are general aviation facilities open for use by the general public. The two general aviation airports in the County are the Hartford Municipal Airport and the West Bend Municipal Airport. Both airports are able to meet the needs of corporate business and other commercial users, as well as of recreational and other personal users. Currently, the West Bend Municipal Airport can accommodate many types of small corporate jet aircraft and similar business aircraft. Facilities at the Hartford Municipal Airport are capable of accommodating only a few types of small corporate jet aircraft. The adopted regional airport system plan and the master plan for the Hartford Municipal Airport call for expansion of existing facilities at the airport to accommodate a full range of corporate business aircraft, including various types of small jet aircraft.

## EDUCATIONAL FACILITIES AND SERVICES

The educational institutions in Washington County serve not only individuals, but also the corporations and the communities of the County. Sound educational programs are important to the development of the skilled labor force required by business and industry.

### Public Educational Facilities

Public elementary schools and senior high schools in Washington County are organized under five kindergarten-through-12th grade school districts, including the Cedarburg, Germantown, Kewaskum, Slinger, and West Bend School

Districts, and the Hartford Unified High School District which is comprised of the Erin, Friess Lake-St. Augustine, Hartford, Platt, and Richfield kindergarten-through-eighth grade elementary school districts.

There are a total of 30 elementary and junior high (middle) schools and six senior high schools in Washington County. As shown in Table 10, 1984-1985 public school enrollment for the school districts serving Washington County totaled 19,589 students. Of this total, 12,708 were elementary/junior high school students and 6,881 were senior high school students.

Private Educational Facilities: There are a total of 23 private primary and secondary schools in Washington County. All are supported by various religious groups and are subject to the standards in education required by each group. School programs in the parochial schools are similar to those in the public schools with the addition of religious instruction.

Higher Education Facilities: In addition to the public and private primary and secondary educational system, three higher education institutions serve Washington County, two of which are located in the County. The three institutions are briefly described below.

The State of Wisconsin has a strong post-secondary educational system. The first vocational, technical, and adult education (VTAE) system to be established in the United States was established in the State of Wisconsin in 1911. The primary goal of the statewide system is to prepare students for gainful employment in a manner which meets the needs of the labor market. Accordingly, the state system emphasizes vocational training and education for jobs that require special technical skills. The VTAE system schools serving Washington County are the Moraine Park Technical Institute-West Bend campus (MPTI), and the Milwaukee Area Technical College-Mequon (MATC).

The types of general programs available at MPTI include associate degree programs, vocational diploma programs, adult and continuing education courses, and apprenticeship training. The specific programs available at MPTI include associate degree nursing, medical records technician, nursing assistant, accounting and marketing, real estate technician, secretarial science, supervisory management, machine repair, machine tool operation, machine tooling techniques (tool and die), mechanical design, and production welding. The adult and continuing education courses provide assistance to adults who desire to develop basic skills, including assistance to persons preparing to take the GED high school equivalence test without charge. In addition, adult and continuing education courses are available which enable adults to pursue associate degree or vocational diplomas for career advancement in their present jobs, or in preparation for new occupations. MPTI provides a full range of student services, including counseling, testing, financial aids, health assessment, student activities, and job placement.

The University of Wisconsin Center-Washington County campus (UWWC), located in West Bend, is one of 14 two-year campuses in the University of Wisconsin system. UWWC offers a strong, well-balanced program of liberal and pre-professional courses. UWWC has a student body of about 750 students, representing more than 30 Kettle Moraine communities. Key facilities at UWWC include a multi-purpose physical education facility, a fine arts area, a theater, a

Table 10

**PUBLIC SCHOOL ENROLLMENT FOR SCHOOL DISTRICTS  
SERVING WASHINGTON COUNTY: 1984-1985 SCHOOL YEAR**

School District	Enrollment	
	Elementary and Junior High (Middle) Schools PK-8th Grade	Senior High Schools 9th-12th Grade
Hartford UHS (including Plat Joint School District No. 7).....	574	1,654
Hartford (Joint School District No. 1).....	1,200	--
Erin (School District No. 2) .....	231	--
Friess Lake-St. Augustine (Richfield Joint School District No. 11).....	160	--
Richfield (School District No. 2)...	390	--
Germantown School District.....	2,000	1,076
Kewaskum School District.....	1,409	735
Slinger School District.....	1,334	705
West Bend School District.....	5,410	2,711
<b>Total</b>	<b>12,708</b>	<b>6,881</b>

Source: Wisconsin Department of Public Instruction, 1984-1985 school listing.

student recreation area, and a library. The courses offered at UWWC, which are fully transferable to four-year colleges and universities, provide students with a foundation for more than 50 different professional and specialized fields of study. Also, evening credit and noncredit classes are offered through UWWC's Office of Continuing Education. Other academic programs include special topics and lecture series, student support services in peer counseling, and community outreach through UW-Extension.

### Cultural Facilities and Activities

Public library services in Washington County are provided by the Germantown, Hartford, Kewaskum, Slinger, and West Bend libraries; additional municipal libraries; and MPTI and UWWC, which have made their resources available to the public.

Washington County has a number of ongoing professional and amateur fine arts activities. The UWWC Theatre, with seating capacity for about 300 persons, is an excellent facility for staging fine arts performances. The UWWC Theatre is the performance hall for such local musical and theater groups as the Theatre on the Hill, the Moraine Area Orchestra, the Moraine Area Chorus, the Musical Masquers, and the Stagedoor Players. In addition, the Fine Arts Committee of UWWC sponsors drama, operettas, ballet, modern dance, mime, chamber groups, and blue grass and solo artists, and a weekly film series as part of the annual UWWC Fine Arts Series.

Another important fine arts facility in Washington County is the West Bend Gallery of Fine Arts. The gallery is both an art gallery and art museum. The gallery displays the works of many nationally known and local artists. The gallery is a nonprofit organization which is supported by the dues of its members and voluntary contributions. Membership in the gallery is open to the general public. The programs at the gallery include monthly exhibits, social activities, films, lectures and tours, armchair travelogues, and professionally instructed classes in painting, drawing, sculpture, pottery, ceramics, photography, and music.

The five active historical societies in Washington County are the Germantown Historical Museum, Hartford Heritage, Inc., the Jackson Historical Museum, the Kewaskum Historical Society, Inc., and the Washington County Historical Museum. Each of the societies maintains a historical museum and sponsors various fund-raising activities.

Other cultural activities of note in Washington County include the Washington County Fair and the Hartford Old Car Show. The fair is held in July each year at the fairgrounds in Slinger, Wisconsin, and includes a livestock exhibition and competition; the display and judging of food, crafts, home furnishings, clothing, photography, and plants; live musical entertainment; and carnival rides and games. The Hartford Old Car Show is held the third weekend of every August. American cars, foreign cars, and hand-built cars of all ages and styles are on display at the two-day event. The show is sponsored by the Hartford Area Chamber of Commerce and is supported by the Hartford Lions Club, Rotary Club, Jaycees, and Volunteer Fair Department. More than 10,000 persons attended the show in 1983.

## HEALTH CARE FACILITIES AND SERVICES

The Southeastern Wisconsin Health Systems Agency (SEWHSA) is charged with the responsibility of developing a health systems plan for southeastern Wisconsin. The latest document produced by SEWHSA, entitled Health Systems Plan for Southeastern Wisconsin: 1980-1981, and its subsequent updates and revisions provide direction for the provision of high-quality health care services to the residents of southeastern Wisconsin at a reasonable cost. Basically, this plan sets forth long-range goals and five-year objectives for the reduction of death and disability and improvements in health service delivery. The review of health care facilities and services that are available in Washington County provided herein is not intended to comprise an in-depth analysis of such resources. A more detailed health system analysis can be found in the report by SEWHSA.

### Hospital Facilities and Services

There are two hospitals in Washington County which are classified as general acute care inpatient medical facilities--St. Joseph's Community Hospital and Hartford Memorial Hospital. St. Joseph's Community Hospital provides general medical-surgical, intensive, and ambulatory care involving pediatrics, obstetrics, gynecology, orthopedics, ophthalmology, pathology, radiology, gastroenterology, urology, neurology, and dentistry. St. Joseph's has an active medical staff of 50 persons and an additional courtesy-consulting staff of 38 persons. St. Joseph's is a 139-bed facility which provides a variety of inpatient and outpatient services, including radiology, ultrasound, computerized tomography scanning, nuclear medicine, electrodiagnosis, stress testing, pulmonary function, emergency services, pastor visitation, social services, and community outreach services.

Hartford Memorial Hospital is currently licensed to operate 71 beds. The hospital provides an essential base of primary and acute care, and diagnostic and preventive services. The specialized services provided by the hospital include anesthesiology, CT scanning, day surgery, dental surgery, electrocardiography, electroencephalography, 24-hour emergency response service, intensive care, newborn nursery, nuclear medicine, obstetrics, pediatrics, pharmacy, physical therapy, pulmonary function, radiology, respiratory therapy, social services,

surgery, ultrasound, hospice, and health and wellness programs. The hospital's primary service area includes the municipalities of Hartford, Hustisford, Iron Ridge, Neosho, Rubicon, and Slinger. The hospital's secondary service area includes the municipalities of Allenton, Jackson, and Richfield.

Both St. Joseph's Community Hospital and Hartford Memorial Hospital have a reputation for providing high-quality services at a relatively low health care cost.

### Rehabilitation/Nursing Home Facilities and Services

Washington County is served by six nursing and rehabilitation facilities, including Cedar Lake Homes Campus, Gateway Nursing Home, Samaritan Home, Hill-top Nursing Home, and the two Tri-Manor Nursing Homes. The six facilities provide skilled and intermediate care for the physically disabled and the aged by licensed personnel. The facilities are equipped for both bed-fast or ambulatory patients and provide rehabilitation therapy programs, as well as planned recreational activities. In addition, Cedar Lake Homes Campus provides a retirement community for persons requiring only limited medical care, and emphasizes the provision of medical care for persons with Alzheimer's disease and the conduct of medical research associated with this disease. The above facilities provide a range of services and programs which help residents restore, maintain, and improve their physical, social, emotional, speech, and cultural activity levels.

### Physician Facilities and Services

The availability of physician facilities and services can often be an important consideration in decisions concerning the location of economic development. The medical clinics in Washington County are primarily located within the urban growth centers of the County, and therefore are relatively accessible to the majority of the resident population in the County. Table 11 indicates that most county residents are within 30 minutes travel time to a physician. The table also indicates that travel times for county residents traveling to a physician are substantially less than the average travel times to a physician for residents of the Region. Table 12 lists the medical clinics and centers in the medical clinics and centers in Washington County, along with their respective locations.

Table 11

#### PERCENT DISTRIBUTION OF PERSONS BY TRAVEL TIME TO A PHYSICIAN IN WASHINGTON COUNTY AND THE REGION

Travel Time in Minutes	Southeastern Wisconsin	Washington County
0 -10	45.5	56.8
11-20	37.7	35.8
21-30	11.9	6.8
31-60	4.1	0.6
Over 1 hour	0.8	0.6
Total	100.0	100.0

Source: Southeastern Wisconsin Health Systems Agency, Health Systems Plan for Southeastern Wisconsin, 1980-1981.

### RECREATIONAL FACILITIES AND TOURISM

In the past, public outdoor recreational facilities have been located primarily in urban areas and designed to be intensively utilized both for active outdoor recreational activities, such as baseball, swimming, tennis, and golf, and for passive outdoor recreational activities such as walking, picnicking, and relaxing. Currently, such factors as increased leisure time and the dif-

Table 12

**EXISTING MEDICAL CLINICS AND CENTERS  
IN WASHINGTON COUNTY: 1981**

Facility	Location
<u>Community Medical Centers</u>	
Hartford Memorial Hospital.....	City of Hartford
St. Joseph's Community Hospital.....	City of West Bend
<u>Special Medical Centers and Clinics</u>	
Allenton Area Medical Clinic.....	Town of Addison
Cedar Lake Home Campus.....	Town of West Bend
General Clinic of West Bend.....	City of West Bend
Jackson General Clinic.....	Village of Jackson
Jackson Medical Service Corporation.....	Village of Jackson
Oakbrook Family Physicians, S.C.....	City of West Bend
Parkview Medical Associates, Ltd.....	City of Hartford
Parkview Medical Associates, Ltd.....	Village of Slinger
Sison Medical Clinic, Ltd.....	Village of Kewaskum
The Hartford Clinic, S.C.....	City of Hartford
Washington County Mental Health Center...	City of West Bend

Source: SEWRPC.

fusion of urban residential development into otherwise rural areas have increased the demand and need for outdoor recreational areas. Increased interest in relatively new recreational activities such as cross-country skiing, nature study, and camping have generated needs for new types of outdoor recreational facilities and areas which rely heavily on the use and enjoyment of the underlying and sustaining natural resource base. The provision of high-quality recreational facilities in a manner which provides for the protection and wise use of the natural resource base is, therefore, important to the economic development of the County.

In 1973, detailed data on the existing outdoor recreation and related open space system of Washington County, collected under the Commission's land use planning efforts, were updated and incorporated into SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000. This plan, which sets forth park and open space objectives along with a plan intended to guide the preservation, acquisition, and development of lands needed for outdoor recreation, was adopted by the Southeastern Wisconsin Regional Planning Commission on December 1, 1977. The objectives and recommendations pertaining to recreational facilities in the City of West Bend in the regional park and open space system plan were refined with the preparation of SEWRPC Community Assistance Planning Report No. 104, A Park and Open Space Plan for the City of West Bend, published in 1985. This section contains a review of the recreational facilities available in Washington County, and is not intended to comprise an in-depth analysis of these facilities. More detailed analyses can be found in the above-referenced reports.

Existing public and private outdoor recreation sites are well distributed throughout Washington County. The public outdoor recreation sites in Washington County are primarily comprised of general-use outdoor recreation sites and rural open space sites. Public general-use outdoor recreation sites comprise areas of land and water whose primary function is the provision of space and facilities for outdoor recreation. Public rural open space sites comprise woodlands, wetlands, wildlife habitat, or related areas owned by agencies of government for the purpose of preserving such lands in an essentially natural, open state.

The general-use outdoor recreation sites in Washington County are primarily concentrated in the urban growth centers of the County, and are comprised of multi-community, community, and neighborhood parks. Multi-community park sites, such as Ridge Run Park in the City of West Bend, typically range from 100-249 acres in size and provide facilities such as picnic areas, hiking and ski-touring trails, ice skating rinks, playfields, and nature study areas. Community park sites, such as Regner Park in the City of West Bend, typically range from 25 to 100 acres in size and provide facilities such as swimming pools, tennis courts, nature study areas, playfields, and passive activity areas. Neighborhood park sites, such as Firemen's Park in the Village of Slinger, are typically less than 25 acres in size and provide picnic areas, playfields, tennis and basketball courts, and passive activity areas.

General-use outdoor recreation sites are distributed throughout Washington County. The principal neighborhood park sites in the County are Firemen's Park in the Town of Farmington; Kewaskum Village Park in the Village of Kewaskum; Barton Park, Ziegler Park, Sunset Park, Wingate Park, and Decorah Hills Park, all in the City of West Bend; Allenton Park in the Town of Allenton; Community Park and Firemen's Park in the Village of Slinger; West Side Park, Sawyer Park, and Willow Brook Park in the City of Hartford; and Firemen's Park in the Village of Germantown. The principal community parks in the County are Lizard Mound State Park in the Town of Farmington; Albecker Park in the Town of Barton; Regner Park and Riverside Park in the City of West Bend; Woodlawn Union Park in the Town of Hartford; and County Line Park in the Village of Germantown. The principal multi-community park sites in the County are Sandy Knoll Park in the Town of Trenton; Hawthorne Hollow Park in the Village of Germantown; Glacier Hills Park in the Town of Richfield; and Ridge Run Park in the Town of West Bend.

There are several large, public, rural open space recreation areas in Washington County, including the Northern Unit of Kettle Moraine State Forest, the Theresa Marsh Wildlife Area, the Allenton Wildlife Area, the Jackson Marsh, and the Rockfield Marsh.

A wide range of privately owned outdoor recreational facilities is located in Washington County. These facilities comprise spectator-oriented facilities, as well as facilities providing for unique recreational pursuits. Privately owned sites are primarily concentrated in the northeastern and southwestern portions of the County, and consist of such facilities as sportsmen clubs, golf courses, campgrounds, resorts, camps, and ski areas. Of note are the four privately owned campgrounds in the County--the Lazy Days Campground, the Lake Lenwood Camping Resort, the Timber Trails Campground, and the Toland Springs Camping Resort.

Washington County is ranked 20th in the State in tourism sales. In 1981 tourism sales totaled over \$46 million, while tourism sales and tourism sensitive sales together totaled almost \$70 million. Hospitality, recreation, and travel employment totaled about 3,000 persons, or 10 percent of total employment. Local tourism assets include the Northern Unit of Kettle Moraine State Forest, the Ice Age Trail, the Jackson and Theresa Marshes, the Allenton Wildlife Area, the Holy Hill Monastery, industrial tours, ski hills, Slinger Speedway, outlet stores, and a variety of unique restaurants.

## PUBLIC AND PRIVATE FINANCIAL RESOURCE BASE

### Public Financial Resource Base

Information pertaining to the availability of public financial resources in Washington County is important to the formulation of any sound economic development program. Existing industry, as well as industry that may be expected to locate in the County in the future, will examine sewer and water facilities and transportation, health, education, and social services and recreational opportunities in the area to determine their adequacy for business activity and for meeting the needs of their employees. Consequently, communities that have the financial resources needed to alleviate deficiencies in facilities and services can promote the expansion of employment opportunities.

Resources Available for Financing Construction of Community Utilities and Facilities: There are a number of methods by which improvements to community utilities and facilities may be financed in Washington County. Each method has its own particular advantages and disadvantages. The public financial resources available within the individual units of government in Washington County are dependent, in part, upon the current fiscal policies of each unit of government, as well as upon the current financial situation in each unit of government.

Municipalities in Washington County have typically utilized general revenues, general obligation bonding, special assessments, and borrowing to finance improvements to municipal utilities and facilities. General revenues tend to be utilized by municipalities on a limited basis for capital improvements, since the property taxes received by a municipality may be expected to vary significantly from year to year, and because the cost of major improvement projects tends to cause relatively large short-term property tax increases to support the additional debt. General obligation bonds are frequently used by municipalities in Washington County to finance community utilities and facility improvements. However, the amount of outstanding bonding indebtedness a municipality may incur is limited by Wisconsin Statutes to not more than 5 percent of the total equalized valuation of all taxable property within the municipality. There is a tendency in Washington County communities, as well as in other communities throughout southeastern Wisconsin, to maintain bonded indebtedness levels well below the statutory limitations so that bonding capacity is always available for use in an emergency situation. Municipalities in Washington County also utilize special assessments to finance community utilities and facilities when the benefit of a project extends over a limited area in a community.

The cost of borrowing or debt financing for a local unit of government is determined, in part, by its credit rating, or bond rating. Moody's Investors Services has rated the taxing units in Washington County. The bond ratings listed in Moody's November 1984 listing were City of Hartford A, Village of Slinger A, and City of West Bend Aa. Bonds which are rated Aa are judged to be of high quality by all standards, and together with the Aaa group comprise what are generally known as high-grade bonds. The lower rating of the Aa group is a result of a lower margin of protection, a greater fluctuation of protective elements, or other elements present which make the long-term risks appear somewhat larger than in Aaa securities. Bonds which are rated A possess many favorable investment attributes and are to be considered as upper-medium grade obligations, with those bonds designated A1 possessing the strongest investment attributes of the A group.

When the conventional methods of financing cannot be utilized to finance improvements to community utilities and facilities, a wide range of federal and state programs is available to finance such projects. The following paragraphs summarize the various federal and state programs available for use in Washington County. Many of the programs are already being utilized, to varying degrees, by municipalities in Washington County.

Small Cities Community Development Block Grant Program (CDBG)--A primary source of financing for community utilities and facilities is the Small Cities Community Development Block Grant (CDBG) program. The Wisconsin Department of Development (DOD) administers the Small Cities Community Development Block Grant program for the U. S. Department of Housing and Urban Development (HUD). Eligible applicants under the program are limited to general-purpose local units of government, including towns, villages, cities, and counties that are not an entitlement city under the program or a part of an eligible urban county. All local governments in Washington County are eligible to apply for Small Cities CDBG funds. In order to receive funding, local units of government must compete against other municipalities in the State for the funds through an annual grant competition administered by DOD. A quantitative scoring system is utilized by the DOD in evaluating the applications. Factors such as need, relationship of the proposed project to existing local economic development policies, and the economic development impact of the proposed project are assessed by the DOD in evaluating an application.

Activities that are eligible for funding under the CDBG program include: acquisition of real property; acquisition, construction, reconstruction, or installation of public works facilities, and site or other improvements; and the construction of new buildings and rehabilitation of existing buildings. The application process is very competitive, with about one-third of all grant applications receiving approval annually.

Tax Incremental Financing (TIF)--Tax incremental financing is a local financing program authorized by Section 66.46 of the Wisconsin Statutes that allows a city or village to designate a portion of its area as a tax incremental financing district. At least 50 percent of the property within the district must be blighted, in need of redevelopment, or suitable for industrial sites, and the district must be a continuous geographic area.

Creation of a TIF district allows the municipality to finance urban redevelopment and industrial development projects within the boundaries of a TIF

district through the taxes collected on the increase in value of taxable property resulting from the proposed project. The taxes collected from the base value of the properties within the district at the time of its creation are distributed among all taxing jurisdictions just as the taxes from property outside the district are distributed. However, the incremental tax revenues received from the increased values of properties within the district, as a result of completed development on them, are allocated to a special fund to be used by the city or village for the payment of costs associated with the completion of projects as listed in the community district project plan. The initial creation or amendment to a TIF district plan must be approved by a joint review board. This board is made up of representatives from the city or village, the county, the affected school district, and the VTAE districts, in addition to one citizen representative. The TIF district terminates when all costs of all projects are paid or 15 years following the last expenditure identified in the community's project plan. In recent years, TIF has been utilized extensively by municipalities in southeastern Wisconsin to finance sanitary sewerage system and water supply system improvements.

U. S. Department of Housing and Urban Development, Urban Development Action Grants--The eligible applicants for this program are any city or urban county that meets required criteria demonstrating physical and economic distress and that have a record of providing low- and moderate-income housing and employment programs. Urban Development Action Grant (UDAG) funds may be used for virtually any capital improvement expenditure (e.g., construction, renovation, site work, and capital equipment). UDAG funds may not be used for working capital, retirement of existing debts, operating expenditures, movable equipment, or buy-outs. There are no local units of government eligible for this program in Washington County; however, the program should be considered for use if any local units of government in Washington County become eligible.

U. S. Department of Commerce, Economic Development Administration (EDA)--The U. S. Department of Commerce, Economic Development Administration (EDA), provides grants to eligible local units of government for projects in support of public works and other facility development which result in the creation of permanent jobs. Also, private businesses can apply to the EDA through local financial institutions for business loan guarantees. Following the approval of this OEDP document by the EDA, local units of government in Washington County will be eligible to apply for these grants.

U. S. Department of Agriculture, Farmers Home Administration Programs--The Farmers Home Administration provides community facility loans and funds for new or improved water and waste disposal systems for rural communities. Eligible applicants for community facility loans in southeastern Wisconsin are public bodies and nonprofit corporations serving the residents in rural communities, including towns with populations under 20,000. Activities that are eligible for these loans include construction, enlargement, or improvement of community facilities providing essential services to rural areas such as fire protection, health care, industrial parks, and community, social, or cultural services. Applicants eligible for funds for water and waste disposal systems in Washington County include public bodies such as municipalities, counties, sanitary districts, authorities, or other political subdivisions of the State, and nonprofit organizations in rural areas and towns having less than 10,000 population. Eligible activities include the construction, repair, improvement, expansion, or modification of rural water and waste disposal facilities.

Business Improvement Districts--Chapter 66.608 of the Wisconsin Statutes provides authorization to cities, villages, and towns to create one or more business improvement districts (BID's) to allow businesses within those districts to develop, manage, and promote the districts, and to establish an assessment method to fund these activities. Under the law, an operating plan must be adopted which sets forth a plan for the redevelopment, maintenance, operation, and promotion of the business improvement district.

Resources Available for Financing Business Development Projects: Historically, the state and federal governments have made a variety of programs available to eligible local units of government, as well as to business establishments located within such areas, to assist qualifying businesses in expansion projects. This section provides information about the business financing programs available in Washington County.

U. S. Small Business Administration, Section 503--Certified Development Company Program--Certified development companies organized under provisions set forth by the U. S. Small Business Administration, provide long-term, fixed-asset financing for the acquisition of land; building construction, expansion, and renovation; and the purchase of equipment. Loans are usually available for up to 25 years at below-market rates.

U. S. Department of Housing and Urban Development, Community Development Block Grant (CDBG) Program--General-purpose local units of government of less than 50,000 population may apply to the Wisconsin Department of Development for funds to meet the needs of local business through the provision of loans for business expansion projects. Generally, grants are awarded to the local units of government, which then lend the money to a business for construction, renovation, or expansion of buildings; purchase of lands; or purchase of machinery and equipment. The application process is very competitive, with about one-third of all grant applications receiving approval annually.

U. S. Department of Agriculture, Farmers Home Administration--The U. S. Department of Agriculture, Farmers Home Administration (FmHA), provides loan guarantees for the construction, conversion, and modernization of property; the purchase of land, equipment, and supplies; and working capital. Eligible applicants are individuals and public and private organizations in any area outside a city of 50,000 population or more and its adjacent urban area having a population density of more than 100 per square mile.

Industrial Revenue Bonds--Industrial revenue bonding is a method of public financing used to assist private industry in the construction, enlargement, or equipping of business and industrial firms. Industrial revenue bonds are issued by a local unit of government, and serve to build the community's industrial base, broaden the property tax base, and potentially provide employment opportunities. Industrial revenue bonds are attractive in the bond market because the purchasers of the bond are not required to pay taxes on the interest earned by the bond. Therefore, industrial revenue bonds are not general obligations of the issuing local unit government. The local unit of government issuing industrial revenue bonds is simply in partnership with the business or industry.

U. S. Department of Housing and Urban Development, Urban Development Action Grants (UDAG)--A city designated as eligible by the U. S. Department of Housing and Urban Development can apply for an Urban Development Action Grant which the city can then lend to a private business or developer for such projects as job creation and rehabilitation and/or construction of public, commercial, industrial, and residential structures. Currently, there are no cities in Washington County eligible to apply for UDAG funds.

Small Business Development Centers (SBDC's)--The University of Wisconsin, through its extension services, has created a number of centers of business management and development assistance at campuses across the State. The centers provide information on sources of business financing, as well as on how to solve business management problems and problems related to new business start-ups. The Small Business Development Center located closest to most of the municipalities in Washington County is the University of Wisconsin-Extension, located at 929 N. 6th Street in the City of Milwaukee.

