

# OVERALL ECONOMIC DEVELOPMENT PROGRAM PLAN

## CITY OF BROOKFIELD WAUKESHA COUNTY WISCONSIN

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**MEMORANDUM REPORT  
NUMBER 49**

**CITY OF BROOKFIELD OVERALL ECONOMIC  
DEVELOPMENT PROGRAM PLAN**

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

December 1989

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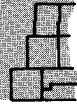
# SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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December 24, 1989

The Honorable Kathryn C. Bloomberg  
City of Brookfield  
2000 N. Calhoun Road  
Brookfield, Wisconsin 53005

Dear Mayor Bloomberg:

On September 25, 1987, the City of Brookfield formally requested the Southeastern Wisconsin Regional Planning Commission to assist the City in the preparation of an overall economic development program (OEDP) plan for the City. The requested plan is set forth in this report. As you know, the Common Council of the City of Brookfield formally adopted the plan on August 15, 1989.

The purpose of the planning process was to:

1. Collect and analyze appropriate economic development data and information in order to identify the need for various economic development program activities in Brookfield.
2. Develop a consensus among public and private individuals and organizations in the City of Brookfield concerning the potential for, and constraints on, economic development in the City.
3. Identify specific economic development program activities designed to further the long-term economic development of the City.

The OEDP plan herein provided sets forth a development strategy that can help guide and coordinate the efforts of individuals and organizations concerned with the economic development of the City of Brookfield, as well as help to facilitate the creation of a more stable and diversified city economy.

The Commission and its staff were materially assisted in the preparation of the plan by the Brookfield Economic Development Task Force, which includes representatives from a wide variety of public and private sector interests in the City. The assistance of this 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 City in this important planning program. The Commission stands ready to assist the City in the implementation of the recommendations contained in this report.

Sincerely,

Kurt W. Bauer  
Executive Director

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## CITY OF BROOKFIELD

### OVERALL ECONOMIC DEVELOPMENT PROGRAM (OEDP) PLAN

#### SUMMARY

#### SUMMARY OF SECTION I - INTRODUCTION

##### Background

In November 1987, the Southeastern Wisconsin Regional Planning Commission (SEWRPC), acting in response to a request from the City of Brookfield, undertook the preparation of an overall economic development program (OEDP) plan for the City. An economic development program plan is the initial stage of an ongoing local economic development planning process that: 1) inventories the City economic resources; 2) assesses the City economic strengths and weaknesses; 3) develops a program of projects and activities designed to capitalize on the City strengths and eliminate or minimize the weaknesses; 4) implements the recommended projects and activities; and 5) periodically evaluates the results of the economic development program in order to improve the program's effectiveness.

##### Purpose of the OEDP Plan

The purpose of the OEDP plan is to develop, as part of a continuing economic development program planning process, a document that will:

1. Collect and analyze appropriate economic development data and information in order to identify the need for various economic development program activities in the City.
2. Develop a consensus among public and private individuals and organizations in the City concerning the potentials for, and constraints on, economic development.
3. Identify specific economic development program activities for improving economic conditions in the City.

The Commission staff was greatly assisted in the conduct of this study by the Brookfield Economic Development Task Force. The Task Force consisted of eleven persons representing a variety of economic development-related interests in the City, and was appointed by the Common Council. The membership of the Task Force is shown in Figure S-1.

##### Sections of the Study Report

The findings and recommendations of this local economic development program planning process is presented in this report, which includes the following sections:

Figure S-1

CITY OF BROOKFIELD ECONOMIC DEVELOPMENT TASK FORCE

Task Force Member	Representation
Irv Hansen.....	President, M & I Northern Bank
William J. Grady.....	President, Elmbrook Refrigeration
Judy H. Jorgensen, Chairperson.....	Manager, Academic Support, Waukesha County Technical College
Julia F. McMurray.....	Brookfield Resident
June R. Moberly.....	Manager, Bishops Woods Corporation
Mary Lou Smith.....	Brookfield Planning Commission, and Alderman, City of Brookfield
Fred Tausend.....	Brookfield Planning Commission, and Sales Representative, InterMetro Industries
Beverly Wentz.....	Alderman, City of Brookfield
Stanley J. Laasch.....	Senior Vice-President & Treasurer Association Life Insurance Company, Inc.
Richard H. Witte.....	Alderman, City of Brookfield, and Division Manager, Wisconsin Bell, a Subsidiary of Ameritech
Bernhard Palm.....	Manager, Advanced Research, Milwaukee Electric Tool Company, and Representative, Brookfield Chamber of Commerce
<u>Staff</u>	
Daniel F. Ertl, A.I.C.P. ....	Director of Planning and Zoning City of Brookfield

Source: City of Brookfield and SEWRPC

1. Introduction

The introduction describes the purpose of the economic development program plan, the reasons why the plan was developed, identifies the individuals that comprising the study's advisory committee, and summarizes the specific elements of a recommended economic development program.

2. Summary of Economic Conditions

This section provides data and information on the current condition of the City economy relative to the regional, state, and national economies.

3. Review of Historic Economic Development Activities in the City

This section identifies the existing economic development-related organizations in the City; and identifies and evaluates past and current economic development activities by these organizations relative to current economic conditions.

4. Economic Development Potentials and Constraints

This section describes the economic development potentials and constraints in the City. Economic development potentials are defined as those factors that give the City competitive advantages in attracting and sustaining economic development. Economic development constraints are defined as those factors that act to restrict economic development in the City.

5. Economic Development Program

The final section presents a recommended economic development program that can be adopted and pursued by the City. As such, this section presents: 1) overall goals for the economic development program; 2) specific criteria to guide the development and operation of the program; 3) recommended economic development objectives and activities that are derived from the broader goals for the program; 4) the actions required to implement the recommended economic development program; and 5) monitoring criteria for measuring the success of the various economic development program activities over time.

SUMMARY OF SECTION II - ECONOMIC CONDITIONS IN THE CITY

Overall, the economy of the City, as measured by the selected economic indicators presented herein, is in relatively good condition. Perhaps the most important indicators are: 1) the City's low unemployment rate; 2) the higher per capita income level of the population; 3) the higher educational attainment of the population; 4) the availability of workers to local businesses from throughout the Milwaukee Metropolitan Area; 5) the comparative lack of any major changes in the structure of the Waukesha County economy; 6) the higher rate of overall employment growth in Waukesha County, and the attendant growth in each of the County's industry sectors; and 7) the increase in the number of acres of land that are being used for the retail trade industry, the service industry, and offices.

It is important to indicate, however, that the City economy could be susceptible to problems. Most importantly, there is a need to adequately manage the economic growth that is evidenced by the increase in retail, service, and office land uses during the 1963 to 1985 time period that is occurring in the City from the perspective of proper land use and providing adequate and cost efficient public infrastructure for new development. Specifically, transportation problems, as documented in Section III of this report have been, and may be expected to continue to be, a major problem in the City.

In addition, a number of regional and national changes in economic conditions may be expected to affect the City economy. These factors include: a change from a local and national economy to a global economy; fast paced technological change; changing consumer values; and the restructuring of American corporations.

#### SUMMARY OF SECTION III - HISTORICAL ASSESSMENT OF ECONOMIC DEVELOPMENT ACTIVITIES IN THE CITY

The historical assessment of economic development activities in the City indicates that the City has taken a number of positive steps to improve the local economy. The City, through the Office of the Mayor and the Director of Planning and Zoning, have taken an active role in coordinating economic development activities in the City, and assisting with new development proposals. Business persons interested in locating a new business or expanding an existing business often need to contact the City for the appropriate state and local permits. The active participation of the City in local economic development helps to ensure that these projects are successfully implemented.

The Brookfield Economic Development Task Force is an important initial step in the development of a public/private sector partnership dedicated to the economic development of the City. A number of activities that have been implemented by the Task Force will provide the necessary foundation for ongoing local economic development activities. First, the Task Force decision to conduct the overall economic development planning process that is documented in this report illustrates the importance the Committee places on a comprehensive approach to local economic development. Second, the retention survey of local manufacturing industry establishments and the development community provide valuable information for the development of future industry retention activities. Third, the award of a \$4,400 grant to the Task Force and the City for the development of a computerized land sites, vacant building, and demographic and socioeconomic data inventory provides the Task Force with an opportunity to quickly respond to the inquiries of businesses interested in locating in the City.

The Brookfield Chamber of Commerce, as a result of its 400 business establishment membership, provides a focal point for identifying the ongoing needs and concerns of existing business in the City, as well as a forum for discussing potential solutions for problems related to doing business in the City. The Chamber of Commerce has also made a significant contribution to the City's

overall economic development as a result of the pictorial and narrative publication illustrating the high quality residential and business environment in the City. This publication, together with the City's community economic profile provides the City with the tools necessary to inform persons and businesses of the locational, cultural and recreational advantages of the City of Brookfield.

Finally, the City has begun to respond to the need for various physical planning programs that respond to the recent retail trade, service industry and office development growth in the City. These programs, together with the recently adopted City Plan Commission goals and objectives and the creation of the position of Director of Planning and Zoning provide an initial framework for responding to the physical development problems within the community. The proposed construction of the addition to the City's library and the construction of the new public safety building are initial steps toward the creation of a City Center. City officials and staff have indicated the need for the development of an area that can serve as the focal point for the community, a need that has developed as a result of the lack of a well defined, cohesive, central business district in the City.

While a number of important economic development activities have been undertaken, the City faces a number of problems relative to the establishment a local economic development program. First, there is limited staff available to implement economic development activities. The Mayor's role as an elected public official with an array of responsibilities, as well as the existing responsibilities of the city staff, most notably the Director of Planning and Zoning, limit the potential for an expanded role in economic development for the City at the present time. The Brookfield Chamber of Commerce staff is also limited, and may be an inappropriate body to staff an overall community economic development program, due to the traditional business advocacy role of local chambers of commerce.

Second, the organizational structure of the Brookfield Economic Development Task Force is like that of a committee of the City Council. The Task Force has not developed a specific annual work program of economic development activities designed to address the needs of the local economy. While this structure may have been adequate to date, other communities within the Region have provided a more formal organizational structure to pursue economic development. Organizational structures for economic development in the Region include private nonprofit and for-profit development corporations and community development authorities.

Finally, the economic development activities that are currently underway in the City, as indicated above, provide the initial basis for additional activities in the five basic functional economic development areas--organizational development, business retention, business attraction, small business development, and community facilities and services development. In order for the City to actively compete with other local units of government in the Region, however, the City will need to expand upon the current minimal activities through a formal and ongoing economic development program.



The need to expand the economic development efforts in the City is evidenced by the results of the Wisconsin Bell industry retention survey, as well as the Task Force survey of area developers. A total of 23 respondents, or 36 percent, of the respondents to the Wisconsin Bell manufacturers' survey indicated that local municipal efforts to improve the economy were either excellent or good; while 45 percent of the respondents statewide indicated these responses. More importantly, 34 respondents, or 53 percent, of the respondents indicated that they had no opinion regarding local municipal efforts, compared to 22 percent of the respondents statewide that indicated this response. Similarly, of the 10 respondents to the developers survey, only one respondent indicated Brookfield economic development efforts as excellent, while three respondents indicated such efforts were fair, and six respondents indicated such efforts were poor.

#### SUMMARY OF SECTION IV - ECONOMIC DEVELOPMENT POTENTIALS AND CONSTRAINTS

This section of the report indicates that there are three overall economic development potentials in the City of Brookfield. These potentials are: 1) recent economic development activities in the City; 2) retention and expansion of the City's existing industrial base; and 3) retention and expansion of the City's commercial, office, and service industry. City economic development activities should seek to further these potentials. In addition to the economic development potentials, this section has identified a number of economic development constraints. The economic development constraints, as they relate to the potentials, are shown in Figure S-2. The elimination of these constraints should represent the focus of economic development activities in the City.

#### SUMMARY OF SECTION V - ECONOMIC DEVELOPMENT PROGRAM PLAN

##### Overall Economic Development Goals For the City of Brookfield

An economic development program for the City of Brookfield will be successful only if the program has clear long-term goals that can guide the development and implementation of the program. A statement of such goals should reflect the type of economic development that is desired in the City, and to which specific economic development program objectives and activities can be related. Only in this way can an effective economic development program be formulated for the City and, importantly, its effectiveness measured over time.

The following have been identified by the City of Brookfield Economic Development Task Force as the overall goals for the economic development program:

1. To identify an organization to lead, guide, and coordinate the efforts of citizens and organizations concerned with the economic development of the City.
2. To help retain existing employment opportunities and to provide for the expansion of existing employment opportunities in the City by

Figure S-2

ECONOMIC DEVELOPMENT POTENTIALS AND CONSTRAINTS

Potential One: Recent Economic Development Activities in the City  
Constraints Related to Potential One:

1. Lack of an Ongoing Economic Development Organization and Economic Activities in the City.
2. Lack of Membership in the Chamber of Commerce.
3. The Need to Coordinate Economic Development Activities with Milwaukee County and the City of Milwaukee and the Lack of Participation in Regional and Statewide Economic Development Efforts.
4. Poor Perception of Local Economic Development Activities.
5. Lack of Communication with the General Public and City Policy Makers and the Need to Conduct a Community Needs Analysis.
6. The Need to Coordinate Economic Development Activities with Physical Planning Activities.
7. Poor Distribution of Existing, and the Development of Additional, Economic Development Promotional Materials.

Potential Two: Retention and Expansion of the City's Existing Industrial Base  
Constraints Related to Potential Two:

1. Lack of Use of Federal or State Economic Development Assistance Programs.
2. Lack of Local Wage Information.
3. Lack of Ownership of Business Locations.
4. Firms Planning to Relocate.
5. Efforts by Other States to Relocate Local Employers.
6. Lack of Firms Selling to the Government.
7. Unavailability of a Computerized Data Bank.
8. Lack of a Policy Decision to Encourage Industrial Development in the City.
9. Lack of Sufficient Land Area for the Expansion of Existing Manufacturing Buildings in the City.
10. Lack of Available Industrial Land in the City.
11. Unsightly Condition of a Number of Older Industrial Areas in the City.

Potential Three: Retention and Expansion of the City's Commercial, Office, and Service Industry  
Constraints Related to Potential Three:

1. The Need to Attract the Best Possible Development.
2. The Need to Develop a City Center.
3. Transportation system Problems.
4. The Need to Develop a Development Evaluation System.

helping to meet the needs of existing employers in all business sectors.

3. To help to create new employment opportunities through the attraction of new employers to the community.
4. To help in creating new employment opportunities by providing assistance to persons interested in developing new, or expanding existing, small businesses in the City.
5. To facilitate economic development in the City by providing the community facilities and services that will enable the expansion of employment opportunities.

Criteria to Guide the City's Economic Development Program

The economic development program is envisioned as an ongoing effort to maintain and strengthen the economy in the City. In order to guide the persons responsible for implementing the program in its initial, as well as ongoing, selection of objectives and activities, the City Economic Development Task Force has identified the following program criteria:

1. Nature of Program Activities. The City's economic development program activities should involve:
  - a. improving the quality of the local labor force available to employers in the City;
  - b. coordinating of existing economic development activities being undertaken by the City, and by local, areawide, and State organizations;
  - c. utilization of existing City and chamber of commerce staff and the staff of local, regional, and state economic development agencies to the maximum extent possible in carrying out the program activities;
  - d. extending economic development technical assistance to businesses in the City; and
  - e. providing information about available public financial assistance to local employers.
2. Scope of Program Activities. The local economy is dependent on the growth and development of all business sectors in the City. Consequently, the City's economic development program should include activities that address problems and issues facing all business sectors.

3. Program Responsibility. Primary responsibility for the City economic development program should rest with a newly created City Economic Development Committee (EDC).
4. Number of Economic Development Activities. During the initial one-year period of the City economic development program, the program's activities should be limited to those recommended in this report in order to concentrate the efforts of the available economic development-related staff in, and available to, the City.
5. Time Period. The initial City economic development program should be carried out over a two-year time period. The success of the program should be evaluated following this time period.

#### City of Brookfield Economic

##### Development Program: Objectives and Activities

This section presents the objectives that should be pursued, and the activities that should be undertaken, to enable the City to accomplish its economic development goals. In this regard, the objectives and activities are intended to address, and to overcome to the extent practicable, the economic development constraints identified in Section IV of this report.

The recommended objectives and activities are shown in Figure S-3 through S-7 and are categorized by the following five major functional economic development areas: 1) organizational development activities; 2) business retention activities; 3) business attraction activities; 4) small business development activities; and 5) the development of community facilities and services.

##### Major and Minor Economic Development Activities

The recommended city economic development program activities can be classified as either major or minor. Major activities are activities that are expected to require a relatively large investment of community effort, time, and cost. In addition, major activities are a result of unique economic development needs in the City. The major activities include: 1) formation of the Brookfield EDC; 2) the conduct of the Wisconsin Bell industry retention survey; 3) the maintenance of the computerized data bank; 4) the designation of Waukesha County as an entitlement county under the entitlement Community Development Block Grant (CDBG) program administered by the U. S. Department of Housing and Urban Development (HUD); and 6) the conduct of a study to identify the available land within the City and its environs for new industrial development. The successful implementation of these major activities will, in large part, determine the initial success of the city economic development program.

The remaining economic development program activities are relatively minor in that they are expected to require substantially less of an investment in effort, time, and cost. While a number of these activities result from specific economic development needs in the City, these activities represent the program components that are usually a part of a community's economic development program.

