

# OVERALL ECONOMIC DEVELOPMENT PROGRAM PLAN

## CITY OF BURLINGTON RACINE COUNTY WISCONSIN

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Special acknowledgement is due Mr. John R. Meland, Principal Planner,  
for his contribution to the preparation of this report.

**MEMORANDUM REPORT NUMBER 19**

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

**RACINE COUNTY, WISCONSIN**

**Prepared by the**

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

**March 1988**

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# SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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The Honorable Martin J. Itzin  
City of Burlington  
300 N. Pine Street  
Burlington, Wisconsin 53105

March 15, 1988

Dear Mayor Itzin:

On January 15, 1986, the City of Burlington 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 planning effort was initiated by the Regional Planning Commission staff in September 1986, and the recommended plan is set forth in this report. The City of Burlington Common Council formally adopted the plan on March 1, 1988.

The overall goal of the planning process was to develop a plan that would:

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

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

The Commission and its staff were materially assisted in the preparation of the plan by Burlington Industrial Development, Ltd., which includes representatives from a wide variety of public and private sector interests in the City. The assistance of this corporation 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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## Section I

### INTRODUCTION

#### BACKGROUND

In September 1986, the Southeastern Wisconsin Regional Planning Commission (SEWRPC), acting in response to a request from the City of Burlington, undertook the preparation of an overall economic development program plan for the City. Such a plan inventories and analyzes the historic economic development efforts and existing economic development studies; identifies the community's economic development potentials and constraints; analyzes alternative activities for strengthening the local economy; and identifies an initial economic development program designed to improve local economic conditions.

#### THE NEED FOR LOCAL ECONOMIC DEVELOPMENT PROGRAM PLANNING

Increasingly, communities within Wisconsin have recognized the need to initiate an ongoing economic development program. The need for such a program is often a result of a decline in local economic conditions, or of an interest in preventing a decline in economic conditions. The concern with economic conditions that is expressed by community leaders is the result of: 1) decisions by local businesses to relocate or expand to areas outside their present location; 2) employment contraction by existing employers, particularly those firms in the traditional durable goods manufacturing industries; and 3) the increasing cost of utilizing natural and man-made resources for economic development purposes.

#### The Need for an Economic Development Program Plan in the City of Burlington

The need for an economic development program plan in the City of Burlington results from an interest by city officials and Burlington Industrial Development, Ltd., in implementing a wider range of economic development activities in the City, and thereby creating new jobs for residents and expanding the local tax base. The City of Burlington has been active in economic development over the past several years, and has assigned economic development-related duties to its Mayor and City Administrator. Burlington Industrial Development, Ltd., is a private, nonprofit development corporation that was organized in 1983 to provide a basis for industry attraction and retention activities in the City, as well as to identify and implement other activities and programs that will assist in improving local economic conditions.

#### OVERALL PURPOSE OF THE CITY ECONOMIC DEVELOPMENT PROGRAM PLAN

The overall purpose of the city economic development program 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 that will assist the City in improving economic conditions.

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

The program planning process used to prepare the economic development program herein documented is summarized in Figure 1. The first stage in the process consisted of an inventory and analysis of historical economic development activities and existing economic development studies in the City of Burlington. This information, together with recommendations from the members of Burlington Industrial Development, Ltd., was used to identify the potentials for, and constraints on, economic development in the City, and, as such, describe the positive and negative factors that influence economic growth in the City.

The second stage consisted of the formulation of economic development goals, objectives, and program evaluation criteria based upon the information gained and conclusions drawn from the inventory and analysis stage, as well as from meetings held with Burlington Industrial Development's Board of Directors. The Board consists of 12 persons representing a variety of economic development interests in the City (see Figure 2). The third stage of the economic development program planning process consisted of defining local economic development needs based upon the economic development goals, objectives, and evaluation criteria, as well as the potentials for, and constraints on, economic development.

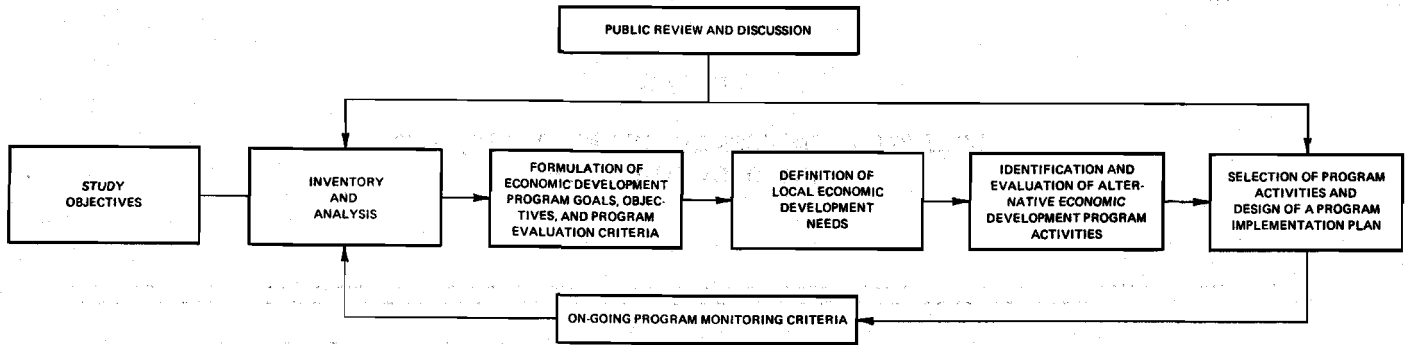
The fourth stage consisted of identifying various alternative economic development program activities that could be implemented by the City of Burlington, as well as by public and private economic development organizations in the City. The program activities would address the economic development needs in the City by capitalizing on the City's economic development potentials, and eliminating economic development constraints.

The fifth stage consisted of selecting certain alternative economic development program activities to be included in the program, and the design of a plan for implementing those activities. In this stage, the various alternative activities are evaluated against the economic development goals, objectives, and program evaluation criteria identified in stage two of the planning process. In addition, the fifth stage includes the identification of program monitoring criteria that are designed to monitor:

1. The effectiveness of the program activities in attaining the City's economic development goals and objectives;

Figure 1

THE ECONOMIC DEVELOPMENT PROGRAM PLANNING PROCESS



Source: SEWRPC.