Small Business Investment Company (SBIC)--The Small Business Investment Company is a privately owned and operated company which has been licensed by the U. S. Department of Commerce, Small Business Administration, to provide equity capital and long-term loans to small businesses. Several licensed SBIC's are located in the Milwaukee metropolitan area and in Madison, Wisconsin, as listed below:

Marine Venture Capital, Inc.  
C/o Marine Bank (N.A.)  
111 E. Wisconsin Avenue  
P. O. Box 2033  
Milwaukee, Wisconsin 53201  
Telephone: (414) 765-3000

Moramercia Capital Corporation  
600 E. Mason Street  
Milwaukee, Wisconsin 53202  
Telephone: (414) 276-3829

Certco Capital Corporation  
6150 McKee Road  
Madison, Wisconsin 53711  
Telephone: (608) 271-4500

Capital Investments, Inc.  
515 W. Wells Street  
Milwaukee, Wisconsin 53203  
Telephone: (414) 273-6560

Madison Capital Corporation  
C/o Madison Development Corp.  
102 State Street  
Madison, Wisconsin 53703  
Telephone: (608) 256-8185

Bando-McGlocklin Investment  
Company, Inc.  
13555 Bishops Court, Suite 205  
Brookfield, Wisconsin 53005  
Telephone: (414) 784-9010

Super Market Investors, Inc.  
11300 W. Burleigh Street  
Wauwatosa, Wisconsin 53201  
(Mail to: P. O. Box 473  
Milwaukee, Wisconsin 53202)  
(Retail Grocers)  
Telephone: (414) 453-6211

Bankit Financial Corporation  
777 E. Wisconsin Avenue, Suite 3440  
Milwaukee, Wisconsin 53202  
Telephone: (414) 271-5050  
(Grocery Stores)

Job Training Partnership Act (JTPA)--The U. S. Department of Labor provides funding through the Job Training Partnership Act (JTPA) to local private industry council's (PIC's) that provide employment training services to eligible persons. Funding is available for work experience programs whereby a

portion of the wages paid to employees by a business are reimbursed by the council. The PIC involved in JTPA activities in Washington County is the WOW Consortium.

Wisconsin Housing and Economic Development Administration (WHEDA)--The Wisconsin Housing and Economic Development Administration provides low-interest financing to businesses and individuals with current annual sales of \$35 million or less through its small enterprise economic development (SEED) program. SEED money can be used for the purchase, expansion, and improvement of land, plants, and equipment, and for depreciable research and development expenditures, so long as such projects result in the creation and maintenance of jobs. Eligible projects include manufacturing establishments, and storage and distribution facilities for manufactured products; national or regional headquarters; retail establishments located in Urban Development Action Grant projects or tax incremental districts; research and development facilities; recreation and tourism facilities; or facilities involving the production of raw agricultural commodities. The SEED program is most useful to firms purchasing existing facilities, to firms located in municipalities which do not offer industrial revenue bond programs, to firms which require fixed-rate, long-term capital, and to credit-worthy firms that cannot find a buyer for their bonds.

Wisconsin Department of Development, Technology Development Fund--Funding may be provided to a consortium composed of a company headquartered in Wisconsin and an institution that is part of the University of Wisconsin system, or another Wisconsin institution of higher learning. Grants are made in support of research and development for new products.

#### Private Financial Resource Base

The private financial resource base of Washington County primarily consists of banks and savings and loan institutions and venture capital groups. The banks and savings and loan institutions in Washington County provide capital, financial operating assistance, and technical assistance in financial management to local business and industry. Table 13 provides a listing of private financial institutions in Washington County, along with their locations. In addition to banks and savings and loan institutions, a number of venture capital groups have been formed to assist new businesses in projects that are of high risk, but have the ability to provide long-term, above-average growth potential. Existing venture capital groups serving Washington County are shown in Table 14. Each investment by a venture capital group is individually structured and could include subordinated debt with warrants and/or conversion rights, income participation debentures, preferred stock, and common stock.

#### EXISTING HOUSING STOCK INVENTORY

Basic data pertaining to the existing housing stock are important to any economic development effort. In particular, data concerning the quantity and quality of housing in Washington County, as set forth herein, are useful in the determination of the extent to which the existing housing stock is able to satisfy the current housing requirements of the county population.

Table 13

**PRIVATE FINANCIAL INSTITUTIONS  
IN WASHINGTON COUNTY: 1984**

Savings and Loan Associations	
Name of Institution	Address
City of Hartford Freedom Savings and Loan Association	12 N. Main Street Hartford, Wisconsin 53027
Hartford Savings & Loan Association	55 E. Sumner Street Hartford, Wisconsin 53027
City of West Bend Freedom Savings and Loan Association	2165 W. Washington Street West Bend, Wisconsin 53095
Guaranty Savings	876 S. Main Street West Bend, Wisconsin 53095
West Bend Savings & Loan Association (Main Office)	201 S. Fifth Avenue West Bend, Wisconsin 53095
West Bend Savings & Loan Association (Westfair Mall)	1701 S. Main Street West Bend, Wisconsin 53095
West Bend Savings & Loan Association	1445 W. Washington Street West Bend, Wisconsin 53095
Village of Germantown Equitable Savings & Loan Association	W176 N9611 Rivercrest Drive Germantown, Wisconsin 53022
Hopkins Savings & Loan Association	N112 W15800 Mequon Road Germantown, Wisconsin 53022
West Bend Savings & Loan Association	N112 W17171 Mequon Road Germantown, Wisconsin 53022
Village of Jackson West Bend Savings & Loan Association	W213 N16802 Industrial Drive Jackson, Wisconsin 53037
Village of Kewaskum West Bend Savings & Loan Association	114 Main Street, P. O. Box 520 Kewaskum, Wisconsin 53040
Village of Slinger West Bend Savings & Loan Association	319 E. Washington Street Slinger, Wisconsin 53086
Town of Richfield Guaranty Savings	1288 Highway 175 Richfield Square Center Richfield, Wisconsin 53033

Table 13 (continued)

Full Service Banks	
Name of Institution	Address
City of Hartford First National Bank of Hartford	116 W. Sumner Street Hartford, Wisconsin 53027
Valley Bank of Hartford	709 Grand Avenue Hartford, Wisconsin 53027
City of West Bend F & M Bank of West Bend	Highways 33 and 144 West Bend, Wisconsin 53095
Heritage Bank-West Bend	868 S. Main Street West Bend, Wisconsin 53095
M & I First National Bank	321 N. Main Street West Bend, Wisconsin 53095
West Bend Marine Bank	801 W. Washington Avenue West Bend, Wisconsin 53095
Village of Germantown Marine Bank West	W156 N11251 Pilgrim Road Germantown, Wisconsin 53022
Village of Jackson F & M Bank of Jackson	N168 W21367 Main Street Jackson, Wisconsin 53037
Jackson Community Branch Richfield State Bank	W194 N16775 Eagle Drive Jackson, Wisconsin 53037
Village of Kewaskum Valley Bank-Kewaskum	1225 Fond du Lac Avenue Kewaskum, Wisconsin 53040
Village of Newburg State Bank of Newburg	614 Main Street Newburg, Wisconsin 53060
Village of Slinger F & M Bank of Slinger	300 E. Washington Street Slinger, Wisconsin 53086
Unincorporated Village of Allenton Valley Bank-Allenton	6278 Blueberry Road Allenton, Wisconsin 53002

Source: FSLIC-Insured Savings and Loan Associations, 1983; Office of the Commissioner of Banking, 1983; Wisconsin Bell, an Ameritech Company, Telephone Directories, 1984; and SEWRPC.

Table 14

### VENTURE CAPITAL GROUPS SERVING WASHINGTON COUNTY BUSINESSES

Name	Address/Telephone
Lubar and Company	3060 First Wisconsin Center Milwaukee, Wisconsin 53202 Telephone: (414) 291-9000
Marine Venture Capital, Inc.	c/o Madison Development Corporation 102 State Street Madison, Wisconsin 53703 Telephone: (608) 256-8185
Wind Point Partners	1525 Howe Street Racine, Wisconsin 53403 Telephone: (414) 631-4030
Madison Capital Corporation	c/o Marine Bank (N.A.) 111 E. Wisconsin Avenue P. O. Box 2033 Milwaukee, Wisconsin 53201

Source: SEWRPC.

## Tenure Status

As shown in Table 15, in 1980 there were a total of 27,725 year-round housing units in Washington County. Year-round housing units are comprised of all occupied housing units and vacant year-round housing units, the latter being vacant units which are intended for occupancy at any time of the year.

In 1980, occupied housing units totaled 26,716 units, or about 96 percent of the total housing units in the County. Of this total, 20,314 units, or 73 percent, were owner-occupied housing units, while 6,402 units, or about 23 percent, were renter-occupied housing units. A housing unit was considered occupied if it was the usual place of residence of the person or persons living in it at the time of the census enumeration. As indicated in Table 15, Washington County's occupied housing stock includes a larger percentage of owner-occupied housing units--74 percent--than found in the Region--62 percent; the State, 68 percent; or the nation, 64 percent. The percentage of vacant housing units in the County, 3.6 percent, was less than that shown for the Region, 4.2 percent; Wisconsin, 5.7 percent; or the nation, 7.3 percent. The lower percentage of vacant housing units may, in part, indicate that persons seeking housing in Washington County may have a somewhat more limited choice of housing units than in other areas. In addition, in 1980 there were 638 seasonal housing units in the County.

Table 15

### TENURE STATUS OF EXISTING HOUSING IN WASHINGTON COUNTY: 1980

Status of Housing Units	Washington County		Region		Wisconsin		United States	
	Total	Percent	Total	Percent	Total	Percent	Total	Percent
Occupied Housing Units.....	26,716	96.4	627,955	95.8	1,652,261	94.3	80,389,673	92.7
Owner Occupied.....	20,314	73.7	389,381	62.0	1,127,367	68.2	51,794,545	64.4
Renter Occupied.....	6,402	23.1	238,574	38.0	524,894	31.8	28,595,128	35.6
Vacant Housing Units....	1,009	3.6	27,791	4.2	100,708	5.7	6,303,150	7.3
Total Year-Round Housing Units	27,725	100.0	655,746	100.0	1,752,969	100.0	86,692,823	100.0

Source: U.S. Bureau of the Census and SEWRPC.

## Measures of Housing Quality

For the purposes of this study, the relative quality of housing in Washington County was determined by comparing information on the cost, age, and renter vacancy rates of housing in Washington County with that of housing in the Region, State, and nation. As shown in Table 16, the median value of \$65,500 for owner-occupied housing units in Washington County was the highest when compared with the other areas. The median monthly contract rent of \$210 for renter-occupied housing units in Washington County was higher than the median contract rents for the State and nation, and only slightly less than the median monthly contract rent for the Region. As further shown in Table 16, the renter vacancy rate of 3.6 percent for Washington County was higher than that recorded for the United States, but less than what was recorded for both the Region and the State.

The relationship between the age of housing units and the quality of housing they provide is very difficult to specify. The quality of original construction and the extent to which a housing unit is regularly maintained strongly influences the quality of housing provided. However, data pertaining to the age of housing units, when evaluated along with other housing characteristics, can provide a basis for determining housing quality and the degree to which existing stock is able to satisfy current housing needs. Table 17 indicates that about 46 percent of the housing units in Washington County were built prior to 1960, a level substantially below that shown for the areas of comparison. Correspondingly, Table 17 shows that about 54 percent of the total housing units in Washington County were built since 1960, a level which is substantially greater than in the areas of comparison. The foregoing analysis would indicate that the housing stock in Washington County is primarily comprised of relatively high-quality housing units.

Table 16

**COST AND RENTER VACANCY RATE FOR  
HOUSING UNITS IN WASHINGTON COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1980**

Characteristic	Washington County	Region	Wisconsin	United States
Median Value, Specified Owner-Occupied Noncondominium Housing Units.....	\$65,500	\$60,271	\$48,600	\$47,300
Median Monthly Contract Rent, Specified Renter-Occupied Housing Units.....	\$ 210	\$ 211	\$ 186	\$ 199
Renter Vacancy Rate (percent).....	3.6	4.5	5.0	2.5

Source: U. S. Bureau of the Census and SEWRPC.

Table 17

**AGE OF YEAR-ROUND HOUSING UNITS IN WASHINGTON COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES**

Year Structure Was Built	Washington County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Before 1940	7,327	26.5	213,394	32.5	642,905	36.6	22,414,352	25.8
1940 to 1949	1,769	6.4	77,590	11.8	176,466	10.1	9,642,209	11.1
1950 to 1959	3,629	13.1	128,901	19.7	254,792	14.5	14,871,096	17.1
1960 to 1969	5,077	18.3	114,226	17.4	276,902	15.8	17,086,673	19.7
1970 to 1974	4,748	17.2	60,539	9.2	188,144	10.7	11,348,219	13.1
1975 to 1978	4,081	14.7	47,754	7.3	168,101	9.6	8,364,798	9.6
1979 to 1980	1,037	3.8	13,391	2.1	49,001	2.7	3,031,370	3.6
Total	27,668	100.0	655,795	100.0	1,756,311	100.0	86,758,717	100.0

Source: U. S. Bureau of the Census and SEWRPC.

### Inadequately Housed Low- and Moderate-Income Households

While most households in Washington County are able to obtain decent, safe, and sanitary housing through the normal operation of the housing market, some low- and moderate-income households are presently inadequately housed. Data regarding existing unmet housing needs are provided for local units of government in Wisconsin through the Housing Information System (HIS) developed and maintained by the Wisconsin Department of Development. The Housing Information System data are widely used as the statistical basis for housing planning in Wisconsin.

Under the Housing Information System, low- and moderate-income households are considered to be inadequately housed if any of the following conditions exist: 1) the unit which they occupy lacks plumbing facilities; 2) there is an average of more than 1.25 persons per room of the unit; 3) the unit is renter occupied and the household pays more than 25 percent of its income for rent; or 4) the unit is owner occupied, is more than 30 years old, and is valued at less than \$10,000 in standard metropolitan statistical areas or less than \$7,500 in other areas.

According to the Wisconsin Information System, in 1983 a total of 1,934 low- and moderate-income households in Washington County were considered to be inadequately housed because they experienced one or more of the above-mentioned housing problems. As indicated in Table 18, this total included 646 elderly households and 1,288 nonelderly households. Homeowners accounted for 327 of these households, or 17 percent of all inadequately housed low- and moderate-income households, while renters accounted for 1,607 of these households, or 83 percent.

Table 18

#### INADEQUATELY HOUSED LOW- AND MODERATE-INCOME HOUSEHOLDS IN WASHINGTON COUNTY: 1980

Tenure Status	Inadequately Housed Low- and Moderate-Income Households					
	Elderly		Nonelderly		Total	
	Number	Percent	Number	Percent	Number	Percent
Owner	182	28.2	145	11.3	327	16.9
Renter	464	71.8	1,143	88.7	1,607	83.1
Total	646	100.0	1,288	100.0	1,934	100.0

Source: Wisconsin Department of Development, Housing Information System; and SEWRPC.

### LAW ENFORCEMENT AND FIRE PROTECTION SERVICES

In 1984, a total of eight law enforcement agencies served the residents of Washington County, including the Washington County Sheriff's Department and seven agencies serving local units of government within the County. In addition, the County's residents are provided fire protection services by 14 fire departments within the County.

Fire protection services in a community are evaluated through fire insurance ratings. In Wisconsin, fire insurance ratings for most properties are established by Insurance Services of Wisconsin, formerly the Fire Insurance Rating Bureau, a nonprofit agency licensed by the State of Wisconsin. Insurance Services of Wisconsin periodically surveys the fire protection systems of municipalities, evaluates the fire defenses by applying the gradings schedule, and, based upon the results, places municipalities in one of 10 classes of fire protection. Table 19 shows the fire protection classes for the units of government in Washington County.

#### LOCAL ECONOMIC DEVELOPMENT ORGANIZATIONS AND CONTACT PERSONS IN WASHINGTON COUNTY

Local public and private development organizations play an important part in community economic development. Public agencies, such as city planning and engineering departments, help plan for the community facilities and services necessary for economic development activities. Local offices of state agencies provide employee training and services for the unemployed. Private development organizations assist in business location and retention strategies, provide business services to their members, and lobby for legislation to improve the overall business climate. Below is a listing of the local development organizations in Washington County.

#### Local Development Corporations

1. Organization: Hartford Area Development Corporation  
 Contact: Mr. Dale Anderson  
 147 N. Rural Road, P. O. Box 305  
 Hartford, Wisconsin 53027  
 (414) 673-7002
2. Organization: West Bend Area Economic Development Corporation  
 Contact: Mr. David Heying  
 President  
 West Bend Marine Bank  
 801 W. Washington Avenue  
 West Bend, Wisconsin 53095  
 (414) 338-2111

Table 19

#### FIRE INSURANCE RATINGS FOR COMMUNITIES IN WASHINGTON COUNTY: 1983

Area	Fire Insurance Rating Class
Cities	
Hartford.....	6
West Bend.....	4
Villages	
Germantown.....	6/9
Jackson.....	6
Kewaskum.....	5
Newburg.....	6
Slinger.....	6
Towns	
Addison	
Allenton.....	7/9
St. Lawrence.....	9
Barton	
Kohlsville.....	9
West Bend.....	4/9
Erin.....	9
Farmington.....	9
Germantown.....	9
Hartford.....	9
Jackson.....	8/9
Kewaskum.....	8/9
Polk	
Jackson.....	8/9
Richfield.....	9
Slinger.....	8/9
Richfield.....	9
Trenton.....	9
Wayne.....	9
West Bend	
Allenton.....	9
Slinger.....	9
West Bend.....	8/9

Source: Insurance Services of Wisconsin, Commercial Lines Manual-Wisconsin (Edition 12-83); and SEWRPC.

Related Economic Development Organizations

1. Organization: Forward Wisconsin, Inc.  
Contact: Mr. Patrick A. LeSage, President  
11270 W. Park Place  
Milwaukee, Wisconsin 53224  
(414) 359-2359
2. Organization: Wisconsin Department of Development  
Contact: Business Development Services  
P. O. Box 7970  
Madison, Wisconsin 53707  
(608) 266-1018
3. Organization: Southeastern Wisconsin Regional Planning Commission  
Contact: Mr. Kurt W. Bauer, Executive Director  
P. O. Box 769  
Old Courthouse Building  
916 N. East Avenue  
Waukesha, Wisconsin 53187  
(414) 547-6721
4. Organization: Jackson Chamber of Commerce  
W213 N16806 Industrial Drive  
Jackson, Wisconsin 53037
5. Organization: Kewaskum Chamber of Commerce  
Kewaskum, Wisconsin 53040
6. Organization: Germantown Area Chamber of Commerce  
Contact: Ms. Jan Shallock, Chamber Executive  
W156 N11251 Pilgrim Road  
Germantown, Wisconsin 53022  
(414) 251-2200
7. Organization: Hartford Area Chamber of Commerce  
Contact: Mr. Dale Anderson  
147 N. Rural Road, P. O. Box 305  
Hartford, Wisconsin 53027  
(414) 673-7002
8. Organization: West Bend Area Chamber of Commerce  
Contact: Mr. Lee Bohlmann, Executive Vice-President  
108 S. Sixth Street  
West Bend, Wisconsin 53095  
(414) 338-2666

## Employment Training Organizations

1. Organization: Waukesha-Ozaukee-Washington County Employment  
Training Consortium  
  
Contact: Mr. Leonard Cors  
Waukesha County Courthouse  
515 W. Moreland Boulevard  
Waukesha, Wisconsin 53186
2. Organization: Wisconsin Department of Development, Customized  
Labor Training Fund  
  
Contact: Wisconsin Department of Development  
123 W. Washington Avenue  
Madison, Wisconsin 53702  
(608) 266-9869

## Chapter III

### DESCRIPTION OF THE POPULATION, LABOR FORCE, AND ECONOMY OF WASHINGTON COUNTY

#### POPULATION TRENDS AND POPULATION CHARACTERISTICS

Planning for economic growth and development in Washington County requires an understanding of the County's overall socioeconomic base. Economic data pertaining to the size and distribution of the population and to such population characteristics as age, sex, size of household, educational attainment, and income serve as measures of the extent of existing and rural development in the County, and as indicators of development patterns and trends. An examination of such data also is important in formulating needed economic development efforts by identifying the local market potential for various consumer products and services; the characteristics of the population available to meet local employment needs; and present and probable future demands for various community facilities and services placed upon society by different groups of people.

#### Historical Population Trends

An important factor in the study of an area's population is its changing size, composition, and spatial distribution over time. A time series analysis of these factors provides an overview of cumulative population growth and thereby provides important insights essential to the proper conduct of a comprehensive economic development planning program. As shown in Table 20, Washington County contained about 22,800 persons in 1890, or about 6 percent of the total population of southeastern Wisconsin. During the following 50-year period, the county population grew to a total of about 28,400 persons, an increase of about 25 percent. This increase in Washington County population, however, was substantially less than the increases in population experienced by the Region, State, and nation of 176 percent, 85 percent, and 109 percent, respectively. From 1940 to 1980, the population of the County grew to about 84,800 persons, an increase of almost 200 percent. This increase was substantially greater than that for the Region, 65 percent; the State, 50 percent; or the nation, 72 percent. The large increase in total population in Washington County between 1940 and 1980 was due, in part, to growth pressure generated by continued urban expansion of the northwest portion of the Milwaukee metropolitan area, and to the ease of accessibility to the urban growth centers of the County via USH's 41 and 45. It is estimated, however, that between 1980 and 1984, the county population only grew to a total of 86,200 persons, an increase of 1.7 percent, in comparison to a 1.6 percent loss of population in the Region, and population gains of 1.5 percent in the State and 3.8 percent in the nation.

The historical population growth of minor civil divisions within Washington County from 1960 to 1980 is shown in Table 21. Washington County overall grew from a total of 46,119 persons in 1960 to 84,848 in 1980, an increase of about

Table 20

**TOTAL POPULATION IN WASHINGTON COUNTY, THE REGION,  
WISCONSIN, AND THE UNITED STATES: 1890-1983**

Year	Population							
	Washington County		Region <sup>a</sup>		Wisconsin		United States	
	Population	Percent Change from Preceding Time Period	Population	Percent Change from Preceding Time Period	Population	Percent Change from Preceding Time Period	Population	Percent Change from Preceding Time Period
1890	22,800	--	386,800	--	1,693,300	--	62,947,700	--
1900	23,600	3.5	501,800	29.7	2,069,000	22.2	75,994,600	20.7
1910	23,800	0.8	631,200	25.8	2,333,900	12.8	91,972,300	21.0
1920	25,700	8.0	783,700	24.2	2,632,100	12.8	105,710,600	14.9
1930	26,600	3.5	1,006,100	28.4	2,939,000	11.7	122,775,000	16.1
1940	28,400	6.8	1,067,700	6.1	3,137,600	6.8	131,669,300	7.2
1950	33,900	19.4	1,240,600	16.2	3,434,600	9.5	151,325,800	14.9
1960	46,100	36.0	1,573,600	26.8	3,952,800	15.1	179,323,200	18.5
1970	63,800	38.4	1,756,100	11.6	4,417,900	11.8	203,302,000	13.4
1980	84,800	32.9	1,764,900	0.5	4,705,800	6.5	226,549,400	11.4
1984 <sup>b</sup>	86,200	1.7	1,736,500	- 1.6	4,774,400	1.5	235,110,000	3.8

<sup>a</sup>The Southeastern Wisconsin Region comprises Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties.

<sup>b</sup>Wisconsin Department of Administration 1984 estimates.

Source: U. S. Bureau of the Census and SEWRPC.

Table 21

**POPULATION IN WASHINGTON COUNTY BY  
CIVIL DIVISION: 1960, 1970, 1980, AND 1984**

Civil Division	1960	1970	1980	1984 <sup>a</sup>	1960-1970 Change		1970-1980 Change		1960-1980 Change		1960-1984 Change		1980-1984 Change	
					Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
<b>Cities</b>														
Hartford.....	5,627	6,499	7,159	7,320	872	15.5	660	10.2	1,532	27.2	1,693	30.1	161	2.2
Milwaukee.....	--	--	2	2	--	--	2	--	2	--	--	--	0	0.0
West Bend.....	9,969	16,555	21,484	21,241	6,586	66.1	4,929	29.8	14,515	145.6	11,272	113.1	-243	-1.1
<b>Villages</b>														
Barton.....	1,569	--	--	--	--	--	--	--	--	--	--	--	--	--
Germantown....	622	6,974	10,729	11,571	6,352	1,021.2	3,755	53.8	10,107	1,624.9	10,949	176.0	842	7.8
Jackson.....	458	561	1,817	1,790	103	22.5	1,256	223.9	1,359	296.7	1,332	29.1	-27	-1.5
Kewaskum.....	1,572	1,926	2,381	2,348	354	22.5	455	23.6	809	51.5	776	49.4	-33	-1.4
Newburg <sup>c</sup> .....	--	--	688	744	--	--	--	--	688	--	--	--	56	8.1
Slinger.....	1,141	1,216	1,612	1,606	75	10.4	396	32.6	471	41.3	465	40.8	-6	-0.4
<b>Towns</b>														
Addison.....	2,072	2,375	2,834	2,954	303	14.6	459	19.3	771	37.2	882	42.6	120	4.2
Barton.....	1,204	1,624	2,493	2,571	420	34.9	869	53.5	1,289	107.1	1,367	113.5	78	3.1
Erin.....	1,133	1,641	2,455	2,497	508	44.8	814	49.6	1,89	16.7	1,364	120.4	42	1.7
Farmington....	1,433	1,734	2,386	2,355	301	21.0	652	37.6	953	66.5	922	64.3	-31	-1.3
Germantown....	3,984	416	267	273	-3,568	-89.6	-149	-35.8	-3,717	-933.0	-3,711	-93.1	6	2.2
Hartford.....	1,870	2,368	3,269	3,220	498	26.6	901	38.0	1,399	74.8	1,350	72.2	-49	-1.5
Jackson.....	1,576	2,844	3,180	3,306	1,268	80.5	336	11.8	1,604	101.8	1,730	109.8	126	4.0
Kewaskum.....	897	1,166	1,243	1,253	269	30.0	77	6.6	346	38.6	356	39.7	10	0.8
Polk.....	2,090	2,846	3,486	3,597	756	36.2	640	22.5	1,396	66.8	1,507	72.1	111	3.2
Richfield.....	3,172	5,923	8,390	8,338	2,751	86.7	2,467	41.7	5,218	164.5	5,166	162.9	-52	-0.6
Trenton.....	2,657	3,178	3,914	3,953	521	19.6	736	23.2	1,257	47.3	1,296	48.8	39	1.0
Wayne.....	1,081	1,214	1,471	1,481	133	12.3	257	21.2	390	36.1	400	37.0	10	0.7
West Bend.....	1,992	2,779	3,588	3,782	787	39.5	809	29.1	1,596	44.5	1,790	89.9	194	5.4
<b>Washington County</b>	<b>46,119</b>	<b>63,839</b>	<b>84,848</b>	<b>86,202</b>	<b>17,720</b>	<b>38.4</b>	<b>21,009</b>	<b>32.9</b>	<b>38,729</b>	<b>84.0</b>	<b>40,083</b>	<b>86.9</b>	<b>1,354</b>	<b>1.6</b>

<sup>a</sup> Wisconsin Department of Administration 1984 population estimates.

<sup>b</sup> Washington County portion only. Total population of the City of Milwaukee in 1980 was 636,297, of which 636,295 resided in Milwaukee County.

<sup>c</sup> The Village of Newburg was incorporated in 1973 from parts of the Town of Trenton in Washington County and the Town of Saukville in Ozaukee County. The population reported above includes only that portion of the Village located in Washington County. Total population of the Village of Newburg in 1980 was 783, of which 95 resided in Ozaukee County.

Source: U. S. Bureau of the Census and SEWRPC.

84 percent. The population growth for the cities, towns, and villages in the County reflects national trends in the movement of population away from large cities to suburban and rural areas. Between 1960 and 1980 almost all communities in Washington County experienced substantial population growth. As shown in Table 21, however, the largest percentage increases in population occurred in the southeastern portion of the County in the Villages of Germantown and Jackson, and in the Towns of Barton, Jackson, and Richfield, as well as in the north-central portion of the County in the City of West Bend.