Figure S-3

CITY OF BROOKFIELD ECONOMIC DEVELOPMENT PROGRAM  
ORGANIZATIONAL DEVELOPMENT ACTIVITIES

<u>Objectives and Activities</u>	<u>Responsibility</u>	<u>Estimated Cost</u>
<u>Objective 1:</u> To establish a lead economic development organization in the City		
<u>Activities</u>		
1. Adoption of the OEDP program by the Common Council	Common Council	\$ --
2. Create the City Economic Development Committee (EDC)	Common Council	--
3. Dissolve the City Economic Development Task Force	Common Council	--
4. Provide the EDC with an operating activities budget as outlined below	Common Council	See items below
<u>Objective 2:</u> To establish a lead economic development organization in the City		
<u>Activities</u>		
5. Allocate 40 percent of the time of the additional staff person in the Planning and Zoning Department and secretarial support to implement the economic development program (includes one time expense of \$10,000 for office remodeling and new equipment)	Common Council	\$40,000
6. Request assistance for specific program activities from the staff of the SEWRPC, University of Wisconsin-Extension, WCTC and the WEPCo	City Staff	--
<u>Objective 3:</u> To establish and maintain a working relationship with existing regional and state economic development organizations		
<u>Activities</u>		
7. Participate in the Milwaukee Metropolitan Area Economic Development Summit and subsequent activities of this effort and attend the meetings of the Waukesha County Economic Development Professionals	Mayor, EDC and City Staff	\$ --
8. Provide copies of the City OEDP to County, regional and statewide economic development organizations	City Staff	--

Figure S-4

CITY OF BROOKFIELD ECONOMIC DEVELOPMENT PROGRAM  
BUSINESS RETENTION ACTIVITIES

<u>Objectives and Activities</u>	<u>Responsibility</u>	<u>Estimated Cost</u>
<u>Objective 4:</u> To develop and maintain an ongoing business retention program		
<u>Activities</u>		
9. Support a proposal by the Tourism and Convention Bureau to the Common Council for funding to promote this industry through funds provided by the city room tax	EDC	\$ --
10. Work with the Aspin Procurement Institute on local government contract survey and sponsor a joint workshop	City Staff	--
11. Conduct the Wisconsin Bell industry retention survey	City Staff and Chamber of Commerce Staff	--
12. Encourage Waukesha County to seek designation as an entitlement urban county	City Staff and SEWRPC	--*
13. Annual recognition of a business that expanded locally	Mayor and EDC	100

\*Cost of the preparation of the WDF grant application to be borne by the recipient business.

Figure S-5

CITY OF BROOKFIELD ECONOMIC DEVELOPMENT PROGRAM  
BUSINESS ATTRACTION ACTIVITIES

<u>Objectives and Activities</u>	<u>Responsibility</u>	<u>Estimated Cost</u>
<u>Objective 5: To initiate a limited business attraction program</u>		
<u>Activities</u>		
14. Request Waukesha County wage data from the DILHR and provide to businesses upon request	City Staff, Chamber of Commerce, and SEWRPC	\$ --
15. Maintain the computerized data bank	City Staff and UW-Extension	3,500
16. Establish a business attraction committee	City staff	--
17. Participate in the Forward Wisconsin, Inc., "call trips"	City Staff and Industry Attraction Team	1,500
18. Determine new methods for the distribution of promotional materials	ED Coordinator, Executive Director of the Chamber of Commerce and WEPCo	--



Figure S-6

CITY OF BROOKFIELD ECONOMIC DEVELOPMENT PROGRAM  
SMALL BUSINESS DEVELOPMENT ACTIVITIES

<u>Objectives and Activities</u>	<u>Responsibility</u>	<u>Estimated Cost</u>
<u>Objective 6:</u> To place special emphasis on small business during the first two years of the economic development program		
<u>Activities</u>		
19. Promote the Waukesha Enterprise Assistance Program in the City	ED Coordinator and WCTC	\$ 300
20. Emphasize small businesses for the first WDF loan recipients	ED Coordinator and SEWRPC	--

Figure S-7

CITY OF BROOKFIELD ECONOMIC DEVELOPMENT PROGRAM  
COMMUNITY FACILITIES AND SERVICES ACTIVITIES

<u>Objectives and Activities</u>	<u>Responsibility</u>	<u>Estimated Cost</u>
<u>Objective 7:</u> To continue to address physical development problems in the City		
<u>Activities</u>		
21. To implement the recommendations of the recently completed physical development plans and complete proposed studies	Director of Planning and Zoning, Plan Commission and Common Council	\$ --
22. Conduct a study to determine the availability, desirability, and feasibility of the development of new industrial land in the City	Director of Planning and Zoning	15,000 <sup>a</sup>
23. Review the condition of existing industrial land in the community	City staff	--
24. Conduct a series of community meetings designed to identify the needs and concerns of residents	City staff and UW-Extension	300
25. Identify community development goals based upon the results of Activity 24	EDC	--

<sup>a</sup>This amount will be reduced by a \$5,500 grant from the Waukesha County Economic Development Committee.

#### Overall Cost of the Economic Development Program

The cost of the first year of the city economic development program is estimated to be \$60,700, of which \$55,200 would be provided by the City, and \$5,500 provided through the Waukesha County grant to the City for the industrial lands study. This funding is distributed among the recommended 1990 economic development activities as indicated in Figures S-3 through S-7. It is recommended that the budget for the 1991 economic development program be determined following the program evaluation that is recommended in the following section.

#### Monitoring Criteria for Measuring the Success of the Brookfield Economic Development Program

In order to determine the success of the City economic development program in addressing the community economic development problems, the program described in this chapter must be monitored and evaluated with regard to:

1. The effectiveness of the activities in attaining the city economic development goals and objectives;
2. The effectiveness of the economic development program's staff support; and
3. The overall effectiveness of the economic development program, including the economic development planning process.

The City of Brookfield budget planning process begins in August of each year. The process includes a budget request to the Finance Committee by each city department director, and the eventual adoption of a budget by the Common Council in November. The Economic Development Committee will be responsible for the implementation of the economic development program documented herein. Because the City economic development program is primarily funded by the City, the EDC will need to evaluate its economic development program on an annual basis in compliance with the city budget review process.

It is recommended that, at a minimum, the following evaluations of the program be conducted by the EDC annually:

1. The appropriateness of the major assumptions of the economic development program should be evaluated, including the current state of the City's economy and the economic development potentials and constraints of the City. Changes in these major assumptions should be made when necessary.
2. The overall goals of the economic development program should be evaluated relative to their appropriateness for guiding the program.
3. The degree to which the program activities have led to the accomplishment of the specific economic development objectives should be evaluated. In addition, the problems encountered in the implementation of the specific program activities should be identified and

this information utilized to refine the economic development activities.

4. The appropriateness of the economic development monitoring criteria should be evaluated.
5. The methods used to provide staff support to the economic development program should be evaluated.
6. The Economic Development Committee, the Board of Directors of the Brookfield Chamber of Commerce and the Brookfield Common Council should convene a joint meeting to discuss the results of the evaluation process and the manner in which these results can be incorporated into the economic development program for the forthcoming year, and to estimate the amount and sources of funding needed to implement the program for the upcoming year.
7. The EDC should hold a public informational meeting to explain the results of the evaluation process and identify the proposed program activities for the forthcoming year. The Committee should invite the general public to the informational meeting, as well as representatives of organizations interested in, and affected by, economic development in the city to comment on the program activities that have been implemented over the past year, as well as the activities that have been identified for the forthcoming year. The Committee should consider the minutes of the public informational meeting and, when appropriate, alter the program activities based upon the public comments received.

\* \* \* \* \*

## CITY OF BROOKFIELD

### OVERALL ECONOMIC DEVELOPMENT PROGRAM (OEDP) PLAN

#### Section I

#### INTRODUCTION

##### BACKGROUND

In November 1987, the Southeastern Wisconsin Regional Planning Commission (SEWRPC), acting in response to a request from the City of Brookfield, undertook the preparation of an overall economic development program (OEDP) plan for the City. An economic development program plan is the initial stage of an on-going local economic development planning process that: 1) inventories the City economic resources; 2) assesses the City economic strengths and weaknesses; 3) develops a program of projects and activities designed to capitalize on the City strengths and eliminate or minimize the weaknesses; 4) implements the recommended projects and activities; and 5) periodically evaluates the results of the economic development program in order to improve the program's effectiveness.

##### PURPOSE OF THE OEDP PLAN

The purpose of the OEDP plan is to develop, as part of a continuing economic development program planning process, a document that will:

1. Collect and analyze appropriate economic development data and information in order to identify the need for various economic development program activities in the City.
2. Develop a consensus among public and private individuals and organizations in the City concerning the potentials for, and constraints on, economic development.
3. Identify specific economic development program activities for improving economic conditions in the City.

The development of the program plan was guided by the Brookfield Economic Development Task Force. The Task Force consists of 10 persons representing a variety of economic development-related interests in the City, and was appointed by the City of Brookfield Common Council. The membership of the Task Force is set forth in Figure 1.

##### THE NEED FOR AN ECONOMIC DEVELOPMENT PROGRAM PLAN IN THE CITY OF BROOKFIELD

The interest by the City of Brookfield in developing an economic development program plan is reflected in the mission statement of the Brookfield Economic

Figure 1

CITY OF BROOKFIELD ECONOMIC DEVELOPMENT TASK FORCE

<u>Task Force Member</u>	<u>Representation</u>
Irv Hansen.....	President, M & I Northern Bank
William J. Grady.....	President, Elmbrook Refrigeration
Judy H. Jorgensen, Chairperson.....	Manager, Academic Support, Waukesha County Technical College
Julia F. McMurray.....	Brookfield Resident
June R. Moberly.....	Manager, Bishops Woods Corporation
Mary Lou Smith.....	Brookfield Planning Commission, and Alderman, City of Brookfield
Fred Tausend.....	Brookfield Planning Commission, and Sales Representative, InterMetro Industries
Beverly Wentz.....	Alderman, City of Brookfield
Stanley J. Laasch.....	Senior Vice-President & Treasurer Association Life Insurance Company, Inc.
Richard H. Witte.....	Alderman, City of Brookfield, and Division Manager, Wisconsin Bell, a Subsidiary of Ameritech
Bernhard Palm.....	Manager, Advanced Research, Milwaukee Electric Tool Company, and Representative, Brookfield Chamber of Commerce
<u>Staff</u>	
Daniel F. Ertl, A.I.C.P. ....	Director of Planning and Zoning City of Brookfield

Source: City of Brookfield and SEWRPC

Development Task Force. The identified mission of the Task Force is "to develop an economic development plan for long term balanced growth and maintain a high standard quality of life in Brookfield." The Task Force concern with balanced growth and quality of life in the City is a result of the high rate of economic growth that has occurred in portions of the City. Of specific concern, is the commercial and office development that has occurred in the Blue Mound Road (USH 18) corridor in the City, as well as the commercial and residential development that has occurred in the Capitol Drive corridor. The extent of the development that has occurred these corridors will be specifically addressed in a latter section of this report.

The specific goals identified by the Task Force further evidence concern in the City over the quality of future development, as well as the need for an economic development program plan. The current Task Force goals include:

1. To compile and analyze data on the development status of Brookfield.
2. To maintain and preserve the quality of life in Brookfield.
3. To provide balanced economic growth to assure a sound financial base for Brookfield.
4. To assist the Common Council by developing an economic development program plan to assure continued high quality growth in Brookfield.

#### ELEMENTS OF THE ECONOMIC DEVELOPMENT PROGRAM PLANNING PROCESS

The economic development program planning process utilized to prepare the Brookfield economic development program plan is summarized below:

1. The first step in the planning process consisted of an inventory and analysis of the existing natural and cultural resource base of the City of Brookfield. The findings of this inventory and analysis are set forth in Sections II and III of this report, "Summary of Economic Conditions in the City" and "Review of Historic Economic Development Activities." In addition, the inventory and analysis includes the results of Task Force meetings with staff of the University of Wisconsin-Extension. These meetings identified the positive and negative factors affecting economic development in the City as perceived by the Task Force. A summary of these factors is set forth in Section IV of this report, "Economic Development Potentials and Constraints."
2. The second step in the planning process consists of the identification of local economic development goals that indicate the type of economic development program that is desired in the City.
3. The third step in the planning process consists of defining local economic development needs based upon the identified economic development goals and the potentials for, and constraints on, economic development in the City.



4. The fourth step in the planning process consists of the formulation of economic development objectives and program evaluation criteria based upon the identified economic development needs.
5. The fifth step in the process consists of identifying various alternative economic development projects and activities that could be undertaken by the City, as well as by public and private economic development organizations and interests in the City, to alleviate the identified economic development needs, and, thereby, further the economic development goals and objectives of the City.
6. The sixth step in the process consists of selecting economic development program activities to be included in a city economic development program, and the creation of a plan to carry out these activities. The various alternative activities will be evaluated against the economic development goals, objectives, and program evaluation criteria identified in the third step of the planning process. In addition, the fifth step included the identification of criteria that would facilitate the monitoring of the effectiveness of the program activities in attaining the City's economic development goals and objectives; the effectiveness of the work of the economic development program staff; and the effectiveness of the economic development program.

#### SECTIONS OF THE OVERALL ECONOMIC DEVELOPMENT PROGRAM PLAN

The findings and recommendations of this local economic development program planning process is presented in this, which includes the following sections:

1. Introduction  
The introduction describes the purpose of the economic development program plan, the reasons why the plan was developed, identifies the individuals that comprise the study's advisory committee, and summarizes the specific elements of a recommended economic development program.
2. Summary of Economic Conditions  
This section provides data and information on the current condition of the City economy relative to the regional, state, and national economies.
3. Review of Historic Economic Development Activities in the City  
This section identifies the existing economic development-related organizations in the City; and identifies and evaluates past and current economic development activities by these organizations relative to current economic conditions.
4. Economic Development Potentials and Constraints  
This section describes the economic development potentials and constraints in the City. Economic development potentials are defined as those factors that give the City competitive advantages in attracting and sustaining economic development. Economic development constraints

are defined as those factors that act to restrict economic development in the City.

5. Economic Development Program

The final section presents a recommended economic development program that can be adopted and pursued by the City. As such, this section presents: 1) overall goals for the economic development program; 2) specific criteria to guide the development and operation of the program; 3) recommended economic development objectives and activities that are derived from the broader goals for the program; 4) the actions required to implement the recommended economic development program; and 5) monitoring criteria for measuring the success of the various economic development program activities over time.

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## Section II

### SUMMARY OF ECONOMIC CONDITIONS IN THE CITY

#### INTRODUCTION

An understanding of current economic conditions is critical to the development of a sound economic development program. Accordingly, data providing the basis for such an understanding are being presented. These data include pertinent information on: 1) the current size of the resident population of the City and historic trends in that population; 2) certain characteristics of the resident population; 3) the labor force; 4) the structure of the economy of Waukesha County and the City of Brookfield; and 5) recent trends in the economies of Waukesha County, the State, and the nation.

#### POPULATION

##### Historical Population Trends

Important to an understanding of the development of an area is knowledge of the current size of the resident population and changes in that size over time. Such knowledge reveals population growth trends and provides important insights essential to the proper conduct of an economic development planning program.

Table 1 provides information on the total population of the City of Brookfield, Southeastern Wisconsin Region, State of Wisconsin, and United States during the 1960 to 1987 time period. As indicated in Table 1, in 1987 the resident population of the City was 33,348 persons. From 1980 to 1987, the resident population of the City declined by about 700 persons, or by about 2 percent--a greater decline than that of the resident population of the seven-county Southeastern Wisconsin Region, 1 percent, of which the City is a part. During the same time period, the resident population of the State and United States increased by 2 percent and 7 percent, respectively.

The decline in the resident population of the City during the 1980's was the first such decline to be experienced by the City since its incorporation in 1954. During the 1960's and 1970's, the City's resident population increased by 60 percent and 7 percent, respectively. As shown in Table 1, the rate of increase in the City's resident population during the 1960's was greater than that for all of the other areas of comparison; while the rate of increase in the population during the 1970's was greater than that of the Region, 1 percent; similar to that of the State, 7 percent; and less than that of the nation, 11 percent.

Significantly low population growth rates in the 1980's than in the 1970's is not unusual for communities in Waukesha County. Table 2 shows that the resident population of Waukesha County overall, as well as of a number of communities in the County, experienced high rates of population increase during the 1970's, and significantly lower rates during the 1980's.

Table 1  
TOTAL POPULATION IN THE CITY OF BROOKFIELD,  
THE SOUTHEASTERN WISCONSIN REGION,\* WISCONSIN,  
AND THE UNITED STATES: 1960 to 1987

Year	City of Brookfield		S. E. Wisconsin Region*		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
1960	19,812		1,573,614		3,951,777		179,323,175	
1970	31,761	60.3	1,756,083	11.6	4,417,821	11.8	203,302,031	13.4
1980	34,035	7.2	1,764,919	0.5	4,705,767	6.5	226,545,805	11.4
1987	33,348	-2.0	1,742,609	-1.3	4,794,792	1.9	243,249,000	7.4

\*The Southeastern Wisconsin Region consists of the following counties: Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha.

Source: U. S. Bureau of the Census, Wisconsin Department of Administration, and SEWRPC.