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Figure 2

BURLINGTON INDUSTRIAL DEVELOPMENT, LTD.  
BOARD OF DIRECTORS

Name	Business Affiliation
William E. Branen .....	Burlington Standard Press
William A. Ebbers .....	Rewald Electric Company, Inc./ City of Burlington Common Council
Mark A. Gustafson .....	City of Burlington
Martin J. Itzin .....	Mayor, City of Burlington
Robert Kastengren .....	Runzheimer and Company, Inc.
Patrick M. Lloyd .....	Lloyd, Phenicie and Lynch, S.C.
Randel J. Oaklief .....	Wisconsin Electric Power Company
Ignatius H. Robers .....	Robers and Boyd, Inc.
Robert L. Schulte .....	Burlington Consumers Cooperative
Douwe H. Soetenga .....	Wisconsin Southern Gas Company
Allan B. Torhorst .....	City of Burlington
Robert Winkler .....	Sentry Food Store

Source: City of Burlington and SEWRPC.



2. The effectiveness of the economic development program staff; and
3. The overall effectiveness of the economic development program, including the economic development planning process.

The findings and recommendations of the economic development program planning process described above are documented in this report. Section One of this report has provided basic background information on the need for the economic development program planning study, along with the elements of an economic development program. The remaining sections of this report include:

1. Description of the Current State of the City Economy

This section is intended to provide summary information on the current condition of the city economy relative to the regional, state, and national economies.

2. Historical Assessment of Economic Development Activities in the City

This assessment identifies the existing economic development organizations in the City and reviews current local economic development activities.

3. Economic Development Potentials and Constraints

This section describes the economic development potentials and constraints in the City. Economic development potentials are those factors that give the City certain competitive advantages in attracting and sustaining economic development. Economic development constraints are those factors that act to restrict the expansion of the local economy, and therefore the expansion of employment opportunities.

4. Economic Development Program

The purpose of this section is to identify the specific 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 city economic development program; 3) recommended economic development objectives and activities flowing from the broader goals for such a 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 the current economic conditions in the City is critical to the development of a sound economic development program. The purpose of this section of the program plan is to summarize those economic indicators in the City of Burlington that have an impact on the local economy. As such, this section includes information on: 1) historical population trends in the City; 2) income characteristics of the population; 3) labor force characteristics; 4) the structure of the Racine County economy; and 5) recent changes in industry employment.

#### SUMMARY OF ECONOMIC CONDITIONS

##### Historical Population Trends

Important to an understanding of the development of an area is knowledge of the changing size of the resident population over time. Such an analysis reveals population growth trends, and thereby provides important insights essential to the proper conduct of a comprehensive economic development planning program.

Table 1 indicates the total population of the City, Region, Wisconsin, the Chicago Standard Metropolitan Statistical Area (SMSA)<sup>1</sup> and the United States during the 1960 to 1985 time period. As indicated in Table 1, the 1985 resident population of the City was about 8,333 persons. From 1980 to 1985, the resident population of the City declined by about 50 persons, or about 1 percent, while the population of the Region also declined by about 1 percent. However, the population of the City of Burlington increased in 1986 to 8,464, for an annual increase of about 2 percent. From 1980 to 1985, the population of the State and the Chicago SMSA both increased by about 2 percent, while the population of the United States increased by about 5 percent. Table 1 also shows that, in contrast to the City, the population of neighboring communities--with the exception of the Town of Rochester and the Town of Lyons--increased during the 1980 to 1985 time period. The recent small increase in the city population is in contrast to the high population growth rates experienced during the 1970's. From 1970 to 1980, the population of the City increased by about 900 persons, or 12 percent. During the same time period, the population of the Region, the State, the Chicago SMSA, and the United

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<sup>1</sup>The Chicago SMSA, including the Illinois Counties of Cook, DuPage, Kane, Lake, McHenry, and Will, has been included at the request of Burlington Industrial Development, Ltd., as a comparison community for historical population trends and income and educational characteristics owing to the City's proximity to the northeastern Illinois region.

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Table 1

TOTAL POPULATION IN THE CITY OF BURLINGTON, TOWN OF BURLINGTON, VILLAGE OF ROCHESTER, TOWN OF ROCHESTER, VILLAGE OF WATERFORD, TOWN OF SPRING PRAIRIE, TOWN OF LYONS, SOUTHEASTERN WISCONSIN REGION, WISCONSIN, CHICAGO STANDARD METROPOLITAN STATISTICAL AREA, AND UNITED STATES: 1960 TO 1985

Area	Population			
	1960	1970	1980	1985*
City of Burlington .....	5,856	7,479	8,385	8,333
Town of Burlington .....	3,765	4,963	5,571	5,578
Village of Rochester ....	413	436	741	841
Town of Rochester .....	919	1,019	1,541	1,466
Village of Waterford ....	1,500	1,922	2,051	2,154
Town of Spring Prairie ..	1,164	1,197	1,777	2,128
Town of Lyons .....	1,878	2,143	2,659	2,583
Region .....	1,573,614	1,756,083	1,764,919	1,741,291
Wisconsin .....	3,951,777	4,417,821	4,705,767	4,779,021
Chicago SMSA** .....	6,220,913	6,978,947	7,103,624	7,274,500
United States .....	179,323,175	203,302,031	226,545,805	238,291,000

Area	Population Change					
	1960 to 1970		1970 to 1980		1980 to 1985	
	Number	Percent	Number	Percent	Number	Percent
City of Burlington .....	1,623	27.7	906	12.1	(52)	-0.6
Town of Burlington .....	1,198	31.8	608	12.3	7	0.1
Village of Rochester ....	23	5.6	305	70.0	100	13.5
Town of Rochester .....	100	10.9	522	51.2	(75)	-4.9
Village of Waterford ....	422	28.1	129	6.7	103	5.0
Town of Spring Prairie ..	33	2.8	580	48.5	351	19.8
Town of Lyons .....	265	14.1	516	24.1	(76)	-2.9
Region .....	182,469	11.6	8,836	0.5	(23,628)	-1.3
Wisconsin .....	466,044	11.8	287,946	6.5	73,254	1.6
Chicago SMSA** .....	758,034	12.2	124,677	1.8	170,876	2.4
United States .....	23,978,856	13.4	23,243,774	11.4	11,745,195	5.2

Note: Numbers in parenthesis are negative.

\* Wisconsin Department of Administration estimates, except for the Chicago SMSA, which is a U. S. Bureau of the Census estimate.

\*\* The Chicago SMSA includes the Illinois Counties of Cook, DuPage, Kane, Lake, McHenry, and Will.

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

States increased by about 1 percent, 7 percent, 2 percent, and 11 percent, respectively. The growth in the resident population of the City 1970 to 1980, while greater than that for other areas, is less than the large increase in the city population that occurred during the 1960's, when the population increased by over 1,600 persons, or 28 percent--or twice the population growth of 12 percent in the Region, State, and Chicago SMSA, and 13 percent in the United States.