As shown in Table 22, the population of Washington County is becoming increasingly concentrated in the urban areas of the County. In 1910 a total of 2,982 persons, or about 12 percent of the county population, resided in urban areas, and 20,802 persons, or about 88 percent, resided in rural areas. Between 1910 and 1980 the urban population steadily increased. In 1980, there were a total of 39,382 persons, or about 46 percent, residing in urban areas of the County, while 45,466 persons, or about 54 percent, resided in rural areas of the County. Also, recent land development trends in the County would indicate that rural nonfarm residents in the County are comprising a steadily increasing proportion of total rural residents in the County.

It should be noted that the rural nonfarm population in the County is becoming increasingly comprised of urban dwellers who are living in scattered locations throughout the rural and rural/urban fringe areas of the County, and who are not involved in typical farming activities. Despite their rural surroundings, these residents require basic urban services and facilities, which are generally costly and inefficient to provide to scattered, isolated residential areas. Moreover, scattered urban development in rural areas, unlike planned urban development, lessens the viability of the area for farming; results in deterioration of the natural resource base; and in general lessens the opportunity for an economic base to become established.

### Age Composition

Knowledge of the age composition of the population is important to the formulation of a sound, comprehensive economic development program plan, since the ages at which a person completes his or her schooling, enters the labor market, marries, begets a family, or retires from the labor force all have economic implications. Since each age group exerts different demands on the County for facilities and services, it is important to know the number of persons currently in each group. The needs of an older, more mature population are quite different from those of the younger population. Moreover, each group contributes differently to the economic support of society. Table 23 compares the 1980 age distribution of the population in Washington County to the age distribution in the Southeastern Wisconsin Region, Wisconsin, and the United States. As shown in the table, the age distribution in Washington County is similar to that in the areas of comparison. However, the County showed slight over-representation of the populations in the under 5, 5 to 9, 10 to 14, 15 to 19, 30 to 34, and 35 to 44 age categories. Also, the slight under-representation of the county population in the 20 to 24 year age category may, in part, be the result of a shortage of entry-level jobs in the County, and the availability of entry-level jobs in the Milwaukee urban area. Figure 1 graphically shows the age composition by sex for Washington County. The lack of any strong deviation of the age distribution in Washington County in comparison to that of the Region, State, and nation indicates that a relatively good supply of workers of all ages is available to the County's labor force.

Table 22

**URBAN AND RURAL POPULATION IN  
WASHINGTON COUNTY: CENSUS YEARS 1890-1980**

Year	Population									
	Urban		Rural				Total Rural <sup>a</sup>		Total	
			Nonfarm		Farm					
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1890	0	--	--	--	--	--	22,751	100.0	22,751	- 2.9 <sup>b</sup>
1900	0	--	--	--	--	--	23,589	100.0	23,589	3.7
1910	2,982	12.5	--	--	--	--	20,802	87.5	23,784	0.8
1920	7,893	30.7	--	--	--	--	17,820	69.3	25,713	8.1
1930	8,514	32.1	5,134	19.3	12,903	48.6	18,037	67.9	26,551	3.3
1940	9,362	32.9	6,534	23.0	12,534	44.1	19,068	67.1	28,430	7.1
1950	11,398	33.6	11,876	35.0	10,628	31.4	22,504	66.4	33,902	19.2
1960	15,596	33.8	22,020	47.8	8,503	18.4	30,523	66.2	46,119	36.0
1970	30,028	47.0	27,134	42.5	6,677	10.5	33,811	53.0	68,839	38.4
1980	39,382	46.4	42,573	50.2	2,893	3.4	45,466	53.6	84,848	32.9

<sup>a</sup>The rural population has been divided into rural farm and rural nonfarm since the 1930 census.

<sup>b</sup>Percent change from the preceding census.

Source: U. S. Bureau of the Census and SEWRPC.

Table 23

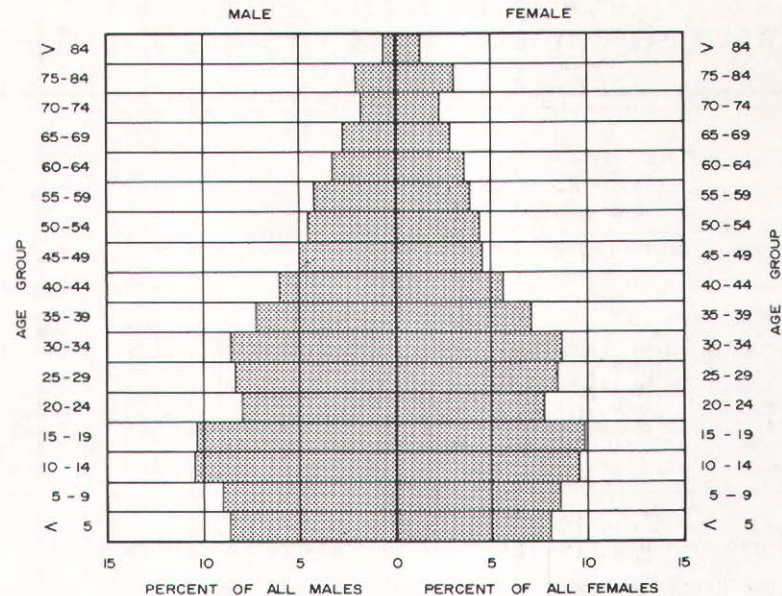
**AGE COMPOSITION OF THE POPULATION IN WASHINGTON COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1980**

Age Group	Population							
	Washington County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Under 5	7,108	8.4	128,085	7.3	346,940	7.4	16,348,254	7.2
5-9	7,420	8.7	127,834	7.2	344,804	7.3	16,699,956	7.3
10-14	8,481	10.0	146,252	8.3	392,247	8.3	18,242,129	8.1
15-19	8,582	10.1	168,897	9.6	466,612	9.9	21,168,124	9.3
20-24	6,634	7.8	166,934	9.5	450,026	9.6	21,318,704	9.4
25-29	7,079	8.3	153,984	8.7	401,915	8.5	19,520,919	8.6
30-34	7,273	8.6	134,573	7.6	348,115	7.4	17,560,920	7.8
35-44	10,964	13.0	194,058	11.0	501,973	10.7	25,634,710	11.3
45-54	7,875	9.3	182,119	10.3	452,945	9.6	22,799,787	10.1
55-59	3,409	4.0	90,688	5.1	229,046	4.9	11,615,254	5.1
60-64	2,898	3.4	76,201	4.3	206,947	4.4	10,087,621	4.5
65 and Older	7,125	8.4	195,294	11.1	564,197	12.0	25,549,427	11.3
Total	84,848	100.0	1,764,919	100.0	4,705,767	100.0	226,545,805	100.0
Median Age	28.0	--	29.7	--	29.4	--	30.0	--

Source: U. S. Bureau of the Census and SEWRPC.

Figure 1

### AGE COMPOSITION BY SEX FOR WASHINGTON COUNTY



Source: U. S. Bureau of the Census and SEWRPC.

Table 23 also indicates the median age for the County, Region, State, and nation. The median age in the County is 28.0 years, which is somewhat lower than in the areas of comparison.

#### Sex Composition

In most populations, the number of males and females is nearly equal, with males slightly outnumbering females at the younger ages and females slightly outnumbering males at the older ages. To the extent that large imbalances in sex composition affect social, economic, and community life, a measure of sex composition is important to comprehensive economic development planning. Large imbalances in sex composition tend to be unusual and temporary, but where they do occur, they normally tend to be removed by the passing of generations.

The population in Washington County shows only a slight deviation from other areas when examining the distribution of the population by sex (see Table 24). In 1980, the resident population of Washington County was about 50 percent male and about 50 percent female. As shown in Table 24, females outnumber males by only a fraction of a percent, while in the areas of comparison females outnumber males by a range of about 2 to 3 percent. The larger percentage of males in the Washington County population, when compared to the areas of comparison, to some degree affects the size of the County's labor force. This situation is discussed under the section of this chapter entitled "Labor Force Characteristics."

#### Racial Composition

The race and ethnic origin of a population are significant because they are indices of cultural background and significant social distinctions. These categories are white, black, and other nonwhite (i.e., American Indian and Indo-

Table 24

**SEX COMPOSITION OF THE POPULATION IN WASHINGTON COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1980**

Area	Male		Female		Total	
	Number	Percent	Number	Percent	Number	Percent
Washington County....	42,263	49.8	42,585	50.2	84,848	100.0
Region.....	854,125	48.4	910,794	51.6	1,764,919	100.0
Wisconsin.....	2,305,427	49.0	2,400,340	51.0	4,705,767	100.0
United States.....	110,053,161	48.6	116,492,644	51.4	226,545,805	100.0

Source: U. S. Bureau of the Census and SEWRPC.

Table 25

**RACIAL COMPOSITION OF THE POPULATION IN WASHINGTON COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1980**

Area	Black		White		Other Nonwhite		Total	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Region Population
Washington County....	67	0.08	84,304	99.36	477	0.56	84,848	4.8
Region.....	167,876	9.51	1,558,076	88.28	38,967	2.21	1,764,919	100.0
Wisconsin.....	182,592	3.90	4,443,035	94.40	80,140	1.70	4,705,767	--
United States.....	26,495,025	11.70	188,371,622	83.15	11,679,158	5.15	226,545,805	--

Source: U. S. Bureau of the Census and SEWRPC.

Asian). All persons of Spanish descent, including Mexican and Puerto Rican ancestry, are classified as white by the U. S. Bureau of the Census. Table 25 indicates the racial composition of the population in Washington County, the Region, Wisconsin, and the United States for 1980. As shown in the table, the nonwhite population in Washington County comprises less than 1 percent of the total population in the County. As further shown in the table, the percent of the nonwhite population in the County is well below the percentages of non-white population in the areas of comparison.

### Income Characteristics

One indicator of the general trend in the economic status of Washington County is income. The 1979 average household income and per capita income of persons 15 years of age and older in Washington County, the Region, Wisconsin, and the United States is shown in Table 26. The table indicates that the income levels in Washington County are generally higher than in the areas of comparison. The table indicates that the income categories of \$15,000 to \$19,999, \$20,000 to \$29,999, \$30,000 to \$39,999, and \$40,000 to \$49,999 include 68 percent of the households in the County, compared to 59 percent in the Region, 54 percent in the State, and 51 percent in the United States. Conversely, the income categories in the \$0 to \$4,999, \$5,000 to \$9,999, and \$10,000 to \$14,999 include a smaller percentage of the total households in the County than in the areas of comparison. As further shown in Table 26, the median, mean, and per capita income levels for Washington County are higher than those for the areas of comparison.

Table 26

**AVERAGE HOUSEHOLD INCOME AND PER CAPITA INCOME  
OF PERSONS 15 YEARS AND OLDER IN WASHINGTON COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1979**

Income	Households							
	Washington County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
\$0-\$4,999	1,760	6.6	59,308	9.4	181,943	11.0	10,663,441	13.2
\$5,000-\$9,999	2,656	9.9	83,645	13.3	259,020	15.7	12,772,409	15.9
\$10,000-\$14,999	2,927	10.9	82,607	13.1	248,555	15.0	12,342,073	15.3
\$15,000-\$19,999	3,920	14.7	87,216	13.9	249,541	15.1	11,379,049	14.1
\$20,000-\$29,999	8,259	30.9	161,400	25.6	401,832	24.3	17,441,615	21.7
\$30,000-\$39,999	4,357	16.3	87,240	13.9	182,148	11.0	8,582,674	10.7
\$40,000-\$49,999	1,549	5.8	35,701	5.7	68,236	4.1	3,594,101	4.5
\$50,000 and Over	1,309	4.9	32,100	5.1	63,502	3.8	3,692,065	4.6
Median.....	\$21,989	--	\$20,096	--	\$17,680	--	\$16,841	--
Mean.....	23,984	--	22,756	--	20,382	--	20,306	--
Per Capita.....	7,609	--	8,154	--	7,243	--	7,298	--
Total Households	26,716	100.0	627,955	100.0	1,652,261	100.0	80,389,673	100.0

Source: U. S. Bureau of the Census and SEWRPC.

Table 27

**NONINSTITUTIONALIZED PERSONS BELOW THE POVERTY LEVEL IN 1979  
IN WAUKESHA COUNTY, THE REGION, WISCONSIN, AND THE UNITED STATES**

Poverty Status	Area							
	Washington County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Persons Below the Poverty Level.....	3,861	4.6	136,732	7.9	397,813	8.7	27,392,580	12.4
Total Persons Above and Below the Poverty Level....	83,963	100.0	1,727,257	100.0	4,582,005	100.0	220,845,766	100.0

Source: U. S. Bureau of the Census and SEWRPC.

The higher household and per capita incomes in Washington County have important implications for the economic development of the County. The higher incomes in the County would indicate that consumer spending may be relatively higher in the County than in other counties of similar size. The higher household and per capita incomes in the County provide a potential market for the expansion and development of consumer-oriented businesses.

This income data, however, should be considered in relation to other factors when measuring the economic health of an area. The income data for Washington County indicate that the County's economy provides a relatively high standard of living for county residents. However, the data can give a false sense of economic success because they do not take into consideration geographic variations in the cost of living. Also, the data do not reflect differences in consumer purchasing power in both high- and low-cost areas. Furthermore, the income data fail to reflect the different impacts of federal, state, and local taxation. This factor is particularly significant in view of the relatively high state income taxes in Wisconsin.

### Persons in Poverty

Table 27 indicates the number and proportion of noninstitutionalized persons with incomes below the poverty level in 1979 in Washington County, the Region, Wisconsin, and the United States. As shown in the table, a signifi-

Table 28

**NUMBER OF HOUSEHOLDS AND PERSONS PER HOUSEHOLD  
IN WASHINGTON COUNTY, THE REGION, WISCONSIN,  
AND THE UNITED STATES: 1960-1980**

Area	Household			Percent Change			Number of Persons per Household		
	1960	1970	1980	1960-1970	1970-1980	1960-1980	1960	1970	1980
Washington County....	12,532	17,385	26,716	38.7	53.7	113.2	3.64	3.63	3.14
Region.....	465,913	536,485	627,955	15.1	17.0	34.8	3.30	3.20	2.75
Wisconsin.....	1,146,040	1,328,804	1,652,261	16.0	24.3	44.2	3.36	3.22	2.77
United States.....	53,023,875	62,874,000	80,389,673	19.5	27.9	51.6	3.33	3.14	2.75

Source: U. S. Bureau of the Census and SEWRPC.

cantly lower proportion of persons are below the poverty level in the County than in the Region, State, and nation. In 1979, 3,861 persons, or about 4.6 percent of the noninstitutionalized population of the County, had incomes that were considered below the poverty level, with the Region, State, and nation showing percentages of 7.9, 8.7, and 12.4, respectively. However, it is the perception of the OEDP Committee that the current number of persons in poverty in the County may be substantially greater than the number shown for 1980.

### Household Composition

A household is composed of all persons who occupy a group of rooms or a single room which constitutes a housing unit, i.e., separate living quarters. A household is a useful unit of analysis for comprehensive planning purposes and various market studies. All persons not living in households are classified as living in group quarters such as hospitals for the chronically ill, homes for the aged, correctional institutions, colleges dormitories, and military barracks.

Table 28 shows that between 1960 and 1980 the number of households in Washington County grew from a level of 12,532 to a level of 26,716, an increase of about 113 percent. During that same period, the number of households in the Region, State, and nation increased 35 percent, 44 percent, and 53 percent, respectively. As further shown in Table 28, the number of persons per household declined from 3.64 in 1960 to 3.14 in 1980. The areas of comparison also showed similar decreases in the number of persons per household, with Washington County households having the largest number of persons per household when compared to the other areas. The data shown in Table 28 reflect the national trend of household growth exceeding population growth.

### School Enrollment

School officials, local government officials, and taxpayers are well aware of the increasing cost of education. One reason for these increasing costs over the 1950 to 1970 time period was the rapid increase in school enrollments across the nation. However, as shown in Table 29, school enrollment for grades kindergarten through high school in Washington County grew only about 12 percent between 1970 and 1980. It is important to note, however, that this enrollment increase compares with a 20 percent decrease in enrollment in the Region. Furthermore, between 1980 and 1983, most of the public school districts in the County experienced either stable or declining enrollments. Map 14 graphically shows the relative changes in public school enrollment in the Region between

Table 29

**SCHOOL ENROLLMENT, GRADES KINDERGARTEN THROUGH  
HIGH SCHOOL, IN WASHINGTON COUNTY, THE REGION,  
WISCONSIN, AND THE UNITED STATES: 1970 AND 1980**

Area	Enrollment		Percent Change 1970-1980
	1970	1980	
Washington County.....	19,086	21,292	11.6
Region.....	468,387	377,159	-19.5
Wisconsin.....	1,184,416	1,014,036	-14.4
United States.....	50,715,251	47,245,559	-6.8

Source: U. S. Bureau of the Census and SEWRPC.

1980 and 1983. As previously discussed, between 1960 and 1980 the total number of households in Washington County increased about 113 percent. The large increase in the total number of households in the County, and the small increase in school enrollment in the County, provides further indication that the County is following the national trend of household growth exceeding population growth.

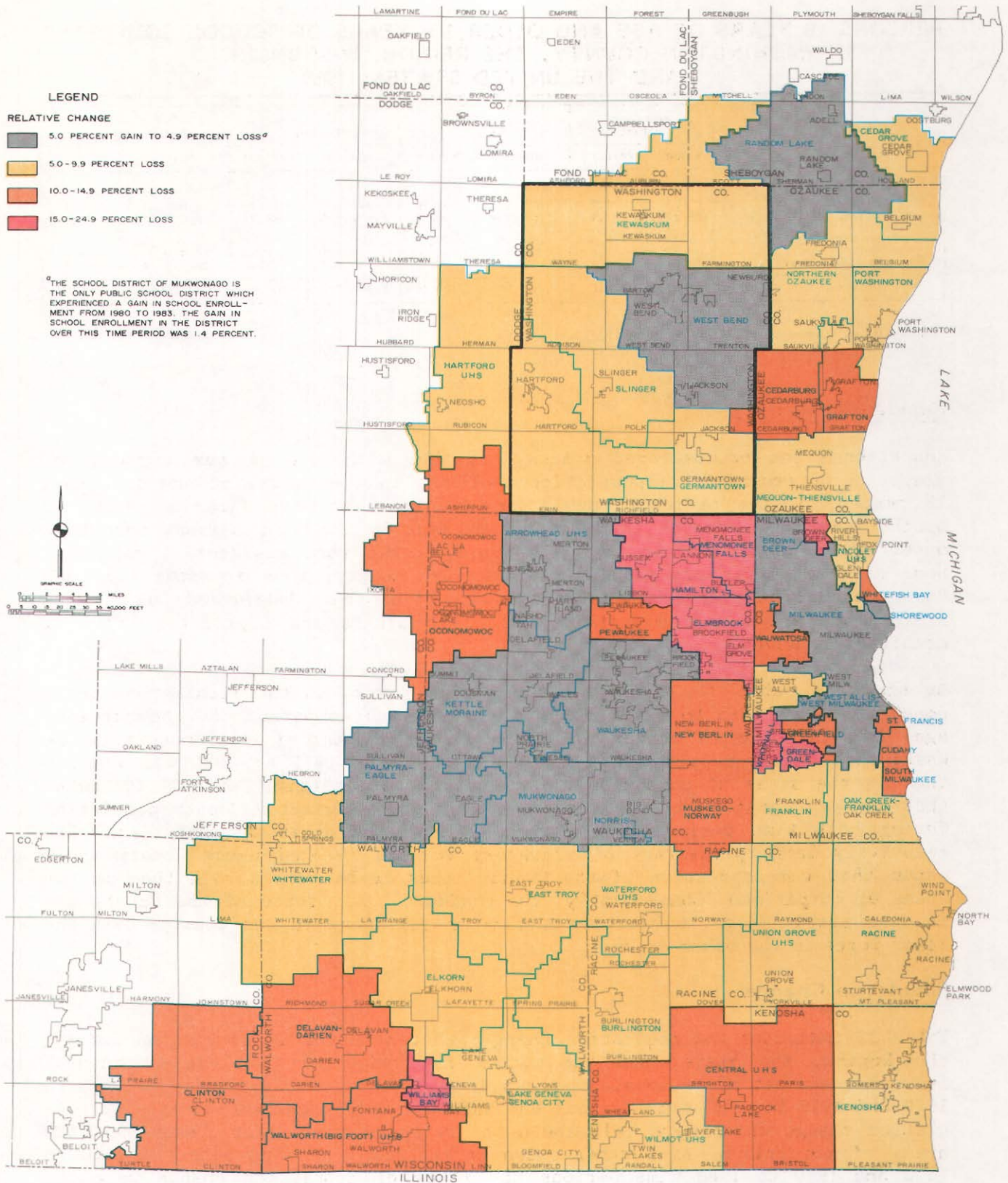
### Educational Attainment

The level of formal education attained is a significant determinant of the social and economic status of the population. For many people, the ability to participate in and understand the complex technological changes occurring in society today is directly related to the extent of their formal education. Persons with less than a fifth grade education are considered functionally illiterate. Such persons are generally relegated to unskilled jobs in a technologically advancing society and often find themselves part of the unemployed labor force. Since most required formal education is completed by age 18, educational attainment is most relevant when related to the population 18 years of age and older. Table 30 indicates the educational attainment of this age group in 1980 for Washington County, the Region, the State, and the nation. As indicated in the table, persons 18 years of age and older having completed four years of high school represented 47 percent of the county population, while the persons in this group in the Region, Wisconsin, and the United States comprised 41 percent, 42 percent, and 36 percent of their total populations, respectively. The table also indicates that persons 18 years of age and older having one to three years, four years, or five or more years of college represented 14 percent, 8 percent, and 4 percent of the Washington County population, respectively--slightly lower percentages than those shown for the Region, State, and nation.

Employers often regard educational attainment as an important indication of a worker's job readiness and, in most cases, require that a potential employee, at a minimum, complete his/her high school education. Table 30 indicates that overall, about 73 percent of the persons 18 years of age and older in Washington County have completed four years of high school education, compared with 72 percent, 71 percent, and 68 percent for the Region, State, and nation, respectively. The educational attainment of the County's population 18 years of age and older does not present a problem for local employers, and, in fact, enhances the quality of the local labor force.

# Map 14

## RELATIVE PUBLIC SCHOOL ENROLLMENT CHANGES IN THE REGION: 1980-1983



Source: SEWRPC.

Table 30

**PERSONS 18 YEARS OF AGE AND OLDER BY YEARS OF SCHOOL COMPLETED  
IN WASHINGTON COUNTY, THE REGION, WISCONSIN,  
AND THE UNITED STATES: 1980**

Education	Washington County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Elementary Through High School								
One to Three Years.....	15,031	26.7	350,714	27.8	945,674	28.3	51,697,642	31.8
High School, Four Years....	26,514	47.0	510,428	40.5	1,413,216	42.2	59,069,903	36.3
College								
One to Three Years.....	8,035	14.3	217,090	17.2	548,953	16.4	28,289,943	17.4
Four Years.....	4,426	7.8	108,972	8.6	258,175	7.7	12,939,870	8.0
Five or More Years.....	2,346	4.2	73,601	5.9	180,312	5.4	10,519,122	6.5
<b>Total</b>	<b>56,352</b>	<b>100.0</b>	<b>1,260,805</b>	<b>100.0</b>	<b>3,346,330</b>	<b>100.0</b>	<b>162,516,480</b>	<b>100.0</b>

Source: U. S. Bureau of the Census and SEWRPC.

### Residential Mobility

Educational and occupational status, together with age and sex composition, are prime determinants of population mobility. In the course of any one year, 18 percent of the nation's population is likely to move from one house to another. However, some of these moves are made by the same persons more than once. These moves are represented simply by the term residential mobility. Some of these moves are made within the same county, some are made from one county to another, and some from one state to another. Intracounty and intra-state moves are termed migratory, while the others are considered local or nonmigratory moves.

As shown in Table 31, the percentage of nonmovers in the Washington County population from 1965 to 1970 and 1975 to 1980 was comparable to the percentages for the areas of comparison. Also, the percentage of local movers in the Washington County population from 1965 to 1970 and 1975 to 1980 was smaller than in the areas of comparison. Perhaps most importantly, Table 31 indicates that the percentages of migratory movers in the Washington County population during both time periods were larger than in the areas of comparison. The relatively large percentage of migratory workers in Washington County indicates that the population of the County tends to be more mobile than in the areas of comparison. Consequently, the resident labor force of the County may be less stable--e.g., subject to a shorter residency in the County--than the labor force in the other areas.

### Population Change

Table 32 indicates the population changes that occurred in Washington County, the Region, the State, and the nation from 1960 to 1980 due to natural increases and net migrations. As shown in the table, during both the 1960 to 1970 and 1970 to 1980 time periods Washington County experienced rates of population change which were well above the rates of population change for the areas of comparison. As further shown in the table, during both the 1960 to 1970 and 1970 to 1980 time periods the rates of population change were the result of relatively high rates of natural increase and net in-migration. From 1960 to 1970, the population in Washington County increased 38 percent, an increase attributable to a rate of natural increase of about 17 percent and a

Table 31

**RESIDENTIAL MOBILITY OF THE POPULATION 5 YEARS OF AGE  
AND OLDER IN WASHINGTON COUNTY, THE REGION, WISCONSIN,  
AND THE UNITED STATES: 1965-1970 AND 1975-1980**

Area and Time Period	Nonmovers		Local Movers		Migratory Movers		Abroad		Moved--No Report on Last Residence		Total Population <sup>a</sup>
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
Washington County 1965-1970 1975-1980	32,697 42,095	57.2 54.2	9,981 15,976	17.4 20.6	12,133 19,384	21.2 25.0	175 184	0.3 0.2	2,199 N/A	3.8 N/A	57,185 77,639
Region 1965-1970 1975-1980	896,919 913,195	56.0 55.8	398,447 458,044	24.9 28.0	206,891 253,045	12.9 15.4	10,452 13,449	0.6 0.8	90,072 N/A	5.6 N/A	1,062,781 1,637,733
Wisconsin 1965-1970 1975-1980	2,332,293 2,797,567	57.8 59.5	896,232 1,111,150	22.2 23.6	600,345 767,649	14.9 16.3	23,443 29,401	0.6 0.6	183,479 N/A	4.5 N/A	4,035,792 4,705,767
United States 1965-1970 1975-1980	98,563,661 112,645,416	53.0 53.5	43,356,797 52,749,574	23.3 25.1	31,736,866 40,946,465	17.1 19.5	2,696,618 3,931,836	1.4 1.9	9,740,880 N/A	5.2 N/A	186,094,822 210,323,291

NOTE: N/A indicates data are not available, and are not expected to become available.

<sup>a</sup>Denotes population 5 years of age and older.

Source: U.S. Bureau of the Census and SEWRPC

Table 32

**RATES OF POPULATION CHANGE, NATURAL INCREASE,  
AND NET MIGRATION FOR WASHINGTON COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1960-1980**

Area	1960-1970			1970-1980		
	Population Change	Natural Increase	Net Migration	Population Change	Natural Increase	Net Migration
Washington County....	38.4	17.6	20.8	32.9	11.2	21.7
Region.....	11.6	12.9	-1.3	0.5	6.4	-5.9
Wisconsin.....	11.8	11.8	0.0	6.5	6.2	0.3
United States.....	13.3	11.5	1.8	11.4	5.9	5.5

Source: U. S. Bureau of the Census, Wisconsin Department of Health and Social Services,  
and SEWRPC.

rate of net in-migration of about 21 percent. From 1970 to 1980, the total county population increased about 33 percent, an increase resulting from a rate of natural increase of about 11 percent and a rate of net in-migration of about 22 percent. It should also be noted that while the large population increases in Washington County from 1960 to 1970 and 1970 to 1980 were primarily due to net in-migration, the relatively small population increases in the areas of comparison for both time periods were primarily due to natural increase and out-migration.