Table 2

TOTAL POPULATION OF CIVIL DIVISIONS  
IN WAUKESHA COUNTY: 1980 and 1987

Civil Division	Population			Percent of Change 1970-1980		Percent of Change 1980-1987	
	1970	1980	1987	Number	Percent	Number	Percent
Cities							
Brookfield.....	31,761	34,035	33,348	2,274	7.2	-687	-2.0
Delafield.....	3,182	4,083	4,642	901	28.3	559	13.7
Muskego.....	11,573	15,277	16,090	3,704	32.0	813	5.3
New Berlin.....	26,910	30,529	30,996	3,619	13.4	467	1.5
Oconomowoc.....	8,714	9,909	10,385	1,168	13.4	476	4.8
Waukesha.....	39,695	50,365	53,080	10,670	26.9	2,715	5.4
Villages							
Big Bend.....	1,148	1,345	1,427	197	17.2	82	6.1
Butler.....	2,261	2,059	1,982	-202	-8.9	-77	-3.7
Chenequa.....	642	532	485	-110	-17.1	-47	-8.8
Dousman.....	451	1,153	1,326	702	155.7	173	15.0
Eagle.....	745	1,008	1,073	263	35.3	65	6.4
Elm Grove.....	7,201	6,735	6,339	-466	-6.5	-396	-5.9
Hartland.....	2,763	5,559	6,258	2,796	101.2	699	12.6
Lac La Belle.....	227	289	280	62	27.3	-9	-3.1
Lannon.....	1,056	987	959	-69	-6.5	-28	-2.8
Menomonee Falls...	31,697	27,845	27,141	-3,852	-12.2	-704	-2.5
Merton.....	646	1,045	1,072	399	61.8	27	2.6
Mukwonago.....	2,367	4,014	4,252	1,647	69.6	238	5.9
Nashotah.....	410	513	561	103	25.1	48	9.4
North Prairie.....	669	938	1,021	269	40.2	83	8.8
Oconomowoc Lake...	599	524	488	-75	-12.5	-36	-6.9
Pewaukee.....	3,271	4,637	4,998	1,366	41.8	361	7.8
Sussex.....	2,758	3,482	4,160	724	26.3	678	19.5
Wales.....	691	1,992	2,212	1,301	188.3	220	11.0
Towns							
Brookfield.....	4,303	4,364	4,419	61	1.4	55	1.3
Delafield.....	3,750	4,597	4,912	847	22.6	315	6.9
Eagle.....	1,250	1,758	1,822	508	40.6	64	3.6
Genesee.....	3,172	5,126	5,429	1,954	61.6	303	5.9
Lisbon.....	4,709	8,352	8,720	3,643	77.4	368	4.4
Merton.....	4,424	6,025	5,962	1,601	36.2	-63	-1.0
Mukwonago.....	1,930	4,979	5,675	3,049	158.0	696	14.0
Oconomowoc.....	6,010	7,340	7,343	1,330	22.1	3	0.0 <sup>a</sup>
Ottawa.....	1,698	2,795	2,923	1,097	64.6	128	4.6
Pewaukee.....	7,551	8,922	9,264	1,371	18.2	342	3.8
Summit.....	3,809	4,050	3,966	241	6.3	-84	-2.1
Vernon.....	2,857	6,372	6,915	3,515	123.0	543	8.5
Waukesha.....	4,408	6,668	6,978	2,260	51.3	310	4.6
Waukesha County	231,335	280,203	288,903	48,868	21.1	8,700	3.1

<sup>a</sup>Less than 0.05 percent.

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

## POPULATION CHARACTERISTICS

### Age Composition

Knowledge of the age composition of the population is important to the formulation of a sound economic development program, since the age is an important determinant of when persons complete their formal education and enter the labor market, and when persons retire from the labor force. Table 3 compares the age distribution of the resident population of the City of Brookfield to the age distribution of the population of the Region, the State, and the United State. As shown in Table 3, the median age of the City population in 1980, the latest year for which such information is available, 34.7, was significantly higher than that for the Region, 29.7; Wisconsin, 29.4; and the United States, 30.0.

A comparison of the age structure of the City population to that of the United States is helpful in identifying those specific age groups that may be over- or under-represented in the City. As indicated in Table 3, the City population is over-represented in the 10 to 14 and 15 to 19 year age categories, as well as the middle age categories of 35 to 44, 45 to 54, and 55 to 64 years of age.

### Income

A particularly important indicator of the economic status of the City of Brookfield is personal income. The 1979 and 1985 per capita income levels in the City, the Region, the State, and the United States are shown in Table 4. The data indicate significantly higher income status of the City's population. The 1985 per capita income for the City, \$17,135, was significantly higher than that for the Region, \$11,504; the State, \$10,298; or the United States, \$10,797. From 1979 through 1985 the per capita income level in the City increased by 48 percent, a rate equal to that of the nation, and greater than that for the Region, 41 percent; or for the State, 42 percent.

### Marital Status

Marital status is important to economic development in that such status affects population growth rates, death rates, and migration rates. Table 5 presents information on the marital status of persons 15 years of age and over in the City of Brookfield, the Region, Wisconsin, and the United States. As indicated in the table, a higher percentage of persons in the City are married, 67 percent, than in the Region, 57 percent; the State, 59 percent; or the nation, 58 percent. Other marital status categories in the City include single, 25 percent; married, but separated, 1 percent; widowed, 5 percent; and divorced, 2 percent.

## LABOR FORCE CHARACTERISTICS

### Introduction

The quality and size of the labor force are important factors influencing the economic development of the City. The importance of the labor force to private business is indicated in a 1978 report by the U. S. Congressional Budget Office. The report, entitled Barriers to Local Economic Development, stated that for every dollar of value added by business in the United States, 66 cents are spent on labor--nearly four times the expenditure for land, plant, and equipment combined. As a result, productive labor is an important



Table 3

AGE COMPOSITION OF THE POPULATION OF THE CITY OF BROOKFIELD,  
THE SOUTHEASTERN WISCONSIN REGION,\* WISCONSIN,  
AND THE UNITED STATES: 1980

Age Group	City of Brookfield		Region*		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Under 5...	1,648	4.8	128,085	7.3	346,940	7.4	16,348,254	7.2
5-9.....	2,490	7.3	127,834	7.2	344,804	7.3	16,699,956	7.4
10-14.....	3,683	10.8	146,252	8.3	392,247	8.3	18,242,129	8.1
15-19.....	3,950	11.6	168,897	9.6	466,612	9.9	21,168,124	9.3
20-24.....	1,900	5.6	166,934	9.5	450,026	9.6	21,318,704	9.4
25-34.....	3,449	10.2	288,557	16.4	750,030	15.9	37,081,839	16.4
35-44.....	5,013	14.7	194,058	11.0	501,973	10.7	25,634,710	11.3
45-54.....	5,455	16.0	182,119	10.3	452,945	9.6	22,799,787	10.1
55-64.....	3,963	11.7	166,889	9.5	435,993	9.3	21,702,875	9.6
65-74.....	1,602	4.7	114,947	6.5	330,415	7.0	15,580,605	6.9
75+.....	882	2.6	80,347	4.6	233,782	5.0	9,968,822	4.4
Total	34,035	100.0	1,764,919	100.0	4,705,767	100.0	226,545,805	100.0
Median	34.7		29.7		29.4		30.0	

\*The Southeastern Wisconsin Region consists of the following counties: Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha.

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

Table 4

PER CAPITA INCOME ESTIMATES IN THE CITY OF BROOKFIELD,  
THE SOUTHEASTERN WISCONSIN REGION\*,  
WISCONSIN, AND THE UNITED STATES: 1979 AND 1985

Area	Per Capital Income		Percentage Change
	1979	1985	
City of Brookfield.....	\$11,551	\$17,135	48.0
Region*.....	8,153	11,504	41.1
Wisconsin.....	7,241	10,298	42.2
United States.....	7,295	10,797	48.0

\*Per Capital income estimates for the Region are based upon weighted averages for the Region's Counties.

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

Table 5

MARITAL STATUS IN THE CITY OF BROOKFIELD,  
THE SOUTHEASTERN WISCONSIN REGION\*, WISCONSIN,  
AND THE UNITED STATES: 1980

Marital Status	City of Brookfield		Region*		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Single.....	6,657	25.4	389,002	28.5	1,005,632	27.8	45,814,950	26.1
Married.....	17,506	66.8	771,197	56.6	2,131,525	58.8	101,356,277	57.8
Separated...	164	0.6	22,664	1.7	43,781	1.2	3,921,702	2.2
Widowed.....	1,263	4.8	100,774	7.4	266,274	7.4	13,345,239	7.6
Divorced....	624	2.4	79,352	5.8	174,807	4.8	10,869,461	6.2
Total	26,214	100.0	1,362,989	100.0	3,622,019	100.0	175,307,629	100.0

\*The Southeastern Wisconsin Region consists of the following counties: Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha.

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

factor in the locational decisions of business and industry. It is, therefore, important for proponents of economic development in the City to be concerned with the quality and size of the local labor force. Accordingly, this section presents pertinent information on the City labor force, including information on the size of the employed and unemployed segments, the educational attainment, and the commuting patterns of the labor force.

#### Total Employed and Unemployed Labor Force

The total size of the civilian labor force, and the percentage of that labor force that may be unemployed are important economic indicators. On the average in 1987, 580 persons, or 3.2 percent of the City's total civilian labor force of about 17,900, were unemployed; a percentage significantly less than that for the Region, 5.5 percent; the State, 6.8 percent; or the nation, 6.2 percent (see Table 6). A total of about 17,300 members of the City's labor force were employed in 1987.

Initially, the small number of unemployed workers in the City may seem to indicate the potential for a shortage of workers to meet the needs of local employers. However, the strategic location of the City in the Milwaukee metropolitan area, as well as the mobility of the metropolitan area's labor force, makes a large and occupationally diverse supply of workers available to existing and new employers in the City.

#### Place of Work

The location of the City of Brookfield in the Milwaukee metropolitan area permits local employers to draw workers from throughout that area. In addition, the location and past character of the City result in a large number of the City labor force working outside the City. As indicated in Table 7, a total of about 10,800 workers, or 67 percent of the City labor force, were employed outside of the City in 1980; a percentage that is significantly higher than that for other places within the Region, 44 percent; places within the State, 36 percent; or places within the United States, 43 percent. Table 8 shows the specific location of employment for the City labor force. The largest percentage of the labor force working outside the City of Brookfield is employed in the City of Milwaukee, 30 percent, including 24 percent that are employed within the Milwaukee central business district; the remainder of Milwaukee, 21 percent; and Waukesha County, 37 percent. Overall, about 23 percent of the city's workers were employed within the City of Brookfield.

#### Educational Attainment

The level of formal education attained is an important measure of the social and economic status of a population. For many people, the degree of participation in, and understanding of, the complex technological changes occurring in our society today are 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 labor in a technologically advancing society, and often find themselves part of the unemployed labor force.

Since most formal education is completed by age 18, educational attainment is most relevant when related to the population 18 years of age and older. Table 9 indicates the 1980 educational attainment of this age group in the City of Brookfield, the Region, the State, and the United States. As

Table 6

TOTAL CIVILIAN LABOR FORCE, EMPLOYED AND UNEMPLOYED  
CIVILIAN LABOR FORCE AND UNEMPLOYMENT RATE  
IN THE CITY OF BROOKFIELD, THE SOUTHEASTERN WISCONSIN REGION,  
WISCONSIN, AND THE UNITED STATES: 1987

Area	Number
City of Brookfield	
Civilian Labor Force.....	17,900
Employment.....	17,300
Unemployment.....	580
Unemployment Rate.....	3.2
Southeastern Wisconsin Region	
Civilian Labor Force.....	911,300
Employment.....	861,300
Unemployment.....	49,960
Unemployment Rate.....	5.5
Wisconsin	
Civilian Labor Force.....	2,480,600
Employment.....	2,331,500
Unemployment.....	149,100
Unemployment Rate.....	6.8
United States	
Civilian Labor Force.....	119,540,000
Employment.....	111,170,000
Unemployment.....	8,370,000
Unemployment Rate.....	7.0

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

Table 7

PLACE OF WORK FOR THE LABOR FORCE IN THE CITY OF BROOKFIELD,  
THE SOUTHEASTERN WISCONSIN REGION, WISCONSIN,  
AND THE UNITED STATES: 1980

Area and Place of Work	1980	
	Number	Percent
City of Brookfield		
All Workers*.....	16,117	100.0
Worked in Place of Residence.....	3,677	22.8
Worked Outside Place of Residence.....	10,845	67.3
Place of Work Not Reported.....	1,595	9.9
Southeastern Wisconsin Region		
All Workers*.....	667,099	100.0
Worked in Place of Residence.....	321,872	48.2
Worked Outside Place of Residence.....	294,030	44.1
Place of Work Not Reported.....	51,197	7.7
Wisconsin		
All Workers*.....	1,302,536	100.0
Worked in Place of Residence.....	734,307	56.4
Worked Outside Place of Residence.....	469,062	36.0
Place of Work Not Reported.....	99,167	7.6
United States		
All Workers*.....	66,594,552	100.0
Worked in Place of Residence.....	31,862,055	47.8
Worked Outside Place of Residence.....	28,848,055	43.3
Place of Work Not Reported.....	5,884,442	8.8

\*Excludes workers working outside of their place of residence.

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

Table 8

DISTRIBUTION OF EMPLOYED PERSONS LIVING  
IN THE CITY OF BROOKFIELD BY PLACE OF WORK: 1980

	Place of Work	Number	Percent
01	City of Milwaukee CBD.....	1,012	6.3
02	Remainder of City.....	3,840	23.8
03	City of West Milwaukee.....	104	0.7
04	City of West Allis.....	887	5.5
05	City of Wauwatosa.....	1,708	10.6
06	City of Cudahy.....	50	0.3
07	Remainder of Milwaukee County....	548	3.4
08	Ozaukee County.....	91	0.6
09	NA.....	0	--
10	City of West Bend.....	0	--
11	Remainder of Washington County...	34	0.2
12	City of Waukesha.....	766	4.8
13	City of Brookfield.....	3,677	22.8
14	Remainder of Waukesha County.....	1,525	9.5
15	Racine City.....	52	0.3
16	Remainder of Racine County.....	0	--
17	City of Sheboygan.....	25	0.2
18	Walworth County.....	12	0
19	City of Kenosha.....	16	--
20	City of Chicago.....	60	0.3
21	Elsewhere.....	115	0.7
22	Place of Work Not Reported.....	1,595	9.9
	Total	16,117	100.0

Source: U. S. Bureau of the Census, Wisconsin Department of  
Administration, and SEWRPC.

Table 9

PERSONS 18 YEARS OF AGE AND OLDER BY YEARS OF SCHOOL COMPLETED  
IN THE CITY OF BROOKFIELD, THE SOUTHEASTERN WISCONSIN REGION,  
WISCONSIN, AND THE UNITED STATES: 1980

Education	City of Brookfield		Milwaukee SMSA		Southeastern Wisconsin Region	
	Number	Percent	Number	Percent	Number	Percent
Elementary						
Through High School						
One to Three Years.....	3,152	13.3	270,829	27.0	350,714	27.8
High School, Four Years...	8,633	36.6	402,018	40.1	510,428	40.5
College						
One to Three Years.....	5,008	21.2	176,095	17.6	217,090	17.2
Four Years.....	4,070	17.2	91,063	9.1	108,972	8.6
Five or More Years.....	2,759	11.7	62,033	6.2	73,601	5.8
Total	23,622	100.0	1,002,038	100.0	1,260,805	100.0

Education	Wisconsin		United States	
	Number	Percent	Number	Percent
Elementary				
Through High School				
One to Three Years.....	945,674	28.3	51,697,642	31.8
High School, Four Years...	1,413,216	42.2	59,069,903	36.3
College				
One to Three Years.....	548,953	16.4	28,289,943	17.4
Four Years.....	258,175	7.7	12,939,870	8.0
Five or More Years.....	180,312	5.4	10,519,122	6.5
Total	3,346,330	100.0	162,516,480	100.0

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



indicated in the table, the percentage of persons that have completed four years of high school in the City, 36 percent, is less than that for the Region, 41 percent; or the State, 42 percent; and slightly greater than that for the nation, 36 percent. However, as indicated in the table, the percentage of persons in the City that have completed one to three years, four years, or five or more years of college is greater than that for all of the other areas of comparison. Specifically, about 50 percent of the persons in the City have some college education; a percentage greater than that for the Region, 31 percent; for the nation, 32 percent each; or for the State, 30 percent.

## THE ECONOMY

### Structure of the Waukesha County Economy

Reliable information relative to the structure of the economy of the City is not available. However, data on the structure of the economy of Waukesha County is available. A comparison of the percentage distribution of industry employment in Waukesha County to the percentage distribution of labor force employment in the United States is helpful in identifying those industries that are concentrated in the County and that comprise a significant segment of the economic base. Such comparison of the economic structure may be accomplished through the use of industry location quotients. The industry location quotient is defined as the ratio of the percentage employment within the County in an industry to the percentage employment in that industry in the United States. 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.

The economy of the County is concentrated in the manufacturing industry and the wholesale trade industry. Table 10 shows that the manufacturing industry in the County employed 35,898 persons in 1984, or 25 percent of all workers. This is almost 8 percentage points higher than that for the United States, resulting in a location quotient of 1.45. The wholesale trade industry like the manufacturing industry, is concentrated in the County in comparison to the United States with a location quotient of 1.48. While the service industry and the retail trade industry employed a significant number of County workers with 31,230 and 24,400 workers, respectively, these industries, compared to the Nation, were not concentrated in the County.

Other County industries that show a percentage of total workers similar to that for the national workers as indicated by the location quotients include: construction industry, location quotient: 1.08; transportation, communications, and other public utilities, location quotient: 0.96; retail trade, location quotient: 1.01; and finance, insurance, and real estate, location quotient: 1.00. The County industries that show a percentage employment that is less than that for the nation include: agriculture, forestry, and fishing, location quotient: 0.62; services, location quotient: 0.88; and government, location quotient: 0.61.

While similar data are not available for the City of Brookfield, data are available that indicate, in a general way, the structure of the City economy. Table 11 shows the 1984 annual wages that were generated by various industry

Table 10

INDUSTRY LOCATION QUOTIENTS FOR WAUKESHA COUNTY  
AS COMPARED TO THE UNITED STATES: 1984

Industry	Employment				Location Quotient
	Waukesha County		United States		
	Number	Percent	Number	Percent	
Agriculture, Forestry, Fisheries, and Mining.....	1,885	1.3	2,414,600	2.1	0.62
Construction.....	7,938	5.5	5,830,000	5.1	1.08
Manufacturing.....	35,898	24.9	19,774,900	17.2	1.45
Transportation, Communication, and Other Public Utilities...	6,897	4.8	5,682,100	5.0	0.96
Wholesale Trade.....	11,066	7.7	6,011,000	5.2	1.48
Retail Trade.....	24,372	16.9	19,237,000	16.8	1.01
Finance, Insurance, and Real Estate.....	10,537	7.3	8,377,000	7.3	1.00
Services*.....	31,231	21.7	28,424,300	24.8	0.88
Government and Government Enterprises.....	14,374	10.0	18,944,000	16.5	0.61

\*Services include the following industry classifications: hotels and other lodging places; personal services; business services; auto repair, services, and garages; miscellaneous repair services; motion pictures; amusement and recreation services; health services; legal services; educational services; social services; museums and botanical and zoological gardens; membership organizations; private households; and miscellaneous services.