### Income Characteristics

One important indicator of the economic status of the City is personal income. The 1979 income characteristics of households and persons in the City are shown in Table 2. The median household income in the City, \$19,792, was less than that for the Region, \$20,096; or the Chicago SMSA, \$20,728; but greater than that for the State, \$17,680; and the United States, \$16,841. Table 2 also shows that the median household income in the City was somewhat less than that for all neighboring communities, other than the Village of Waterford and the Town of Lyons.

### Labor Force Characteristics

The quality and size of the labor force are important factors influencing the economic development of an area. 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, \$0.66 are spent on labor--nearly four times the expenditure on land, plant, and equipment combined. Consequently, productive labor is an important factor in the locational decisions of business and industry, and, as such, it is important for proponents of economic development in the City of Burlington to be concerned with the quality and size of the local labor force. The information presented below provides pertinent information on the city labor force, including information on the size of the employed and unemployed segments of the labor force, the educational attainment, and the commuting patterns.

Total Employed and Unemployed Labor Force: An important economic development indicator is the total number and percentage of the civilian labor force that is unemployed. In July 1986, a total of 297 persons, or 7.1 percent of the City's civilian labor force of 4,197, was unemployed, a percentage that is greater than that for the Region, 6.6 percent; the State, 6.5 percent; and the United States, 7.0 percent (see Table 3). A total of 3,900 members of the city labor force were employed in July 1986.

It is important to indicate the the City is a part of Racine County and is located near Kenosha County. Both of these counties have experienced severe economic decline during the 1980's. This economic decline has been due, in part, to the relocation of, or declines, in the jobs provided by several major employers, including the American Motor Corporation (AMC) automobile plant located in Kenosha County. In July 1986, the unemployment rate in Racine County was 8.4 percent, with the rate in Kenosha County being 11.2 percent. The strength of the Racine and Kenosha County economies is important to the City of Burlington owing to the high number of city workers that are employed in these counties, as discussed in the next section of this report. The relatively high current unemployment rates in the City of Burlington, as well

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Table 2

DISTRIBUTION OF HOUSEHOLD INCOME AND MEAN AND MEDIAN HOUSEHOLD INCOME IN  
CITY OF BURLINGTON, TOWN OF BURLINGTON, VILLAGE OF ROCHESTER, TOWN OF ROCHESTER, VILLAGE OF WATERFORD,  
TOWN OF SPRING PRAIRIE, TOWN OF LYONS, SOUTHEASTERN WISCONSIN REGION, WISCONSIN, CHICAGO STANDARD METROPOLITAN  
STATISTICAL AREA, AND UNITED STATES: 1979

Households												
Income	City of Burlington		Town of Burlington		Village of Rochester		Town of Rochester		Village of Waterford		Town of Spring Prairie	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
\$0-\$4,999....	202	6.8	135	7.4	8	3.2	23	5.1	72	10.0	29	5.7
\$5,000-\$9,999....	430	14.6	205	11.3	38	15.4	33	7.3	94	13.1	56	11.0
\$10,000-\$14,999...	383	13.0	238	13.1	44	17.8	58	12.9	83	11.6	67	13.1
\$15,000-\$19,999...	479	16.2	267	14.7	22	8.9	92	20.4	121	16.9	90	17.6
\$20,000-\$29,999...	851	28.8	488	26.9	82	33.2	132	29.3	186	25.9	142	27.8
\$30,000-\$39,999...	366	12.4	299	16.5	34	13.8	68	15.1	104	14.5	65	12.7
\$40,000-\$49,999...	137	4.6	107	5.9	11	4.5	33	7.3	38	5.3	36	7.1
\$50,000 and Over..	102	3.5	76	4.2	8	3.2	11	2.4	19	2.6	25	4.9
Median.....	\$19,792	--	\$21,166	--	\$20,846	--	\$21,439	--	\$19,375	--	\$20,855	--
Mean.....	\$21,279	--	\$22,725	--	\$21,471	--	\$23,338	--	\$20,700	--	\$23,526	--
Total Households*	2,950	100.0	1,815	100.0	247	100.0	450	100.0	717	100.0	510	100.0

Households										
Income	Town of Lyons		Region		Wisconsin		Chicago SMSA		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
\$0-\$4,999....	83	9.1	59,308	9.4	181,943	11.0	280,479	11.3	10,663,441	13.3
\$5,000-\$9,999....	96	10.5	83,645	13.3	259,020	15.7	292,014	11.7	12,772,409	15.9
\$10,000-\$14,999...	144	15.7	82,607	13.1	248,555	15.0	310,251	12.5	12,342,073	15.3
\$15,000-\$19,999...	183	20.0	87,216	13.9	249,541	15.1	310,446	12.5	11,379,049	14.1
\$20,000-\$29,999...	236	25.8	161,400	25.7	401,832	24.3	584,640	23.5	17,441,615	21.7
\$30,000-\$39,999...	105	11.5	87,240	13.9	182,148	11.0	358,228	14.4	8,582,674	10.7
\$40,000-\$49,999...	41	4.5	35,701	5.7	68,236	4.1	170,327	6.8	3,594,101	4.5
\$50,000 and Over..	27	3.0	32,100	5.1	63,502	3.8	181,594	7.3	3,692,065	4.6
Median.....	\$18,316	--	\$20,096	--	\$17,680	--	\$20,728	--	\$16,841	--
Mean.....	\$20,759	--	\$22,756	--	\$20,382	--	\$24,235	--	\$20,306	--
Total Households*	915	100.0	629,217	100.0	1,654,777	100.0	2,487,979	100.0	80,467,427	100.0

\* Number reflects those individuals responding to household income question in 1980 U. S. Census.

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

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Table 3

TOTAL CIVILIAN LABOR FORCE, EMPLOYED AND UNEMPLOYED CIVILIAN LABOR FORCE,  
AND UNEMPLOYMENT RATE IN THE CITY OF BURLINGTON, THE SOUTHEASTERN WISCONSIN  
REGION, WISCONSIN, AND THE UNITED STATES: JULY 1986

Area	Number*
City of Burlington	
Civilian Labor Force .....	4,197
Employment .....	3,900
Unemployment .....	297
Unemployment Rate .....	7.1
Southeastern Wisconsin Region	
Civilian Labor Force .....	883,600
Employment .....	825,500
Unemployment .....	58,100
Unemployment Rate .....	6.6
Wisconsin	
Civilian Labor Force .....	2,403,700
Employment .....	2,247,400
Unemployment .....	156,400
Unemployment Rate .....	6.5
United States	
Civilian Labor Force .....	120,303,000
Employment .....	111,832,000
Unemployment .....	8,471,000
Unemployment Rate .....	7.0

\* Estimate for July 1986.

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

as the relatively high unemployment rates in Racine and Kenosha Counties, are among the important reasons that an aggressive economic development program should be developed and implemented in the City.