Although the resident population level of the Region remained virtually unchanged between 1970 and 1980, significant geographic shifts in the Region's population distribution continued to occur (see Table 33). The total population of Milwaukee County decreased by about 93,700 residents between 1970 and 1980--a decrease of about 9 percent. This decrease was the result of a 15 percent net decrease in the rate of migration and a 6 percent natural increase rate. In addition, both Kenosha and Racine Counties experienced relatively small increases in population growth because of the off-setting effects of net out-migration on natural increase. The largest increase in population in the Region between 1970 and 1980 occurred in Washington County, where the total population increased about 33 percent, with 11 percent due to natural increase and 22 percent due to net in-migration. Waukesha, Walworth, and Ozaukee Counties also experienced increases in population, due largely to the effect of relatively high rates of net in-migration.

Table 33

**RATES OF POPULATION CHANGE  
BASED ON NATURAL INCREASE  
AND NET MIGRATION FOR THE  
REGION BY COUNTY: 1970-1980**

County	Rate of Population Change: 1970-1980 (percent)		
	Total Change	Natural Increase	Net Migration
Kenosha.....	4.5	6.6	- 2.1
Milwaukee.....	- 8.9	5.8	-14.7
Ozaukee.....	19.9	8.8	11.1
Racine.....	1.1	7.5	- 6.4
Walworth.....	12.2	3.8	8.4
Washington.....	32.8	11.2	21.6
Waukesha.....	20.6	7.8	12.8
Region	0.04	6.5	- 6.4

Source: Wisconsin Department of Health and Social Services, Bureau of Health Statistics, and SEWRPC.

### Population Projections

Population projections for the Region in the year 2010 range from a high of approximately 2,287,400 persons under the optimistic population scenario to about 1,500,600 persons under the pessimistic scenario, with the intermediate population level being 1,853,700 persons. In comparison to the 1980 regional population of 1,764,919 persons, these population levels represent an increase of nearly 30 percent and 5 percent under the optimistic and intermediate projections and a decrease of nearly 15 percent under the pessimistic projection. These projected population levels are shown in Table 34.

Some of the most important changes that may be expected to occur in the coming decades will be an overall decrease in the population in the 0-19 year old age group from the 1980 level, and a significant increase in the population 65 years of age and older over the corresponding 1980 level. The 0-19 age group is expected to include between 23 and 25 percent of total residents under all three scenarios in the year 2010, representing a sharp decrease in comparison to 1980, when this group accounted for 32 percent of the total regional population. The retirement age population--those residents 65 years of age and older--is expected to show dramatic increases in 2010 under all three scenarios. This age group is projected to rise from a 1980 base level of 195,300

Table 34

### HISTORIC AND FORECAST POPULATIONS FOR WASHINGTON COUNTY AND THE REGION: 1970-2010

Year	Type of Data	Washington County		Region	
		Number	Percent Change	Number	Percent Change
1970	Actual.....	63,800	38.4 <sup>a</sup>	1,756,100	11.6 <sup>a</sup>
1980	Actual.....	84,800	32.9 <sup>a</sup>	1,764,900	0.5 <sup>a</sup>
2010	Optimistic.....	162,400	91.5 <sup>b</sup>	2,287,400	29.6 <sup>b</sup>
	Intermediate....	109,400	29.0 <sup>b</sup>	1,852,500	5.0 <sup>b</sup>
	Pessimistic.....	73,500	-13.3 <sup>b</sup>	1,500,600	-15.0 <sup>b</sup>

<sup>a</sup>Percent change calculated from the actual population of the previous decade.

<sup>b</sup>Percent change calculated from the actual 1980 population.

Source: U. S. Bureau of the Census and SEWRPC.

persons to 381,000 persons under the optimistic scenario and 261,500 persons under the pessimistic scenario. These figures represent increases of 185,700 and 66,200 persons, respectively, by the year 2010. In that year, approximately 17 percent of the population will fall into that age category under all three scenarios, a substantial increase in comparison to 1980, when approximately 11 percent of the population fell into that category.

As indicated in Table 34, Washington County's population is projected to increase from 84,800 persons in 1980 to 162,400 persons in 2010 under the optimistic population scenario. The population of Washington County would also increase under the intermediate scenario, but to a total of only 109,400 persons, an increase of 29 percent. The Washington County population would decrease to 73,500 persons, or by 13 percent, under the pessimistic scenario.

## LABOR FORCE CHARACTERISTICS

The quality and size of the community's labor force are important factors influencing the economic development of an area. The quality and size of a community's labor force is a key consideration of business executives in business facility and industrial plant location decisions. This section presents pertinent information on the County's labor force, including information on the historic trends in the size and composition of the labor force and characteristics of the unemployed segments of the labor force.

### Historic Labor Force Trends

By definition, the labor force of an area consists of all of its residents 16 years of age or older who are either employed at one or more jobs or temporarily unemployed. Historical changes in the size, composition, and distribution of an area's labor force can indicate changes in the economy of the area, population growth or decline, especially in the working age groups, and population movement from one area to another, and provide insight into the migration habits and mobility of the population.

Table 35

**COMPARATIVE CIVILIAN LABOR FORCE SIZE IN WASHINGTON COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1960-1980**

Area	Labor Force			Percent Change		
	1960 <sup>a</sup>	1970 <sup>a</sup>	1980 <sup>b</sup>	1960-1970	1970-1980	1960-1980
Washington County....	17,384	25,727	42,044	48.0	63.4	141.9
Region.....	636,901	736,078	876,152	15.6	19.0	37.6
Wisconsin.....	1,527,722	1,774,008	2,263,413	16.1	27.6	48.2
United States.....	68,144,079	80,051,046	104,449,817	17.5	30.5	53.3

<sup>a</sup> Fourteen years of age and older.

<sup>b</sup> Sixteen years of age and older.

Source: U. S. Bureau of the Census; Wisconsin Department of Industry, Labor and Human Relations; and SEWRPC.

Table 35 shows the changes that have occurred in the size of the labor force in Washington County, the Region, the State, and nation from 1960 to 1980. From 1960 to 1980, the county labor force grew by 142 percent, a rate of growth that was substantially greater than that for the Region, 38 percent; the State 48 percent; or the nation, 53 percent. As further shown in Table 35, Washington County, as well as the areas of comparison, showed substantial increases in the rate of labor force growth during the 1960's and 1970's. It should be noted that while overall, the Region, State, and nation experienced substantial increases in labor force growth between 1960 and 1980, the rate of labor force growth in the County from 1970 to 1980 was much greater than in the areas of comparison. The higher growth rate in the county labor force between 1970 and 1980 was primarily due to the rapid development and population growth that occurred in the urban growth centers of the County, as well as in the outlying rural areas of the County. The relatively high levels of county labor force growth indicate that a sufficient labor pool should be available to meet the labor needs of businesses seeking to locate or expand in the County.

### Age Composition

The age composition of an area's labor force is significant in that it affects the ability of the labor force to fill a range of employment opportunities--from relatively unskilled occupations that are usually filled by younger workers, to moderately and highly skilled occupations that are usually filled by more mature workers. Table 36 shows the 1980 age composition of the labor force in the County, the Region, the State, and the nation. The percentages of young workers, mature workers, and older workers in the Washington County labor force are basically comparable to the percentages of workers in these categories in the Region, State, and nation. It should be noted, however, that there is a slight over-representation of young workers (16 to 19 years of age) in Washington County. The overall age composition of the civilian labor force in Washington County would indicate that a full range of labor needs can be met in the County by the existing labor force.

### Sex Composition

The sex composition of an area's labor force is an important factor in economic development planning since females continue to constitute an increasingly larger proportion of the work force. The recent national trend of increasing participation by females in the labor force is reflected in Table 37. The table indicates that the number of female workers in the labor

Table 36

**AGE COMPOSITION OF THE CIVILIAN LABOR FORCE IN WASHINGTON COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1980**

Area	Civilian Labor Force						Total Civilian Labor Force
	Young Workers 16-19 Years		Mature Workers 20-64 Years		Older Workers 65 Years and Older		
	Number	Percent	Number	Percent	Number	Percent	
Washington County....	4,285	10.2	36,863	87.7	896	2.1	42,044
Region.....	81,011	9.3	771,655	88.1	23,486	2.6	876,152
Wisconsin.....	212,775	9.4	1,983,263	87.6	67,375	3.0	2,263,413
United States.....	8,148,628	7.8	93,079,934	89.1	3,221,255	3.1	104,449,817

Source: U. S. Bureau of the Census and SEWRPC.

Table 37

**COMPARATIVE CIVILIAN LABOR FORCE COMPOSITION BY SEX FOR  
WASHINGTON COUNTY, THE REGION, WISCONSIN, AND THE UNITED STATES**

Area	Civilian Labor Force						Percent Change		
	1960 <sup>a</sup>		1970 <sup>b</sup>		1980 <sup>b</sup>		1960- 1970	1970- 1980	1960- 1980
	Number	Percent	Number	Percent	Number	Percent			
Washington County									
Male	12,437	71.5	16,238	63.1	24,632	58.6	30.6	51.7	98.1
Female	4,947	28.5	9,489	36.9	17,412	41.4	91.8	83.5	252.0
Region									
Male	430,601	67.6	451,094	61.3	496,957	56.7	4.8	10.2	15.4
Female	206,300	32.4	284,984	38.7	379,195	43.3	38.1	33.1	83.8
Wisconsin									
Male	1,056,747	68.9	1,108,584	62.5	1,299,739	57.4	4.9	17.2	23.0
Female	476,194	31.1	665,424	37.5	963,674	42.6	39.7	44.8	102.4
United States									
Male	45,762,669	67.2	49,549,239	61.9	59,926,488	57.4	8.3	20.9	31.0
Female	22,381,410	32.8	30,501,807	38.1	44,523,329	42.6	36.3	46.0	98.9

<sup>a</sup> Fourteen years of age and older.

<sup>b</sup> Sixteen years of age and older.

Source: U. S. Bureau of the Census and SEWRPC.

force in Washington County grew from 4,947 persons, or about 28 percent, in 1960, to 17,412 workers, or about 41 percent, in 1980. Table 37 also indicates that between 1960 and 1980, the male and female labor force in Washington County grew about 98 percent and about 252 percent, respectively, levels of labor force growth substantially greater than those shown for the areas of comparison. Table 37 also indicates that, while there has been a steady increase in the percentage of females in the total labor force in Washington County, this percentage has always been below the percentage of females in the labor force in the areas of comparison. This trend may have the effect of slightly reducing, in relative terms, the number of female workers available to meet the labor needs of business firms in Washington County.

### Labor Force Participation

Table 38 shows the labor force participation rates for Washington County, the Region, Wisconsin, and the United States in 1980. In 1980, the labor force participation rate in Washington County was 64.8 percent, representing an increase of 0.6 percent over the 1970 rate of 64.2 percent. The 1970 labor force participation rate for the County was higher than the participation rates for the areas of comparison.

In 1980, the county labor force participation rate of 64.8 percent was lower than the participation rate for the Region, but substantially greater than the rates for the State and nation. This higher level of labor force participation in Washington County provides a relatively large labor pool for the expansion and development of business firms in the County. The increase in the labor force participation rate in the County is due primarily to the increase in the number of females in the labor force from 1970 to 1980.

Table 39 shows the 1980 labor force participation rates by sex and age for Washington County, the Region, the State, and the nation. The County's average participation rates for younger male workers and mature male workers are comparable or higher than those shown for the areas of comparison. The County's average participation rate for younger female workers was higher than those for the areas of comparison. However, the County's average participation rate for mature female workers was higher than those for the State and nation but lower than that for the Region.

Table 38

#### CIVILIAN LABOR FORCE PARTICIPATION RATES FOR WASHINGTON COUNTY, THE REGION, WISCONSIN, AND THE UNITED STATES: 1960, 1970, AND 1980

Area	Labor Force Participation Rates		
	1960 <sup>a</sup>	1970	1980
Washington County.....	57.1	64.2	64.8
Region.....	58.0	61.5	65.9
Wisconsin.....	55.7	59.1	64.1
United States.....	54.0	56.7	61.0

<sup>a</sup>Number reflects those workers 14 years of age or older.

Source: U. S. Bureau of the Census and SEWRPC.

## Racial Composition

The number of minority labor force members in an area can have important implications on an area's economy. Minority residents have traditionally borne the burden of discriminatory policies in housing, education, and employment, and therefore in many cases have not had the opportunity to become skilled and experienced members of the labor force. Table 40 shows the comparative labor force composition by race for Washington County, the Region, the State, and the nation. As shown in the table, in 1980 less than 1 percent of the Washington County labor force was black or Spanish, a substantially lower percentage than those for the areas of comparison.

## Average Weekly Wages

The salary and wage structure of an area is an important consideration in the locational decision-making of business enterprises. High salaries and wages in a labor market area may discourage and, in some cases, prohibit the expansion of employment opportunities. Table 41 shows the average weekly wages by major industry category for Washington County and the State for 1983. As shown in the table, the average weekly wages for all industries in Washington County are about \$285, or about 90 percent of the average weekly wages for all industries in the State, about \$317. It is noteworthy that the average manufacturing industry weekly wages in Washington County are only 87 percent of the average manufacturing industry weekly wages in the State. The lower average weekly wages in most of the major industry categories in Washington County may be attributed to a greater supply of labor, in relative terms, in Washington County than in the State. In addition, the relatively high 1980 median family income in Washington County, shown in Table 26, would appear to be inconsistent with the wage data in Table 41, which shows a relatively low wage structure for the County. However, the median family income in Washington County relates to families residing in the County, whereas the weekly wage data shown

Table 39

### CIVILIAN LABOR FORCE PARTICIPATION RATES BY SEX AND AGE FOR WASHINGTON COUNTY, THE REGION, WISCONSIN, AND THE UNITED STATES: 1980

Area	Young Workers 16-19 Years	Mature Workers 20-64 Years	Older Workers 65 Years and Older	Total All Years
Washington County				
Male	63.8	94.9	18.0	83.5
Female	63.5	64.9	8.6	57.1
Region				
Male	60.6	90.7	17.9	78.6
Female	58.1	65.7	3.1	54.3
Wisconsin				
Male	58.0	89.7	17.8	76.3
Female	54.6	63.7	7.8	52.7
United States				
Male	49.8	85.4	19.2	73.3
Female	45.4	60.0	8.2	49.8

Source: U. S. Bureau of the Census and SEWRPC.

in Table 41 is for jobs located in the County. The relatively large percentage of Washington County residents working outside the County, as previously discussed, and the relatively high median family incomes indicate that substantially higher incomes are being earned by residents who work outside the County than by residents who work in the County.

### Place of Work

The salaries and wages earned by the resident labor force of an area may not, in all cases, be generated within the community of residence. Workers may travel outside the local labor market for employment, especially when a nearby area offers a wider range of job opportunities or higher wages. Table 42 provides place-of-work information for the labor force of Washington County, the Region, the State, and the nation for 1970 and 1980.

**Table 40**

**COMPARATIVE LABOR FORCE COMPOSITION BY RACE  
AND SPANISH ORIGIN FOR WASHINGTON COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1980**

Area	Labor Force Composition					
	Total		Black		Spanish	
	Number	Percent	Number	Percent	Number	Percent
Washington County....	42,044	100	23	0.1	226	0.5
Region.....	876,152	100	65,245	7.4	18,407	2.1
Wisconsin.....	2,263,413	100	70,789	3.1	24,459	1.1
United States.....	104,449,817	100	10,582,436	10.1	5,992,723	5.7

Source: U. S. Bureau of the Census and SEWRPC.

**Table 41**

**COMPARATIVE AVERAGE WEEKLY WAGES BY INDUSTRY  
FOR WASHINGTON COUNTY, THE REGION, AND WISCONSIN: 1983<sup>a</sup>**

	Washington County	Region	Wisconsin	County Wages as a Percent of State Wages	Region Wages as a Percent of State Wages
Agriculture, Forestry, and Fishing.....	\$187.42	\$209.11	\$239.87	78.13	87.18
Mining.....	477.49	552.41 <sup>b</sup>	424.94	112.37	130.00
Construction.....	299.72	389.39	389.22	77.00	100.00
Manufacturing.....	360.35	423.35	415.40	86.75	101.91
Transportation, Communi- cations, and Utilities...	301.66	355.57	408.38	73.87	87.10
Wholesale Trade.....	332.73	353.28	375.57	88.59	94.10
Retail Trade.....	147.10	157.38	159.31	92.33	98.79
Finance, Insurance, and Real Estate.....	294.85	283.12	326.27	90.37	86.77
Services.....	206.03	230.29	249.06	82.72	92.46
Total	\$284.66	\$319.55	\$316.71	89.88	100.90

<sup>a</sup> Numbers reflect an annual average.

<sup>b</sup> Regional number does not include Kenosha, Ozaukee, and Walworth Counties.

Source: Wisconsin Department of Industry, Labor and Human Relations, 1983; and SEWRPC.

As shown in Table 42, in 1980 Washington County had a substantially larger percentage of workers whose place of employment was outside Washington County, 38 percent, than did the Region, 17 percent; the State, 13 percent; or the nation, 17 percent. From 1970 to 1980, Washington County showed an increase of 7.3 percent in workers employed outside the County, and a corresponding decline of 9.7 percent in workers employed within the County.

### Industry Distribution

Tables 43 and 44 indicate the distribution of the labor force during the 1960, 1970, and 1980 time periods in Washington County, the Region, the State, and the nation. As shown in both of the tables, the Washington County labor force is dominated by employment in the manufacturing industry. In 1980, 15,246 workers, or about 39 percent of the County's labor force, were employed in the manufacturing industry, compared to about 33 percent in the Region, 29 percent in the State, and 22 percent in the nation. Tables 43 and 44 also indicate that in 1980, about 12,025 workers, or about 79 percent of the Washington County manufacturing labor force, were employed in the durable goods segment of the manufacturing industry, compared to 77 percent in the Region, 67 percent in the State, and 62 percent in the nation.

As a result of the relatively high percentage of the county labor force employment in the manufacturing industry overall, and more specifically in the durable goods manufacturing industry, several other industry groups in the County show a lower percentage of total employment relative to the areas of comparison. For example, the services industry employs about 27 percent of the labor force in the Region, 27 percent in the State, 29 percent in the nation,

Table 42

### PLACE OF WORK FOR THE LABOR FORCE IN WASHINGTON COUNTY, THE REGION, WISCONSIN, AND THE UNITED STATES: 1970 AND 1980

Area and Work Place	1970		1980		Percent Change 1970-1980
	Number	Percent	Number	Percent	
Washington County					
All Workers <sup>a</sup> .....	25,011	100.0	38,713	100.0	--
Worked in County of Residence.....	16,271	65.0	21,409	55.3	- 9.7
Worked Outside County of Residence....	7,724	30.9	14,785	38.2	7.3
Place of Work Not Reported.....	1,016	4.1	2,519	6.5	2.4
Region					
All Workers <sup>a</sup> .....	696,496	100.0	792,356	100.0	--
Worked in County of Residence.....	546,010	78.4	596,573	75.3	- 3.1
Worked Outside County of Residence....	109,311	15.7	135,206	17.1	1.4
Place of Work Not Reported.....	41,175	5.9	60,577	7.6	1.7
Wisconsin					
All Workers <sup>a</sup> .....	1,680,729	100.0	2,016,410	100.0	--
Worked in County of Residence.....	1,344,379	80.0	1,596,400	79.2	- 0.8
Worked Outside County of Residence....	230,456	13.7	268,598	13.3	- 0.4
Place of Work Not Reported.....	105,894	6.3	151,412	7.5	1.2
United States					
All Workers <sup>a</sup> .....	76,852,389	100.0	93,915,026	100.0	--
Worked in County of Residence.....	57,464,606	74.8	69,998,780	74.5	- 0.3
Worked Outside County of Residence....	13,688,172	17.8	15,626,582	16.6	- 1.2
Place of Work Not Reported.....	5,699,611	7.4	8,289,664	8.8	1.4

<sup>a</sup>Excludes workers working outside their state of residence.

Source: U. S. Bureau of the Census and SEWRPC.

Table 43

**CIVILIAN LABOR FORCE BY INDUSTRY IN WASHINGTON COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1960-1980**

Industry	Area Employment											
	1960				1970				1980			
	Washington County	Region	Wisconsin	United States	Washington County	Region	Wisconsin	United States	Washington County	Region	Wisconsin	United States
Agriculture, Forestry, Fishing, and Mining.....	2,244	13,983	171,857	5,003,890	1,696	11,278	114,038	3,471,276	1,347	10,112	121,071	3,941,767
Construction.....	1,072	28,837	71,717	3,815,937	1,501	30,863	85,768	4,572,235	2,146	30,562	94,496	5,739,598
Manufacturing.....	7,055	253,292	483,783	17,513,086	10,481	256,772	528,407	19,837,208	15,246	273,882	602,507	21,914,754
Durable.....	5,267	188,569	303,929	9,828,689	8,099	194,093	346,033	11,741,017	12,025	210,530	402,862	13,479,211
Nondurable.....	1,788	64,723	179,854	7,684,397	2,382	62,679	182,374	8,096,191	3,221	63,352	199,645	8,435,543
Transportation, Communications, and Utilities.....	748	35,507	82,269	4,458,147	1,127	37,829	88,885	5,186,101	2,019	50,482	121,035	7,087,455
Wholesale Trade.....	266	18,747	40,121	2,212,984	663	29,857	59,526	3,133,382	1,554	32,750	79,267	4,217,232
Retail Trade.....	2,208	90,184	217,932	9,579,651	3,664	14,806	279,956	12,239,498	6,391	134,293	348,156	15,716,694
Finance, Insurance, and Real Estate.....	398	23,001	45,199	2,694,630	745	31,746	64,637	3,838,387	1,631	45,844	105,040	5,898,059
Services.....	2,203	104,326	261,332	13,549,947	4,743	168,688	417,637	20,073,860	8,535	223,183	566,874	27,976,330
Public Administration.....	308	22,686	51,834	3,202,890	506	26,961	64,775	4,201,652	725	25,348	76,027	5,147,466
<b>Total Employment</b>	<b>16,502</b>	<b>612,723</b>	<b>1,468,631</b>	<b>64,639,247</b>	<b>25,126</b>	<b>708,800</b>	<b>1,703,629</b>	<b>76,553,599</b>	<b>39,594</b>	<b>826,456</b>	<b>2,114,293</b>	<b>97,639,355</b>

Source: U. S. Bureau of the Census and SEWRPC.

Table 44

**PERCENTAGE OF CIVILIAN LABOR FORCE BY INDUSTRY FOR WASHINGTON COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1960, 1970, AND 1980**

Industry	Percentage of Area Employment											
	1960				1970				1980			
	Washington County	Region	Wisconsin	United States	Washington County	Region	Wisconsin	United States	Washington County	Region	Wisconsin	United States
Agriculture, Forestry, Fishing, and Mining.....	13.6	2.3	11.7	6.8	6.8	1.6	6.7	4.5	3.4	1.2	5.7	4.0
Construction.....	6.5	4.7	4.9	5.9	6.0	4.4	5.0	6.0	5.4	3.7	4.5	5.9
Manufacturing.....	42.8	41.3	32.9	27.1	41.7	36.2	31.0	25.9	38.6	33.1	28.5	22.4
Durable.....	74.7	74.5	62.8	56.1	77.3	75.6	65.5	59.2	78.9	76.9	66.9	61.5
Nondurable.....	25.3	25.5	37.2	43.9	22.7	24.4	34.5	40.8	21.1	23.1	33.1	38.5
Transportation, Communications, and Utilities.....	4.5	5.8	5.6	6.9	4.5	5.3	5.2	6.8	5.1	6.1	5.7	7.3
Wholesale Trade.....	1.6	3.1	2.7	3.4	2.6	4.2	3.5	4.1	3.9	4.0	3.7	4.3
Retail Trade.....	13.4	14.7	14.8	14.8	14.6	16.2	16.4	16.0	16.1	16.2	16.5	16.1
Finance, Insurance, and Real Estate.....	2.4	3.8	3.1	4.2	3.0	4.5	3.8	5.0	4.1	5.6	5.0	6.0
Services.....	13.3	17.0	17.8	21.0	18.9	23.8	24.5	26.2	21.6	27.0	26.8	28.7
Public Administration ..	1.9	3.7	3.5	5.0	2.0	3.8	3.8	5.5	1.8	3.1	3.6	5.3
<b>Total Employment</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

Source: U. S. Bureau of the Census and SEWRPC.

and only 21 percent in Washington County. Also, the nondurable goods manufacturing industry employs about 23 percent of the labor force in the Region, 33 percent in the State, 39 percent in the nation, and only 21 percent in the County. Other industry groups in the County that show a lower percentage of total employment relative to the areas of comparison include transportation, communications, and utilities; finance, insurance, and real estate; and public administration.

Table 45 shows the percent change in civilian labor force employment between 1960 and 1980 by industry category for Washington County, the Region, the State, and the nation. Table 45 indicates that the percentage increases in civilian labor force employment were substantially greater for all industry categories in Washington County than in the Region, the State, and the nation. Overall, total labor force employment in Washington County grew by about 140 percent between 1960 and 1980, compared to 35 percent for the Region, 44 percent for the State, and 51 percent for the nation. The large labor force employment increases in Washington County from 1960 to 1980 were primarily due to major urban development and population growth in the County. It should also be noted that the substantial labor force employment growth in the nonagricultural sector of the county economy resulted in a substantial decrease in civilian labor force employment in the agricultural industries in the County from 1960 to 1980.

#### Occupational Distribution and Skill Level

The occupational distribution of the labor force and the overall educational attainment level of the population are indications of the skill level of the labor force. As already noted, the educational attainment of the adult population in Washington County is comparable to that in the Region, State, and nation and should not present a significant problem for county employers. Table 46 indicates the occupational distribution of the Washington County labor force in 1980.

Table 46 indicates that, in comparison to the nation, the County's labor force is over-represented in the following occupational categories: 1) sales; 2) service, except protective and household; 3) precision production, craft, and repair; 4) operators, fabricators, and laborers; and 5) machine operators, assemblers, and inspectors. The Washington County labor force is under-represented in the following categories: 1) managerial and professional specialty; 2) technicians and related support; 3) administrative support, including clerical; 4) protective service; and 5) handlers, equipment cleaners, helpers, and laborers.

#### Characteristics of the Unemployed Labor Force

Total Unemployment: The unemployed segment of the labor force is defined as those members of the labor force who: 1) were neither "at work" nor "with a job, but not at work" during the recording period, 2) were looking for work during the previous four-week period, and 3) were available to accept a job. Also included were unemployed persons who did not work at all during the recording period and were waiting to be called back to a job from which they had been laid off. Table 47 indicates the total number of unemployed persons in Washington County, the Region, the State, and the nation in 1960, 1970, 1980, and 1984.