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

Table 11  
PERCENTAGE ANNUAL WAGES GENERATED BY INDUSTRY FOR THE  
CITY OF BROOKFIELD AND WAUKESHA COUNTY: 1984

Industry	City of Brookfield	Waukesha County	Location Quotient
	Percent	Percent	
Agriculture, Forestry, and Fishing...	0.2	0.5	0.40
Construction.....	5.3	6.2	0.85
Manufacturing.....	32.1	40.6	0.79
Durable Goods.....	23.7	30.2	0.79
Non-Durable Goods.....	8.4	10.4	0.81
Transportation and Public Utilities..	1.8	6.2	0.29
Wholesale Trade.....	15.9	10.5	1.51
Retail Trade.....	11.3	8.2	1.38
Finance, Insurance, and Real Estate..	10.7	3.8	2.82
Business and Repair Services.....	5.9	3.3	1.79
Entertainment, Recreation, and Personal Services.....	1.8	1.6	1.13
Health Services.....	5.6	6.1	0.92
Education Services.....	4.5	6.7	0.67
Other Private Services.....	3.0	2.4	1.25
Public Administration.....	N/A	N/A	N/A
Total	100.0	100.0	--

NOTE: N/A indicates data not available.

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

sectors in the City and in Waukesha County. As indicated in Table 11, the City's economy is dissimilar to that of Waukesha County as a whole. The economy does not show the concentration in the manufacturing industry, location quotient: 0.79. However, the city economy does show a concentration, in comparison to the County, in the wholesale trade industry, location quotient: 1.51; retail trade industry, location quotient: 1.38; finance, insurance, and real estate industry, location quotient: 2.82; and business and repair services, location quotient: 1.79. The City shows a similar distribution of employment in the entertainment, recreation, and personal services industry, location quotient: 1.13; health services, location quotient: 0.92; and other private services, location quotient: 1.25. Other industry sectors in the City are not as concentrated in comparison to Waukesha County.

#### Recent Changes in the Economy

Over much of the period since its settlement, the Southeastern Wisconsin Region has been in a favorable position for industrial growth and development. During the past decade, however, there have been signs of deterioration in the industrial base of the Southeastern Wisconsin Region. An examination of economic trends in the County, as well as in the State and United States, are important in understanding the current changes occurring in the regional economy, as well as in understanding possible future economic trends.

Specifically, an examination of national economic trends can provide insight into economic activity in the State, the County, and the City Brookfield. A number of national economic trends appear to have a direct bearing on economic activity in these areas including: 1) the changing structure of the national economy; 2) the emergence of the global economy; 3) technological change; 4) changing consumer values; and 5) the restructuring of American corporations.

#### Changing Structure of the National Economy

A recent national economic trend that has important implications for the economic growth of Waukesha County, and of the City, is the changing structure of the national economy and the declining importance of the manufacturing industry to employment growth. Growth in manufacturing industries has traditionally been viewed as the most effective means for creating jobs and ensuring long-term economic growth. The rate of increase in manufacturing employment in the United States, however, has declined significantly during the past decade. Table 12 indicates that manufacturing employment in the United States, enumerated by employee place of work, increased by 6 percent from 1975 through 1986, compared with an overall increase in total employment of 31 percent. During the same time period, employment in the services industry increased by 65 percent. As a result, manufacturing employment, as a percentage of total employment, declined nationally from 24 percent in 1975 to 19 percent in 1986, a decline of 5 percentage points.

It is important to note, however, that the changing structure of the national economy is not, to the same degree, reflected in the Waukesha County economy. Specifically, the manufacturing industry in the County increased by 55 percent during the 1975 to 1986 time period, an increase that was only somewhat less than that for total industry employment, 64 percent. Once more, manufacturing employment, as a percentage of total employment, declined by only 1.6 percentage points, from 32.1 percent in 1975, to 30.5 percent in 1986. In addition, it is important to note that the composition of the manufacturing industry in

Table 12

INDUSTRY EMPLOYMENT AND PERCENTAGE OF CHANGE BY PLACE OF WORK IN  
IN WAUKESHA COUNTY, WISCONSIN, AND THE UNITED STATES: 1975 AND 1986

Major Employment Category	Employment by Place of Work: April 1975					
	Waukesha County		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent
Construction.....	4,504	5.9	51,200	3.3	3,441,000	4.5
Manufacturing.....	24,407	32.1	497,417	31.7	18,155,000	23.7
Durable Goods.....	19,104	78.3	328,551	66.1	10,637,000	58.6
Lumber & Wood Products....	242	1.3	16,902	5.1	536,000	5.0
Furniture & Fixtures.....	181	1.0	8,157	2.5	436,000	4.1
Stone, Clay & Glass Products.....	515	2.7	7,422	2.3	608,000	5.7
Primary Metal Industries..	2,634	13.8	26,411	8.0	1,189,000	11.2
Fabricated Metal Products..	4,560	23.9	51,020	15.5	1,332,000	12.5
Machinery, Except Electrical.....	7,611	39.8	114,691	34.9	2,098,000	19.7
Electrical & Electronic Equipment.....	2,761	14.5	44,980	13.7	1,746,000	16.4
Transportation Equipment..	143	0.8	39,941	12.2	1,631,000	15.3
Instruments & Related Products.....	308	1.6	9,371	2.9	488,000	4.6
Misc. Manufacturing.....	149	0.8	9,656	2.9	573,000	5.4
Nondurable Goods.....	5,303	21.7	168,866	33.9	7,518,000	41.4
Food & Kindred Products...	821	15.5	55,740	33.0	1,739,000	32.1
Textile Mill Products.....	N/A	--	5,494	3.3	865,000	11.5
Apparel & Other Textile Products.....	81	1.5	6,314	3.7	1,191,000	15.8
Paper & Allied Products...	502	9.5	39,878	23.6	629,000	8.4
Printing & Publishing.....	2,205	41.6	27,287	16.2	1,084,000	14.4
Chemicals & Allied Products.....	216	4.1	9,450	5.6	1,003,000	13.3
Petroleum & Coal Products..	85	1.6	351	0.2	193,000	2.6
Rubber & Miscellaneous Plastic Products.....	1,209	22.8	13,099	7.8	568,000	7.6
Leather & Leather Products	184	3.5	11,253	6.7	246,000	3.3
Transportation and Public Utilities.....	3,441	4.5	70,147	4.5	4,508,000	5.9
Wholesale Trade.....	5,180	6.8	82,572	5.3	4,176,000	5.5
Retail Trade.....	13,196	17.3	281,917	18.0	12,671,000	16.6
Finance, Insurance, and Real Estate.....	2,660	3.5	73,258	4.7	4,209,000	5.5
Services.....	12,003	15.8	248,221	15.8	13,878,000	18.2
Government.....	10,235	13.5	257,599	16.4	14,692,000	19.2
Miscellaneous*.....	8	--	7,401	0.5	732,000	1.0
Total	76,096	100.00	1,569,732	100.0	76,462,000	100.0

Table 12 (continued)

Employment by Place of Work: April 1986						
Major Employment Category	Waukesha County		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent
Construction.....	6,185	5.0	61,857	3.2	4,972,000	5.0
Manufacturing.....	37,890	30.5	508,656	26.2	19,245,000	19.3
Durable Goods.....	26,666	70.3	314,093	61.7	11,415,000	59.3
Lumber & Wood Products....	300	1.1	23,108	7.4	719,000	6.3
Furniture & Fixtures.....	277	1.0	10,197	3.2	494,000	4.3
Stone, Clay & Glass Products.....	622	2.3	8,051	2.6	600,000	5.3
Primary Metal Industries..	1,847	6.9	18,338	5.8	785,000	6.9
Fabricated Metal Products.	4,245	15.9	51,913	16.5	1,451,000	12.7
Machinery, Except Electrical.....	11,610	43.5	102,314	32.6	2,111,000	18.5
Electrical & Electronic Equipment.....	6,640	24.9	48,320	15.4	2,177,000	19.1
Transportation Equipment..	226	0.9	31,428	10.0	1,986,000	17.4
Instruments & Related Products.....	612	2.3	11,215	3.6	723,000	6.3
Misc. Manufacturing.....	287	1.1	9,209	2.9	369,000	3.2
Nondurable Goods.....	11,224	29.6	194,563	38.3	7,830,000	40.7
Food & Kindred Products...	1,607	14.3	56,387	29.0	1,696,000	21.7
Textile Mill Products.....	N/A	--	3,968	2.0	703,000	9.0
Apparel & Other Textile Products.....	168	1.5	6,410	3.3	1,119,000	14.3
Paper & Allied Products...	566	5.0	47,936	24.6	689,000	8.8
Printing & Publishing.....	5,301	47.2	38,818	20.0	1,472,000	18.8
Chemicals & Allied Products.....	649	5.8	10,471	5.4	1,028,000	13.1
Petroleum & Coal Products.	57	0.5	301	0.2	166,000	2.1
Rubber & Misc. Plastic Products.....	2,768	24.7	23,210	11.9	800,000	10.2
Leather & Leather Products	N/A	17.6	7,062	3.6	157,000	2.0
Transportation & Public Utilities.....	5,155	4.1	87,304	4.5	5,266,000	5.3
Wholesale Trade.....	10,204	8.2	99,420	5.1	5,864,000	5.9
Retail Trade.....	21,473	17.3	365,436	18.8	17,851,000	17.9
Finance, Insurance, & Real Estate.....	5,608	4.5	103,743	5.3	6,228,000	6.2
Services.....	23,234	18.7	392,853	20.2	22,825,000	22.9
Government.....	13,276	10.7	307,392	15.8	16,711,000	16.7
Miscellaneous*.....	N/A	--	17,417	0.9	821,000	0.8
Total	124,420	100.0	1,944,078	100.0	99,783,000	100.0

Table 12 (continued)

Major Employment Category	Percentage of Change in Industry Employment: 1975-1986		
	Waukesha County	Wisconsin	United States
Construction.....	37.3	20.8	44.5
Manufacturing.....	55.2	2.3	6.0
Durable Goods.....	39.6	-4.4	7.3
Lumber & Wood Products....	24.0	36.7	34.1
Furniture & Fixtures.....	53.0	25.0	13.3
Stone, Clay, & Glass Products.....	20.8	8.5	-1.3
Primary Metal Industries..	-30.0	-30.6	-34.0
Fabricated Metal Products.	-6.9	1.8	8.9
Machinery, except Electrical.....	52.5	-10.8	0.6
Electrical & Electronic Equipment.....	140.5	7.4	24.7
Transportation Equipment..	58.0	-21.3	21.8
Instruments & Related Products.....	98.7	19.7	48.2
Misc. Manufacturing.....	92.6	-4.6	-35.6
Nondurable Goods.....	111.7	15.2	4.2
Food & Kindred Products...	95.7	1.2	-2.5
Textile Mill Products.....	N/A	-27.8	-18.7
Apparel & Other Textile Products.....	107.4	1.5	-6.0
Paper & Allied Products...	12.8	20.2	9.5
Printing & Publishing.....	140.4	42.3	35.8
Chemicals & Allied Products.....	200.5	10.8	2.5
Petroleum & Coal Products.	-30.6	-14.2	-14.0
Rubber & Misc. Plastic Products.....	129.0	77.2	40.8
Leather & Leather Products	N/A	-37.2	-36.2
Transportation & Public Utilities.....	49.8	24.5	16.8
Wholesale Trade.....	97.0	20.4	40.4
Retail Trade.....	62.7	29.6	40.9
Finance, Insurance, & Real Estate.....	110.8	41.6	48.0
Services.....	93.6	58.3	64.5
Government.....	29.7	19.3	13.7
Miscellaneous*.....	N/A	135.3	12.2

\*Includes agricultural services, forestry, commercial fishery, mining, and nonclassifiable establishments.

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

the County has changed in that the percentage of total manufacturing employment in the durable goods industry has decreased from 78 percent in 1975 to 70 percent in 1986, a change that is also occurring within the State of Wisconsin, but not in the United States.

Table 12 also shows that, overall, total employment growth in Waukesha County, 64 percent, was greater than that in Wisconsin, 24 percent; or the nation, 31 percent. The employment growth in every major industry sector, other than the construction industry, lagged behind that for the nation, but was greater than that for the State or the nation. Specifically, the City of Brookfield has been a focus for much of the employment growth in Waukesha County. In 1963, 76 acres of land in the City were used for retail trade, service industry, and office uses. This figure has increased to 361 acres in 1985, or an increase of 375 percent.

Emergence of the Global Economy: A second major economic change is the emergence of the global economy. A 1986 report by the Stanford Research Institute (SRI)<sup>1</sup>, indicates that "in today's global economy, the factors that comprised Mid-America's previous competitive advantage in manufacturing have lost much of their importance: natural resources, proximity to markets, a large industrial labor force, and a critical mass of traditional buyers and suppliers. Evidence that these factors are less compelling in the new economy is found in the loss of competitiveness of Midwest companies in the global economy (reduced exports), the incursion of foreign trade into the region (increased imports), and the shrinking of the traditional manufacturing sector."

Technological Change, Changing Consumer Values, and Restructuring of American Corporations: Three other national economic trends are also important. These trends, as documented in the above-referenced SRI report, include: technological change; changing consumer values; and the restructuring of American corporations. Technological change has resulted in a new work place environment, the need for workers to adapt to changes in production processes, and in the growth of "high-tech" industries. The most important factors associated with changing technologies include: 1) information technologies (microelectronics, computer hardware and software, and telecommunications); 2) factory automation; 3) office automation; 4) new materials; 5) biotechnology; and 6) health and medical technologies.

Changing consumer values are also an important factor in the declining importance of manufacturing in the United States. Consumers are demanding products that are specialized and customized to meet their particular needs. This is in contrast to the standardized consumer products previously produced by American manufacturers. The changing demands of consumers results in the needs for manufacturing firms to expend additional resources on product development and marketing, as well as on manufacturing products that are unique in the marketplace.

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<sup>1</sup>The Ameritrust Corporation/Stanford Research Institute, International, Indicators of Economic Capacity, December 1986.



Manufacturing companies in today's economy tend to disperse their operations--research and development, manufacturing, product service, corporate offices--to those locations that are perceived as the most beneficial in terms of cost-efficiency. As a result, communities must strive to create an environment that is conducive to all of the functions of the company in order to provide the greatest number of job opportunities to its residents, as well as to diversify the local economy.

#### SUMMARY AND CONCLUSIONS

Overall, the economy of the City, as measured by the selected economic indicators presented herein, is in relatively good condition. Perhaps the most important indicators are: 1) the City's low unemployment rate; 2) the higher per capita income level of the population; 3) the higher educational attainment of the population; 4) the availability of workers to local businesses from throughout the Milwaukee Metropolitan Area; 5) the comparative lack of any major changes in the structure of the Waukesha County economy; 6) the higher rate of overall employment growth in Waukesha County, and the attendant growth in each of the County's industry sectors; and 7) the increase in the number of acres of land that are being used for the retail trade industry, the service industry, and offices.

It is important to indicate, however, that the City economy could be susceptible to problems. Most importantly, there is a need to adequately manage the economic growth that is evidenced by the increase in retail, service, and office land uses during the 1963 to 1985 time period that is occurring in the City from the perspective of proper land use and providing adequate and cost efficient public infrastructure for new development. Specifically, transportation problems, as documented in Section III of this report have been, and may be expected to continue to be, a major problem in the City.

In addition, a number of regional and national changes in economic conditions may be expected to affect the City economy. These factors include: a change from a local and national economy to a global economy; fast paced technological change; changing consumer values; and the restructuring of American corporations.

A comprehensive local economic development program can help to maintain and strengthen the economy of the City. Through the implementation of local economic development activities that take advantage of local resources, local officials and economic development organizations can help to minimize the effects of negative national, State, and regional economic trends.

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### SECTION III

#### ASSESSMENT OF HISTORICAL ECONOMIC DEVELOPMENT ACTIVITIES

##### INTRODUCTION

A sound economic development program planning process requires an assessment of the historic economic development activities of a community. An assessment of this kind can identify the types of economic development activities that have been successful and can thereby help to indicate the direction of future economic development activities for the City.

Overall, community economic development activities can be broadly categorized into five major functional areas: 1) organizational development activities; 2) business retention activities; 3) business attraction activities; 4) small business development activities; and 5) the development of public facilities and services.

##### ORGANIZATIONAL DEVELOPMENT ACTIVITIES

In order for a local economic development program to be successful, it is necessary that the community have in existence a local economic development organization that is capable of leading and coordinating the economic development effort. The organization should be comprised of public and private sector representatives who are knowledgeable of local economic conditions. The purpose of this organization should be to identify economic problems in the City, to identify solutions to these problems, and to coordinate the implementation of economic development activities that will help to improve local economic conditions. While a number of economic development-related organizations can exist in a community, it is critical that a single organization be identified to lead the community's economic development efforts. The purpose of this section is to identify the existing economic development organizations in the City in order to evaluate the appropriateness of any one of these organizations to lead the City's economic development program.