**Place of Work:** As indicated above, the City is located in Racine County and near Kenosha County, and thus employment opportunities for the City of Burlington labor force are available in other areas. In addition, the location of the City results in a large and occupationally diverse supply of workers available to local employers. In 1980, a total of 1,743 workers, or 46 percent of the city labor force, were employed outside the City, a percentage that is greater than that for the Region, 44 percent; the State, 36 percent; or the United States, 43 percent (see Table 4). Table 5 indicates the specific location of employment for the city labor force. As indicated in Table 5, 1,290 workers, or 34 percent of the employed workers that resided in the City of Burlington, were employed in the Cities of Kenosha and Racine and the remaining areas of Racine and Kenosha Counties.

**Educational Attainment:** The level of formal education attained is a significant determinant 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 society today are directly related to the extent of their formal education. For example, 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 required formal education is completed by age 18, educational attainment is most relevant when related to the population 18 years of age and older. Table 6 indicates the 1980 educational attainment of this age group in the City, Region, Wisconsin, Chicago SMSA, and United States. As indicated in the table, the high school educational attainment of the city population surpasses that for other areas, and the post-secondary educational attainment is similar to that for other areas. The percentage of the city population that has completed high school, 48 percent, is greater than that for the Region, 41 percent; the State, 42 percent; the Chicago SMSA, 34 percent; and the United States, 36 percent. In addition, the percentage of the city population completing four years of college, 8 percent, is only slightly less than that for the Region and the Chicago SMSA, 9 percent, and identical to that for the State and the United States, 8 percent.

#### **Structure of the Racine County Economy**

Reliable information relative to the structure of the city economy is not available. However, data are available on the structure of the economy of Racine County. A comparison of the percentage distribution of industry employment in the 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 therefore comprise a significant aspect of the local economic base. Such a comparison of the economic structure may be accomplished through the use of industry location quotients. The industry location quotient is a comparison of the percentage employment in an industry within Racine County to the percentage employment in that industry in the United States, and is derived by dividing the percentage employment in an



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Table 4

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

Area and Place of Work	1980	
	Number	Percent
City of Burlington*		
All Workers**.....	3,760	100.0
Worked in Place of Residence .....	1,694	45.1
Worked Outside Place of Residence .....	1,743	46.4
Place of Work Not Reported.....	323	8.6
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

\* Distribution of employed persons living in the City of Burlington  
by place of work is reported in Table 6.

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

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

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Table 5

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

Place of Work	Number	Percent
City of Burlington .....	1,694	45.1
City of Racine .....	105	2.8
Remainder of Racine County .....	955	25.4
City of Kenosha .....	104	2.8
Remainder of Kenosha County .....	126	3.4
City of Milwaukee .....	55	1.5
Remainder of Milwaukee County .....	25	0.7
Waukesha County .....	72	1.9
Walworth County .....	225	6.0
Worked Elsewhere .....	76	2.0
Place of Work Not Reported .....	323	8.6
Total Labor Force	3,760	100.0

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

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Table 6

PERSONS 18 YEARS OF AGE AND OLDER BY YEARS OF SCHOOL COMPLETED IN THE CITY OF BURLINGTON, THE SOUTHEASTERN WISCONSIN REGION, WISCONSIN, THE CHICAGO STANDARD METROPOLITAN STATISTICAL AREA, AND THE UNITED STATES: 1980

Education	City of Burlington		Southeastern Wisconsin Region		Wisconsin		Chicago SMSA		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Elementary										
Through High School										
One to Three Years.....	1,404	24.3	350,714	27.8	945,674	28.3	1,592,165	31.4	51,697,642	31.8
High School, Four Years...	2,749	47.7	510,428	40.5	1,413,216	42.2	1,724,858	34.0	59,069,903	36.3
College										
One to Three Years.....	831	14.4	217,090	17.2	548,953	16.4	906,488	17.9	28,289,943	17.4
Four Years .....	485	8.4	108,972	8.6	258,175	7.7	476,903	9.4	12,939,870	8.0
Five or More Years .....	297	5.2	73,601	5.8	180,312	5.4	367,894	7.3	10,519,122	6.5
Total	5,766	100.0	1,260,805	100.0	3,346,330	100.0	5,068,308	100.0	162,516,480	100.0

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

industry within the County by the percentage employment in that industry for the nation. The resulting ratio, if significantly 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 Racine County is concentrated, in comparison to the United States, in the manufacturing industry, although a significant number of workers are also employed in the retail trade and services industries. In 1986, the manufacturing industry was the County's largest employer with 23,400 persons employed, or about 35 percent of all workers (see Table 7). The percentage of manufacturing employment in the County is about 16 percentage points greater than that for the United States, resulting in a location quotient of 1.84. The greatest degree of concentration in the manufacturing industry is in durable manufacturing, with a location quotient of 2.04, although nondurable manufacturing was also concentrated, with a location quotient of 1.55. The services industry is the area's second largest employer with 13,600 workers, or about 20 percent of all workers. However, the percentage of industry employment was less than that for the United States, 23 percent, resulting in a location quotient of 0.89. The County's third largest employer is the retail trade industry with 13,300 workers, or about 20 percent. In contrast to the services industry, this industry is concentrated compared to the United States, with a location quotient of 1.13.

The County industries that show a percentage employment that is less than that for the United States include: government (location quotient: 0.71); transportation, communications, and utilities (location quotient: 0.60); finance, insurance, and real estate (location quotient: 0.53); construction (location quotient: 0.52); and wholesale trade (location quotient: 0.51).

While, as previously indicated, employment information is not available for the City, information provided in the 1985 Classified Directory of Wisconsin Manufacturers shows that the City of Burlington economy is similar to the county economy in that both are dependent on the manufacturing industry. Table 8 shows the total number of manufacturing industry establishments classified by Standard Industrial Classification (SIC) in the City. As indicated in Table 8, a total of 31 manufacturing industry establishments are located in the City, with the largest number of establishments in the fabricated metal products industry, five establishments; the rubber and plastics products industry, stone, clay, and glass products industry, and machinery except electrical industry, four establishments each; and the food and kindred products industry and printing and publishing industry, three establishments each. A list of the major private sector employers in all industries in the City is provided in Table 9.