Table 45

PERCENT CHANGE IN CIVILIAN LABOR FORCE BY INDUSTRY  
FOR WASHINGTON COUNTY, THE REGION, WISCONSIN, AND  
THE UNITED STATES: 1960-1970, 1970-1980, AND 1960-1980

Industry	Percent Change											
	1960 to 1970				1970 to 1980				1960 to 1980			
	Washington County	Region	Wisconsin	United States	Washington County	Region	Wisconsin	United States	Washington County	Region	Wisconsin	United States
Agriculture, Forestry, Fishing, and Mining.....	-24.4	-20.5	-38.8	-38.3	-20.6	-10.3	6.2	13.6	-40.0	-27.7	29.6	-21.2
Construction.....	40.0	7.0	19.6	19.8	43.0	-1.0	10.2	25.5	100.2	6.0	31.8	50.4
Manufacturing.....	48.6	1.4	9.2	13.3	45.5	6.7	14.0	10.5	116.1	81.3	24.5	25.1
Durable.....	53.8	2.9	13.9	19.5	48.5	8.5	16.4	14.8	128.3	11.6	32.6	37.1
Nondurable.....	33.2	-3.2	1.4	5.4	35.2	1.1	9.5	4.2	80.1	-2.1	11.0	9.8
Transportation, Communications, and Utilities.....	50.7	6.5	8.0	16.3	79.1	33.4	36.2	36.7	838.4	42.2	47.1	59.0
Wholesale Trade.....	149.2	59.3	48.4	41.6	134.4	9.7	33.2	34.6	484.2	74.7	97.6	90.6
Retail Trade.....	65.9	27.3	28.5	27.8	74.4	807.0	24.4	28.4	189.4	48.9	59.8	64.1
Finance, Insurance, and Real Estate.....	87.2	38.0	43.0	42.5	118.9	44.4	62.5	53.7	310.0	99.3	132.4	118.9
Services.....	115.3	61.7	59.8	48.2	79.9	32.3	35.7	39.4	287.4	113.9	116.9	106.5
Public Administration....	64.3	18.8	25.0	31.2	43.3	-6.0	17.4	22.5	135.4	11.7	46.7	-60.7
Total Employment	52.3	15.7	16.0	18.4	57.6	16.6	24.1	27.5	140.0	34.9	44.0	51.1

Source: U. S. Bureau of the Census and SEWRPC.

Table 46

**EMPLOYED PERSONS 16 YEARS AND OLDER BY OCCUPATION IN  
WASHINGTON COUNTY, THE REGION, WISCONSIN,  
AND THE UNITED STATES: 1980**

Occupation Group	Washington County		Region		Wisconsin		United States	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Managerial and Professional Specialty.....	7,546	21.6	178,498	20.0	424,250	22.7	22,151,648	22.7
Executive, Administrative, and Managerial Occupations....	3,430	45.7	81,635	44.1	187,186	45.7	10,133,551	45.7
Professional Specialty Occupations.....	4,116	54.5	96,863	55.9	237,064	54.3	12,018,097	54.3
Technical, Sales, and Administrative Support Occupations.....	10,402	30.2	249,449	27.4	579,351	30.3	29,593,506	30.3
Technicians and Related Support Occupations.....	979	10.1	25,271	10.5	61,000	10.1	2,981,951	10.1
Sales Occupations.....	3,909	32.5	81,057	33.0	191,172	33.0	9,760,157	33.0
Administrative Support Including Clerical Occupations.....	5,514	57.4	143,121	56.5	327,179	56.9	16,851,398	56.9
Service.....	4,381	13.3	110,023	14.1	297,613	12.9	12,629,425	12.9
Private Household.....	129	2.3	2,486	2.8	8,204	4.7	589,352	4.7
Protective Service Occupations.....	289	10.6	11,721	8.5	25,419	11.7	1,475,315	11.7
Service Occupations, Except Protective and Household.....	3,963	87.1	95,816	88.7	263,990	83.6	10,564,758	83.6
Farming, Forestry, and Fishing Occupations.....	1,170	1.1	9,065	5.5	116,130	2.9	2,811,258	2.9
Precision Production, Craft, and Repair Occupations.....	6,043	12.2	100,953	12.1	255,333	12.9	12,594,175	12.9
Operators, Fabricators, and Laborers.....	10,052	21.6	178,468	20.9	441,796	18.3	17,859,343	18.3
Machine Operation, Assembly, and Inspection Operations.....	6,383	61.5	109,787	57.3	253,362	50.9	9,084,988	50.9
Transportation and Material Moving Occupations.....	1,975	19.0	33,843	21.3	94,180	24.6	4,389,412	24.6
Handler, Equipment Cleaning, Helper, and Laborer Occupations.....	1,694	19.5	34,838	21.4	94,254	24.5	4,384,943	24.5
<b>Total</b>	<b>39,594</b>	<b>100.0</b>	<b>826,456</b>	<b>100.0</b>	<b>2,114,473</b>	<b>100.0</b>	<b>97,639,355</b>	<b>100.0</b>

Source: U. S. Bureau of the Census and SEWRPC.

Table 47

**NUMBER OF UNEMPLOYED IN WASHINGTON COUNTY, THE REGION,  
WISCONSIN, AND THE UNITED STATES: 1960, 1970, 1980, AND 1984**

Area	Unemployed								Percent Change		
	1960 <sup>a</sup>		1970 <sup>b</sup>		1980 <sup>b</sup>		1984 <sup>b</sup>				
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	1960-1970	1970-1980	1980-1984
Washington County....	400	2.3	600	2.3	2,450	5.7	3,100	7.1	50.0	308.3	26.5
Region.....	24,174	3.8	27,278	3.7	49,696	5.7	62,900	7.1	12.8	82.2	26.6
Wisconsin.....	59,091	3.9	70,379	4.0	148,940	6.6	184,800	7.6	19.1	111.6	24.1
United States.....	3,504,827	5.1	3,497,447	4.4	6,810,462	6.5	8,523,000	7.5	-0.2	0.2	25.1

<sup>a</sup>Fourteen years of age and older.<sup>b</sup>Sixteen years of age and older.

Source: U. S. Bureau of the Census; Wisconsin Department of Industry, Labor and Human Relations; and SEWRPC.

As shown in Table 47, in 1960 and 1970 the percentage of unemployed persons in relation to the total labor force in Washington County was stable at 2.3 percent, a level substantially below the percent unemployed in the areas of comparison. Between 1970 and 1980 unemployment in Washington County increased from the 1970 level of 600 persons to 2,400 persons, or an increase of about 308 percent. Comparable increases in the percent unemployed occurred in the areas of comparison between 1970 and 1980. However, in 1984, total unemployment in Washington County reached a level of 3,100 persons, or about 7.1 percent of the total labor force in the County. The 7.1 percent unemployment rate was the same as that in the Region in 1984, but slightly less than that in the State, 7.6 percent, and the nation, 7.5 percent. The large increases in the unemployment rate in Washington County in recent years have been due, in part, to the relatively large percentage of workers employed in the construction and durable goods manufacturing industries, industries which have historically undergone periods of business decline when there is a downturn in national economic conditions, such as the recession that began in 1979. A substantial portion of the Washington County labor force is employed in Milwaukee County, where employment levels are relatively high in the construction and durable goods manufacturing industries. Therefore, any substantial downturn in these industries in Milwaukee County tends to increase the unemployment rate in Washington County.

**Monthly Unemployment Rates:** Table 48 shows the monthly unemployment rates in Washington County for 1982, 1983, and 1984. The monthly unemployment rates indicated in Table 48 show the detrimental effect of the recent economic recession on the County's economy, with consistently high monthly unemployment rates in 1982 and the first half of 1983 and generally declining unemployment rates in the last half of 1983 and the first half of 1984, showing the general improvement in the County's economy. However, from December 1983 through March 1984 and in November and December 1984, the County's unemployment rate increased substantially. These recent fluctuations in the county unemployment rate reflect short-term lay-offs and plant closings. Economic development practitioners in the County should be concerned with the potential for future short-term lay-offs in the durable goods manufacturing industry in the County.

Durable goods manufacturing firms will often lay-off workers for short periods of time during national economic recessions in order to balance inventories with recent consumer product demand. In addition, the continuation of unemployment rates in the 5 to 8 percent range should be of concern because of the effect of such rates on the economic well-being of the County.

**Age of the Unemployed:** Table 49 shows the 1980 age distribution of the unemployed labor force in Washington County, the Region, and the State. As indicated in the table, the unemployment rate of workers in the younger age

**Table 48**

**MONTHLY CIVILIAN LABOR FORCE  
UNEMPLOYMENT RATES IN  
WASHINGTON COUNTY: 1982-1984**

Month	Percent Unemployed		
	1982	1983	1984
January	11.3	13.8	9.4
February	11.6	14.2	9.1
March	12.1	13.0	8.7
April	13.1	12.0	7.5
May	10.7	10.4	6.7
June	10.7	9.5	6.8
July	10.2	8.9	6.4
August	10.1	8.8	5.3
September	10.7	7.2	5.0
October	10.0	7.2	5.3
November	10.2	7.3	6.2
December	12.5	10.2	7.5
Yearly Average	11.1	10.6	7.1

Source: U. S. Bureau of Labor Statistics,  
Wisconsin Department of Industry,  
Labor and Human Relations,  
and SEWRPC.

Table 49

**AGE COMPOSITION OF THE UNEMPLOYED CIVILIAN LABOR FORCE  
IN WASHINGTON COUNTY, THE REGION, AND WISCONSIN: 1980**

Area	Unemployed Civilian Labor Force						Total Unemployed Civilian Labor Force
	Young Workers 16-19 Years		Mature Workers 20-64 Years		Older Workers 65 Years and Older		
	Number	Unemployment Rate	Number	Unemployment Rate	Number	Unemployment Rate	
Washington County....	532	12.4	1,882	5.1	36	4.0	2,450
Region.....	9,529	11.6	39,225	4.2	942	5.4	49,696
Wisconsin.....	25,680	12.1	120,047	6.1	3,213	4.8	148,940

Source: U. S. Bureau of the Census and SEWRPC.

Table 50

**NUMBER OF UNEMPLOYED BY SEX FOR WASHINGTON COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1960-1980**

Area	Unemployed						Percent Change		
	1960 <sup>a</sup>		1970 <sup>b</sup>		1980 <sup>b</sup>		1960- 1970	1970- 1980	1960- 1980
	Number	Percent	Number	Percent	Number	Percent			
Washington County									
Male	247	1.4	322	1.3	1,549	3.7	30.4	381.1	527.1
Female	166	1.0	279	1.0	901	2.1	68.1	222.9	442.8
Total	413	2.4	601	2.3	2,450	5.8	45.5	307.7	493.2
Region									
Male	15,477	2.4	14,998	2.0	30,773	3.5	-3.1	105.2	98.8
Female	8,697	1.4	12,280	1.7	18,923	2.2	41.2	54.1	117.6
Total	24,174	3.8	27,278	3.7	49,696	5.7	12.8	82.2	105.6
Wisconsin									
Male	40,204	1.9	39,379	2.2	94,417	4.2	-2.1	139.8	134.9
Female	18,887	0.9	31,000	1.7	54,523	2.4	64.1	75.9	188.7
Total	59,091	2.8	70,379	3.9	148,940	6.6	19.1	111.6	152.1
United States									
Male	2,295,718	3.4	1,925,485	2.4	3,921,798	3.7	-16.1	103.7	70.8
Female	1,209,109	1.8	1,571,962	2.0	2,888,664	2.8	30.0	83.8	138.9
Total	3,504,827	5.2	3,497,447	4.4	6,810,462	6.5	-0.2	94.7	94.3

NOTE: Percents represent the percentages of the total civilian labor force unemployed for each area.

<sup>a</sup>Fourteen years and older.

<sup>b</sup>Sixteen years and older.

Source: U. S. Bureau of the Census and SEWRPC.

category of 16 to 19 years was 12.4 percent, a rate that was greater than that for the areas of comparison. The unemployment rate for mature workers, 20 to 64, was 5.1 percent, a rate that was greater than the rate for the Region, but less than the rate for the State. While the unemployment rate for older workers 65 years and older, 4.0 percent, is substantially lower than the rates for the areas of comparison, the total number of unemployed older workers was very small, and therefore not a significant factor in the analysis. These unemployment data indicate that in order to reduce unemployment, the County should emphasize the creation of new jobs for younger workers and mature workers.

Sex of the Unemployed: Table 50 shows the number of unemployed persons in the labor force by sex in Washington County, the Region, the State, and the nation for 1960, 1970, and 1980. From 1960 to 1970, the percentage of unemployed women increased in all areas; and the percentage of unemployed women continued to increase in all areas from 1970 to 1980. The increase in unemployed women from 1960 through 1980 was, in part, due to their increasing participation and resulting inexperience in the labor force. Male members of the work force, traditionally employed in the construction and durable goods manufacturing industries, experienced the early effects of the recession in terms of short-term immediate lay-offs, resulting in an increase in the number and percentage of unemployed males.

Race of the Unemployed: Table 51 shows the estimated total unemployed and the unemployment rate for racial groups in Washington County, the Region, the State, and the nation for 1980. As indicated in the table, the unemployment rate for the minority labor force in the County was 8.7 percent, whereas the comparable unemployment rates for the Region and the State were 12.6 and 12.9 percent, respectively. Table 51 also indicates that the unemployment rates for Blacks, Hispanics, and American Indians in Washington County are well below the rates for those groups in the Region and the State. Table 51 further shows that the other minority category in the County had a very high unemployment rate when compared to the rates for the Region and the State.

## WASHINGTON COUNTY ECONOMIC BASE

The economic base of the community can consist of a variety of activities, including agricultural production; the exploitation of natural resources; the manufacture of products to be exported to regional, national, and international markets; or the provision of certain service activities to regional and national markets. In most cases, the economic base of a community is a combination of economic activities, and a specialization in any one activity is a result of the availability of local resources, including natural, human, and man-made resources; the proximity of available markets; and the availability and condition of transportation facilities and services. The economic base of the community may change over time as a result of changes in local resources, markets, and transportation facilities and services.

The specific components of an economic development program plan for Washington County must be practically related to the structure of the County's economy and the economic base of the County. An analysis of this kind helps to identify the relative importance of industry retention and expansion activities, as well as the most effective focus for these activities. Accordingly, it is important for the county economic development proponents and practitioners to understand the existing economy, as well as recent changes in the economy.

Table 51

**UNEMPLOYED BY SPECIFIED RACIAL GROUPS  
IN WASHINGTON COUNTY, THE REGION,  
WISCONSIN, AND THE UNITED STATES: 1980**

Area and Racial Group	Total Labor Force	Total Unemployed	Unemployment Rate
Washington County			
White.....	41,819	2,429	5.8
Total Minority.....	413	36	8.7
Black.....	23	0	0.0
American Indian <sup>a</sup> .....	89	5	5.6
Asian and Pacific Islander.....	75	16	21.3
Total Spanish Origin <sup>b</sup> .....	226	15	6.6
<b>Total</b>	<b>42,232</b>	<b>2,465</b>	<b>5.8</b>
Region			
White.....	795,732	39,300	4.9
Total Minority.....	73,127	9,596	13.1
Black.....	65,245	8,938	13.7
American Indian <sup>a</sup> .....	3,336	389	11.7
Asian and Pacific Islander.....	4,546	269	5.9
Total Spanish Origin <sup>b</sup> .....	18,407	1,944	10.6
<b>Total</b>	<b>868,859</b>	<b>48,896</b>	<b>5.6</b>
Wisconsin			
White.....	2,163,408	135,643	6.3
Total Minority.....	90,809	12,202	13.4
Black.....	70,789	9,848	13.9
American Indian <sup>a</sup> .....	11,138	1,794	16.1
Asian and Pacific Islander.....	8,881	560	6.3
Total Spanish Origin <sup>b</sup> .....	24,459	2,678	10.9
<b>Total</b>	<b>2,254,217</b>	<b>147,845</b>	<b>6.6</b>
United States			
White.....	89,191,895	5,164,520	5.8
Total Minority.....	12,939,791	1,409,059	10.9
Black.....	10,582,436	1,248,388	11.8
American Indian <sup>a</sup> .....	584,479	76,865	13.2
Asian and Pacific Islander.....	1,772,876	83,806	4.7
Total Spanish Origin <sup>b</sup> .....	5,992,723	535,866	8.9
<b>Total</b>	<b>102,131,686</b>	<b>6,573,579</b>	<b>6.4</b>

<sup>a</sup>American Indian category also includes Eskimos and Aleutians.

<sup>b</sup>The 1980 U. S. Census did not count persons of Spanish origin as a separate race category. Therefore, the Spanish origin category in this table includes persons of Spanish origin who are also included in other race categories.

Source: U. S. Bureau of the Census and SEWRPC.

This section presents information on the structure of the County's economy and on recent changes in that structure, on the economic base of the County, and on forecast industry employment in the County. In addition, this chapter identifies the major employers in Washington County.

### Structure of the Washington County Economy

Economic activity in Washington County can be classified into 10 major industry groups: 1) agriculture, forestry, and fishing; 2) mining; 3) construction; 4) manufacturing; 5) transportation and public utilities; 6) wholesale trade;

Table 52

## STRUCTURE OF THE WASHINGTON COUNTY ECONOMY:1982

Industry	Employment	
	Number	Percent
Agriculture, Forestry, and Fishing.....	244	1.0
Mining.....	38	0.2
Construction.....	933	3.8
All Manufacturing.....	8,947	36.3
Durable Goods <sup>a</sup>		
Lumber and Wood Products.....	103	1.2
Furniture and Fixtures.....	--	--
Stone, Clay, Glass, and Concrete.....	93	1.0
Primary Metal.....	54	0.6
Fabricated Metal.....	1,093	12.2
Machinery Except Electrical.....	1,809	20.2
Electric and Electronic Equipment.....	2,215	24.8
Transportation Equipment.....	530	5.9
Instruments and Related Products.....	623	7.0
Miscellaneous Manufacturing.....	43	0.5
Total Durable Goods	6,563	73.4
Nondurable Goods <sup>a</sup>		
Food and Kindred Products.....	508	5.7
Textile Mill Products.....	--	--
Apparel and Other Textiles.....	26	0.3
Paper and Allied Products.....	220	2.4
Printing and Publishing.....	675	7.5
Chemical and Allied Products.....	69	0.8
Petroleum and Coal Products.....	--	--
Rubber and Miscellaneous Plastic.....	32	0.4
Leather and Leather Products.....	854	9.5
Total Nondurable Goods	2,384	26.6
Transportation and Public Utilities.....	794	3.2
Wholesale Trade.....	747	3.0
Retail Trade.....	4,378	17.8
Finance, Insurance, and Real Estate.....	1,045	4.2
Services.....	3,545	14.4
Government.....	3,966	16.1
Total	24,637	100.0

<sup>a</sup>Manufacturing industry employment percentages are shown as percents of total manufacturing employment.

Source: Wisconsin Department of Industry, Labor and Human Relations and SEWRPC.

7) retail trade; 8) finance, insurance, and real estate; 9) services; and 10) government. Table 52 shows the 1982 annual average employment enumerated at the employee's place of work in Washington County for each of the major industry groups. As indicated in the table, total county industry employment was about 24,600 persons in 1982, with employment, and therefore economic activity, in the County concentrated in the manufacturing industry. In 1982, almost 9,000 jobs, or about 36 percent of the total employment in the County, were in the manufacturing industry. Furthermore, about 73 percent of the 1982 total employment was in the durable goods manufacturing industry, and about 27 percent in the nondurable goods manufacturing industry. Employment in the retail trade, government, and service industries in 1982 represented about 18 percent, 16 percent, and 14 percent, respectively, of total county employment.

Manufacturing employment in Washington County is primarily concentrated in three durable goods manufacturing industry groups and one nondurable goods manufacturing industry group. In 1982, the electric and electronic equipment manufacturing group in the County employed a total of about 2,200 persons, or about 25 percent of the total number of jobs in the manufacturing industry group in the County. The relatively large number of jobs in the electric and electronic equipment group in the County was primarily due to the location in the County of such business firms as Broan Manufacturing Company, the Wesbar Corporation, and the West Bend Company. The other durable goods manufacturing industry groups in the County which accounted for a relatively large number of jobs in 1982 were the machinery except electrical industry group and the fabricated metal industry group, which accounted for about 1,800 jobs and 1,100 jobs, respectively, or about 20 percent and 12 percent of all manufacturing jobs in the County. The leather and leather products industry group accounted for the largest number of jobs of all nondurable goods manufacturing industries in the County in 1982, about 860 jobs, or about 10 percent of the total manufacturing industry jobs in the County.

### Economic Base

A comparison of the percentage distribution of industry employment in the County to the percentage distribution of employment in the United States helps to identify those industries which are concentrated in Washington County and, therefore, comprise a significant aspect of the County's economic base. A comparison of the economic structure of various areas is accomplished through the use of industry location quotients. The industry location quotient is a comparison of the percentage employment within the County in any industry to the percentage employment in the industry in the Region, State, or nation, and is derived by dividing the percentage employment in an industry within the County by the percentage employment in that industry for one of the other areas mentioned. The resulting ratio, if greater than 1.0, indicates an over-representation of county employment in the given industry, while a ratio of less than 1.0 indicates an under-representation of county employment in that industry.

Table 53 presents a comparison of the 1982 percentage distribution of industry employment in Washington County to the percentage distribution of industry employment in the United States, Wisconsin, and the Region. The comparison of the percentage employment in an industry within the County and within the United States is the most useful of the location quotients provided since the percentage distribution of industry employment in the nation is the norm to which the percentage distribution of industry employment in any other area may be compared. The comparisons of industry employment distribution in the County to the employment distributions in the Region and State are not as useful because the distribution in the County is more closely related to the distribution in the Region and State.

The Washington County location quotients for the nation provide important information regarding the concentration of industry employment in the County. As indicated in Table 53, manufacturing industry employment, with a location quotient of 1.80, is concentrated in the County. Table 53 also indicates that the County's manufacturing industry employment, when compared to such employment in the nation, is concentrated in the fabricated metals; machinery, except electrical; electric and electronic equipment; and instruments and related product segments of the durable goods manufacturing industry. The county employment is also concentrated in the printing and publishing and

Table 53

**INDUSTRY LOCATION QUOTIENTS FOR WASHINGTON COUNTY AS COMPARED  
TO THE REGION, WISCONSIN, AND THE UNITED STATES: 1982**

Industry	Washington County	Region		Wisconsin		United States	
	Percent	Percent	Quotient	Percent	Quotient	Percent	Quotient
Agriculture, Forestry, and Fishing.....	1.0	0.4	2.50	0.7	1.43	2.1	0.48
Mining.....	0.2	N/A	N/A	0.1	2.00	1.2	0.17
Construction.....	3.8	2.8	1.36	3.2	1.19	4.2	0.90
All Manufacturing.....	36.3	30.7	1.18	27.6	1.32	20.2	1.80
Durable Goods <sup>a</sup>							
Lumber and Wood Products.....	1.2	0.5	2.40	3.7	0.32	3.2	0.37
Furniture and Fixtures.....	N/A	0.7	N/A	1.8	N/A	2.3	N/A
Stone, Clay, Glass, and Concrete.....	1.0	1.1	0.91	1.6	0.63	3.1	0.32
Primary Metal.....	0.6	5.4	0.11	4.0	0.15	4.9	0.12
Fabricated Metal.....	12.2	12.0	1.02	10.2	1.20	7.6	1.61
Machinery Except Electrical.....	20.2	25.9	0.78	20.9	0.97	12.1	1.67
Electric and Electronic Equipment.....	24.7	16.2	1.52	10.2	2.42	10.7	2.31
Transportation Equipment.....	5.9	8.3	0.71	6.0	0.98	9.3	0.63
Instruments and Related Products.....	7.0	2.2	3.18	2.1	3.33	3.8	1.84
Miscellaneous Manufacturing.....	0.5	1.9	0.26	2.0	0.25	2.1	0.24
Total Durable Goods	73.3	74.2	0.99	62.5	1.17	59.1	1.24
Nondurable Goods <sup>a</sup>							
Food and Kindred Products.....	5.7	8.4	0.68	12.6	0.45	8.7	0.66
Textile Mill Products.....	N/A	0.3	N/A	0.8	N/A	4.0	N/A
Apparel and Other Textiles.....	0.3	0.9	0.33	1.3	0.23	6.2	0.05
Paper and Allied Products.....	2.5	2.0	1.25	9.4	0.27	3.5	0.71
Printing and Publishing.....	7.5	7.3	1.03	6.5	1.15	6.8	1.10
Chemical and Allied Products.....	0.7	2.7	0.26	1.9	0.37	5.7	0.12
Petroleum and Coal Products.....	N/A	0.1	N/A	N/A	N/A	1.1	N/A
Rubber and Miscellaneous Plastic.....	0.4	2.5	0.16	3.3	0.12	3.7	0.11
Leather and Leather Products.....	9.5	1.6	5.94	1.7	5.59	1.2	7.92
Total Nondurable Goods.....	26.6	25.8	1.03	37.5	0.71	40.9	0.65
Transportation and Public Utilities.....	3.2	5.4	0.59	4.5	0.71	5.4	0.59
Wholesale Trade.....	3.0	8.0	0.37	5.3	0.57	5.7	0.53
Retail Trade.....	17.8	16.8	1.06	18.3	0.97	16.3	1.09
Finance, Insurance, and Real Estate.....	4.2	4.4	0.95	5.3	0.79	5.9	0.71
Services.....	14.4	18.8	0.77	19.5	0.74	21.9	0.66
Government	16.1	11.5	1.40	15.5	1.04	18.1	0.94
Total	100.0	100.0	--	100.0	--	100.0	--

NOTE: N/A indicates data not applicable.

<sup>a</sup>Manufacturing industry employment percentages are shown as percents of total manufacturing employment.

Source: Wisconsin Department of Industry, Labor and Human Relations and SEWRPC.

leather and leather products segments of the nondurable goods manufacturing industry. As further indicated in Table 53, the retail trade industry employment, with a location quotient of 1.09, is also concentrated in the County. This concentration is in part the result of a substantial growth in the resident population of the County since 1970, and of the relatively high median family income in the County. In the other industries shown in Table 53, the employment concentrations are greater in the nation than in the County.

### Change in the Structure of the Economy

The concentration of industry employment in Washington County may be expected to change over time as a result of external and internal market variables that affect the demand for and supply of goods and services produced by the County's economy. An examination of the changes in the County's industry employment and, therefore, in the structure of the county economy is important to the preparation of an economic development program. An analysis of the change in industry employment helps to identify those industries in which future employment opportunities are most probable and, therefore, helps economic development practitioners identify the industries to be emphasized in local economic development strategies. The following section describes the changes in the structure of the Washington County economy that occurred between 1970 and 1980.

Agriculture Industry: In 1980, about 2,100 workers, or about 7 percent of the total employment in Washington County, were employed in the agriculture industry (see Tables 54 and 55). The percentage of agriculture industry employment in Washington County in 1980 was comparable to that in the State, but substantially greater than that in the Region and nation (see Table 55). In 1970, about 9 percent of the total employment in Washington County was in the agriculture industry, in comparison to 2 percent in the Region, 8 percent in the State, and 6 percent in the nation.

As shown in Table 56, county employment in the agriculture industry was stable between 1970 and 1980. The stable agriculture employment in the County between 1970 and 1980 compares with increases of about 7 percent and 4 percent for the Region and State, respectively, and a decrease of 6 percent for the nation. As previously discussed, the resident population of Washington County is becoming increasingly urban. This steadily increasing urban population is generating a civilian labor force in the County that is heavily oriented to nonagricultural employment opportunities within and outside Washington County. Therefore, while employment in the agriculture industry remains substantial in the County, the percentage of total employment in the agriculture industry in the County can be expected to decline in the future as the resident population becomes increasingly urban, and as employment in nonagricultural industries continues to increase in the County and surrounding areas.

Construction Industry: In 1980, the construction industry in Washington County employed about 1,150 workers, or about 4 percent of the total industry employment in the County (see Tables 54 and 55). Also, Table 55 indicates that the percentage of employment in the County's construction industry was greater than the percentage of employment in the Region's and State's construction industry, but less than the percentage in the nation's construction industry.