##### City of Brookfield

The City of Brookfield in effect acts as the lead economic development organization in the City, with the Mayor, together with the City staff, and particularly the Director of Planning and Zoning, leading this effort. The economic development activities of the City may be categorized in four broad areas. First, the City's Office of Planning and Zoning is often the initial contact for business establishments and developers that are considering an expansion in the City or an initial location in the City. In this regard, the City maintains and provides to interested businesses information about the City, including an economic profile of the City, as well as a City promotional brochure that has been prepared by the Brookfield Chamber of Commerce and includes information on local cultural, business and recreational resources. Second, the Mayor is an active participant, together with the Director of the City's Department of Planning and Zoning, on the Brookfield Economic Development Task Force. Third, the Mayor acts as the City's representative regarding

a variety of economic development related issues as they arise. Finally, the City's Department of Planning and Zoning is the initial contact point for individuals, developers, and businesses that are required to have development proposals reviewed by the City of Brookfield Plan Commission.

#### Brookfield Economic Development Task Force

In May, 1986, the City of Brookfield Common Council, upon a recommendation by the Mayor established the Brookfield Economic Development Task Force. The identified mission of the Task Force is "to develop an economic development plan for long term balanced growth and maintain a high standard quality of life in Brookfield. The specific goals identified by the Task Force include:

1. To compile and analyze data on the development status of Brookfield;
2. To maintain and preserve the quality of life in Brookfield;
3. To provide balanced economic growth to assure a sound fiscal base for Brookfield; and
4. To assist the Common Council by developing an economic development program plan to assure continued high quality development in Brookfield.

In addition to acting as the citizens advisory committee for this study, the members of the Task Force assist the Mayor and the City staff in carrying out various economic development activities. Recently, the Task Force carried out an in-depth survey of major developers in the community in an effort to assess existing development problems, as well as future opportunities in the City.

#### Brookfield Chamber of Commerce

The Brookfield Chamber of Commerce, consisting of approximately 400 members, is organized for the purpose of advancing the business interests and quality of life in the City of Brookfield. The Association is governed by a Board of Directors that consists of 15 persons, including four officers, and maintains offices that are staffed by an Executive Director and an Administrative Secretary. Funding for the Association is provided through membership dues and service activities.

Overall, the Association's main functions include the following:

1. Help to attract, promote, and retain businesses compatible with the community.
2. Serve as a comprehensive information center for existing and prospective businesses and residents.
3. Keep members informed and act as an advocate regarding legislative issues affecting Brookfield area businesses.
4. Research the needs of the community and provide reports pertinent to economic development.

5. Build the image of the Brookfield area and its business community through effective public relations.
6. Provide business support services to members.
7. Respond to the particular needs of its members.

#### Waukesha County Economic Development Committee

In 1985, the Waukesha County Board of Supervisors adopted a resolution creating the Waukesha County Economic Development Committee. The Committee was created in response to a recommendation in the County's initial Overall Economic Development Program (OEDP) plan that was prepared in 1985 for the U.S. Economic Development Administration. The Committee provides advice to the County Board relative to economic development related issues. In addition, the Committee sponsors the Waukesha County "Blue Chip Community" program. The Blue Chip Community program is a community-based economic development preparedness program that assists communities in conducting strategic economic development planning that is necessary in order to properly conduct a local economic development program.

The Committee's 1988 long-term and short-term goals include:

#### Long-Term Goals:

1. To review the need for Committee staff and to develop public and private funding for needed staff assistance.
2. To review the need for a computer based economic development bulletin board service, that would provide communities with access to current state-wide economic development problems, issues, and concerns.
3. To review the need to provide local communities in the County with a formal method of providing input to the Committee regarding the Committee's economic development activities in the County.
4. To review the need to rotate the Committee's meeting location.
5. To review potential sources of funding for Committee activities.

#### Short-Term Goals:

1. To develop a publicity program for the "Blue Chip Community" program.
2. To develop a liaison with the County's Tourism Council.
3. To collect and review economic development promotional materials prepared by communities in Wisconsin.

#### BUSINESS RETENTION ACTIVITIES

Economic development studies have shown that the majority of new jobs in a community will result from the expansion of local employers rather than the attraction of new employers to a community. As a result, local economic

development activities designed to assist in the retention and expansion of local employers are particularly important to a comprehensive local economic development program.

#### Industry Retention Survey of Manufacturing Industry Establishments

In July, 1986, local economic development organizations--including the Brookfield Chamber of Commerce, the City of Brookfield, the Waukesha County Technical College, and Wisconsin Bell, An Ameritech Company--completed an industry retention survey of manufacturing industry establishments in the City. The purpose of the survey was to create a data file on each of the manufacturing industry establishments in the City in order to facilitate a local systematic approach to industry retention activities. A total of 71 surveys were completed and the results published in a document entitled, Brookfield Industrial Business and Expansion Study, July, 1986. The most significant results of this survey as they pertain to the development of an economic development program in the City, are set forth in Section IV of this report, "Economic Development Potentials and Constraints".

#### Retention Survey of the Development Community

In an effort similar to that described in the previous section, the Brookfield Economic Development Task Force completed a survey of commercial and industrial real estate developers that are doing business in the City of Brookfield. The respondents to the survey included such businesses as: office and industrial real estate brokers and developers; construction managers; and, general contractors. Due to the extensive retail trade and office development that has occurred in the City during the recent past, the Economic Development Task Force was interested in the development problems and future development plans of the survey respondents. The most significant results of this survey, as they pertain to the development of an economic development program in the City, are also set forth in Section IV of this report.

#### BUSINESS ATTRACTION ACTIVITIES

While the retention and expansion of existing business establishments is an important economic development activity, a comprehensive community economic development program should also include activities that will result in the attraction of new business establishments to the community. At the present time, the following activities reflect the industry attraction activities in the City.

#### Promotional Materials

An informational brochure and economic profile have been prepared for the City. The purpose of these publications is to provide information to prospective businesses, as well as prospective residents about the advantages of doing business, as well as residing in the City. The available promotional materials include:

1. Brookfield, Wisconsin. 1987. A pictorial and narrative compendium providing information on housing, business and industry, health care, cultural events, and recreational facilities.
2. City of Brookfield, Economic Profile. 1988. A statistical profile of the City, including information about the population, housing, labor

force, transportation facilities, financial resources, education, and utilities prepared by the staff of the Regional Planning Commission in cooperation with the Wisconsin Electric Power Company.

Proposed Land, Building, and Community Information Data Base

In April, 1988, the Brookfield Economic Development Task Force was awarded a \$4,400 grant from the Waukesha Economic Development Committee. The grant will enable the Task Force, together with the City of Brookfield, to develop a computerized data bank that will include up-to-date information on land available for development; vacant buildings; and demographic and socio-economic data on the City. The inventory will provide for the retrieval of this information in a format that specifically responds to a request. Should the Task Force accept the grant, work on establishing the inventory will begin in the Fall of 1988.

SMALL BUSINESS DEVELOPMENT ACTIVITIES

Small business development activities are an additional component of a successful economic development program. These activities allow a community to expand upon its business retention and attraction efforts by creating an environment that is conducive to the creation of new businesses and the growth of existing small business. A December 1984 study by the Wisconsin Department of Development, The Job Generation Process in Wisconsin: 1969 to 1981, indicated that business establishments with fewer than 100 employees generated 77 percent of the net new jobs in Wisconsin from 1969 to 1976; and establishments with fewer than 20 employees generated 100 percent of the net new jobs from 1979 to 1981.

The Brookfield Chamber of Commerce business services and the previously mentioned economic development activities of the City of Brookfield and the Brookfield Economic Development Task Force benefit small as well as large businesses. The City's existing economic development efforts do not, however, provide any specific services that are targeted solely toward small business.

While the City's existing economic development efforts do not target small businesses, there are a number of special services available to small businesses in the City. The Waukesha County Technical College manages a small business development program, the Waukesha County Enterprise Assistance Center. The Assistance Center identifies the needs of small businesses and provides the business with information on the appropriate resources in the County for resolving these problems. In addition, the University of Wisconsin, Cooperative Extension Service, provides one-on-one counseling to small businesses in an attempt to provide basic information regarding solutions to business related problems. Finally, the University of Wisconsin-Extension, Small Business Development Center, located on the campus of the University of Wisconsin-Whitewater, provides short and long-term counseling to the owners of small businesses, as well as conducting formal training sessions in a classroom setting in an attempt to meet the needs of businesses in Waukesha County, including the City of Brookfield.

## COMMUNITY FACILITIES AND SERVICES

While economic development organizational activities, as well as business retention, attraction, and small business development activities are important components of a local economic development program, the establishment and maintenance of a community's public facilities and services is also important. This section of this report reviews recent efforts to maintain the city community facilities and services.

### Creation of the City Staff Position of Director of Planning and Zoning

This report has previously indicated the recent retail trade, service industry, and office development that has been occurring in the City of Brookfield. As a result of this development pressure, as well as the need to better meet development needs of the community, the City of Brookfield created the position of Director of Planning and Zoning. The position is a professional physical planning position, and, as a result, should result in better meeting the physical planning needs of the community, as well as a better working relationship with the Brookfield development community.

### City Plan Commission Goals and Objectives

Section II of this report indicated that the City of Brookfield has recently been under intensive retail trade, service industry, and office development. As a result of these development pressures, the City Plan Commission has adopted a number of goals and objectives related to the planning for the future of the City. These goals and objectives include:

#### GOAL 1:

Continued development of a comprehensive planning program for Brookfield.

#### Objectives:

1. Develop community goals and objectives.
2. Define "appropriate" comprehensive planning program for Brookfield.
3. Define "comprehensive planning areas."
4. Complete, refine and implement previously prepared or currently underway comprehensive planning activities:
  - a. Blue Mound Road - Wisconsin Avenue Development Corridor Plan
  - b. Ruby Isle - Civic Center Development Plan
  - c. Multiple-Family Housing Study
  - d. Bike Path Master Plan
  - e. Economic Development Plan
  - f. Revised Sign Ordinance
  - g. Capitol Development Programming
  - h. Park and Open Space Plan
  - i. North Avenue Corridor Study



5. Propose, complete and implement other comprehensive planning activities which have been identified as priority activities.
  - a. Capitol Drive Corridor Study
  - b. Greenfield Avenue Study
  - c. Old Town Area Study
6. Develop a long-range activities schedule that will contribute to the continued development of a comprehensive planning program for Brookfield.
7. Monitor, evaluate and adjust comprehensive planning activities for effectiveness.

GOAL 2:

Update and refine Brookfield's development regulations and adopt new development regulations that are deemed necessary.

Objectives:

1. Identify development regulations that need updating or refinement.
2. Identify new development regulations that are necessary.
3. Complete, refine and implement pending revisions to development regulations:
  - a. Floor Area Ratio for all types of developments.
  - b. Other pending regulations.
4. Propose, complete and adopt new development regulations that are deemed necessary.

GOAL 3:

Brookfield should strengthen the tools allowing the City to promote and direct proper land use and development based on a solid legal framework.

Objectives:

1. Identify existing development regulations and other tools that could be refined to provide a solid legal framework to promote and direct proper land use and development.
2. Identify new development regulation and other tools that could be adopted to provide a solid legal framework to promote and direct proper land use and development.
3. Determine, with the assistance of the City Attorney and other legal resources, the most effective and legally defensible approaches to refine existing regulations or adopt new regulations.

4. Propose, complete and adopt revisions to existing regulations or new regulations which provide tools to promote proper land use and development:
  - a. Plan and Method of Operation Procedures.
  - b. Other regulations.

GOAL 4:

Continued development of staff and administrative support to the City Plan Commission.

Objectives:

1. Further refine Commission administrative policies and agenda procedures.
2. Further develop staff reporting and recommendation procedures.
3. Secure identified resources that the Commission should secure.
4. Provide staffing to complete the identified projects and activities:
  - a. Planning Department, or
  - b. Consultants
5. Develop "planning guide" for commissioners and petitioners/developers.

Physical Planning Efforts

The City of Brookfield Comprehensive Plan, entitled "A Comprehensive Planning Report for the City of Brookfield, Wisconsin" was completed in 1959, and is, therefore, obsolete. The City recognizes the need to update the comprehensive plan. However, the previously mentioned development pressures, together with the time that would be required to complete a new comprehensive plan, has resulted in the City carrying out a strategy of conducting a number of specifically focused special physical planning efforts to address the most important physical planning problems in the community. Physical plans that are in progress, or have been completed include:

1. "Blue Mound Road - Wisconsin Avenue Development Corridor Plan," July 1987, Howard, Needles, Tammen & Bergendoff.
2. "Ruby Isle Development Plan," September 28, 1988, Daniel F. Ertl, Director of Planning and Zoning, City of Brookfield.
3. "Multiple Family Housing Study," December, 1987, Daniel F. Ertl, Director of Planning and Zoning, City of Brookfield.
4. "A Transportation System Plan for the Blue Mound Road (USH 18) Corridor," December 1987, Southeastern Wisconsin Regional Planning Commission.
5. "Bike Path Master Plan," June 1988, R.A. Smith & Associates.

6. "Park and Open Space Plan for The City of Brookfield," in progress, Southeastern Wisconsin Regional Planning Commission.
7. "North Avenue Development Corridor Study," in progress, Harland Bartholomew & Associates, Inc.
8. "Capitol Drive Development Corridor Plan," proposed.
9. "Greenfield Avenue Development Corridor Plan," proposed.
10. "Old Town Area Study," proposed.

The findings and recommendations of these physical planning related studies as they related to the development of an economic development program plan in the City are included in Section IV of this report "Economic Development Potentials and Constraints."

#### City of Brookfield Capital Improvements Program

A capital improvements program is defined as a comprehensive schedule of major improvement projects which are proposed to be undertaken in a municipality over a period of five to six years. Typically, a major improvement project is defined as a project involving the provision of land for, and the construction of, a facility which has a life expectancy of at least 10 years, and involves the investment of a relatively large amount of money, and, therefore, is not appropriate for inclusion in the municipality's operating budget. A municipality receives a number of benefits from a commitment to continuing the process of capital improvements programming, including, but not limited to providing for the cost of major expenditures in the most cost-effective means possible, and planning for the timely replacement of municipal equipment. The City of Brookfield is committed to the ongoing capital improvements programming process through the Capital Improvements Development Committee.

#### Public Safety Building and City Library

The City of Brookfield Common Council is considering two major public facility improvements in the City, including the construction of a 19,000-square-foot addition to the City's existing 21,500-square-foot library, and the construction of a new public safety building that would provide a new facility for the City Police and Fire Departments. At the present time, an architectural firm has been retained to prepare drawings for the proposed library addition. However, debt financing has not been secured. A feasibility study is being conducted regarding the need for the new public safety building.

#### SUMMARY AND CONCLUSIONS

The historical assessment of economic development activities in the City indicates that the City has taken a number of positive steps to improve the local economy. The City, through the Office of the Mayor and the Director of Planning and Zoning, have taken an active role in coordinating economic development activities in the City, and assisting with new development proposals. Business persons interested in locating a new business or expanding an existing business often need to contact the City for the appropriate state and local permits. The active participation of the City in local economic development helps to ensure that these projects are successfully implemented.

The Brookfield Economic Development Task Force is an important initial step in the development of a public/private sector partnership dedicated to the economic development of the City. A number of activities that have been implemented by the Task Force will provide the necessary foundation for ongoing local economic development activities. First, the Task Force decision to conduct the overall economic development planning process that is documented in this report illustrates the importance the Committee places on a comprehensive approach to local economic development. Second, the retention survey of local manufacturing industry establishments and the development community provide valuable information for the development of future industry retention activities. Third, the award of a \$4,400 grant to the Task Force and the City for the development of a computerized land sites, vacant building, and demographic and socioeconomic data inventory provides the Task Force with an opportunity to quickly respond to the inquiries of businesses interested in locating in the City.

The Brookfield Chamber of Commerce, as a result of its 400 business establishment membership, provides a focal point for identifying the ongoing needs and concerns of existing business in the City, as well as a forum for discussing potential solutions for problems related to doing business in the City. The Chamber of Commerce has also made a significant contribution to the City's overall economic development as a result of the pictorial and narrative publication illustrating the high quality residential and business environment in the City. This publication, together with the City's community economic profile provides the City with the tools necessary to inform persons and businesses of the locational, cultural and recreational advantages of the City of Brookfield.

Finally, the City has begun to respond to the need for various physical planning programs that respond to the recent retail trade, service industry and office development growth in the City. These programs, together with the recently adopted City Plan Commission goals and objectives and the creation of the position of Director of Planning and Zoning provide an initial framework for responding to the physical development problems within the community. The proposed construction of the addition to the City's library and the construction of the new public safety building are initial steps toward the creation of a City Center. City officials and staff have indicated the need for the development of an area that can serve as the focal point for the community, a need that has developed as a result of the lack of a well defined, cohesive, central business district in the City.

While a number of important economic development activities have been undertaken, the City faces a number of problems relative to the establishment a local economic development program. First, there is limited staff available to implement economic development activities. The Mayor's role as an elected public official with an array of responsibilities, as well as the existing responsibilities of the city staff, most notably the Director of Planning and Zoning, limit the potential for an expanded role in economic development for the City at the present time. The Brookfield Chamber of Commerce staff is also limited, and may be an inappropriate body to staff an overall community economic development program, due to the traditional business advocacy role of local chambers of commerce.

Second, the organizational structure of the Brookfield Economic Development Task Force is like that of a committee of the City Council. The Task Force has not developed a specific annual work program of economic development activities designed to address the needs of the local economy. While this structure may have been adequate to date, other communities within the Region have provided a more formal organizational structure to pursue economic development. Organizational structures for economic development in the Region include private nonprofit and for-profit development corporations and community development authorities.

Finally, the economic development activities that are currently underway in the City, as indicated above, provide the initial basis for additional activities in the five basic functional economic development areas--organizational development, business retention, business attraction, small business development, and community facilities and services development. In order for the City to actively compete with other local units of government in the Region, however, the City will need to expand upon the current minimal activities through a formal and ongoing economic development program.