#### Recent Changes in Industry Employment

Over much of the period since its settlement by European immigrants in the early 1800's, 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 a deterioration in the industrial base of the Region. An examination of the economic trends in the Region, as well as economic trends in the State and United States, is important in understanding

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Table 7

ECONOMIC BASE OF RACINE COUNTY IN COMPARISON TO THE UNITED STATES: APRIL 1986

Industry	Employment				Location Quotient
	Racine County		United States		
	Number	Percent	Number	Percent	
Mining .....	---	---	814,000	0.8	---
Construction .....	1,670	2.5	4,783,000	4.8	0.52
Manufacturing .....	23,400	35.3	19,154,000	19.2	1.84
Durable Goods .....	15,400	23.2	11,390,000	11.4	2.04
Primary Metals .....	1,140	1.7	790,200	0.8	2.13
Fabricated Metals .....	2,200	3.3	1,445,400	1.5	2.20
Nonelectrical Machinery .....	7,200	10.8	2,115,000	2.1	5.14
Electrical Machinery .....	2,800	4.2	2,170,600	2.2	1.91
Nondurable Goods .....	8,000	12.1	7,764,000	7.8	1.55
Food and Kindred Products .....	1,200	1.8	1,572,800	1.6	1.13
Textile Products .....	330	0.5	703,600	0.7	0.71
Paper and Allied Products .....	4,300	6.5	685,100	0.7	9.29
Transportation, Communication, and Utilities .....	2,100	3.2	5,229,000	5.3	0.60
Wholesale Trade .....	2,000	3.0	5,838,000	5.9	0.51
Retail Trade .....	13,300	20.0	17,655,000	17.7	1.13
Finance, Insurance, and Real Estate .....	2,200	3.3	6,203,000	6.2	0.53
Services .....	13,600	20.5	22,871,000	23.0	0.89
Government .....	8,100	12.2	17,006,000	17.1	0.71
Total	66,370	100.0	99,553,000	100.0	---

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

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Table 8

NUMBER OF MANUFACTURING INDUSTRY ESTABLISHMENTS  
LOCATED IN THE CITY OF BURLINGTON: 1985

Industry	SIC Code	Number
Food and Kindred Products .....	20	3
Textile Mill Products .....	22	1
Lumber and Wood Products .....	24	1
Paper and Allied Products .....	26	1
Printing and Publishing .....	27	3
Rubber and Miscellaneous Plastics Products .....	30	4
Stone, Clay, and Glass Products .....	32	4
Primary Metal Industries .....	33	1
Fabricated Metal Products .....	34	5
Machinery, Except Electrical .....	35	4
Electric and Electronic Equipment .....	36	1
Instruments and Related Products.....	38	1
Miscellaneous Manufacturing Industries .....	39	1
Not Indicated .....	--	1
Total	--	31

Source: 1985 Classified Directory of Wisconsin Manufacturers and SEWRPC.

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Table 9

CITY OF BURLINGTON MAJOR PRIVATE SECTOR EMPLOYERS

Construction

Rewald Electric Company, Inc.

Manufacturing--Food and  
Kindred Products

The Nestle Company, Inc.

Manufacturing--Printing and  
Publishing

Hi-Liter Graphics, Inc.  
Zimmerman and Sons, Inc.

Manufacturing--Rubber and  
Miscellaneous Plastics  
Products

Lavelle Industries, Inc.

Manufacturing--Stone, Clay,  
and Glass Products

Foster-Forbes Glass Company  
(Division of National Can  
Corporation)

Manufacturing--Electric and  
Electronic Equipment

Erin Manufacturing, Inc.  
Midland Ross Corporation

Transportation and Public Utilities

Wisconsin Electric Power Company

Wholesale Trade

Burlington Consumers Cooperative  
Burlington Wholesale Grocery  
Lynch Display, Inc.

Retail Trade

Hardee's Restaurant  
McDonald's  
Schmaling's Country Market  
Sentry Food Store  
Spiegelhoff's Pick 'n Save  
Tobin Drugs, Inc.  
K-Mart Discount Store

Finance

Bank of Burlington  
Burlington Marine Bank  
First Bank and Trust Company

Services

Burlington Clinic, S.C.  
Burlington Medical Center  
Memorial Hospital  
Mount Carmel Care Center  
St. Mary's High School

Source: City of Burlington and SEWRPC.

the current changes occurring in the regional economy, as well as future economic trends.

**National Economic Trends:** An understanding of national economic trends can provide important insight into current economic activity patterns in the State, the Southeastern Wisconsin Region, and the City of Burlington. A number of national economic trends appear to have a direct bearing on economic activity in these areas--the changing distribution of economic activity among the various regions of the United States, the changing structure of the national economy, the growth of "high technology" industries, and the internationalization of product markets. The changing distribution of economic activity within the United States is evident in the economic growth indicators presented in Table 10. As indicated in Table 10, the economic growth indicators of the north-central region of the United States--which includes Wisconsin--and the northeastern region have consistently lagged behind those of the southern and western regions. Of particular importance is the relative change in employment levels. Total employment in the southern and western regions of the nation increased by 39 percent and 48 percent, respectively, between 1970 and 1980, in comparison to relative increases of 18 percent and 11 percent for the north-central and northeastern regions, respectively. Manufacturing employment increased by 37 percent in the West and 24 percent in the South between 1970 and 1980, while manufacturing employment increased by only 3 percent in the north-central region, and actually decreased by about 5 percent in the northeastern region during this time period. More recently, total employment in the Midwest, as a percentage of total employment in the United States, has declined from 22.3 percent in 1972 to 18.8 percent in 1983, a decline of 6.5 percentage points.<sup>2</sup>

The second recent national economic trend that is important to the economic growth of the Southeastern Wisconsin Region, and therefore to the economic growth of the City, is the changing structure of the national economy and, specifically, 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. However, the rate of increase in manufacturing employment in the nation has declined significantly during the past decade. Nationally, the U. S. Bureau of the Census indicated that manufacturing employment enumerated by the employees' places of residence increased by only about 13 percent during the 1960's, and by only about 11 percent during the 1970's, compared with a percentage increase in total employment of 18 percent and 28 percent, respectively, during these time periods. As a result, the nation's manufacturing employment declined from about 27 percent of total employment in 1960 to about 22 percent of total employment in 1980.

A third basic structural change in the national economy is evidenced by a shift in the nature of manufacturing activities, with "high technology" industries accounting for a continually increasing portion of all manufacturing

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<sup>2</sup>Stanford Research Institute International, Choosing a Future: Steps to Revitalize the Mid-American Economy Over the Next Decade, March 1984.