As shown in Table 56, between 1970 and 1980 Washington County construction industry employment increased about 52 percent, a rate of growth that was

Table 54

**EMPLOYMENT BY MAJOR INDUSTRY CATEGORY FOR WASHINGTON COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1970 AND 1980**

Major Employment Category	1970				1980			
	Washington County	Region	Wisconsin	United States	Washington County	Region	Wisconsin	United States
Agriculture.....	2,096	11,939	150,844	4,368,000	2,098	12,818	156,648	4,107,300
Construction.....	758	27,172	65,480	3,563,000	1,150	25,816	70,062	4,332,000
Manufacturing.....	9,145	252,318	504,184	19,410,000	10,575	261,754	560,200	20,375,000
Transportation, Communications, and Utilities.....	874	36,739	81,277	4,510,000	912	39,610	92,625	5,156,000
Wholesale Trade.....	278	35,266	67,180	3,806,000	857	43,454	95,946	5,291,000
Retail Trade.....	2,863	115,741	270,748	11,469,000	4,443	131,866	341,240	15,086,000
Finance, Insurance, and Real Estate.....	560	32,759	61,636	3,739,000	1,100	46,403	96,578	5,268,000
Services.....	2,446	119,547	256,248	13,619,000	3,976	177,971	384,043	19,395,000
Government and Government Enterprises....	2,206	83,329	250,688	13,088,000	3,849	95,736	297,972	16,350,000
Nonfarm Proprietors.....	1,730	37,193	123,324	5,388,000	2,627	46,191	150,995	7,007,000
Miscellaneous.....	107	1,740	6,087	928,000	172	2,526	9,984	1,594,000
<b>Total</b>	<b>23,063</b>	<b>753,743</b>	<b>1,837,696</b>	<b>83,888,000</b>	<b>31,759</b>	<b>884,145</b>	<b>2,256,293</b>	<b>103,961,300</b>

Source: U. S. Bureau of Economic Analysis and SEWRPC.

Table 55

**PERCENTAGE OF EMPLOYMENT BY MAJOR INDUSTRY CATEGORY FOR WASHINGTON COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1970 AND 1980**

Major Employment Category	1970				1980			
	Washington County	Region	Wisconsin	United States	Washington County	Region	Wisconsin	United States
Agriculture.....	9.1	1.6	8.2	5.2	6.6	1.5	7.0	3.9
Construction.....	3.3	3.6	3.6	4.3	3.6	2.9	3.1	4.2
Manufacturing.....	39.7	33.5	27.5	23.1	33.3	29.6	24.8	19.6
Transportation, Communications, and Utilities.....	3.8	4.9	4.4	5.4	2.9	4.5	4.1	5.0
Wholesale Trade.....	1.2	4.7	3.7	4.5	2.7	4.9	4.3	5.1
Retail Trade.....	12.4	15.4	14.7	13.7	14.0	14.9	15.1	14.5
Finance, Insurance, and Real Estate.....	2.4	4.3	3.4	4.5	3.5	5.3	4.3	5.1
Services.....	10.6	15.9	13.9	16.2	12.5	20.1	17.0	18.7
Government Services....	9.5	11.0	13.6	15.6	12.1	10.8	13.2	15.7
Nonfarm Proprietors....	7.5	4.9	6.7	6.4	8.3	5.2	6.7	6.7
Miscellaneous.....	0.5	0.2	0.3	1.1	0.5	0.3	0.4	1.4
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

Source: U. S. Bureau of Economic Analysis and SEWRPC.

Table 56

**PERCENT CHANGE IN EMPLOYMENT BY MAJOR INDUSTRY  
CATEGORY FOR WASHINGTON COUNTY, THE REGION,  
WISCONSIN, AND THE UNITED STATES: 1970-1980**

Major Employment Category	1970-1980			
	Washington County	Region	Wisconsin	United States
Agriculture.....	0.1	7.4	3.8	-6.0
Construction.....	51.7	-5.0	7.0	21.6
Manufacturing.....	15.6	3.7	11.1	5.0
Transportation, Communications, and Utilities.....	4.3	7.8	14.0	14.3
Wholesale Trade.....	208.3	23.2	42.8	39.0
Retail Trade.....	55.2	13.9	26.0	31.5
Finance, Insurance, and Real Estate.....	96.4	41.6	56.7	40.9
Services.....	62.6	48.9	49.9	42.4
Government and Government Enterprises....	74.5	14.9	18.9	24.9
Nonfarm Proprietors.....	51.8	24.2	22.4	30.0
Miscellaneous.....	18.7	45.2	64.0	71.8
<b>Total</b>	<b>37.7</b>	<b>17.3</b>	<b>22.8</b>	<b>23.9</b>

Source: U. S. Bureau of Economic Analysis and SEWRPC.

greater than that for the State, 7 percent, and the nation, 22 percent. Between 1970 and 1980 construction industry employment in the Region actually decreased about 5 percent.

It should be noted that the large increase in construction industry employment in Washington County between 1970 and 1980 was due, in part, to the substantial urban population growth in the County generated by strong development pressures in the northwestern portion of the Milwaukee metropolitan area. The relatively high level of population growth and urban development that occurred in the County between 1970 and 1980 was also encouraged by favorable mortgage interest rates, particularly during the early to mid-1970's. While relatively large increases in construction industry employment occurred in Washington County between 1970 and 1980 prior to the dramatic increase in home mortgage interest rates during 1979 and 1980, home mortgage interest rates have remained relatively high since 1980, which, in turn, has had the effect of reducing the number of homes purchased and the number of new housing units constructed annually since 1980. This reduced level of new residential construction would indicate that the level of construction industry employment in the County may be substantially less than the figure shown in Table 54. The future level of interest rates for homes mortgages, the ability of financial institutions to implement new home financing arrangements, and the level of county employment growth in the other industry categories will in part determine future employment levels in the county construction industry.

**Manufacturing Industry:** In 1980, the manufacturing industry employed about 10,600 workers, or about 33 percent of the total employment in Washington County (see Tables 54 and 55). As further shown in Table 55, the County's manufacturing industry employed a larger percentage of the total employment than the manufacturing industry in the Region, State, and nation. However, Table 55 also shows that all of the percentages for manufacturing industry employment were substantially less in 1980 than in 1970. The decrease in the relative share of manufacturing employment to total employment in Washington County, as well as in the areas of comparison, again indicates that the emphasis in economic activity in the County is shifting from a manufacturing-oriented economic base to a trade and service-oriented economic base.

It should be noted, however, that between 1970 and 1980 the rate of growth in county manufacturing employment, about 16 percent, was substantially greater than the growth rates in the Region, about 4 percent, the State, about 11 percent, and the nation, about 5 percent (see Table 56). The relatively large increase in county manufacturing industry employment between 1970 and 1980 would indicate that even though the percentage of county manufacturing industry employment is decreasing relative to total county employment, manufacturing industries in the County are continuing to provide substantial additional employment opportunities.

Transportation, Communications, and Utilities Industry: In 1980, the transportation, communications, and utilities industry in Washington County employed about 900 workers, or about 3 percent of the total employment in Washington County (see Tables 54 and 55). The County had a smaller percentage of total employment in this industry both in 1970 and 1980 than did the Region, State, and nation.

Table 56 shows that from 1970 to 1980, Washington County employment in the transportation, communications, and utilities industry grew at a slower rate than in the areas of comparison. During that time period employment in this industry category grew only about 4 percent, while employment in this category grew about 8 percent in the Region and 14 percent in the State and nation.

Wholesale Trade Industry: During 1980, the wholesale trade industry in Washington County employed about 900 workers, or about 3 percent of total industry employment (see Tables 54 and 55). Table 55 indicates that in 1980, wholesale trade industry employment represented 3 percent of total industry employment in the County, about 5 percent of total industry employment in the Region and nation, and about 4 percent in the State. Therefore, employment in the wholesale trade industry in the County is slightly under-represented.

The large increase in employment in the county wholesale trade industry during the 1970's indicates that the industry is becoming increasingly important to the county economy. As shown in Table 56, from 1970 to 1980, employment in the wholesale trade industry in the County increased about 208 percent, in comparison to increases of 23 percent in the Region, 43 percent in the State, and 39 percent in the nation. While this large increase in wholesale trade industry employment indicates that this industry is an employment growth industry, this industry still represents a relatively small segment of the structure of the county economy. Future county economic development efforts could be directed, in part, toward encouraging additional growth in the wholesale trade industry in the County.

Retail Trade Industry: In 1980 the retail trade industry in Washington County employed about 4,400 workers, or about 14 percent of total county employment, making this category the second largest industry employer in the County (see Tables 54 and 55). As shown in Table 55, the percentage of total employment in the retail trade industry in the County was only slightly less than the percentages for the Region, State, and nation.

The comparatively high rate of employment in the Washington County retail trade industry can be attributed, in part, to the relatively large percentage increase in the resident population of the County that occurred during the 1970's, and to the relatively high median family income of county residents.

These two factors in particular have produced a substantial increase in the market demand for retail goods and services in the County. Since 1970, the retail trade industry has been a major growth industry in Washington County; therefore, future economic development activities in the County should be directed toward encouraging continued employment growth in this industry.

Finance, Insurance, and Real Estate Industry: In 1980 the finance, insurance, and real estate industry in Washington County employed about 1,100 workers, or about 4 percent of total employment (see Tables 54 and 55). In comparison to the percentages for the Region, State, and nation, the County had a small percentage of total employment in this industry in 1980, with about 4 percent of all county workers being employed in this industry. This industry represented about 5 percent of total employment in the Region and nation, and about 4 percent in the State. Therefore, employment in the finance, insurance, and real estate industry in the County is slightly under-represented.

During the 1970's Washington County employment growth in the finance, insurance, and real estate industry showed that the industry is capable of providing an increasing number of employment opportunities for the county labor force. From 1970 to 1980, employment in the Washington County finance, insurance, and real estate industry increased about 96 percent, in comparison to increases of 42 percent in the Region, 57 percent in the State, and 41 percent in the nation (see Table 56). Again, the recent population growth and the relatively high median family income of the County have provided much of the basis for the relatively high level of employment growth in this industry in the County. Also, the proximity of the Milwaukee metropolitan area to Washington County should continue to have a positive effect on employment in this industry.

Service Industry: In 1980, the County's service industry employed about 4,000 workers, or about 13 percent of total employment in the County. Therefore, this is the third largest employer in the County (see Tables 54 and 55). Table 55 indicates that in 1980, the County's service industry employed about 13 percent of the total county employment, whereas this industry accounted for 20 percent of total employment in the Region, 17 percent in the State, and 19 percent in the nation. Therefore, Washington County employment is under-represented in the service industry.

Nationally, the service industry is the fastest growing industry. From 1970 to 1980, the nation's service industry showed a larger percentage increase in employment, about 42 percent, than any other industry category (see Table 56). During this same period, employment in the service industry in Washington County increased about 63 percent, or 11 percent greater than the increase in the nation. The relatively large percentage increase in county service industry employment was also greater than the increases for the Region, about 49 percent, and the State, about 50 percent. Consequently, the service industry in Washington County should continue to provide a substantial number of employment opportunities for the county labor force. It should be pointed out, however, that the average weekly wage in this industry in the County is one of the lowest of all the industry groups in the County (see Table 41). For example, during 1983 the average weekly wage in the County's manufacturing industry was \$360, while the average weekly wage in the County's service industry was \$206. Consequently, while the service industry has the potential to provide future employment opportunities for the County's labor force, in most

cases these opportunities will provide a smaller amount of income to workers to provide for family financial needs. Also, the low wage typically paid to workers in service industry jobs may have a negative effect on employment growth in this industry sector in the County.

Government Services Industry: The government services industry is the fourth largest employer in Washington County. In 1980, this industry employed about 3,800 workers, or about 12 percent of total employment in the County (see Tables 54 and 55). In 1980, this industry represented a smaller percentage of total industry employment in the County, 12 percent, than in the State, 13 percent, and the nation, 16 percent, but a larger percentage than in the Region, 11 percent.

Growth of employment in the government services industry was substantially greater in Washington County in the 1970's than in the areas of comparison. From 1970 to 1980, county employment in this industry increased by about 75 percent (see Table 56). During the same period, the Region, State, and nation showed employment increases of 15 percent, 19 percent, and 25 percent, respectively. While the County did experience substantial employment growth in the government services industry from 1970 to 1980, future employment growth in the government services industry is somewhat uncertain. Continuing efforts of the current administration of the federal government to substantially reduce federal spending in a wide range of programs that support local government services will continue to have a great impact on the growth of this industry. Future growth of government services employment in the County will depend, in part, upon the property taxation policies of local units of government in the County, as well as on the ability of local units of government to obtain alternative sources of funding for existing government services.

Nonfarm Proprietors: In 1980, there were 2,600 nonfarm proprietors in Washington County, or about 8 percent of the total industry employment in the County (see Tables 54 and 55). For the purposes of this study, nonfarm proprietors are defined as self-employed persons having business offices located in their place of residence. In comparison to the Region, State, and nation, the County had the highest percentage of total industry employment in the nonfarm proprietor employment group in 1980. Table 55 indicates that in 1980, nonfarm proprietors comprised about 8 percent of the total industry employment in the County, in comparison to about 5 percent in the Region and about 7 percent in the State and nation.

During the 1970's, nonfarm proprietor employment in Washington County increased by about 52 percent, in comparison to increases of 24 percent in the Region, 22 percent in the State, and 30 percent in the nation. Nonfarm proprietor employment in Washington County can be expected to increase substantially in the future as the rapidly expanding communications and computer technology industries develop new and improved products designed to reduce the need for business persons to report to offices on a daily basis.

### Forecast Employment

On a recurring basis, the Commission carries out a number of economic studies--including forecasts of the probable number, types, and spatial distribution of jobs--pertinent to the proper performance of its primary responsibility to make and adopt an advisory plan for the physical development of the Region.

One of these studies is SEWRPC Technical Report No. 10, The Economy of Southeastern Wisconsin (2nd Edition), 1984. The primary purposes of this report are to present the results of a recent reexamination and updating of the economic data contained in previous Commission reports on the regional economy, and to present projections and forecasts of regional employment levels to the year 2010 as a basis for regional planning efforts. The purpose of this section of the Washington County OEDP plan is to summarize those regional forecasts.

An alternative futures approach was utilized in the preparation of the regional employment projections and forecasts.<sup>1</sup> This approach was applied in three phases. The first phase consisted of the development of alternative future scenarios concerning factors which, while operating externally to the Region, affect the growth or decline of the Region. These factors represent variables over which public and private decision-makers within the Region have little or no influence, and to which the Region must, therefore, respond. Examples of such external factors are the price and availability of energy and population lifestyles. The second phase consisted of a determination of the amount of regional growth or decline likely under each of the alternative scenarios for the external factors. The third phase consisted of postulation of alternative land use development patterns to accommodate the regional change expected under the regional growth scenarios.

In the application of the alternative futures approach to employment projections, an effort was made to understand the regional economy by gaining an understanding of the largest industries of the Region. These large, important industries were defined as dominant industries. The criteria used in determining industry dominance or subdominance were the same as those used in previous Commission work efforts, dominant industries being defined as those industry groups within the Region which accounted for 4 percent or more of total regional employment in 1980. Subdominant industries were defined as those industry groups accounting for 2 to 4 percent of total regional employment in 1980.

The resulting range of regional employment projections to the year 2010 is set forth in Table 57. The staging of these regional projections for selected years between 1980 and 2010 is set forth in Table 58. As indicated, employment in the Region by 2010 is projected to range from a low of approximately 870,900 under the most pessimistic alternative future, to a high of approximately 1,251,600 under the most optimistic alternative future. The span in this range illustrates the major differences in economic growth rates between the pessimistic and optimistic scenarios, which are intended to represent extremes, albeit reasonable extremes.

Table 57 indicates that the projected increases in employment over 1980 levels in the group of dominant industries range from a low of approximately 12,300 jobs under the pessimistic scenario to about 258,000 jobs under the optimistic scenario. Within the dominant industries, only the retail trade, medical, and other professional services, wholesale trade, and finance, insurance, and real estate sectors are projected to show job increases under the pessimistic scenario, with all other dominant sectors showing declines under this scenario.

<sup>1</sup>See SEWRPC Technical Report No. 25, Alternative Futures for Southeastern Wisconsin, December 1980.

Table 57

**EMPLOYMENT PROJECTIONS FOR THE REGION BY INDUSTRY GROUP  
FOR THE YEAR 2010: ALTERNATIVE FUTURES ANALYSIS**

Industry Group	Estimated Employment (thousands of jobs)				Alternative Employment Projections for 2010 (thousands of jobs)					
	1980	Percent of Total	1983	Percent of Total	Pessimistic	Percent of Total	Intermediate	Percent of Total	Optimistic	Percent of Total
<b>Dominant</b>										
Nonelectrical Machinery . . .	73.1	8.3	46.9	5.7	66.1	7.6	83.7	8.0	106.1	8.5
Electric and										
Electronic Machinery . . . .	40.1	4.5	33.2	4.0	39.7	4.6	44.9	4.3	50.2	4.0
Retail Trade . . . . .	131.9	14.9	125.0	15.1	133.3	15.3	162.8	15.5	190.2	15.2
Medical and										
Professional Services . . . .	103.4	11.7	108.0	13.1	123.7	14.2	150.0	14.3	187.3	15.0
Educational Services . . . . .	63.5	7.2	61.5	7.5	50.6	5.8	64.2	6.1	80.2	6.4
Wholesale Trade . . . . .	43.5	4.9	42.3	5.1	44.9	5.2	56.3	5.4	67.6	5.4
Finance, Insurance, and Real Estate . . . . .	46.4	5.2	48.9	5.9	55.3	6.3	67.1	6.4	78.9	6.3
Subtotal	501.9	56.8	465.8	56.4	513.6	--	629.0	--	760.5	--
<b>Subdominant</b>										
Fabricated Metals . . . . .	31.8	3.6	25.2	3.1	29.5	3.4	41.9	4.0	57.7	4.6
Primary Metals . . . . .	16.6	1.9	10.0	1.2	13.9	1.6	15.3	1.5	16.6	1.3
Transportation Equipment . .	21.5	2.4	21.7	2.6	17.7	2.0	18.6	1.8	21.5	1.7
Food and Beverage . . . . .	20.9	2.4	18.1	2.2	16.7	1.9	18.6	1.8	20.9	1.7
Printing and Publishing . . . .	16.3	1.9	15.9	1.9	17.6	2.0	20.4	1.9	25.5	2.0
Construction . . . . .	25.8	2.9	18.2	2.2	21.3	2.4	27.4	2.6	32.8	2.7
Public Administration . . . . .	31.2	3.5	29.2	3.5	25.8	3.0	35.0	3.3	45.3	3.6
Subtotal	164.1	18.5	138.3	16.7	142.5	--	177.2	--	220.3	--
Total Dominant/ Subdominant Employment	666.0	75.4	604.1	73.1	656.1	75.3	806.2	75.4	980.8	78.4
Other Employment	218.2	24.7	222.0	26.9	214.8	24.7	245.1	24.6	270.8	21.6
Region Total	884.2	100.0	826.1	100.0	870.9	100.0	1,051.3	100.0	1,251.6	100.0

Source: SEWRPC.

Employment in all dominant industry groups would increase under the optimistic scenario. The subdominant industries are expected to show relatively lesser rates of growth under both the pessimistic and optimistic scenarios, with several employment sectors--most notably the primary metals, food and beverage, and transportation equipment groups--showing no employment gains under even the most optimistic economic conditions.

**Distribution of County Employment Under the Regional Economic Activity Futures:** The historic trend in the spatial distribution of employment in the Region has been one of decentralization. Milwaukee County, which in 1960 contained 75 percent of the Region's jobs, contained 62 percent of the Region's jobs in 1980. The proportion of total regional jobs in Ozaukee, Racine, Walworth, and Washington Counties increased between 1 and 2 percentage points between 1960 and 1980, while the proportion of regional jobs in Waukesha County increased from about 5 percent in 1960 to about 14 percent in 1980. The pattern in Kenosha County during this period was one of fluctuation rather than of steady increase or decrease. During this period, the proportion of regional jobs in Kenosha County ranged from a low of about 5 percent to a high of about 7 percent.

Alternative distributions of jobs by county under the three regional employment projections are set forth in Table 59. These distributions recognize both the magnitude and direction of historic trends in employment distribution in

Table 58

**ESTIMATED 1980 AND PROJECTED 1985, 1990, 2000, AND 2010  
LEVELS OF EMPLOYMENT IN THE REGION BY INDUSTRY GROUP**

Pessimistic Regional Economic Growth Scenario					
Industry Group	Levels of Employment (thousands of jobs)				
	Estimated 1980	Projected			
		1985	1990	2000	2010
<b>Dominant</b>					
Nonelectrical Machinery . . . . .	73.1	56.2	56.9	61.3	66.1
Electrical Machinery and Equipment . . . . .	40.1	36.3	37.0	38.8	39.7
Retail Trade . . . . .	131.9	123.4	126.8	130.0	133.3
Medical and Professional Services . . . . .	103.4	103.9	106.5	114.8	123.7
Educational Services . . . . .	63.5	59.4	53.2	52.4	50.6
Wholesale Trade . . . . .	43.5	41.3	42.0	43.4	44.9
Finance, Insurance, and Real Estate . . . . .	46.4	47.0	47.6	51.3	55.3
Subtotal	501.9	467.5	470.0	492.0	513.6
<b>Subdominant</b>					
Fabricated Metals . . . . .	31.8	26.3	26.7	28.1	29.5
Primary Metals . . . . .	16.6	13.5	13.2	13.5	13.9
Transportation Equipment . . . . .	21.5	19.3	18.6	18.1	17.7
Food and Beverage . . . . .	20.9	19.3	18.6	17.6	16.7
Printing and Publishing . . . . .	16.3	15.5	15.9	16.7	17.6
Construction . . . . .	25.8	21.3	21.3	21.3	21.3
Public Administration . . . . .	31.2	27.5	27.2	26.5	25.8
Subtotal	164.1	142.7	141.5	141.8	142.5
<b>Total Dominant/Subdominant Employment</b>	<b>666.0</b>	<b>610.2</b>	<b>611.5</b>	<b>633.8</b>	<b>656.1</b>
<b>Other Employment</b>	<b>218.2</b>	<b>199.3</b>	<b>199.8</b>	<b>207.1</b>	<b>214.8</b>
<b>Region Total</b>	<b>884.2</b>	<b>809.5</b>	<b>811.3</b>	<b>840.9</b>	<b>870.9</b>

Intermediate Regional Economic Growth Scenario					
Industry Group	Levels of Employment (thousands of jobs)				
	Estimated 1980	Projected			
		1985	1990	2000	2010
<b>Dominant</b>					
Nonelectrical Machinery . . . . .	73.1	64.5	68.6	75.8	83.7
Electrical Machinery and Equipment . . . . .	40.1	38.1	39.4	42.1	44.9
Retail Trade . . . . .	131.9	126.9	133.4	147.4	162.8
Medical and Professional Services . . . . .	103.4	110.0	117.0	132.5	150.0
Educational Services . . . . .	63.5	60.3	61.1	62.6	64.2
Wholesale Trade . . . . .	43.5	41.8	43.9	49.7	56.3
Finance, Insurance, and Real Estate . . . . .	46.4	48.8	52.0	59.1	67.1
Subtotal	501.9	490.4	515.4	569.2	629.0
<b>Subdominant</b>					
Fabricated Metals . . . . .	31.8	28.9	31.1	36.1	41.9
Primary Metals . . . . .	16.6	14.4	14.6	15.0	15.3
Transportation Equipment . . . . .	21.5	19.8	19.6	19.1	18.6
Food and Beverage . . . . .	20.9	19.8	19.6	19.1	18.6
Printing and Publishing . . . . .	16.3	15.9	16.7	18.4	20.4
Construction . . . . .	25.8	23.6	24.5	25.9	27.4
Public Administration . . . . .	31.2	28.8	30.0	32.3	35.0
Subtotal	164.1	151.2	156.1	165.9	177.2
<b>Total Dominant/Subdominant Employment</b>	<b>666.0</b>	<b>641.6</b>	<b>671.5</b>	<b>735.1</b>	<b>806.2</b>
<b>Other Employment</b>	<b>218.2</b>	<b>210.1</b>	<b>209.4</b>	<b>216.5</b>	<b>245.1</b>
<b>Region Total</b>	<b>884.2</b>	<b>851.7</b>	<b>880.9</b>	<b>951.6</b>	<b>1,051.3</b>

Table 58 (continued)

Optimistic Regional Economic Growth Scenario					
Industry Group	Levels of Employment (thousands of jobs)				
	Estimated 1980	Projected			
		1985	1990	2000	2010
<b>Dominant</b>					
Nonelectrical Machinery . . . . .	73.1	77.8	82.8	93.7	106.1
Electrical Machinery and Equipment . . . . .	40.1	41.6	43.2	46.6	50.2
Retail Trade . . . . .	131.9	140.4	149.0	168.4	190.2
Medical and Professional Services . . . . .	103.4	114.2	126.0	153.6	187.3
Educational Services . . . . .	63.5	66.0	68.6	74.2	80.2
Wholesale Trade . . . . .	43.5	46.9	50.4	58.4	67.6
Finance, Insurance, and Real Estate . . . . .	46.4	50.6	55.2	65.6	78.9
Subtotal	501.9	537.5	575.2	660.5	760.5
<b>Subdominant</b>					
Fabricated Metals . . . . .	31.8	35.1	38.8	47.3	57.7
Primary Metals . . . . .	16.6	16.6	16.6	16.6	16.6
Transportation Equipment . . . . .	21.5	21.5	21.5	21.5	21.5
Food and Beverage . . . . .	20.9	20.9	20.9	20.9	20.9
Printing and Publishing . . . . .	16.3	17.6	18.9	22.0	25.5
Construction . . . . .	25.8	26.8	27.9	30.3	32.8
Public Administration . . . . .	31.2	33.2	35.3	40.0	45.3
Subtotal	164.1	171.7	179.9	198.6	220.3
Total Dominant/Subdominant Employment	666.0	709.2	755.1	859.1	980.8
Other Employment	218.2	225.3	232.8	251.5	270.8
Region Total	884.2	934.5	987.9	1,110.8	1,251.6

Source: SEWRPC.

**Table 59**  
**ALTERNATIVE EMPLOYMENT PROJECTIONS**  
**FOR THE REGION BY COUNTY FOR THE YEAR 2010**

County	Existing				Projections for 2010					
	1960		1980		Pessimistic		Intermediate		Optimistic	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Kenosha . . . .	40.1	6.2	49.5	5.6	48.8	5.6	61.0	5.8	75.1	6.0
Milwaukee . . .	486.2	75.0	547.9	62.0	479.0	55.0	552.0	52.5	625.8	50.0
Ozaukee . . . .	9.5	1.5	24.8	2.8	26.1	3.0	36.8	3.5	50.1	4.0
Racine . . . . .	48.5	7.5	78.7	8.9	78.4	9.0	105.1	10.0	137.7	11.0
Walworth . . . .	18.3	2.8	32.1	3.6	34.8	4.0	47.3	4.5	62.6	5.0
Washington . . .	14.5	2.2	31.8	3.6	39.2	4.5	52.6	5.0	68.8	5.5
Waukesha . . . .	30.8	4.8	119.4	13.5	164.6	18.9	196.6	18.7	231.5	18.5
Total	647.9	100.0	884.2	100.0	870.9	100.0	1,051.3	100.0	1,251.6	100.0

Source: U. S. Bureau of Economic Analysis; Wisconsin Department of Industry, Labor and Human Relations; and SEWRPC.

the Region, albeit as these trends might be tempered by the conditions of the alternative economic activity futures. Under each of the three employment projections, Washington County may be expected to continue providing an ever-larger percentage of total regional jobs. Also, under all of the alternative employment projections, the absolute number of jobs may be expected to increase in Washington County.