The need to expand the economic development efforts in the City is evidenced by the results of the Wisconsin Bell industry retention survey, as well as the Task Force survey of area developers. A total of 23 respondents, or 36 percent, of the respondents to the Wisconsin Bell survey indicated that local municipal efforts to improve the economy were either excellent or good; while 45 percent of the respondents statewide indicated these responses. More importantly, 34 respondents, or 53 percent, of the respondents indicated that they had no opinion regarding local municipal efforts, compared to 22 percent of the respondents statewide that indicated this response. Similarly, of the 10 respondents to the developers survey, only one respondent indicated Brookfield economic development efforts as excellent, while three respondents indicated such efforts were fair, and six respondents indicated such efforts were poor.

The purpose of the next section of this report is to identify the specific economic development potentials and constraints in the City, based upon information presented in the initial sections of this report, other economic development studies that have been conducted in the City, and the perceptions of the Brookfield Economic Task Force. This identification will enable the identification of specific economic development activities that should be implemented to improve the local economy.

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## SECTION IV

### ECONOMIC DEVELOPMENT POTENTIALS AND CONSTRAINTS

#### INTRODUCTION

The previous sections of this report, together with the findings of the "Wisconsin Industrial Business and Expansion Study, Brookfield;" the "Survey of the Brookfield Development Community;" and the City of Brookfield community analysis conducted by the University of Wisconsin-Extension, indicate certain characteristics of the City of Brookfield which have important implications for economic development. Some of these characteristics constitute positive attributes that give the City a comparative advantage in attracting and sustaining economic development; others constitute negative attributes that act as constraints on further economic development in the City and may need to be overcome in order to sustain the growth of the City economy.

The purpose of this section is to summarize the potentials for, and constraints on, economic development in the City. It should be noted that in some cases an economic development constraint has been identified as a result of the collective perception of the City of Brookfield Economic Development Task Force. Information supporting such a perceived constraint may not be previously documented. In those cases where supporting data are not available, this section indicates that the constraint is a perceived constraint. The economic development potentials of, and constraints on the city economy, are summarized in Table 13.

#### Potential One: Recent Economic Development Activities in the City

As previously indicated in this report, a number of organizations in the City, as well as the City government, have been actively involved in promoting the economic development of the City. This involvement, while not unique among communities in the Region, represents an important commitment to improving local economic conditions and, therefore, can be identified as an economic development potential.

The Mayor and City staff act as the initial contact for business establishments and developers that are considering an expansion in the City or an initial location in the City; the Mayor is an active participant, together with the Director of the City Department of Planning and Zoning, on the Brookfield Economic Development Task Force; and, the Mayor acts as the City's representative regarding a variety of economic development related issues as they arise. The recent appointment of the City's Director of Planning and Zoning, together with the completion of, and ongoing, area land use and transportation studies have begun to affectively address the land use development problems in the City.

In addition to the activities of City government, the Brookfield Economic Development Task Force, the Brookfield Chamber of Commerce, and the Waukesha County Economic Development Committee are important in promoting economic development in the City. The Task Force assists the Mayor and the City staff

Table 13

ECONOMIC DEVELOPMENT POTENTIALS AND CONSTRAINTS

Potential One: Recent Economic Development Activities in the City

Constraints Related to Potential One:

1. Lack of an Ongoing Economic Development Organization and Economic Activities in the City.
2. Lack of Membership in the Chamber of Commerce.
3. The Need to Coordinate Economic Development Activities with Milwaukee County and the City of Milwaukee and the Lack of Participation in Regional and Statewide Economic Development Efforts.
4. Poor Perception of Local Economic Development Activities.
5. Lack of Communication With the General Public and City Policy Makers and the Need to Conduct a Community Needs Analysis.
6. Need to Coordinate Economic Development Activities with Physical Planning Activities.
7. Poor Distribution of Existing, and the Development of Additional, Economic Development Promotional Materials.

Potential Two: Retention and Expansion of the City's Existing Industrial Base

Constraints Related to Potential Two:

1. Lack of Use of Federal or State Economic Development Assistance Programs.
2. Lack of Local Wage Information.
3. Lack of Ownership of Business Locations.
4. Firms Planning to Relocate.
5. Efforts by Other States to Relocate Local Employers.
6. Lack of Firms Selling to the Government.
7. Unavailability of a Computerized Data Bank.
8. Lack of a Policy Decision to Encourage Industrial Development in the City.
9. Lack of Sufficient Land Area for the Expansion of Existing Manufacturing Buildings in the City.
10. Lack of Available Industrial Land in the City.
11. Unsightly Condition of a Number of Older Industrial Areas in the City.

Potential Three: Retention and Expansion of the City's Commercial, Office, and Service Industry

Constraints Related to Potential Three:

1. Need to Attract the Best Possible Development.
2. Need to Develop a City Center.
3. Transportation System Problems.
4. Need to Develop a Development Evaluation System.



in carrying out various economic development activities which, most recently, included a grant award from the Waukesha County Economic Development Committee for the development of a computerized data bank that will include up-to-date information on land, available for development, vacant buildings, and demographic and socioeconomic data on the City. In addition, the Task Force carried out a retention survey of the development community that identified the perceived development problems and development plans of those surveyed, as well as participating in the community analysis conducted by the University of Wisconsin-Extension.

The Brookfield Chamber of Commerce advances the business interests and quality of life in the City. The Chamber of Commerce has prepared a pictorial and narrative compendium providing information on housing, business and industry, health care, cultural events, and recreational activities. In 1985, Waukesha County created the Waukesha County Economic Development Committee that provides advice to the County Board relative to economic development issues, as well as sponsoring the County's "Blue Chip Community" program that assists communities in conducting strategic economic development planning.

Constraints Related to Potential One:

1. Lack of an Ongoing Economic Development Organization and Economic Activities in the City--The City lacks an ongoing economic development organization that is dedicated to overall economic development of the community. The Brookfield Economic Development Task Force is a temporary organization created to assist in the completion of this economic development program plan, and the Chamber of Commerce is an advocacy organization for business interests in the community. As a result of the absence of such an organization, the Task Force perceived a lack of coordination of economic development activities in the City, and the need to develop a central focus for, and better effort toward, overall economic development in the City.
2. Need to Continue to Increase Membership in the Chamber of Commerce--The Chamber of Commerce manufacturers' survey indicated that only 44 percent of the respondents were members of the Chamber of Commerce, while 68 percent of the respondents statewide indicated this response. While the membership in the Chamber of Commerce is increasing the Task Force perceived the need to continue existing efforts in this regard.
3. Need to Coordinate Economic Development Activities with Milwaukee County and the City of Milwaukee and the Lack of Participation by the City in Regional and Statewide Economic Development Efforts--The Chamber of Commerce manufacturers' survey showed that 69 percent of the respondent firms moved from the City of Milwaukee to the City of Brookfield. In addition, 51 percent of the Brookfield labor force is employed in Milwaukee County, with 31 percent employed in the City of Milwaukee. Once more, the Task Force perceived that the existing city economic development organizations do not participate fully in regional and statewide economic development efforts, such as those conducted by the Wisconsin Electric Power Company, the Forward Wisconsin, Inc., and the Wisconsin Department of Development. As a result, there is a need to coordinate economic development activities with the City of Milwaukee and the Counties of Milwaukee and Waukesha, as well

as State and regional economic development organizations overall, in order to preserve the integrity of the City's economy as well as the economy of the Southeastern Wisconsin Region.

4. Poor Perception of Local Economic Development Activities--A smaller percentage, 36 percent, of the respondents to the Chamber of Commerce manufacturers' survey rated local municipal economic development activities as either excellent or good, while 45 percent of the respondents statewide indicated this response. In addition, nine of developers responding to the Task Force retention survey rated city economic development efforts as fair or poor, with only one developer rating the efforts as excellent.
5. Lack of Communication With the General Public and City Policy Makers and the Need to Conduct a Community Needs Analysis--The Task Force perceived the need to be more aware of the current concerns and needs of the existing population in the City with regard to overall economic development, as well as the need to develop more effective communication tools to make the general public and City policy makers aware of the importance of a local economic development program. As a result, the Task Force discussed the need for a community needs analysis that would focus on the identification of community needs and concerns, as well as the citizens opinions on solutions to economic development problems.
6. Need to Coordinate Economic Development Activities with Physical Planning Activities--As a result of the significant increase in office and commercial development activities in the City, as well as the recent efforts by the City to address physical development problems, there is a need to coordinate overall economic development activities in the City with city physical planning activities.
7. Poor Distribution of Existing, and the Development of Additional, Economic Development Promotional Materials--The Task Force perceived the need to develop a better system for distributing the existing economic development promotional materials that are available from the Chamber of Commerce and the City of Brookfield. In addition, there is a need to prepare and distribute demographic and socioeconomic data and community information necessary for new businesses in the City.

Potential Two: Retention and Expansion of the City's Existing Industrial Base  
The structure of the city economy, as well as the economy of Waukesha County, results in a need for special emphasis on the retention and expansion of industrial employers in the City. This industrial development potential includes both the manufacturing industry, as well as the wholesales trade industry.

In 1987, a total of 85 manufacturing industry establishments and a number of wholesale trade establishments were located in the City. In addition, while reliable place-of-work employment data are not available for the City, wages earned data indicates that the manufacturing industry and the wholesales trade industry generated 51 percent of the wages from local industries in 1984, indicating the importance of these industries to the local economy.

The Waukesha County economy includes significant manufacturing and wholesale trade industry employment. In 1986, about 48,100 workers, or 39 percent of all employment in the County was in the manufacturing industry and the wholesale trade industry, a higher percentage than that for the State, 31 percent, or the nation, 25 percent. Once more, during the 1975 to 1986 time period, manufacturing employment in the County increased by 55 percent, compared to an increase of only 2 percent in the State, and 6 percent in the nation. As a result, the manufacturing employment, as a percentage of total employment, declined by only 1.6 percentage points, from 32.1 percent in 1975, to 30.5 percent in 1986. During this same time period manufacturing employment declined by 5.5 percentage points in the State, and 4.4 percentage points in the nation. Finally, in 1986, a Wisconsin Department of Development report entitled "New Industries and Plant Expansions Reported in Wisconsin, 1986," Waukesha County ranked first in the total number manufacturing plant expansions, with fourteen, and second in new firms to the community, with five.

The location of the City in the Milwaukee metropolitan area results in an adequate labor pool that can meet the needs of industrial establishments contemplating expanding or locating in the City. The geographic location of the City also results in many of the most important industrial areas and heaviest population concentrations in the Midwest being located within 350 miles of the City. In particular, in addition to being an integral part of the Milwaukee metropolitan area, the City is located near several large urban centers in southern Wisconsin and northeastern Illinois, including the Cities of Milwaukee, Madison, Racine, Kenosha, and Chicago. These urban centers, as well as the remainder of the Midwest Region, provide a large potential market for the sale of goods that are manufactured in the City, as well as access to raw materials and product inputs.

Many of the community utilities, facilities, and services of the City are able to meet the needs of an expanding industrial base. The City is served by good transportation facilities that include well-developed, all-weather arterial streets and highways, railway facilities, and air transportation facilities that are readily accessible to the City. Specifically, the location of the City on the IH 94 corridor, as well as on the STH 190 corridor (Capitol Drive), and the USH 18 corridor (Blue Mound Road) are especially significant in making the Brookfield area attractive for industrial development.

The railway freight service is provided by the Soo Line Railroad, while air transportation facilities include the Capitol Airport, located in Brookfield along STH 190; Waukesha County-Crites Field, located four miles west of the City; and Lawrence J. Timmerman Field, located three miles northeast of the City. All three airports are capable of handling a wide variety of business aircraft, and both Crites Field and Timmerman Field have airfield lighting and navigation aids that permit all-weather operation. General Mitchell International Airport, the nearest scheduled air carrier airport, is located 17 miles to the southeast in the City of Milwaukee. Chicago's O'Hare International Airport is located 88 miles to the south.

The City sanitary sewer system and water supply system have adequate capacity for future development. The Wisconsin Electric Power Company and the Wisconsin Gas Company provide electric power and natural gas, respectively to

the community at competitive prices. Wisconsin Bell, a subsidiary of the Ameritech Corporation, provides telephone service to the City and is the State's largest telecommunication company. More than 97 percent of the Company's telephone lines are served by sophisticated electronic switching equipment, capable of satisfying the needs of the most demanding customer. In addition, fiber optics, cellular phone service and access to long distance telephone service providers is available in the area. Several findings of the Chamber of Commerce manufacturers' survey indicate that the manufacturing industry represents an economic development potential in the City. A total of 53 respondents, or 86 percent, compared to a statewide average of 72 percent, indicated that Brookfield is the firm's corporate headquarters. A business establishment can usually be expected to remain in an area of its corporate headquarters, relative to firms with a corporate headquarters in other locations. Also, a total of 36 respondents, or 56 percent, or a comparable percentage to that statewide, 58 percent, plan to modernize or improve their existing building or equipment. A total of only four respondents, or 6 percent, indicated that it was probable or possible that the Company would "phase down or shut down production" compared to a statewide average of 12 percent. A somewhat smaller percentage of firms, 30 percent, versus the statewide average of 35 percent, indicated that they were experiencing cash flow problems. In response to a variety of questions regarding the respondents assessment of government relations, regulations, and services in the area, the City of Brookfield consistently received higher ratings than the statewide average. Specifically, when asked, "Overall, what is your opinion of local government in this community," 78 percent indicated excellent or good, while 68 percent indicated this response across the State. Similarly, when asked, "What is your overall opinion of the City of Brookfield as a place in which to do business," 97 percent of the respondents indicated either excellent or good, compared to the statewide average of 82 percent. Finally, a larger percentage of respondents to the Chamber of Commerce Manufacturers' survey, 56 percent, versus the statewide average of 44 percent, are smaller firms, or firms employing 20 employees or less. A recent report by the Wisconsin Department of Development entitled The Job Generation Process in Wisconsin: 1969 to 1981 indicates that very small businesses--those with 20 or fewer employees--dominate the job generation process.

Constraints Related to Potential Two:

1. Lack of Use of Federal or State Economic Development Assistance Programs--There is limited use of state and federal economic development assistance programs by manufacturing establishments in the City. A total of only 11 respondents to the Chamber of Commerce manufacturers' survey, or 18 percent, compared to a statewide average of 30 percent, indicated that they had used any state or federal jobs development programs. An average of 71 percent of the local manufacturing respondents had not used local, State, or federal government agencies for obtaining new employees, compared to the statewide average of 52 percent. An average of 50 percent of the local manufacturing respondents were not familiar with a variety of local, State and federal economic development programs, with 37 percent indicating this response statewide. Finally, while all industrial business establishments in the City of Brookfield are eligible to apply through the City for business financing through the Wisconsin Development Fund-Economic Development Program, a program that provides liberal

financing terms for business expansion projects, an application has not, to date, been submitted by the City.

2. Lack of Local Wage Information--While labor force wage information is available for Waukesha County, the City or the Brookfield Chamber of Commerce has not conducted a local wage survey, the results of which could provide important information to existing and potential industrial establishments relative to local labor costs.
3. Lack of Ownership of Business Locations--A total of only 23, or 37 percent, of the respondents to the Chamber of Commerce manufacturers' survey indicated that they own the facility which they operate, in comparison to 70 percent of the respondents statewide. As a result, manufacturing firms in the City could be expected to more easily relocate to a different community due to the absence of the need to sell an existing building.
4. Firms Planning to Relocate--A total of 18 manufacturing respondents, or 28 percent, indicated that they planned to move all or a part of either operation from the current location. This compares to 14 percent statewide. In addition, of the 18 respondents that indicated a move was possible, only four respondents indicated that the move would be to a new location in the City of Brookfield, or that 14 would move outside the City.
5. Efforts by Other States to Relocate Local Employers--While similar to the statewide average of 33 percent, a total of 24 respondents to the Chamber of Commerce manufacturers' survey, or 37 percent, indicated that they had been contacted by other states in an attempt to relocate the firm.
6. Lack of Firms Selling to the Government--While identical to the statewide average of 26 percent, an average of only 17 firms responding to the Chamber of Commerce manufacturers' survey, directly supply products to the local, State, or Federal government. Once more, an average of only 39 percent of the local respondents, compared to a statewide average of 42 percent, requested additional information on selling products to the government.
7. Unavailability of a Computerized Data Bank--The availability of a up-to-date inventory of vacant industrial land and buildings is critical to assisting in the expansion of local industrial firms, as well as the location of new industrial firms in the City of Brookfield. While the City has received a \$4,400 grant from the Waukesha County Economic Development Committee to develop such a system, it is uncertain whether the City will be able to maintain the system after it is established. Currently, unresolved issues include the designation of staff to maintain the system, funding for staff and system-related costs, and the method of maintaining the information as current following the initial collection of the information.
8. Lack of a Policy Decision to Encourage Industrial Development in the City--The Brookfield Economic Development Task Force perceived that

local elected officials have not adopted a policy regarding whether the City will encourage future industrial development in the City. The lack of such a policy frustrates local economic development activities that seek to encourage such development.

9. Lack of Sufficient Space For the Expansion of Existing Manufacturing Buildings--A total of 31 respondents, or 48 percent, to the Chamber of Commerce manufacturers' survey indicated that they did not own or lease sufficient property for the expansion of their building at their present location, compared to the statewide average of 23 percent.
10. Lack of Available Industrial Land in the City--The availability of industrial park land is a major consideration in fostering the growth of industrial establishments. An April 1988, survey of industrial parks in the Region showed that there is a total of 460 acres of industrial park land in the City of Brookfield, with only 13.8 acres, or three percent, undeveloped and available for sale. Once more, the Director of Planning and Zoning for the City of Brookfield has indicated that there may be a lack of existing vacant land for the development of a new industrial park.
11. Unightly Condition of a Number of Older Industrial Areas in the City--The Brookfield Economic Development Task Force perceived that a number of the older industrial areas in the City appear to be unkempt, in terms of private buildings and public infrastructure, and, therefore, detract from the overall appearance of the City. Recently, it has become apparent that business establishments are interested in locating in an environment that is aesthetically pleasing. Therefore, the unkempt industrial areas may affect the interest of a business in locating in the City.