**Table 10**  
**ECONOMIC INDICATORS FOR REGIONS OF THE UNITED STATES**

Economic Indicator	United States Region <sup>a</sup>							
	Northeast		North-Central		South		West	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total Population Change								
1960-1970 . . . . .	4,383,000	9.8	4,970,000	9.6	7,839,000	14.3	6,785,000	24.2
1970-1980 . . . . .	74,000	0.2	2,277,000	4.0	12,560,000	20.0	8,334,000	23.9
Net Population Migration								
1970-1980 . . . . .	- 1,917,000	- 3.9	- 1,429,000	- 2.5	7,560,000	12.0	5,023,000	14.4
Per Capita Income Change (constant 1972 dollars)								
1970-1980 . . . . .	878	18.3	1,080	25.0	1,143	31.1	1,192	26.1
Employment Change: 1970-1980								
Total Employment . . . . .	2,122,500	11.0	3,867,600	17.9	8,880,900	39.0	6,214,800	48.4
Manufacturing Employment . . .	- 275,300	- 4.8	189,100	2.9	1,251,000	23.7	912,700	37.1
Services Employment . . . . .	1,406,100	27.8	1,683,800	31.7	2,800,900	47.0	2,011,700	53.9

<sup>a</sup>The northeast region includes the States of Connecticut, Maine, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island, and Vermont. The southern region includes the States of Alabama, Arkansas, Delaware, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, Oklahoma, South Carolina, Tennessee, Texas, Virginia, and West Virginia, and the District of Columbia. The north-central region includes the States of Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota, and Wisconsin. The western region includes the States of Alaska, Arizona, California, Colorado, Hawaii, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, and Wyoming.

Source: U. S. Department of Commerce, Bureau of the Census and Bureau of Economic Analysis; U. S. Department of Labor, Bureau of Labor Statistics; and SEWRPC.

jobs. In this regard, it has been estimated that high technology jobs accounted for 69 percent of the total increase in manufacturing jobs in the nation between 1955 and 1979. As a result, high technology industry's share of all manufacturing jobs increased significantly, from 33 percent in 1955 to 40 percent in 1979. The western and New England regions have experienced the highest growth in high technology jobs in recent years, while the Great Lakes region has lagged behind the national average growth rate.<sup>3</sup>

A fourth change in the national economy is the increasing competition that American manufacturing industries face in product markets which it once dominated, with this competition an important factor in the ability of the Region's manufacturing firms to increase employment levels. This internationalization of product producers and product markets may require local manufacturing firms to re-orient their production and marketing efforts. Labor costs have become particularly important in the locational decision-making of many industry establishments. In addition, the internationalization of product markets has placed new importance on the value of the U. S. dollar. A report by the Wisconsin Strategic Development Commission indicates that the value of the dollar against foreign currencies is an important factor for Wisconsin's manufacturing firms serving world markets. Wisconsin ranks thirteenth in the nation in manufacturing exports. The recent strong dollar, although weakening at the time of this report, has been damaging to the export sector, and is one of the reasons why Wisconsin was more severely affected by the economic recession of the early part of this decade than were other states.<sup>4</sup> Such changes in world markets may be expected to affect the national economy, and specifically, the product marketing and product sales of the Region's manufacturing firms.

**State and Regional Economic Trends:** A strong manufacturing sector has historically been the cornerstone of the economy of southeastern Wisconsin. The national economic trends described above have important implications for the

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<sup>3</sup>Joint Economic Committee, Congress of the United States, Location of High Technology Firms and Regional Economic Development, 1982. While recognizing that there is no general agreement on a definition of high technology industries, this study estimates high technology employment levels by analyzing selected Standard Industrial Classification (SIC) groups believed to be representative of high technology industries, including: chemicals and allied products (SIC 28); machinery, except electrical (SIC 35); electrical and electronic machinery, equipment, and supplies (SIC 36); transportation equipment (SIC 37); and measuring, analyzing, and controlling instruments, photographic, medical, and optical goods, and watches and clocks (SIC 38). It is important to recognize that the Standard Industrial Classification system is not specifically designed to quantify high technology industry employment. Consequently, not all the jobs in the foregoing SIC groups can rightfully be categorized as high technology jobs and, conversely, these SIC groups do not include all high technology jobs.

<sup>4</sup>Wisconsin Strategic Development Commission, Phase I, The Mark of Progress, undated.

economy of southeastern Wisconsin because of its high dependence on manufacturing activities.

Table 11 shows the employment by place of work in 1970, 1980, and 1984 for the County, Region, State, and United States. Employment data by an employee's place of work, versus by an employee's place of residence, provide the best indication of the change in the economic base because they identify the actual jobs within the geographic area of concern.

As indicated in Table 11, significant changes have taken place in civilian labor force manufacturing employment. Within Racine County, such employment declined from 38 percent of total employment in 1970 to 32 percent in 1984. Over this same period, service industry employment within Racine County increased 5 percentage points--from 16 percent of total employment in 1970 to 21 percent in 1984.

In addition, Table 11 shows that employment in the Region's manufacturing industry declined by about 9 percentage points between 1970 and 1984--from 33 percent in 1970 to about 24 percent in 1984. In comparison, manufacturing employment in the State declined by 6 percentage points, and in the United States by 5 percentage points, during this time period. The services industries' share of total employment within the Region increased by about 8 percentage points between 1970 and 1984--from 18 percent in 1970 to 26 percent in 1984. This increase was greater than that for the State and the United States, 6 percent each.

Based upon these changes, it can be concluded that the local and regional economies are being affected by national and state economic trends away from manufacturing employment and toward service employment. It should be noted, however, that the recent national economic recession has severely affected manufacturing industry employment. A recovery by the manufacturing industry, should it occur, could halt to a significant degree the apparent change in the overall structure of the economy.

#### SUMMARY AND CONCLUSIONS

As presented herein, certain economic data for the City of Burlington indicate problems in the local economy. These data include: 1) a limited amount of growth in the city population during the 1980 to 1986 time period; 2) a city unemployment rate that is higher than the regional unemployment rate, 7.1 percent compared to 6.6 percent; 3) the economic decline that has been experienced in the Racine and Kenosha County economies; and 4) the heavy concentration of employment in Racine County and the City in the manufacturing industry, an industry that has shown a decline in total county employment of 14 percent from 1980 to 1984. However, the higher high school educational attainment and the comparable post-secondary educational attainment of the resident population of the City in relation to the other areas of comparison, as well as the higher local incomes relative to the State and nation, are advantages offered by the City.