It should be noted that these alternative projections are not necessarily intended to be used for long-range planning purposes, since one of the functions of areawide planning is to attempt to influence the distribution of economic activity when such action is deemed to be in the public interest. Consequently, areawide plans may attempt to change the projected course of events in such a manner as to alter historic trends. Therefore, the projections are presented not to determine the distribution of economic activity for which plans must be prepared, but rather to represent points of departure for use in plan preparation.

### Major Employers

Knowledge of major employers in Washington County is important for two reasons. First, the major employers in the County employ substantial numbers of workers and, therefore, their existing and future total employment are important to the economic development of the County. The industry retention activities which may be a part of the county economic development program may need to consider the needs of major employers as the priority program activity. Second, identification of the type of major industry employers in the County provides an indication of the types of industry which may be best suited for location in the County, based on the County's steadily increasing Milwaukee metropolitan orientation, as well as on other locational characteristics. Table 60 shows the business firms in the County employing 60 or more workers.

Table 60

MAJOR EMPLOYERS IN WASHINGTON COUNTY: 1983<sup>a</sup>

<u>Manufacturing--Food and Kindred Products</u> Milwaukee Seasoning Laboratories, Inc.	<u>Manufacturing--Instruments and Related Products</u> Micro Design, Division of Bell & Howell Company Micron Corporation
<u>Manufacturing--Lumber and Wood Products</u> Hartcraft, Inc.	<u>Construction</u> Diaryland Harvester Jack Walters and Sons Corporation Ma-Con Construction Corporation
<u>Manufacturing--Paper and Allied Products</u> Great Lakes Packaging Corporation Menasha Corporation	<u>Transportation and Public Utilities</u> Johnson School Bus Service U.S. Postmaster Wisconsin Electric Power Company
<u>Manufacturing--Printing and Publishing</u> Serigraph Sales & Manufacturing Company, Inc. West Bend News, Inc.	<u>Retail Trade</u> Barth's Linden Inn Fireside Restaurant, Inc. Fleet & Farm Supply Company Fox & Hounds Restaurant Jacob L. Hansen Foods, Inc. K-Mart Discount Department Stores Kohl's Department Store McDonald's Restaurant Rooney's Supermarket Shopko Stores, Inc. West Bend United Foods Westfair Super Market, Inc.
<u>Manufacturing--Plastics Products</u> Evco Plastics, Division of Don Evans, Inc.	<u>Finance, Insurance, and Real Estate</u> B. C. Ziegler and Company First National Bank M & I First National Bank West Bend Mutual Insurance Company West Bend Savings & Loan Association
<u>Manufacturing--Leather and Leather Products</u> Amity Leather Products Company Enger Kress Company W.B. Place & Company	<u>Services</u> Cedar Home Campus General Clinic of West Bend Hartford Memorial Hospital Kettle Moraine YMCA, Inc. Lake Health Care Little Switzerland Ski Hill Manpower of West Bend St. Joseph's Community Hospital Sunburst Ski Hill Sundance Photo, Inc. The Threshold, Inc.
<u>Manufacturing--Primary Metals Industries</u> Slinger Foundry Company, Inc.	
<u>Manufacturing--Fabricated Metal Products</u> Barton Products Corporation KSM Industries, Inc. Regal Ware, Inc.	
<u>Manufacturing--Machinery Except Electrical</u> Bayliner Corporation Dyneer-Dico, Inc. Gehl Company Helgesen Industries, Inc. Kasten Manufacturing Corporation M-B-W, Inc. Wacker Corporation Weasler Engineering, Inc.	
<u>Manufacturing--Electric and Electronic Equipment</u> Broan Manufacturing Company, Inc. Wesbar Corporation The West Bend Company, Dart & Kraft, Inc.	
<u>Manufacturing--Transportation Equipment</u> International Stamping Company, Inc. EIS Division, Parker Hannifin Corporation	

<sup>a</sup>The list of employers does not include education and government employers. The business employers shown employ at least 60 workers.

Source: SEWRPC.

## Chapter IV

### ECONOMIC DEVELOPMENT POTENTIALS AND CONSTRAINTS

#### INTRODUCTION

The preceding chapters of this report provide an assessment of historic economic development efforts in Washington County, and an inventory and analysis of the natural resources, community utilities, facilities, and services, and socioeconomic characteristics of the County. The information and analyses contained within the preceding chapters reveal certain characteristics of the County which have both positive and negative implications for economic development. This provided information provides a basis for the identification of the economic development potentials of the County, as well as the constraints which may have to be overcome in order to improve the economy of the County. The purpose of this chapter is to set forth those economic development potentials and constraints. Specific data relative to each of the potentials and constraints are in the preceding chapters of this report.

#### ECONOMIC DEVELOPMENT POTENTIALS

The economic development potentials of an area result from certain positive attributes that give that area a comparative advantage in attracting and sustaining economic development. The economic development potentials for Washington County are summarized below.

##### Potential One: Retention and Expansion of Manufacturing Industrial Base

Washington County has a good potential to retain and expand its manufacturing industrial base. The strong manufacturing industry within the County provides a basis for additional economic development. This existing base, together with the location of Washington County in the Milwaukee metropolitan area, provides a good potential for the location of branch manufacturing plants. The County is served by a well-developed transportation system which links it efficiently and economically not only to the rest of the metropolitan area, but to major markets of the Midwest. The USH 41 freeway and expressway provides an important transportation link between Washington County and the product markets of the greater Milwaukee metropolitan area, as well as the Midwest region. Also, the new USH 45--West Bend freeway--between USH 41 and CTH D, north of the City of West Bend, will be completed in 1986. This new freeway segment will significantly improve the ease of traffic movement between the north-central portion of the County and the rest of the Milwaukee metropolitan area. Necessary public utilities, including sanitary sewerage, water supply, and gas and electric power systems within the County, all have sufficient service capacity to meet the needs of new industrial users.

The rapid growth of the Washington County labor force between 1970 and 1980 indicates that there should be an adequate supply of labor for existing and future industrial establishments. In addition, a wide range of high-quality

labor force training programs is available to manufacturing establishments at the Moraine Park Technical Institute-West Bend, helping to ensure that the County's labor force has the skills necessary to meet the needs of employers. Finally, the County's labor force has a relatively low wage structure for manufacturing industry jobs, which should encourage manufacturing industry to locate in the County.

The recent use by a number of the County's local units of government of the Wisconsin Department of Development Small Cities Community Development Block Grant program to finance sanitary sewerage and water supply system extensions for business expansion purposes indicates that municipalities in the County have an increased awareness of those programs which can facilitate the growth of the county manufacturing industrial base. In addition, the recent increase in economic development activities by economic development practitioners at the state, regional, and local level can be expected to help facilitate the retention and expansion of that base. The findings of a report published by the Wisconsin Department of Development in December 1984, entitled The Job Generation Process in Wisconsin: 1969-1981, indicates that the majority of job gains in the State come from existing businesses that expand rather than from new enterprises that start up or migrate from other areas. These findings emphasize the importance of the potential for new jobs that result from the expansion of existing manufacturing establishments located in the County.

#### Constraints Related to Potential One:

Detrimental Changes in the Structure of the Economy--Major changes are occurring in the structure of the national, state, and regional economies. Manufacturing employment in the Region experienced a comparatively modest increase over the past three decades, which resulted in a decrease in the Region's share of manufacturing employment in the State and nation. This decline in the relative importance of manufacturing jobs in the Region could have a negative effect on the manufacturing segment of the economy of Washington County because of its relatively high job concentration in manufacturing industries. Also, American manufacturing industries face increasing competition in product markets which those industries once dominated. For example, over the past decade the production of steel and the production of passenger cars in the United States have decreased substantially because of the competition from Japan. Such changes in world markets will effect the national, state, and regional economies and, therefore, the product marketing and product sales of some Washington County manufacturing firms.

Perceived Negative Attitudes of Businesspersons Regarding the State of Wisconsin as a Place in Which to Do Business--A report entitled Wisconsin Business Climate Study, prepared by Yankelovich, Skelly, & White, Inc., Arthur Andersen & Company, and the Applied Population Laboratory, UW-Madison-Extension in April 1984 presents the results of a survey which asked a sample of executives of Wisconsin business firms to rate the State in terms of several key location factors.<sup>1</sup> Only 4 percent of the respondents rated the attitude of state officials as favorable to business and industry, while 65 percent rated those attitudes as unfavorable. Twenty-three percent of the respondents rated the attitudes of community officials as favorable, while 33 percent rated

<sup>1</sup>Yankelovich, Skelly, & White, Inc., Arthur Andersen & Company, and the Applied Population Laboratory, University of Wisconsin-Extension, Wisconsin Business Climate Study, April 1984.

those attitudes as unfavorable. Only 5 percent of the respondents rated business taxes as favorable, while 83 percent rated business taxes as unfavorable. These negative attitudes regarding the State as a place in which to do business may affect the ability of Washington County economic development practitioners to expand the existing manufacturing industry base.

Limited Availability of Financing for Business Expansion and New Business Start-ups--Some OEDP Committee members indicated in meetings held during the preparation of this document that well-capitalized business firms have little, if any, difficulty obtaining business loans for business expansion projects. Some Committee members, however, indicated that the financial institutions in Washington County generally followed very conservative business lending practices. These perceptions are, in part, supported by the findings of a report entitled Hartford Economic Development Analysis, which was prepared by Mooney and Associates, Inc., for the Hartford Area Development Corporation and the Hartford Housing Authority in July of 1984. One of the findings of the study was that business and industry leaders in the Hartford area viewed local financing alternatives as unattractive. Specifically, the business and industry leaders in the Hartford area indicated that local financial institutions had a negative attitude toward business, lacked aggressiveness in dealing with business clientele, lacked interest in local business activity, and failed to tailor services to meet local business needs. It was also noted that a large percentage of Hartford industries did their banking outside the Hartford area, as well as outside of Washington County. While these perceptions relate specifically to the Hartford area, similar problems may exist in other communities in Washington County, and would tend to constrain the expansion of the local manufacturing industry.

Also, a report by the Wisconsin Strategic Development Commission showed that a "lack of capital availability to certain businesses contributes to Wisconsin's economic dilemma."<sup>2</sup> The report indicated that Wisconsin ranks low in banking deposits per capita (33rd in the nation), loan-to-deposit ratio (23rd in the nation), and commercial and industrial-loans-to-total-loan ratio (32nd in the nation). Wisconsin's largest bank ranks only 70th largest in the country. Consequently, the conservatism of financial institutions, as well as the limited availability of financial resources, may be discouraging business expansion and new business start-ups in Washington County.

Need for State-of-the-Art Machinery and Equipment for Existing Manufacturing Firms--A report entitled Wisconsin Manufacturing: Charting a Course for Renewed Vitality, published by the Wisconsin Department of Development, identified a number of major problems hindering the development of the manufacturing industry in the State.<sup>3</sup> The findings of the study showed that between 1958 and 1978, all United States industries experienced an aging of their physical capital stock--that is, of the machinery and equipment used in the production process. The report further indicated that the decline in the capital stock of the fabricated metals industry, the nonelectrical machinery industry, and the instruments and related products industry in Wisconsin was

<sup>2</sup>Wisconsin Strategic Development Commission, Phase I, The Mark of Progress, undated.

<sup>3</sup>Dr. Kay Plantes, Chief Economist, Wisconsin Department of Development, Wisconsin Manufacturing: Charting a Course for Renewed Vitality, July 1982.

more rapid than the general decline nationally. These manufacturing industry categories comprise a substantial portion of the manufacturing industry employment in the State, Region, and County. The aging of the physical capital stock of the manufacturing industry is related to the decline in the relative importance of the manufacturing industry in the State, Region, County, and could affect the ability of this industry to expand in the future.

Initial Cost of Providing Sanitary Sewer and Water Supply Utility Lines to Business Development--SEWRPC Technical Report No. 29, Industrial Land Use in Southeastern Wisconsin, published in November 1984, presented important findings regarding the availability of land for industrial development in the Region. The study concluded that while there is sufficient industrial land available in the Region over the long term to accommodate anticipated increases in industrial employment, there are relatively few suitable, major sites available for immediate industrial use, and existing sites may, in fact, be unable to meet the specific needs of industries seeking to locate or relocate in the Region. Over the past decade, the extension of sanitary sewer and water service to relatively large manufacturing sites in the Villages of Germantown and Jackson and the Cities of Hartford and West Bend in the County has provided substantial acreage for industrial development. However, in order to ensure the continued availability of sites for manufacturing establishments in the County, individual local units of government must face the continuing challenge of determining the means by which high-quality industrial sites with appropriate utility services can be provided. In order to address this issue properly, the local units of government in the County may need to increase their commitment to the financing of the necessary sanitary sewer and water supply extensions, as well as related infrastructure improvements to industrial development sites. The high costs of infrastructure improvements, and the willingness of local units of government to bear these costs, could affect the attractiveness of available sites, and, therefore, the growth of the County's manufacturing industry.

Limited Role of County and Local Government in Economic Development Activities--Washington County government has historically not been involved in actively promoting the economic development of the County. Only within about the last five years have local units of government in Washington County begun to undertake substantial activities directed toward improving economic conditions, although several local units of government in the County have completed successful economic development projects and activities. This lack of economic development activities could result in an inability to access state and federal economic development programs; a lack of adequate data and information for industry prospects; and a lack of evidence of concern about economic development.

#### Potential Two: Expansion of the Retail Trade and Service Industries

Washington County has a good potential to expand its retail trade and service industries. Between 1960 and 1980, there was a substantial increase in the county population and labor force. This large increase in population provides a larger market for retail and service establishments, and the expanded labor force suggests that the County is capable of meeting the labor needs of county employers. Downtown revitalization efforts, combined with recent fringe-area commercial developments in several communities within the County, indicate that communities in the County are focusing development efforts on the

retention and expansion of retail trade and service establishments. USH 41 and USH 45 make the principal commercial areas of the County readily accessible not only to all areas of the County, but to large parts of the Milwaukee metropolitan area as well. The relatively low wage structure in Washington County provides an attractive labor market for retail trade and service industry employers. The anticipated increase in the resident population of the County can be expected to provide a gradually expanding market for the retail trade and service industries. Finally, regional employment projections to the year 2010 indicate that for other than the nonelectrical machinery industry, the largest percentage increases in employment should occur in the retail trade; medical and professional services; educational services; and finance, insurance, and real estate industries. The report The Job Generation Process in Wisconsin: 1969-1981 indicates that the service industry sector is and may be expected to continue to be a consistent source of new jobs, and that it may be expected to generate new jobs during periods of both economic expansion and recession.

#### Constraints Related to Potential Two:

Location Problems--Some commercial enterprises within the retail trade and service industries of the County operate at a disadvantage because of competition from commercial enterprises located in Milwaukee County, and more specifically in the Northridge Shopping Center located on the far north side of the City of Milwaukee. Also, efforts to expand the retail trade and service industries of the County through the establishment of new fringe-area commercial developments encounter problems associated with the initial high cost of extending sanitary sewer and water supply utility lines to such development. Finally, the design difficulties and high construction costs typically encountered in the redevelopment of older central business districts, areas where retail trade and service establishments are concentrated in the County, tend to make such redevelopment a politically controversial issue. Expansion of retail trade and service establishments in the central business districts of the County also tends to be more difficult and more expensive to accomplish than new construction in outlying areas because of the complex pattern of property ownership in the older central business districts, and because of the structural and functional obsolescence of existing structures in these districts. Together, the location of the County with regard to Milwaukee County and the cost of locating retail trade and service establishments within the County could constrain the expansion of these industries in the County.

Scattered Residential Development Pattern--Since the 1960's there has been a proliferation of urban residential development in the County, much of it in small, scattered, rural enclaves. This proliferation, and the willingness of residents to travel long distances by auto for goods and services, somewhat lessens the market attraction of the retail trade and service enterprises located in the County's traditional central business districts. The scattered residential development pattern in the County could, in part, restrict the growth of employment opportunities in the retail trade and service industries in the County.

Civilian Labor Force Issues--There is a general lack of awareness on the part of the civilian labor force that the retail trade and service industries are, and will probably continue to be, growth industries, resulting in new opportunities for employment. Many jobs in the retail trade and service industries tend to pay low wages and demand a relatively lower skill level,

resulting in a negative image of these jobs by the labor force. Also, many retail trade and service industry jobs are perceived as providing little if any opportunity for career advancement. These factors could result in a shortage of quality workers for jobs in the retail trade and service industries and, therefore, act as constraints on the future growth of these industries.

Limited Use of Business Assistance Programs--The programs available to assist business expansion and new business start-ups--for example, the Wisconsin Housing and Economic Development Authority Small Enterprise Economic Development (SEED) program and the services offered by the University of Wisconsin Small Business Development Centers--are perceived as not being fully utilized by Washington County businesses. These programs and services are not being utilized, in part, because the offices involved in administering these programs and services are located outside Washington County. Also, it appears that information about such programs is not readily available to Washington County businesspersons. Furthermore, financial institutions in the County have a history of being hesitant to participate in the SEED program because of the perceived complicated and extensive paperwork involved. The greater utilization of these and similar business assistance programs could result in a larger number of future retail trade and service industry jobs.

#### Potential Three: Facilitate New Entrepreneurial Opportunities Directed Toward Small Business Expansions and Start-ups

There are several reasons why the encouragement of small business development, and specifically the development of small manufacturing firms, is an important economic development potential in Washington County. Small businesses dominate the job generation process in Wisconsin. The previously documented study entitled The Job Generation Process in Wisconsin: 1969 to 1981 indicates that from 1977 to 1981, very small businesses overall, or all businesses with 20 or fewer employees, created 100 percent of the net job gains in Wisconsin. The report also states that new business starts are the key to explaining the dominance of very small businesses in generating the large number of new jobs both during good economic times and during recessions. The report states that very small businesses have a major impact on job creation because when such firms are successful, they expand and grow, and therefore tend to create new jobs readily. Finally, the report points out that between 1969 and 1981, very small manufacturers consistently created net new jobs at a faster rate than did very small service sector businesses. Even during the 1980 to 1981 recession year, very small manufacturing firms continued to add more jobs than they lost, in sharp contrast to the trend of larger manufacturers.

Other major factors that could encourage entrepreneurial opportunities and, therefore, small business development in Washington County include: the recent high rate of county labor force growth, and, consequently, the availability of a work force for small businesses; the proximity of the County to the Milwaukee urbanized area; the perceived lower land costs of sites in less intensively developed urban areas such as Washington County; the County's existing manufacturing industry base, and the opportunity for new manufacturing firms to supply products to established manufacturing establishments; the generally good relationship between organized labor and business management in the County; and the lower wages prevailing in the County.

### Constraints Related to Potential Three:

Limited Use of Business Assistance Programs--As previously stated, programs available through the Wisconsin Housing and Economic Development Authority and the services available through the Small Business Development Centers are not fully accessible to Washington County businesspersons, a factor which could restrict the start-up or expansion of new businesses.

Conservative Lending Practices and the Limited Availability of Capital--OEDP Committee members perceive that financial institutions in Washington County are not actively and aggressively facilitating and supporting small business development. As previously indicated, conservative lending practices, combined with the lack of financial technical assistance for small businesses and the lack of sufficient financial resources, are perceived as constraints to small business growth in the County.

Lack of Business Incubator Space--Small and new businesses often require low-cost, but high-quality, buildings and related business support services. As a result, many communities offer incubator buildings to small businesses, or buildings with all the necessary business support services and facilities, and a variety of interior space square footages which are available for rent at a reasonable cost. While communities in Washington County are currently discussing the potential for providing business incubator facilities, very limited facilities of this type are currently available, a factor which may be a constraint on the potential for small business expansion.

Past Limited Role of County and Local Units of Government in Economic Development Activities--While local economic development activities in the County are increasing, the past limited activities by county and local government in economic development has fostered a lack of local expertise regarding the kinds of programs and activities that can be utilized to improve local economic conditions. The availability of business development assistance is especially critical to small businesses, which often require a substantial amount of such assistance.

### Potential Four: Generation of Employment Opportunities Through the Application of High Technology

Basic structural changes in the national economy have been evidenced by the steadily increasing portion of manufacturing jobs that are oriented to high technology industries. High technology industries are both knowledge- and capital-intensive industries which employ a high percentage of highly trained workers and produce products based on recent scientific advances having high value to the consumer. It has been estimated that in 1979, high technology jobs accounted for 40 percent of all manufacturing jobs in the nation. Moreover, a recent report by the Joint Economic Committee of Congress found that high technology industries accounted for 75 percent of the net increase in manufacturing jobs in the nation from 1955 to 1979. This same study indicated that the Midwest region could receive more benefits from high technology growth than other regions of the nation, indicating that Washington County should consider the attraction of high technology industries, and the application of high technology to existing manufacturing industries.

Also, the application of high technology to the existing manufacturing industry is an important economic development potential for the County because of

the proximity of the County to the University of Wisconsin-Madison and the Medical College of Wisconsin in Milwaukee, institutions with strong research programs. Also, the State of Wisconsin has one of the finest vocational/technical education systems in the Country, a system that is more than capable of assisting in the training and retraining of workers in high technology occupations. In Washington County, the Moraine Park Technical Institute-West Bend campus provides labor force training in a wide range of technical fields. Furthermore, the report of the Joint Committee on Technology and Innovation entitled A Program for Wisconsin and Milwaukee--How to Create New Jobs In High Technology and Other Manufacturing stated that the presence of a small group of progressive, high-tech and research-oriented companies in Milwaukee, the well-trained and highly skilled work force of the Milwaukee metropolitan area, and the reputation of the State of Wisconsin as both a high-service State and a State which provides a high quality of life and abundant natural amenities, are important factors which could lead to the development of high technology employment opportunities.<sup>4</sup> Washington County and the local units of government within the County should work toward creating a positive environment for high technology development in order to generate new employment opportunities.

#### Constraints to Potential Four:

High Personal Income Taxes and Perceived Anti-business Reputation of Wisconsin--The report Wisconsin Manufacturing: Charting a Course for Renewed Vitality reported that statistical analysis of Wisconsin and United States employment trends indicated that relatively high income taxes reduced the State's share of United States employment in labor-oriented industries, many of which have a high technology orientation. The report by the Joint Committee on Technology and Innovation mentioned above also states that Wisconsin has a national reputation in the business community as being a high-tax, anti-business State. This reputation is based, in part, on the State's long-standing progressive tradition of governing, which has produced a large body of overlapping state regulations. While those regulations encourage the protection of the overall public interest, in some instances they also tend to limit the free flow of business activity and to discourage business growth. The report also states that while significant corporate tax reforms have been enacted in recent years, the relatively high personal income and inheritance taxes continue to inhibit formation and retention of capital in the State. As a result of these factors, local economic development practitioners in the County may need to work with the Wisconsin Legislature to reduce the personal income and inheritance taxes, as well as eliminate unnecessary state and local regulations that discourage business activity.

Lack of a Strong Relationship Between the University of Wisconsin System and the Wisconsin Business Community--One of the findings of the above-mentioned report of the Joint Committee on Technology and Innovation was that the University of Wisconsin system, in particular the University of Wisconsin-Madison, has not stimulated technological innovation in the manner that have other universities such as Stanford University in California and the Massachusetts Institute of Technology. The report specifically states that the lack of technological innovation in the State may be due, in part, to the lack of well-established innovation centers and university research parks.

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<sup>4</sup>Joint Committee on Technology and Innovation for the Greater Milwaukee Committee and the Metropolitan Association of Commerce, A Program for Wisconsin and Milwaukee--How to Create New Jobs in High Technology and Other Manufacturing, November 1982.

Limited Availability of High-Risk Venture Capital--The Joint Committee on Technology reports that there appears to be a scarcity of high-risk venture capital available in the Milwaukee metropolitan area. Conservative investment and banking practices, coupled with overly paternalistic state securities regulations, have made it extremely difficult for small firms to raise equity capital, and, as a result, discourage entrepreneurs from starting new businesses. Because many high technology firms could be expected to be new firms, the lack of venture capital could restrict the development of employment opportunities in this industry.

#### Potential Five: Expansion of the Recreation and Tourism Industry

Expansion of the recreation and tourism industry in Washington County could provide substantial additional employment opportunities. In 1981, the recreation and tourism industry sales in the County ranked the County 20th out of 72, indicating that the tourism industry already represents an important part of the county economy. The County's high-quality natural resource base provides excellent natural features upon which to base continued recreational and tourism development. Local tourism assets which are already oriented to the resource base of the County include the northern unit of the Kettle Moraine State Forest, the Ice Age Trail, the Jackson and Theresa Marshes, and the Allenton Wildlife Area. The County's mid-continental climate is characterized by four distinct seasons, giving residents and visitors opportunities for diverse outdoor recreational activities. The proximity of Washington County to both the Milwaukee and Chicago metropolitan areas, and the accessibility of the County from these areas via the excellent freeway system, also provides opportunities for continued growth in the recreation and tourism industry. Also, the recent downtown revitalization efforts in the Cities of West Bend and Hartford, and the growing concentration of outlet stores in West Bend, are attracting visitors to both of these Cities from areas far beyond their traditional retail trade areas.

#### Constraints Related to Potential Five:

Natural Resource Base Protection Issues--The recreation and tourism industry in Washington County is primarily oriented to the natural resource amenities of the County. In many instances, sound planning and design of recreational facilities located in proximity to or within areas of high natural resource base value can provide for orderly recreational facility development, resulting in minimal disturbance to or alteration of the natural resource base. However, in some instances, conflicts between recreational facilities development objectives and objectives directed toward the preservation of the natural resource base cannot be avoided. In such instances, natural resource base preservation objectives may hinder, if not preclude, the development of recreational facilities.

Restrictive Attitudes Toward New Public Recreational Facilities Development--It was the consensus of the OEDP Committee that many county residents view expansion of the recreation and tourism industry, particularly the establishment of new public recreational facilities in areas possessing natural resource amenities, as a threat to the pleasant, rural quality of life enjoyed by county residents. Major public recreational facilities in the County tend to attract a large influx of nonresidents. Many residents believe that continued development of this type could alter the predominantly rural character

of the County, place substantial additional burdens on the utilities, facilities, and services provided by the County and the local units of government within the County, and diminish the property tax-generating potential of the County.

Seasonal Characteristics of Some Recreational Activities--A substantial portion of the recreation and tourism industry in the County is oriented toward business operation during one or perhaps two seasons. This seasonal orientation to the recreation and tourism industry in the County produces an annual cycle, with periods of high-level business activity and therefore, high employment, and periods of low-level business activity and, therefore, low employment. In addition, seasonal characteristics make the recreation and tourism industry in the County vulnerable to unseasonable weather conditions. Consequently, while this industry can be viewed as an economic development potential, its seasonal characteristics can cause unexpected unemployment.

Perception of the Recreation and Tourism Industry as a Low Employment-Generating Industry--The recreation and tourism industry is often considered to be a part of the larger retail trade and service industry. Once more, the magnitude of the manufacturing employment in the County has historically resulted in local economic development practitioners focusing on the manufacturing industry in their economic development activities. As a result, local economic development practitioners fail to recognize the potential of the tourism and recreation industry in creating new employment opportunities.

Limited Intergovernmental Cooperation--In December 1982, the West Bend Common Council approved a resolution setting aside \$10,000 of the city room tax revenue for the purpose of conducting a major advertising campaign for the City of West Bend as a good place to shop. However, the City stipulated that the money could be utilized for this purpose only if it were matched dollar for dollar by the private sector. Accordingly, the City of West Bend Chamber of Commerce raised the private sector matching funds. This action by the Common Council and the Chamber of Commerce is an example of the cooperation that is necessary to raise sufficient capital for advertising purposes, an activity that is extremely necessary for the success of a recreation and tourism industry. While a number of cooperative financing efforts, such as that indicated in the City of West Bend, may be taking place at the present time, these efforts may need to be strengthened, or new cooperative efforts initiated, in order to generate the funds necessary for this costly activity.