Potential Three: Retention and Expansion of the City's Commercial, Office, and Service Industry

Section II of this study indicated that the City of Brookfield economy was concentrated, in terms of annual wages generated, in the following industries: retail trade; finance, insurance, and real estate; business and repair services; entertainment, recreation, and personal services, and other private services. Together these industries generated about 19 percent of the wages in the City of Brookfield economy. Once more, as indicated in Section III, in 1963 a total of 76 acres of land in the City was used for retail trade, office, and service industry uses. This figure has increased to 361 acres in 1985, or an increase of 375 percent.

The geographic location of the City within the Milwaukee Metropolitan Area, and specifically the location of the City with respect to IH 94, as well as STH 190 (Capitol Drive) and USH 18 (Blue Mound Road), is a major advantage to the development of the commercial, office, and service industry in the City. The Blue Mound Road Corridor is perhaps the best example of the degree to which development is occurring in the City. A December 1987, report by the Regional Planning Commission entitled "A Transportation System Plan for the Blue Mound Road (USH 18) Corridor," indicated that retail, service, and office land uses increased from 230 acres in 1963 to 1,280 acres in 1985, an increase of 457 percent. It is expected that these land uses will increase to 2,408

acres by the year 2010, or an increase of 88 percent. That dramatic growth in this corridor resulted in a six-month development moratorium being imposed by the City of Brookfield in 1986 in order to allow the City to carry out the necessary physical development planning that would help to ensure that future development would not negatively affect the existing quality of life in the City.

A June 1987 community profile prepared by the Regional Planning Commission staff indicated that the City included a total of six office parks, all of which had space available for lease. The City also includes a total of four existing and four planned hotels and motels that include 785 existing rooms and 549 additional rooms. The City is also the location of the third largest shopping center in the Milwaukee Metropolitan Area. The Brookfield Square Shopping Center, a 1,008,000-square-foot regional shopping center includes 86 stores, two banking facilities, and restaurants. In addition to the Brookfield Square Shopping Center, the City includes a variety of smaller shopping centers including: the Galleria Shopping Center; Blue Mound Towers; Loehman's Plaza; Brookfield Fashion Center; Ruby Isle Shopping Center; and the Stonewood Village Shops, among others. As a result, this potential includes the recreational services industry.

Several findings of the Brookfield Economic Development Task Force survey of developers in the City indicate the commercial, office, and service industry potential in the City. A total of five of the respondents to the survey, or 50 percent, indicated that they do not own or lease sufficient property in the City to meet the needs of their clients, with seven of the respondents indicating that they plan on acquiring additional property in the City, and nine of the respondents indicating that they plan on acquiring additional buildings in the City. When asked what were the chances that the developers or their clients would leave the City, all of the developers indicated that their chances of leaving the City were either remote or nonexistent, and six of the developers indicated that none of their clients had indicated a desire to move from the City. Overall, seven of the survey respondents indicated that their overall opinion of the City as a place to do business was either excellent or good, with only one respondent indicating that it was a poor place in which to do business.

#### Constraints Related to Potential Three:

1. Need to Attract the Best Possible Development--The locational advantages for commercial, office, and service establishments indicated above have resulted in numerous developers having an interest in doing business in the City. The Brookfield Economic Development Task Force perceived a need to attract only the best possible development to the City, in order to preserve the existing quality of life in the community.
2. Need to Develop a City Center--The September 1987, adoption of the "Ruby Isle Development Study" by the Brookfield Plan Commission, as well as the proposed construction of the addition to the City's library and the construction of a new public safety building, are initial steps toward the creation of a City Center in Brookfield. The Brookfield Economic Development Task Force, as well as City officials

and staff have indicated the need for the development of an area that can serve as the focal point for the community, a need that has developed due to the lack of a well-defined, cohesive, central business district in the City.

3. Transportation System Problems--As a result of the rapid increase of urban development along the major transportation corridors of the City, the City is experiencing a number of transportation system-related problems. These problems are evidenced by the need for the previously referenced transportation system plan for the Blue Mound Road Corridor that was completed for the City by the Regional Planning Commission in 1988, as well as responses to the Task Force developers survey. When asked "What factors have been stated by your clients as having the greatest negative impact on their current or future operation or development in the City," transportation issues were identified as a high priority issue. Once more, seven of the developers indicated that the existing street system near their buildings did not meet their clients needs, and six developers indicated that they did not think that the City of Brookfield had adequately prepared for the future construction of City streets. In addition, the Chamber of Commerce manufacturers survey showed that 51 respondents, or 82 percent, were dissatisfied with the present configuration of traffic lights, one-way streets, and stop signs within the proximity of their buildings, compared to a statewide average of 75 percent.
4. Need to Develop a Development Evaluation System--The Brookfield Economic Development Task Force perceived a need in the community to develop a system for evaluating proposed new development in the community. As envisioned, the system would evaluate the benefits to, and the costs of, a proposed development in the community and provide City decision makers with a quantitative method of reviewing development proposals.

#### SUMMARY AND CONCLUSIONS

This section of this report has indicated that there are three overall economic development potentials in the City of Brookfield. These potentials are: 1) recent economic development activities in the City; 2) retention and expansion of the City's existing industrial base; and 3) retention and expansion of the City's commercial, office, and service industry. City economic development activities should seek to further these potentials. In addition to the economic development potentials, this section has identified a number of economic development constraints. The elimination of these constraints should represent the focus of economic development activities in the City.

The next section of this report presents the recommended economic development program for the City. This program sets forth the overall goals, objectives, and activities necessary to improve economic conditions in the City.



## Section V

### ECONOMIC DEVELOPMENT PROGRAM PLAN

#### INTRODUCTION

The preceding sections of this report have: 1) examined the need for an economic development program in the City of Brookfield; 2) described the current state of the City economy; 3) analyzed the historical economic development efforts in the City; and 4) set forth the potentials for, and constraints on, continued economic development in the City. The purpose of this section is to identify and recommend an initial economic development program for adoption and implementation by the City.

More specifically, this section of the City of Brookfield economic development program presents: 1) overall goals for an economic development program; 2) specific criteria to guide the development and conduct of that program; 3) recommended economic development objectives and activities flowing from the broader goals for the program; 4) the time period during which the activities should be implemented and the probable cost of such implementation; and 5) monitoring criteria for measuring the success of the various economic development program activities over time.

#### OVERALL ECONOMIC DEVELOPMENT GOALS FOR THE CITY OF BROOKFIELD

An economic development program for the City of Brookfield will be successful only if the program has clear long-term goals that can guide the development and implementation of the program. A statement of such goals should reflect the type of economic development that is desired in the City, and to which specific economic development program objectives and activities can be related. Only in this way can an effective economic development program be formulated for the City and, importantly, its effectiveness measured over time.

The following have been identified by the City of Brookfield Economic Development Task Force as the overall goals for the economic development program:

1. To identify an organization to lead, guide, and coordinate the efforts of citizens and organizations concerned with the economic development of the City.
2. To help retain existing employment opportunities and to provide for the expansion of existing employment opportunities in the City by helping to meet the needs of existing employers in all business sectors.
3. To help to create new employment opportunities through the attraction of new employers to the community.

4. To help in creating new employment opportunities by providing assistance to persons interested in developing new, or expanding existing, small businesses in the City.
5. To facilitate economic development in the City by providing the community facilities and services that will enable the expansion of employment opportunities.

#### CRITERIA TO GUIDE THE CITY'S ECONOMIC DEVELOPMENT PROGRAM

The economic development program is envisioned as an ongoing effort to maintain and strengthen the economy in the City. In order to guide the persons responsible for implementing the program in its initial, as well as ongoing, selection of objectives and activities, the City Economic Development Task Force has identified the following program criteria:

1. Nature of Program Activities. The City's economic development program activities should involve:
  - a. improving the quality of the local labor force available to employers in the City;
  - b. coordinating of existing economic development activities being undertaken by the City, and by local, areawide, and State organizations;
  - c. utilization of city staff and the staff of local, regional, and state economic development agencies to the maximum extent possible in carrying out the program activities;
  - d. extending economic development technical assistance to businesses in the City; and
  - e. providing information about available public financial assistance to local employers.
2. Scope of Program Activities. The local economy is dependent on the growth and development of all business sectors in the City. Consequently, the City's economic development program should include activities that address problems and issues facing all business sectors.
3. Program Responsibility. Primary responsibility for the City economic development program should rest with a newly created City Economic Development Committee (EDC).
4. Number of Economic Development Activities. During the initial two-year period of the City economic development program, the program's activities should be limited to those recommended in this report in order to concentrate the efforts of the available economic development-related staff in, and available to, the City.

5. Time Period. The initial City economic development program should be carried out over a two-year time period. The success of the program should be evaluated following this time period.

CITY OF BROOKFIELD ECONOMIC DEVELOPMENT  
PROGRAM: OBJECTIVES AND ACTIVITIES

This section presents the objectives that should be pursued, and the activities that should be undertaken, to enable the City to accomplish its economic development goals. In this regard, the objectives and activities are intended to address, and to overcome to the extent practicable, the economic development constraints identified in Section IV of this report.

The recommended objectives and activities are categorized by the following five major functional economic development areas: 1) organizational development activities; 2) business retention activities; 3) business attraction activities; 4) small business development activities; and 5) the development of community facilities and services.

Organizational Development Activities

Objective One: To identify an economic development organization in the City that will lead, guide, and coordinate the efforts of citizens and organizations concerned with local economic development. While this objective is directly related to Goal One, this objective is also indirectly related to all of the identified goals of the City economic development program. This objective and the activities below are intended to address the problems of: the lack of an ongoing economic development organization and economic activities in the City and the poor perception of local economic development activities by respondents to the manufacturer's retention survey.

Activity One: The City of Brookfield Common Council should formally adopt the overall economic development plan documented herein. Should the plan be adopted, the plan would serve as the focus for future economic development activities in the City.

Activity Two: The City of Brookfield Common Council should create a City of Brookfield Economic Development Committee (EDC) that would serve as the lead economic development organization in the City. The EDC would be responsible for guiding and coordinating economic development activities in the City. The EDC should consist of five persons, appointed by the Mayor and confirmed by the Common Council, including: a member of the Common Council, a representative of education, a citizen representative, and two business representatives, one of which is a member of the Board of Directors of the Brookfield Chamber of Commerce, and one of which is a member of the Greater Brookfield Convention and Visitor's Bureau. The Mayor of the City and the President of the Chamber of Commerce would serve in an ex officio capacity. A staff person from the city Department of Planning and Zoning should also attend the meetings of the EDC in order to ensure the coordination of the work program of the EDC with that of the City physical planning programs and to assist in the implementation of the economic development program.

Activity Three: Following the adoption of the Brookfield Overall Economic Development Program (OEDP) Plan, and the creation of the EDC, the Common Council should dissolve the City's existing Economic Development Task Force that guided the conduct of this study.

Activity Four: The Brookfield Common Council should provide the EDC with an operating activities budget as outlined below.

Objective Two: To provide necessary staff support to conduct the economic development program activities set forth in this study. This objective is related to the need for an economic development program in the City, as well as the potential for the failure of such an effort without adequate staff support.

Activity Five: In order to successfully implement the economic development activities set forth in this study, it will be necessary to provide adequate program staff support. It is recommended that the City of Brookfield Common Council allocate and fund approximately 40 percent of the staff time of the additional full-time professional position that is being proposed for the City Department of Planning and Zoning for the purpose of implementing the economic development program documented herein. The cost of this activity would be \$40,000, which includes: \$25,200 for professional salary and secretarial support; \$10,000 for office remodeling and new equipment; and \$4,800 in operational support. The source of funds for the staff support for the 40 percent share of the new staff person would be a one percent increase in the city room tax.

Activity Six: In addition to the new city staff position, the City has access to professional economic development staff of the Southeastern Wisconsin Regional Planning Commission, the Waukesha County Technical College, and the University of Wisconsin-Extension. Also, the Wisconsin Electric Power Company, Forward Wisconsin, Inc., and the Wisconsin Department of Development staff are available to assist the City. In order to reduce the initial cost of the City economic development program, it is recommended that the EDC draw upon the additional staff assistance from the above-referenced organizations to assist in the implementation of the city economic development program.

Objective Three: To establish and maintain a working relationship with existing regional and state economic development organizations. This objective and the activities identified below are intended to address the problem of the lack of participation in regional and statewide economic development efforts and the need to coordinate economic development activities with Milwaukee County and the City of Milwaukee.

Activity Seven: The new City staff, the EDC, and local public officials should participate in regional and statewide economic development activities. As an example of such activities, the Milwaukee County Executive recently conducted an Economic Development Summit to discuss the potential for coordinated economic development efforts in the Milwaukee Metropolitan Area. The Mayor of the City is one of 150 public and private representatives that participated in the Summit. The City should continue to take

an active role in promoting the continuation of a coordinated metropolitan area economic development effort. In addition, the new city staff should attend the meetings of the Waukesha County Economic Development Professionals held bimonthly at the Waukesha County Technical College.

Activity Eight: Following the adoption of the OEDP document by the Common Council, the EDC should forward a copy of the OEDP document, together with a cover letter, to, among others, the Wisconsin Department of Development; Forward Wisconsin, Inc.; and the Wisconsin Electric Power Company. The cover letter should indicate that the adoption of the OEDP has resulted in the designation of the City as a "prepared community" and that the City is anticipating working with these organizations to attract and retain business in the City.

#### Business Retention Activities

Objective Four: To develop and maintain an ongoing business retention program that would be designed to: identify the problems and concerns of local employers; identify and implement solutions to these problems and concerns; and develop a public-private sector partnership to further economic development in the City. This objective and the activities identified below address the local economic development problems of: 1) lack of use of federal or State economic development assistance programs; 2) lack of ownership of business locations; 3) firms planning to relocate; 4) efforts by other states to relocate local employers; and 5) the lack of firms selling to the government.

Activity Nine: The EDC should support a proposal by the Tourism and Convention Bureau to the Common Council for funding to promote this industry through funds provided by the city room tax. The implementation of this activity would be overseen by the Planning and Zoning Department and the EDC.

Activity Ten: The Aspin Procurement Institute provides one-on-one assistance to employers in the determination of their ability to bid for and receive government contracts. The EDC should contact the Institute to: indicate an interest in assisting in the conduct of a survey of local manufacturers that would determine the ability of the respondents to bid on government contracts; and, indicate an interest in cosponsoring a government contract procurement workshop in the City of Brookfield.

Activity Eleven: The city staff should contact the Wisconsin Bell Telephone Company to request that the Business Retention Survey conducted in 1985 be undertaken for a second time in the fall of 1990, and be organized by the new city staff and the staff of the Brookfield Chamber of Commerce. The results of the survey should be utilized in helping to formulate economic development program business retention activities for 1991.

Activity Twelve: The new city staff, together with the staff of the Southeast Wisconsin Regional Planning Commission, should develop a specific program to identify businesses that are eligible applicants for business loans from the Wisconsin Development Fund (WDF) administered by the Wisconsin Department of Development. The program should result in the submittal of one WDF application to the Wisconsin Department of

Development in 1990. The WDF program provides for grants to local units of government that, in turn, are loaned to an eligible business for up to 50 percent of the cost of an expansion project that results in new job creation. The remainder of the project funds must be provided through equity financing or debt financing from a private financial institution, or another source. The WDF program is unique in that the debt service, or repayment of the WDF loan, would remain in the City of Brookfield and provide the means for establishing a low-interest revolving business loan fund.

Activity Thirteen: On an annual basis, the Mayor, together with the EDC, should identify a local business for special recognition for the Company's contribution to the local economy resulting from an expansion that has taken place in the City. The recognition would be in the form of a plaque that would be awarded to the Company at the annual meeting of the Brookfield Chamber of Commerce. The city staff should be responsible for assisting the Mayor and the EDC in this activity.

#### Business Attraction Activities

Objective Five: To initiate a limited business attraction program that will assist in responding to the inquiries of businesses that are interested in locating in the City. This objective and the activities indicated below address the local economic development problems of: the lack of local wage information; the unavailability of a computerized data bank for vacant land and building sites and demographic and socioeconomic data; the lack of participation in regional and statewide economic development activities; and the need to coordinate economic development activities with Milwaukee County and the City of Milwaukee.

Activity Fourteen: The Brookfield Chamber of Commerce should request a computer disc copy of the 1988 wage data for Waukesha County from the Wisconsin Department of Industry, Labor and Human Relations. The Chamber of Commerce should utilize this information in providing industry with up-to-date wage data for the City of Brookfield area. The new city staff and the Southeastern Wisconsin Regional Planning Commission should assist the Chamber of Commerce with this activity.

Activity Fifteen: The EDC and the new city staff should continue to maintain the computerized data bank of vacant land and building sites and demographic and socioeconomic data in the City. This inventory was established in 1989 as a result of a grant from the Waukesha County Economic Development Committee. The University of Wisconsin-Extension should continue to assist the City with this project.

Activity Sixteen: The EDC should establish a business attraction committee consisting of individuals knowledgeable about the City's community facilities and services and existing business. The business attraction committee should work with the owners of existing vacant buildings in the City by providing potential tenants and purchasers with information regarding the advantages of locating in the City. The Mayor should be designated as the lead person for the business attraction team. In addition, the team should include one member of the EDC, and the Executive

Director of the Brookfield Chamber of Commerce. The new city staff should provide assistance to the team and serve as the primary contact person for businesses indicating an interest in locating in the City.

Activity Seventeen: Periodically, Forward Wisconsin, Inc. sponsors "call trips" to neighboring states to inform businesses of the advantages of doing business in Southeastern Wisconsin in hopes the companies will consider the Region as a new location. Members of the City's business attraction team should, on a rotating basis, together with the new city staff, participate in the call trips of the Power Company.