Of particular importance to the city economy is the City's dependence on the manufacturing industry to provide a significant percentage of local jobs, and the following changes that are occurring in regional economic conditions:

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Table 11

INDUSTRY EMPLOYMENT AND PERCENTAGE POINT CHANGE BY PLACE OF WORK IN RACINE COUNTY  
THE SOUTHEASTERN WISCONSIN REGION, WISCONSIN, AND THE UNITED STATES: 1970, 1980, AND 1984

1970 Employment by Place of Work								
Major Employment Category	Racine County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Agriculture .....	2,040	3.1	11,939	1.5	150,844	7.9	4,368,000	4.9
Construction .....	2,467	3.8			83,855	4.4	4,340,400	4.8
Manufacturing .....	25,178	38.4	254,011	32.6	509,482	26.6	19,643,300	21.9
Transportation, Communication, and Utilities .....	2,526	3.9	38,476	4.9	88,873	4.6	4,836,400	5.4
Wholesale Trade .....	1,894	2.9	37,236	4.8	73,236	3.8	4,144,300	4.6
Retail Trade .....	10,114	15.4	131,882	16.9	327,331	17.1	13,496,500	15.1
Finance, Insurance, and Real Estate .....	2,256	3.4	41,039	5.3	84,234	4.4	4,896,000	5.5
Services .....	10,289	15.7	139,510	17.9	308,377	16.1	16,474,200	18.4
Government* .....	8,505	13.0	93,841	12.0	276,886	14.5	16,200,000	18.1
Miscellaneous** .....	271	0.4	***	***	11,224	0.6	1,195,100	1.3
Total Jobs	65,540	100.0	779,771	100.0	1,914,342	100.0	89,594,200	100.0
1980 Employment by Place of Work								
Major Employment Category	Racine County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Agriculture .....	1,810	2.2	10,579	1.1	156,510	6.6	4,097,000	3.7
Construction .....	2,456	3.0			94,734	4.0	5,494,000	4.9
Manufacturing .....	30,110	36.8	263,535	28.4	565,870	23.7	20,695,300	18.6
Transportation, Communication, and Utilities .....	2,266	2.8	41,682	4.5	101,932	4.3	5,609,100	5.0
Wholesale Trade .....	2,516	3.1	45,977	4.9	103,290	4.3	5,680,400	5.1
Retail Trade .....	13,103	16.0	150,177	16.2	401,572	16.8	17,456,800	15.7
Finance, Insurance, and Real Estate .....	3,544	4.3	63,384	6.8	141,574	5.9	7,484,500	6.7
Services .....	15,157	18.5	211,515	22.8	474,011	19.9	23,924,000	21.5
Government* .....	10,538	12.9	105,532	11.4	330,275	13.8	18,756,000	16.9
Miscellaneous** .....	347	0.4	***	***	16,883	0.7	2,068,800	1.9
Total Jobs	81,847	100.0	929,178	100.0	2,386,651	100.0	111,265,900	100.0

Table 11 (continued)

1984 Employment by Place of Work								
Major Employment Category	Racine County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Agriculture .....	1,706	2.1	9,936	1.1	146,715	6.0	3,797,000	3.2
Construction .....	2,294	2.8			93,582	3.8	5,830,000	4.9
Manufacturing .....	25,984	32.0	226,091	24.3	524,112	21.4	19,774,900	16.7
Transportation, Communication, and Utilities .....	2,247	2.8	40,659	4.4	102,240	4.2	5,682,100	4.8
Wholesale Trade .....	2,703	3.3	47,207	5.1	106,530	4.3	6,011,000	5.1
Retail Trade .....	14,636	18.0	154,370	16.6	419,284	17.1	19,237,000	16.2
Finance, Insurance, and Real Estate .....	3,348	4.1	68,409	7.4	152,290	6.2	8,377,000	7.1
Services .....	17,290	21.3	237,521	25.6	538,743	22.0	28,424,300	24.0
Government* .....	10,576	13.0	107,699	11.6	343,176	14.0	18,944,000	16.0
Miscellaneous** .....	464	0.6	***	***	22,537	0.9	2,414,600	2.0
Total Jobs	81,248	100.0	929,274	100.0	2,449,209	100.0	118,491,900	100.0

Percentage Point Change in Industry Employment								
Major Employment Category	Racine County		Region		Wisconsin		United States	
	1970-80	1980-84	1970-80	1980-84	1970-80	1980-84	1970-80	1980-84
Agriculture .....	-0.9	-0.1	-0.4	-0.1	-1.3	-0.6	-1.2	-0.5
Construction .....	-0.8	-0.2	***	***	-0.4	-0.1	0.1	0.0
Manufacturing .....	-1.6	-4.8	-4.2	-4.0	-2.9	-2.3	-3.3	-1.9
Transportation, Communication, and Utilities .....	-1.1	0.0	-0.4	-0.1	-0.4	-0.1	-0.4	-0.2
Wholesale Trade .....	0.2	0.3	0.2	0.1	0.5	0.0	0.5	0.0
Retail Trade .....	0.6	2.0	-0.8	0.4	-0.3	0.3	0.6	0.5
Finance, Insurance, and Real Estate .....	0.9	-0.2	1.6	0.5	1.5	0.3	1.3	0.3
Services .....	2.8	2.8	4.9	2.8	3.8	2.1	3.1	2.5
Government* .....	-0.1	0.1	-0.7	0.2	-0.6	0.2	-1.2	-0.9
Miscellaneous** .....	0.0	0.1	***	***	0.1	0.2	0.5	0.2

\* Excludes armed forces.

\*\* Includes agricultural services, forestry, commercial fishery, mining, and jobs held by residents working for international organizations.

\*\*\* Data are not available for the Southeastern Wisconsin Region in this category owing to data suppression by the U. S. Bureau of Economic Analysis to avoid the disclosure of confidential information.

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

1) the shift from manufacturing industry employment to service industry employment; 2) the change in the nature of the manufacturing industry to higher technology manufacturing processes; 3) the changing national distribution of economic activity from the north-central region to the south and west regions; and 4) the internationalization of product markets.

A comprehensive local economic development program could help to improve the current economic conditions in the City. Additionally, through the implementation of a local economic development program, and its attendant activities, the city and local economic development organizations can take advantage of local economic potentials and minimize the effects of negative national, state, and regional economic trends.

### Section III

## REVIEW OF HISTORIC 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 indicate the types of economic development activities that have been successful, and can help to indicate the direction of future economic development activities, and in a manner benefiting from past experience.

The City of Burlington staff, as well as economic development organizations in the City, have carried out a variety of economic development activities over the past several years. The relative success of these activities provides the basis for the identification of a strategic economic development program plan for the City.

Community economic development activities can be broadly categorized into the following five major functional areas: 1) organizational activities, 2) industry retention activities, 3) industry attraction activities, 4) small business development activities, and 5) the development of community facilities and services. This section reviews the historical economic development activities in the City by these broad functional areas.

### ORGANIZATIONAL ACTIVITIES

The successful implementation of a local economic development program requires the coordination of an economic development organization that is comprised of public and private sector representatives who are knowledgeable about 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 are designed to improve local economic conditions. While a number of economic development 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 historical organizational activities in the City in order to evaluate the appropriateness of these organizations to coordinate the city economic development program.