Lack of Convention, Trade Show, and Conference Facilities--Washington County does not have a major publicly or privately operated convention/trade show/conference center, with sufficient banquet and guest room facilities for large gatherings of people. It is the perception of the OEDP Committee that no single existing restaurant or banquet facility in the County could adequately accommodate a major gathering of 250 to 300 persons. A major convention center tends to have a positive effect on a local economy, with the relatively large number of persons attending events at the facility making large expenditures both at the facility and at surrounding area businesses. It is also the perception of the OEDP Committee that groups and organizations which could utilize a convention center in Washington County, if such a facility were available, currently utilize facilities located in Milwaukee County.

## Chapter V

### ECONOMIC DEVELOPMENT STRATEGY

#### INTRODUCTION

The preceding chapters of this report have analyzed: 1) historic economic development efforts in the County; 2) the characteristics of natural resource base, built environment, and related features in the County pertinent to economic development; 3) the socioeconomic characteristics of the County pertinent to economic development; and 4) the potentials for, and constraints on, continued county economic development. The purpose of this chapter is to identify economic development activities that together can constitute an initial economic development strategy--or economic development program--that can be adopted and pursued by the County, and by the individual units of government within the County. This strategy is designed to expand employment opportunities within the County, and thereby to reduce local unemployment, to increase personal income, and generally to improve the overall quality of life in the County.

The proposed development strategy set forth herein provides a necessary link between the analysis of the County's natural resource base, built environment, socioeconomic characteristics, and economic development potentials and constraints, and the pursuit of the economic development activities necessary to improve the county economy. As such, this chapter presents: 1) recent economic trends in the County; 2) goals for a countywide economic development program; 3) specific criteria to guide the development and operation of an ongoing countywide economic development program; 4) a set of specific actions comprising the recommended countywide economic development program; and 5) a plan for the implementation of the recommended economic development program.

#### RECENT ECONOMIC TRENDS IN WASHINGTON COUNTY

##### The Economic Outlook in Washington County

Chapter III of this report summarized the current condition of the Washington County economy as indicated by selected critical economic indicators. The analyses of these indicators revealed that the most significant economic concern in Washington County is unemployment. Prior to 1980, Washington County had a history of unemployment rates that were substantially below the unemployment rates for the State and the nation. By 1980, however, the unemployment rates in Washington County and in the Region, both 5.7 percent, had increased substantially, and were at levels only slightly below the unemployment rates for the State, 6.6 percent, and the nation, 6.5 percent. Then in 1983, the unemployment rate for Washington County increased to 10.3 percent, a level substantially higher than the unemployment rate for the nation, 9.6 percent. The unemployment rates for the Region and State in 1983 were slightly higher at 10.7 percent and 10.4 percent, respectively. The 1984 monthly unemployment rates in Washington County declined during the first nine months of the year from 10.1 percent in January to 5.6 percent in September.

However, the County's unemployment increased to 6.0 percent in October and 6.4 percent in November. The 1984 average unemployment rate for Washington County for the first 11 months of the year was 7.4 percent, greater than that for the Region, 7.2 percent, and less than that for the State, 7.7 percent. The current unemployment rates in Washington County continue to be a serious concern in that 3,200 members of the County's civilian labor force are unemployed, a number that is substantially greater than the number of unemployed in 1980. Once more, the increase in the Washington County unemployment rates in October and November of 1984 indicates that the County is susceptible to frictional unemployment problems, or unemployment problems that are a result of short-term fluctuations in the number of persons employed.

Another major economic concern in Washington County is the shift that has occurred in the economic base of the County. From 1970 to 1980, total employment in the County's manufacturing industry decreased from about 40 percent to about 33 percent. During the same time period, total county employment in the retail trade, finance, insurance, and real estate, and service industries increased from about 25 percent to about 31 percent. While the manufacturing industry in Washington County continues to show substantial growth, the shifting emphasis of the county economy toward the retail trade, finance, insurance, and real estate, and services industries indicates that economic development efforts directed solely toward manufacturing industry growth in the County may not be the most effective means for creating jobs and ensuring long-term economic growth.

Although the problems associated with unemployment and changes in the structure of the county economy should be of concern to local economic development practitioners, several economic indicators show that the condition of the Washington County economy may be somewhat better than the condition of the economy of the Region, State, and nation. Between 1940 and 1980, the population of the County grew to about 84,800 persons, an increase of almost 200 percent, while over this same time period population increases at the regional, state, and national levels were 65 percent, 50 percent, and 72 percent, respectively. In 1979, the mean household and per capita incomes in Washington County were higher than those for the Region, State, and nation. From 1970 to 1980, the rate of population change in Washington County was about 22 percent, the highest rate of increase in population of any of the seven counties in the Southeastern Wisconsin Region. From 1960 to 1980, the County's labor force grew at a rate of 133 percent, a rate of growth that was substantially greater than that for the Region, 38 percent; the State, 48 percent; or the nation, 53 percent. It should be pointed out, however, that the OEDP Committee perceives that since 1980, the rates of population and labor force growth and the relative household and per capita incomes in the County have decreased significantly from 1980 levels. Nevertheless, several attributes of the County provide a sound basis for continued economic growth and development, including the County's location within the Milwaukee metropolitan area; the well-developed transportation system; the service capacity of existing sanitary sewerage, water supply, and gas and electric power systems; the abundant natural resource amenities; and the wide range of high-quality educational, cultural, and health service facilities and services.

#### Probable Causes of Economic Problems in Washington County

As previously noted, Washington County possesses a number of economic advantages that should lead to the growth of employment opportunities. However, as

previously discussed, major economic problems currently exist in the County. The major causes of these economic problems are identified below.

Change in the Structure of the National Economy and Internationalization of Product Markets: Over the past two decades, one of the most important changes in the structure of the national economy has been the declining importance of the manufacturing industry. The basic structural change of the national economy is evidenced by a shift in the nature of manufacturing activities, with "high technology" industries accounting for a steadily increasing portion of all manufacturing jobs. Also, the structural changes in the national economy are, in part, due to changing world economic conditions and world markets. American industries face continually increasing competition in markets which the United States once dominated--in particular the durable goods manufacturing industry. Such changes may be expected to have a strong bearing on the future size and structure of the national economy, as well as the economy of the Southeastern Wisconsin Region and of Washington County.

The Recent National Economic Recession: The Washington County economy is concentrated in the durable goods manufacturing industry. The durable goods manufacturing industry in the County has the potential to expand, and could serve to attract new manufacturing employment. However, the concentration of county employment in this industry makes the County particularly vulnerable to national economic recessions. The relatively high county unemployment rates in 1983 and 1984 were due, in part, to the national economic recession that began in 1979, and the effects of this recession on the durable goods manufacturing industry and on the construction industry in the County and Region. Furthermore, the decline in the durable goods manufacturing industry in the Region, and particularly in Milwaukee County, tends to increase the unemployment rate in Washington County during periods of economic downturn because of the large proportion of the County's civilian labor force that is employed in manufacturing establishments located in Milwaukee County.

Geographic Shift in National Economic Growth: Economic conditions in the County are, in part, affected by regional economic trends. Between 1960 and 1970, the growth rate of the labor force of the Southeastern Wisconsin Region was only slightly below the growth rate of the labor force of the nation. However, between 1970 and 1980, the civilian labor force of the Region increased only about 19 percent, in comparison to a 31 percent increase in the nation. The relatively slow rate of regional labor force growth over the past two decades indicates that the Region is not sharing in the economic growth occurring at the national level. Also, this slower rate of labor force growth indicates that the Region has had difficulty in competing for economic growth with other parts of the nation. The continued decline of export-based manufacturing industries in the Region may limit the economic development potential of the County, and, more specifically, the ability of the County to attract new economic enterprises.

It should also be noted that the economy of the Southeastern Wisconsin Region is directly related to the economy of the Midwest region of the United States. A recent economic analysis of the economy of the Midwest by the Federal Reserve Bank of Chicago indicates that the economic recovery in the Midwest region is lagging behind the recovery occurring nationwide, and that the Midwest region's economy will continue to be sluggish through the first quarter

of 1985. These findings show the continuing effects of the decline in the export-based manufacturing industry in the Midwest region that occurred during the recent economic recession.

### Potentials for Generating Employment Opportunities in Washington County

It is important for any sound economic development program in Washington County to identify the potential areas for generating employment opportunities. This section summarizes the County's economic development potentials, with a more detailed discussion of these potentials presented in Chapter IV of this report.

Retention and Expansion of the County's Manufacturing Industry Base: A report published by the Wisconsin Department of Development in December 1984, entitled, The Job Generation Process in Wisconsin: 1969-1981, indicates that the majority of job gains in the State come from existing businesses that expand rather than from new enterprises that start up or migrate from other areas. The potential for the creation of new jobs resulting from the expansion of existing manufacturing establishments located in the County is evidenced by the existing concentration of county employment in the manufacturing industry. Also, such factors as the relatively low wage structure in the County, the relatively high skill levels of the county labor force, the high-quality labor force training programs available to the manufacturing industry in the County, and the location of Washington County in relation to the Milwaukee metropolitan area make the County an attractive location for manufacturing establishments. Accordingly, an effort directed toward the expansion of employment opportunities in Washington County should be a high priority in any county economic development program. In this regard, a county economic development program should address the problems and needs of existing manufacturing employers, as well as facilitate the expansion of existing manufacturing plants, and, when possible, attract new manufacturing establishments to the County.

Expansion of Retail Trade and Service Industries: The relatively high level of employment growth in the Washington County retail trade and service industries during the 1970's indicates that these industries are capable of providing employment opportunities for county workers. Also, the relatively high median family income in the County, and the anticipated increase in the resident population of the County, can be expected to generate an expanding market for the county retail trade and service industries. Moreover, year 2010 regional employment projections prepared by the SEWRPC indicate that, for other than the nonelectrical machinery equipment industry, the largest percentage increases in employment should occur in the retail trade; medical and professional services; educational services; and finance, insurance, and real estate industries. Also, as previously discussed, a recent Wisconsin Department of Development study indicates that the service industry sector may be expected to continue to be a consistent source of new jobs, and may be expected to generate new jobs during periods of both economic expansion and recession.

New Entrepreneurial Opportunities Directed Toward Small Business Expansion and Start-ups: Small business dominates the job generation process in Wisconsin. As previously mentioned, the study entitled The Job Generation Process in Wisconsin: 1969-1981 stated that new business starts are the key to explaining

the dominance of very small businesses in generating jobs in Wisconsin during both good economic times and recessions. The report states that very small businesses have a major impact on job creation because when such firms are successful they expand and grow and, therefore, tend to readily create new jobs. The report further states that, during the 1980 to 1981 recession year, very small manufacturing firms continued to add more jobs than they lost, in sharp contrast to the trends of larger manufacturers. Consequently, it is important to facilitate and encourage the development of small business in Washington County in order to provide for new employment opportunities.

Generation of Employment Opportunities Through the Application of High Technology to Existing County Manufacturing Industries: A strong manufacturing sector has historically been the cornerstone of the economy in southeastern Wisconsin, as well as in Washington County, and manufacturing industry employment still accounts for a large portion of total regional and county employment. The national decline in the relative importance of the manufacturing industry, however, combined with increasing competition in international product markets--markets in which many Milwaukee metropolitan area companies are active--indicates that there is a need to re-orient the established manufacturing base of the Region and the County. Such factors as the proximity of the County to several educational institutions with strong research programs, the availability of excellent vocational/technical education programs, the comparatively high skill level of the county work force, and the existing high technology-oriented companies already located in the metropolitan area provide good potential for the development of manufacturing-oriented high technology industries in the Milwaukee metropolitan area and for the application of this technology to the existing manufacturing processes in the County.

Expansion of Recreation and Tourism Industry: The County's high-quality natural resource base and its favorable location and proximity to both the Milwaukee and Chicago metropolitan areas provide an opportunity for continued growth in the tourism and recreation industry. Local tourism assets which are already oriented to the natural resource base of the County include the northern unit of the Kettle Moraine State Forest, the Ice Age Trail, the Jackson and Theresa Marshes, and the Allenton Wildlife Area. In addition to the recreation and tourism potential offered by the natural resource amenities in the County, the recent downtown revitalization efforts in the Cities of West Bend and Hartford, and the growing concentration of outlet stores in West Bend, offer unique shopping experiences to visitors of both cities and, as such, provide a basis for continued downtown revitalization and business expansion.

## GOALS OF THE WASHINGTON COUNTY ECONOMIC DEVELOPMENT PROGRAM

An economic development program in Washington County will be successful only if it has clear goals that can guide its development and implementation. A statement of such goals should reflect the economic development program environment in the County that is desired through the implementation of specific economic development program activities. Only in this way can an economic development program be specifically formulated for Washington County, and, importantly, its effectiveness monitored over time.

## Economic Development Program Goals

The Washington County OEDP Committee has determined that a countywide economic development program should be established to address the economic development problems of the County. The economic development goals established by the Committee to guide the economic development program are as follows:

1. To provide a mechanism for guiding and coordinating countywide economic development efforts.
2. To retain existing employment opportunities in the County by helping to meet the needs of existing employers.
3. To create new employment opportunities through the attraction of new employers to the County.
4. To create new employment opportunities by facilitating entrepreneurial opportunities in the County.
5. To facilitate economic development in the County through the provision of necessary community facilities and services that will enable the expansion of employment opportunities.

## CRITERIA TO GUIDE THE ECONOMIC DEVELOPMENT PROGRAM

The County's economic development program is envisioned as an ongoing effort to improve the economy. In order to guide the OEDP Committee in its selection of specific activities to improve the county economy, as well as to guide the decision-making that will be necessary during the course of the implementation of the program, the OEDP Committee has identified the following decision-making criteria:

1. Unemployed and underemployed. The economic development objectives and activities identified in the County's economic development program should enhance the ability of the County's unemployed and underemployed workers to gain meaningful employment opportunities.
2. Nature of program activities. The County's economic development program activities should include: a) coordination of existing economic development activities; b) implementation of specific economic development programs and activities; and c) economic development technical assistance to public and private economic development organizations. It is important to indicate, however, that the County's economic development program is not intended to supplant the economic development efforts of the County's local units of government. To a large degree, the economic development process is a local activity that is in most cases implemented by city, village, and town economic development practitioners. The County's economic development program is intended to enhance these local efforts by fostering coordination and cooperation of local economic development practitioners.
3. Economic development financial assistance. The economic development program will assist local business and industry and local units of government in securing the necessary financial assistance available from local

sources and from state and federal economic development programs. Economic development financial assistance may include business financial assistance, public works grants and loans, and technical assistance projects.

4. Location of economic development projects. The County's economic development program will provide assistance only to those economic development projects that:
  - a) Utilize and upgrade to the greatest extent possible the existing urban infrastructure in Washington County.
  - b) Protect and preserve the County's natural resources.
  - c) Adhere to local land development and construction code regulations.
5. Sponsorship and management. The OEDP Committee recognizes that the growth of employment opportunities in Washington County is dependent upon financial investment by private business and industry, and upon the cooperation of the County's local units of government in facilitating economic development projects. Consequently, the County's economic development program will provide assistance to those projects where:
  - a) The proposed economic development project is not opposed by the local unit of government where the project is to be located.
  - b) The project exhibits the cooperation of the public and private sectors.
  - c) The assistance provided by the County's economic development program is not duplicative of the assistance provided by existing public or private economic development agencies or organizations.

## WASHINGTON COUNTY ECONOMIC DEVELOPMENT PROGRAM: COURSE OF ACTION

The Washington County economic development program "course of action" consists of a set of specific objectives and activities that the OEDP Committee has determined should be undertaken to enable the County to achieve its economic development goals as set forth herein. In addition, the objectives and activities identified in the County's economic development program course of action should help, to alleviate the economic development constraints that have been identified in this report, as well as to utilize the County's economic development potentials to provide for the expansion of employment opportunities.

### Economic Development Program Objectives and Activities

The economic development program objectives and activities indicated herein are intended to provide the foundation for an ongoing economic development program in the County. The economic development objectives and activities designed to be carried out during the first year of the program are identified below.

Objective One: Establish the Washington County OEDP Committee as the committee responsible for coordinating countywide economic development activities and ensuring the County's continued eligibility for economic development programs administered by the U. S. Department of Commerce, Economic Development Administration. This objective is directly related to Goal One.

Activity One--Ensure the submittal of this draft OEDP document to the U. S. Department of Commerce, Economic Development Administration (EDA), Regional Office by January 31, 1985 by the Washington County Land Use and Park Department staff.

Activity Two--In order to successfully implement the economic development program set forth herein, it will be necessary for the County to build a consensus of support for the specific economic development program activities. Accordingly, the OEDP Committee will transmit one copy of the draft OEDP document to each of the local units of government in Washington County for review and comment. Following the review of the draft OEDP document by the local units of government in the County, the OEDP Committee will conduct a meeting of representatives of the local units of government, and discuss comments and changes to the County's proposed economic development program. Any changes to the County's economic development program will be included in the final OEDP document.

Activity Three--The OEDP Committee will review its existing membership structure to determine appropriate modifications, if any, to the membership of the Committee so that the Committee continues to represent the interests of the units of government and other organizations and individuals involved in economic development in the County.

Activity Four--The OEDP Committee will ensure that the Washington County Land Use and Park Department staff formally transmits the final OEDP document to the Regional Office of EDA and to all local units of government in the County. In addition, copies of the final OEDP document should be made available to the public at municipal public libraries; city, town, and village halls; and chamber of commerce offices in the County.

Activity Five--The OEDP Committee will be responsible for ensuring that the Washington County Land Use and Park Department staff, prior to June 30 of each year, prepares an annual OEDP report in the manner prescribed by the EDA. Prior to initiating preparation of the annual report, county staff should call a meeting of the County OEDP Committee for the purpose of discussing the modifications, if any, and the additions to the county economic development program goals, objectives, and activities.

Activity Six--In order to provide a foundation for continuing countywide economic development efforts, the County OEDP Committee, with the assistance of the County Land Use and Park Department staff, will conduct quarterly OEDP Committee meetings, the purpose of which will be to facilitate the coordination of countywide economic development efforts and to provide information to economic development practitioners, as well as to groups and individuals interested in economic development in the County. These meetings will provide a forum for the discussion of local economic development issues. In addition to the quarterly meetings of the OEDP Committee, two special meetings of the Committee will be held for the purpose of having representatives from Forward Wisconsin, Inc., the principal industrial attraction organization of the

State, and the Wisconsin Strategic Development Commission, the gubernatorial-appointed body responsible for developing a statewide economic development program, explain the programs and activities of their organizations to interested persons and economic development practitioners in the County.

Objective Two: To retain industrial establishments currently located in Washington County. This study has previously discussed the importance of economic development program activities that will assist in the expansion and retention of existing employers. Consequently, it is important for Washington county to initiate industry retention activities that will assist local economic development practitioners in preventing the relocation of existing county industry establishments to locations outside the County. This objective is directly related to Goal Two.

Activity One--The County OEDP Committee, with assistance from the Washington County Land Use and Park Department staff, will prepare a letter for transmittal to all manufacturing firms in the County that indicates the OEDP Committee's interest in retaining the County's existing manufacturing firms. The letter will also indicate that if any firm is facing problems which may result in a relocation of the firm or an expansion of the firm outside Washington County, the firm should contact the County Land Use and Park Department staff. In turn, the county staff will notify the OEDP Committee Chairperson, the chief elected official of the local unit of government in which the firm is located, and the Wisconsin Department of Development in order to arrange a meeting with representatives of the firm to discuss solutions to the problems the firm is facing or to discuss the various state and federal programs which may be of assistance in keeping the firm, or the firm's expansion, in Washington County.

Activity Two--The Washington County OEDP Committee will sponsor a Washington County business exposition. The "Business Expo," which would be a one-day event, should provide Washington County business firms with an opportunity to display and advertise the goods and services they offer to business clientele from within the County, as well as from the Milwaukee metropolitan and Midwest region market areas. The method of providing the funding would be determined by the OEDP Committee.

Activity Three--During the preparation of the OEDP document, the County OEDP Committee identified the negative attitudes of businesspersons regarding the personal income tax in the State of Wisconsin as having a negative effect on economic development in the County. Accordingly, the County OEDP Committee will send a letter to each of the state legislators representing areas in Washington County stating the concern of the Committee, as documented in this report, regarding the perceived negative personal income tax climate in Wisconsin, and urge the legislators to consider appropriate changes to the state income tax.

Activity Four--An activity that is often carried out as part of a local economic development program is the provision of information to business firms regarding securing government contracts and product exporting. The County Land Use and Park Department staff and the OEDP Committee, in cooperation with the University of Wisconsin Small Business Development Centers, will work with the Wisconsin Department of Development in sponsoring a seminar to be conducted within Washington County on securing government contracts, and a seminar on product exporting. In addition, publications that are available from the

Wisconsin Department of Development on these topics should be displayed and made available to persons at the Washington County Park and Planning Department office.

Activity Five--The Wisconsin Housing and Economic Development Administration (WHEDA) provides low-interest financing to businesses with current sales of \$35 million or less through its Small Enterprise Economic Development (SEED) program. SEED money can be used for the purchase, expansion, and improvement of land, plants, and equipment, and for depreciable research and development expenditures which result in the creation and maintenance of jobs. The application of the program is important to the retention of existing manufacturing establishments in the County. Accordingly, information regarding the SEED program should be included in the letter to be sent to existing county manufacturers as a part of Activity Two under Goal One, as set forth herein.

Activity Six--Following the EDA designation of the County as being eligible for EDA grants and business loan guarantees, the County OEDP Committee should request that the Southeastern Wisconsin Regional Planning Commission conduct an informational meeting with representatives of financial institutions in Washington County for the purpose of providing program procedures and other detailed information pertaining to the use of EDA business loan guarantees for business expansion projects.

Activity Seven--The OEDP Committee will work with the staff of the Moraine Park Technical Institute (MPTI) to develop a program in which MPTI will provide direct assistance to local units of government and to businesspersons in the County seeking access to EDA funds.

Activity Eight--The County OEDP Committee will encourage local units of government to work with Wisconsin Bell, an Ameritech Company, in facilitating the conduct of industrial retention surveys in the cities and villages in Washington County that, as of this time, have not conducted such surveys.

Objective Three: To facilitate local efforts directed toward the attraction of new employers to Washington County.

Activity One--Objective One, Activity Seven, indicates that the County OEDP Committee will conduct a special meeting at which representatives from Forward Wisconsin, Inc., will explain the various economic development activities undertaken by this organization. Forward Wisconsin, Inc., is the lead statewide agency for attracting new business and industry to Wisconsin. The objective of this meeting will be to provide local government officials and economic development practitioners in the County with an understanding of the industry attraction activities being undertaken by Forward Wisconsin, so that any future local industry attraction activities conducted in the County do not duplicate, but rather complement, the activities being conducted by Forward Wisconsin.

Activity Two--To increase the availability of and access to information in the County regarding economic development through the establishment of an information stand in the County Land Use and Park Department offices, or in some other appropriate location in the Washington County Courthouse. The information stand will include information on various federal, state, and local economic development programs and activities which can be utilized in

the County. The County Land Use and Park Department staff, in conjunction with the OEDP Committee, will be responsible for establishing the information stand.

Activity Three--The County OEDP Committee will convene a meeting of elected and staff representatives of all of the local units of government in the County, the representatives of the chambers of commerce in the County, and the Land Use and Park Department staff to discuss the results of SEWRPC Technical Report No. 29, Industrial Land Use in Southeastern Wisconsin, with a representative from the Southeastern Wisconsin Regional Planning Commission. The purpose of the meeting will be to discuss the results of the study as they apply to economic development in Washington County.

Activity Four--The County OEDP Committee will encourage the development of a system for coordinating the industry attraction activities of local units of government in Washington County.

Activity Five--The OEDP Committee will request that the Southeastern Wisconsin Regional Planning Commission provide a list of high-growth industries in the nation, as determined by the U. S. Department of Commerce, Bureau of Industrial Economics, and documented in the 1985 U. S. Industrial Outlook, to local units of government and public and private economic development practitioners in Washington County. This list should be useful to economic development practitioners in determining a targeted industry attraction program.

Objective Four: Create new employment opportunities by facilitating business expansions and new business start-ups.

Activity One--As previously indicated, several local units of government in Washington County are interested in providing incubator space for new business development. Based upon the importance of the growth of small businesses, as documented herein, the County OEDP Committee encourages and supports the development of new business and manufacturing incubator space by local units of government in the County, and will do whatever is necessary to assist local units of government to establish such facilities.

Activity Two--As discussed herein, economic activity studies have shown that the majority of jobs in Wisconsin result from the expansion of small businesses and from new business start-ups. The Small Cities Community Development Block Grant (CDBG) program, administered by the Wisconsin Department of Development, should be utilized by local units of government to establish low-interest business loan programs to finance small business expansion projects. However, the CDBG regulations do not award scoring points to applications in the grant competition process for business expansion projects involving the retention or creation of fewer than 25 jobs. The 1985 Small Cities CDBG regulations are, therefore, in conflict with the dominant characteristic of the job generation process in Wisconsin. The Southeastern Wisconsin Regional Planning Commission will be conducting additional research on this apparent policy and program contradiction during 1985. Should the findings of the research by the Commission support the problem discussed above, the County OEDP Committee will support appropriate changes to the Small Cities CDBG regulations.

Activity Three--Grants in support of research and development of new products are available through the Wisconsin Department of Development Technology

Development Fund to consortiums composed of a company headquartered in Wisconsin and an institution that is part of the University of Wisconsin system, or another Wisconsin institution of higher learning. The OEDP Committee and officials of the University of Wisconsin-Washington County campus will investigate the potential for developing a Washington County effort directed toward the use of the fund.

Objective Five: To conduct activities which support the provision of necessary community utilities, facilities, and services related to the expansion of employment opportunities.

Activity One--Washington County government and the local units of government in the County should continue to provide high-quality community facilities, utilities, and services.

Activity Two--Washington County should continue its active participation in the Job Training and Partnership Act (JTPA) employment training programs administered by the Waukesha-Ozaukee-Washington (WOW) County employment and training consortium, and urge the consortium to take an active role in economic development activities in Washington County.

Activity Three--Following the EDA designation of the County as being eligible for EDA grants, the County OEDP Committee should request that the Southeastern Wisconsin Regional Planning Commission conduct an informational meeting with representatives of the local units of government in Washington County for the purpose of disseminating detailed information pertaining to the use of EDA public works grants for local public works improvement projects.

## PLAN FOR IMPLEMENTATION OF THE WASHINGTON COUNTY ECONOMIC DEVELOPMENT PROGRAM

This report has indicated the need to establish a countywide economic development program in Washington County, and that such a program should complement rather than duplicate the existing economic development activities of local units of government in the County. This chapter has provided the goals, objectives, and activities necessary for an initial countywide economic development program. The economic development program for the County identified herein has been strongly influenced by such factors as 1) the previous lack of activity by county government in economic development activities; 2) the existing extent of economic development activities by local units of government in Washington County; 3) the lack of immediate funding sources for the conduct of extensive economic development activities by the County; and 4) the need to build a consensus of support for the County's role in the economic development of the County. The county economic development program activities are intended to be accomplished over an approximately one-year time period to be completed on June 1, 1986. The program activities will be implemented with minimal cost to the County.

In order to implement the county OEDP activities, the County OEDP Committee members will be asked to serve on several subcommittees, each of which will be responsible for implementing a group of activities related to a specific objective. When necessary, as indicated in the program activities, the County Land Use and Park Department staff, as well as local development organizations in the County, will provide staff and program support in the implementation of the program activities.