Activity Eighteen: The new city staff and the Executive Director of the Chamber of Commerce should contact representatives of the Wisconsin Electric Power Company to investigate methods used by other communities in the Southeastern Wisconsin Region to distribute community promotional materials. The meetings should result in a recommendation to the Chamber of Commerce and the EDC regarding specific ways in which the distribution of promotional materials could be improved in the City. In addition, the City of Brookfield should request that the Southeastern Wisconsin Regional Planning Commission update the March, 1988 copy of the City's economic profile and following this update, the new city staff should make the profile available to local businesses.

#### Small Business Development Activities

Objective Six: To place special emphasis on existing small commercial, service, and industrial firms located in the City for economic development program assistance during the first year of the program. This objective is in response to the relatively large number of small businesses in the City, with the activities below being suggested in response to a variety of overall economic development problems previously indicated in this section.

Activity Nineteen: The new City staff should work with the staff of the Waukesha Enterprise Assistance Program in developing specific strategies for promoting this program to the City's small businesses. The WCTC staff should assist the City in this effort.

Activity Twenty: The efforts to secure a WDF grant for the City, that would, in turn, be loaned to an existing business, should emphasize the identification of business establishments with fewer than 20 employees. As previously indicated, the new city staff and the staff of the Southeastern Wisconsin Regional Planning Commission should be responsible for this activity.

#### Community Facilities and Services

Objective Seven: To address physical development problems in the City that result from the growth that has occurred in the past and to ensure that vacant industrial land is available in the City for the expansion of local industrial firms and for the location of new industrial firms in the City, and that existing businesses comply with local building code and related ordinances. This objective and the activities set forth below are related to various

industrial development constraints identified in Section IV of this report including: the lack of a local government policy decision to encourage industrial development in the City; the lack of building ownership by existing manufacturing companies in the City; the relatively large number of manufacturing companies that are planning to relocate outside the City; the lack of sufficient space for existing manufacturing establishments to expand at their current location; the efforts by other States to relocate City manufacturing companies; the lack of existing industrial land in the City; and, the unsightly condition of older industrial areas in the City.

Activity Twenty-One: To continue to address the physical development problems in the City through the conduct of specifically focused special physical planning efforts by the City Planning and Zoning Office and to implement the adopted recommendations of physical plans that are in progress, or have been completed.

Activity Twenty-Two: Based upon the data provided in Section III of this report entitled Economic Conditions in the City of Brookfield, the City of Brookfield is concentrated, in terms of annual industry wages generated, in the wholesale trade; retail trade; finance, insurance, and real estate; business and repair services; entertainment, recreation, and personal services; and other private services industries. In addition, Section III indicated that overall, manufacturing employment in Waukesha County has remained relatively stable during the 1975 to 1986 time period, and the County leads the State of Wisconsin in the expansion of local manufacturing establishments. In order to diversify the City's economy, and to take advantage of the potential for further development of the manufacturing industry in the City, the Mayor should request that the Director of Planning and Zoning conduct a study to determine the potential for identifying additional land within the City and its environs for new industrial development. This study should include a determination of the desirability of such lands for industrial development purposes and the feasibility of such a development based upon industrial land absorption rates in the Waukesha County area and the availability of existing vacant industrial land in the County. The new City staff should assist the Director of Planning and Zoning with this activity as necessary. It should be noted that the City has received a grant of \$5,500 from the Waukesha County Economic Development Committee towards the total cost of the study, \$15,000.

As a result of the study, lands should be identified as desirable and feasible for industrial development purposes. The City should identify and initiate a process for the development of such lands for industrial purposes. Such a development would specifically address the following economic development constraints identified in Section IV of this report:

1. The lack of building ownership by local manufacturing companies, and, therefore, the potential for manufacturing employers to more easily locate to other areas.
2. The relatively higher percentage of manufacturing firms that plan on relocating outside the City of Brookfield.



3. Efforts by other states to relocate manufacturing employers in the City.
4. The large percentage of manufacturing firms that indicated that they did not own or lease sufficient property for the expansion of their buildings at their existing sites.
5. The lack of existing industrial land in the City.
6. The lack of a policy decision to encourage industrial development in the City.

Activity Twenty-Three: The new city staff should review the condition of existing industrial areas in the City for compliance with the City's building code, as well as for the need to repair or provide new infrastructure in these areas.

Objective Eight: To provide an opportunity for citizens in the City of Brookfield to identify broad areas of concern regarding the future development of the community. These areas of concern would not be limited to economic development, but could include: housing, education, public facilities and services, government, recreation, etc.

Activity Twenty-Four: The new city staff should contact the University of Wisconsin-Extension to request assistance in conducting a series of community meetings where citizens would be provided with an opportunity to express their concerns regarding the community development areas indicated above. The results of the community meetings should be reviewed in light of other community opinions that have been received by the City to date as a result of other community development activities.

Activity Twenty-Five: Utilizing the results of the community meetings identified in Activity Twenty-Two, the EDC should identify a series of goals related to the identified community needs. These goals should be incorporated into future recommendations to the City and other organizations regarding community development activities in the City. In addition, the goals should be incorporated into subsequent annual updates to this economic development program plan and the economic development activities monitored to determine the impact on community development problems.

#### CITY OF BROOKFIELD OVERALL ECONOMIC DEVELOPMENT PROGRAM: IMPLEMENTATION

This section summarizes the economic development activities; identifies a specific schedule for the completion of the program activities; and discusses the program activities in terms of their importance as major or minor activities.

### Summary and Time Schedule for Implementation of the Program Objectives and Activities

A summary of the recommended city economic development program activities is set forth in Figures 2 through 6, with each of the figures corresponding to one of the five major economic development program functional areas.

Figure 7 shows the time schedule for implementation of the activities. The activities are scheduled to be implemented during an initial two-year period. This summary and time schedule should facilitate an overall understanding by the Common Council, Brookfield Chamber of Commerce, the Economic Development Committee, and the general public of the various components of the economic development program, the time period during which the activities will be implemented, and the estimated cost of the activities.

### Major and Minor Economic Development Activities

The recommended city economic development program activities can be classified as either major or minor. Major activities are activities that are expected to require a relatively large investment of community effort, time, and cost. In addition, major activities are a result of unique economic development needs in the City. The major activities include: 1) formation of the Brookfield EDC; 2) the hiring of a new city staff person and the attendant funding of this position by the City of Brookfield; 3) the conduct of the Wisconsin Bell industry retention survey; 4) the maintenance of the computerized data bank; 5) the application for, and approval of, a Wisconsin Development Fund (WDF) application, and the subsequent establishment of a low-interest business revolving loan fund in the City; and 6) the conduct of a study to identify the available land within the City and its environs for new industrial development. The successful implementation of these major activities will, in large part, determine the initial success of the city economic development program.

The remaining economic development program activities are relatively minor in that they are expected to require substantially less of an investment in effort, time, and cost. While a number of these activities result from specific economic development needs in the City, these activities represent the program components that are usually a part of a community's economic development program.

### Overall Cost of the Economic Development Program

The cost of the first year of the city economic development program is estimated to be \$60,700, of which, \$55,200 would be provided by the City, and \$5,500 provided through the Waukesha County grant to the City for the industrial feasibility analysis. The cost of the program includes the following:

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Figure 2

CITY OF BROOKFIELD ECONOMIC DEVELOPMENT PROGRAM  
ORGANIZATIONAL DEVELOPMENT ACTIVITIES

<u>Objectives and Activities</u>	<u>Responsibility</u>	<u>Estimated Cost</u>
<u>Objective 1:</u> To establish a lead economic development organization in the City		
<u>Activities</u>		
1. Adoption of the OEDP program by the Common Council	Common Council	\$ --
2. Create the City Economic Development Committee (EDC)	Common Council	--
3. Dissolve the City Economic Development Task Force	Common Council	--
4. Provide the EDC with an operating activities budget as outlined below	Common Council	See items below
<u>Objective 2:</u> To establish a lead economic development organization in the City		
<u>Activities</u>		
5. Allocate 40 percent of the time of the additional staff person in the Planning and Zoning Department and secretarial support to implement the economic development program (includes one time expense of \$10,000 for office remodeling and new equipment)	Common Council	\$40,000
6. Request assistance for specific program activities from the staff of the SEWRPC, University of Wisconsin-Extension, WCTC and the WEPCo	City Staff	--
<u>Objective 3:</u> To establish and maintain a working relationship with existing regional and state economic development organizations		
<u>Activities</u>		
7. Participate in the Milwaukee Metropolitan Area Economic Development Summit and subsequent activities of this effort and attend the meetings of the Waukesha County Economic Development Professionals	Mayor, EDC and City Staff	\$ --
8. Provide copies of the City OEDP to County, regional and statewide economic development organizations	City Staff	--

Figure 3

CITY OF BROOKFIELD ECONOMIC DEVELOPMENT PROGRAM  
BUSINESS RETENTION ACTIVITIES

<u>Objectives and Activities</u>	<u>Responsibility</u>	<u>Estimated Cost</u>
<u>Objective 4:</u> To develop and maintain an ongoing business retention program		
<u>Activities</u>		
9. Support a proposal by the Tourism and Convention Bureau to the Common Council for funding to promote this industry through funds provided by the city room tax	EDC	\$ --
10. Work with the Aspin Procurement Institute on local government contract survey and sponsor a joint workshop	City Staff	--
11. Conduct the Wisconsin Bell industry retention survey	City Staff and Chamber of Commerce Staff	--
12. Encourage Waukesha County to seek designation as an entitlement urban county	City Staff and SEWRPC	--*
13. Annual recognition of a business that expanded locally	Mayor and EDC	100

\*Cost of the preparation of the WDF grant application to be borne by the recipient business.

Figure 4

CITY OF BROOKFIELD ECONOMIC DEVELOPMENT PROGRAM  
BUSINESS ATTRACTION ACTIVITIES

<u>Objectives and Activities</u>	<u>Responsibility</u>	<u>Estimated Cost</u>
<u>Objective 5:</u> To initiate a limited business attraction program		
<u>Activities</u>		
14. Request Waukesha County wage data from the DILHR and provide to businesses upon request	City Staff, Chamber of Commerce, and SEWRPC	\$ --
15. Maintain the computerized data bank	City Staff and UW-Extension	3,500
16. Establish a business attraction committee	City staff	--
17. Participate in the Forward Wisconsin, Inc., "call trips"	City Staff and Industry Attraction Team	1,500
18. Determine new methods for the distribution of promotional materials	ED Coordinator, Executive Director of the Chamber of Commerce and WEPCo	--

Figure 5

CITY OF BROOKFIELD ECONOMIC DEVELOPMENT PROGRAM  
SMALL BUSINESS DEVELOPMENT ACTIVITIES

<u>Objectives and Activities</u>	<u>Responsibility</u>	<u>Estimated Cost</u>
<u>Objective 6:</u> To place special emphasis on small business during the first two years of the economic development program		
<u>Activities</u>		
19. Promote the Waukesha Enterprise Assistance Program in the City	City Staff and WCTC	\$ 300
20. Emphasize small businesses for the first WDF loan recipients	City Staff and SEWRPC	--

Figure 6

CITY OF BROOKFIELD ECONOMIC DEVELOPMENT PROGRAM  
COMMUNITY FACILITIES AND SERVICES ACTIVITIES

<u>Objectives and Activities</u>	<u>Responsibility</u>	<u>Estimated Cost</u>
<u>Objective 7: To continue to address physical development problems in the City</u>		
<u>Activities</u>		
21. To implement the recommendations of the recently completed physical development plans and complete proposed studies	Director of Planning and Zoning, Plan Commission and Common Council	\$ --
22. Conduct a study to determine the availability, desirability, and feasibility of the development of new industrial land in the City	Director of Planning and Zoning	15,000 <sup>a</sup>
23. Review the condition of existing industrial land in the community	City staff	--
24. Conduct a series of community meetings designed to identify the needs and concerns of residents	City staff and UW-Extension	300
25. Identify community development goals based upon the results of Activity 24	EDC	--

<sup>a</sup>This amount will be reduced by a \$5,500 grant from the Waukesha County Economic Development Committee.

Figure 7

## IMPLEMENTATION SCHEDULE FOR ECONOMIC DEVELOPMENT ACTIVITIES IN THE CITY

Activities	Time Period									
	1989		1990				1991			
	Qtr. 3	Qtr. 4	Qtr. 1	Qtr. 2	Qtr. 3	Qtr. 4	Qtr. 1	Qtr. 2	Qtr. 3	Qtr. 4
Organizational Development Activities										
Activity 1: Adopt the Economic Development Plan.....										
Activity 2: Create the Economic Development Committee (EDC).....										
Activity 3: Dissolve the Economic Development Task Force..										
Activity 4: Approve the EDC Budget...										
Activity 5: Allocate 40% of New City Staff Time for the Program.....										
Activity 6: Request Outside Staff Assistance.....										
Activity 7: Participate in Areawide Economic Development Meetings.....										
Activity 8: Provide the OEDP to Other Organizations.....										
Business Retention Activities	1989		1990				1991			
	Qtr. 3	Qtr. 4	Qtr. 1	Qtr. 2	Qtr. 3	Qtr. 4	Qtr. 1	Qtr. 2	Qtr. 3	Qtr. 4
Activity 9: Support Funding of the Tourism and Convention Bureau.....										
Activity 10: Work with the Aspin Procurement Institute...										
Activity 11: Conduct the Wisconsin Bell Industry Retention Study.....										
Activity 12: Seek County Entitlement Status.....										
Activity 13: Annual Business Recognition.....										

Table continued



Table continued

Business Attraction Activities	1989		1990				1991			
	Qtr. 3	Qtr. 4	Qtr. 1	Qtr. 2	Qtr. 3	Qtr. 4	Qtr. 1	Qtr. 2	Qtr. 3	Qtr. 4
Activity 14: Request Wage Data from DILHR.....				_____						
Activity 15: Maintain the Computerized Data Bank.....				_____						
Activity 16: Establish a Business Attraction Committee.....				_____						
Activity 17: Participate in Forward Wisconsin, Inc. "Call Trips".....				_____						
Activity 18: New Distribution of Promotional Materials.....				_____						
<hr/>										
Small Business Development Activities	1989		1990				1991			
	Qtr. 3	Qtr. 4	Qtr. 1	Qtr. 2	Qtr. 3	Qtr. 4	Qtr. 1	Qtr. 2	Qtr. 3	Qtr. 4
Activity 19: Promote the Waukesha Enterprise Assistance Center.....				_____						
Activity 20: Emphasize Small Business for the WDF Program.....				_____						
<hr/>										
Community Facilities and Services	1989		1990				1991			
	Qtr. 3	Qtr. 4	Qtr. 1	Qtr. 2	Qtr. 3	Qtr. 4	Qtr. 1	Qtr. 2	Qtr. 3	Qtr. 4
Activity 21: Implement Physical Development Plans.....				_____						
Activity 22: Conduct Industrial Lands Study.....				_____						
Activity 23: Examine the Condition of Existing Industrial Lands				_____						
Activity 24: Conduct Community Meetings.				_____						
Activity 25: Identify Community Development Goals.....				_____						

Source: SEWRPC.

Salaries

Assistant Planner	
/Economic Development Coordinator and	
Administrative Secretary (40%).....	\$25,200
Office Remodeling and New Equipment.....	10,000
Operations.....	4,800
Subtotal.....	\$40,000

Economic Development Activities (of which  
\$5,500 would be provided by Waukesha  
County)..... 20,700

Total.....	60,700
Waukesha County.....	(5,500)

Total Cost to City.. \$55,200

The \$20,000 of funding for the economic development activities is distributed among the recommended 1990 activities as indicated in Exhibits 2 through 6. It is recommended that the budget for the 1991 economic development program be determined following the program evaluation that is recommended in the following section.

MONITORING CRITERIA FOR MEASURING THE SUCCESS  
OF THE BROOKFIELD ECONOMIC DEVELOPMENT PROGRAM

In order to determine the success of the City economic development program in addressing the community economic development problems, the program described in this chapter must be monitored and evaluated with regard to:

1. the effectiveness of the activities in attaining the city economic development goals and objectives;
2. the effectiveness of the economic development program's staff support;  
and
3. the overall effectiveness of the economic development program, including the economic development planning process.

The City of Brookfield budget planning process begins in August of each year. The process includes a budget request to the Finance Committee by each city department director, and the eventual adoption of a budget by the Common Council in November. The Economic Development Committee will be responsible for the implementation of the economic development program documented herein. Because the City economic development program is primarily funded by the City, the EDC will need to evaluate its economic development program on an annual basis in compliance with the city budget review process.

It is recommended that, at a minimum, the following evaluations of the program be conducted by the EDC annually:

1. The appropriateness of the major assumptions of the economic development program should be evaluated, including the current state of the City's economy and the economic development potentials and constraints of the City. Changes in these major assumptions should be made when necessary.
2. The overall goals of the economic development program should be evaluated relative to their appropriateness for guiding the program.
3. The degree to which the program activities have led to the accomplishment of the specific economic development objectives should be evaluated. In addition, the problems encountered in the implementation of the specific program activities should be identified and this information utilized to refine the economic development activities.
4. The appropriateness of the economic development monitoring criteria should be evaluated.
5. The methods used to provide staff support to the economic development program should be evaluated.
6. The Economic Development Committee, the Board of Directors of the Brookfield Chamber of Commerce and the Brookfield Common Council should convene a joint meeting to discuss the results of the evaluation process and the manner in which these results can be incorporated into the economic development program for the forthcoming year, and to estimate the amount and sources of funding needed to implement the program for the upcoming year.
7. The EDC should hold a public informational meeting to explain the results of the evaluation process and identify the proposed program activities for the forthcoming year. The Committee should invite the general public to the informational meeting, as well as representatives of organizations interested in, and affected by, economic development in the city to comment on the program activities that have been implemented over the past year, as well as the activities that have been identified for the forthcoming year. The Committee should consider the minutes of the public informational meeting and, when appropriate, alter the program activities based upon the public comments received.

\* \* \* \* \*