#### Burlington Industrial Development, Ltd.

Burlington Industrial Development, Ltd., was incorporated as a private, nonprofit development corporation in 1983. The purpose of the corporation, as stated in its bylaws, is "... to act as a promotion organization for industrial relocation in the Burlington, Wisconsin community and for information relative thereto; to assist and promote in the growth and development of business concerns, including industrial firms and small businesses in Burlington, Wisconsin; and to cooperate with surrounding municipal units of government and the State of Wisconsin in working towards improving the local, regional and state economy." Burlington Industrial Development, Ltd., has a board of

directors that consists of 12 members and meets on a monthly basis. The corporation currently accepts donations from interested individuals and businesses, but has no dues or membership fees. In addition, the corporation is not receiving any funds from the City for its ongoing economic development programs. The corporation's Board of Directors currently includes representatives from retail trade and service industries, utilities, financial institutions, and city government, but does not include representatives from the manufacturing industry.

Burlington Industrial Development, Ltd., has been responsible for marketing the City's industrial park, coordinating development activities within the industrial park, conducting a direct mail program to industrial firms currently located in Chicago, Illinois, and working with the Racine County Economic Development Corporation to assist in the retention and expansion of existing businesses and in attracting new businesses to the City.

#### City of Burlington

The City of Burlington has also been an active participant in recent local economic development efforts. The focus of this participation is the Mayor and City Administrator, who have been active in assisting the City in purchasing land for a new industrial park and providing the necessary infrastructure--streets, curbs and gutters, sanitary sewers, water mains, and storm sewers; and in coordinating local economic development activities with Burlington Industrial Development, Ltd., the Racine County Economic Development Corporation, and local utilities and businesses.

In 1983, the City of Burlington purchased 68 acres of land on the south side of the City for development as an industrial park. At the City's request, the Regional Planning Commission prepared a site development plan for the industrial park that included an initial design for 33 lots ranging in size from one to five acres, and prepared an industrial park promotional brochure. The City also formed an Industrial Park Control Board that is responsible for land development decisions in the park and for enforcing the industrial park deed restrictions and protective covenants.

The City has also provided staff support to Burlington Industrial Development, Ltd., and has worked with the Burlington Area Chamber of Commerce on central business district revitalization. Further, the City worked with the Burlington Standard Press, the Burlington Area Chamber of Commerce, and the Nestle Company, Inc., to designate the City of Burlington as Chocolate City, USA, in 1987, and in organizing the Chocolate City, USA, festival held in the City in May 1987. However, the potential for expanding the city staff's involvement beyond the current economic development activities may be limited owing to the limited amount of staff time available for economic development issues.

#### Burlington Area Chamber of Commerce

The Burlington Area Chamber of Commerce was organized for the purpose of serving the needs of the City's commercial and industrial interests. Currently, the Chamber of Commerce is staffed by a part-time Executive Secretary and has approximately 280 members that include retail, service, and manufacturing businesses. The Chamber maintains an office at 133 E. Chestnut Street and has



an annual operating budget of approximately \$20,000 that is provided through membership fees and fund-raising activities.

The Chamber of Commerce has three volunteer executive positions directly related to economic development--a vice-president of community development, a vice-president of retail, and a vice-president of planning--that coordinate a number of economic development activities, including: 1) an annual survey of local business and industry to determine current employment levels and wage rates; 2) annual events such as a street dance, a "Light Up Burlington Raffle," a Christmas parade, and other retail promotions; 3) quarterly meetings of local business persons, utility executives, and city staff to discuss community issues; and 4) educational seminars for local business persons. The possibility of expanding the Chamber's role in economic development is directly related to the amount of volunteer time available to staff such efforts.

The Chamber, along with city staff, organized a downtown workshop in October 1985 for the purpose of identifying goals for revitalizing the City's central business district, as well as the means by which these goals could be accomplished. Approximately, 100 persons participated in the workshop that was conducted by staff from the University of Wisconsin-Extension and the Wisconsin Department of Development. The goals for the downtown area that were identified by the participants included:

1. Recruit diversified retail and service establishments.
2. Improve the self perception of the people of Burlington.
3. Organize business leadership and promote business community cooperative efforts.
4. Develop a plan to organize and facilitate efficient vehicle traffic patterns.
5. Implement a program to improve the physical condition of downtown buildings.
6. Develop an economic development marketing plan.
7. Promote Burlington, its activities, and its resources to potential businesses and residents as a dynamic place in which to live, work, and play.
8. Identify a desirable mix of retail businesses for Burlington.
9. Develop an organized system of parking in downtown Burlington.
10. Recruit a large-draw (anchor) store in downtown Burlington.
11. Develop a plan for creative utilization of existing vacant buildings.

As a result of the downtown workshop, the following economic development activities have been implemented in the City, which should provide the

foundation for additional activities designed to improve the City's central business district.

1. The Burlington Foundation was organized in May 1986 as a private, nonprofit development corporation for the purpose of promoting the City of Burlington. The foundation has undertaken a variety of activities, including: the exhibition of permanent displays of the Liars Club prize winners; the publication of a city map and the display of city maps in strategic locations in the City; and the production of video cassettes highlighting the City.
2. Burlington United in Local Development (BUILD), Inc., was organized in June 1986 as a private for-profit development corporation for the purpose of purchasing downtown commercial buildings and businesses, as well as identifying investors interested in these activities.
3. The Racine County University of Wisconsin-Extension, in cooperation with local officials and business persons, completed a community economic analysis for the City of Burlington in March 1986. This analysis provided an economic overview of the City that identified the following retail trade and service industry establishments as being under-represented in the City: apparel and accessory stores; eating and drinking places; hotels and other lodging places; personal services; business services; miscellaneous repair services; and legal services. In addition, the report identified specific economic development needs that included: 1) the need for an economic development plan; 2) the need for a vacant building that would be available for industrial uses; 3) the need for an updated trade area survey; 4) the need for an active downtown revitalization program; and 5) the need for an updated community directory.
4. In August 1986, the University of Wisconsin-Extension Recreation Resources Center conducted a feasibility study relative to the location of a hotel or motel in the City of Burlington. The study concluded that a hotel or motel project would be financially viable in the City. As a result, local officials and community leaders are currently examining possible locations for such a facility in the City, as well as examining methods of financing the development.

#### Racine County Economic Development Corporation

The Racine County Economic Development Corporation was formed in 1983 for the purpose of assisting in the retention and expansion of existing business and industry in the County and in attracting new business and industry to the County. The corporation has a board of directors that is comprised of 27 members from both the public and private sectors in the County, and employs a full-time executive director. The corporation maintains an office at 5802 Washington Avenue, Racine, Wisconsin, and has an annual operating budget of approximately \$120,000 that is provided through an annual appropriation from Racine County, through annual membership dues, and through fund-raising activities.

The Racine County Economic Development Corporation has been actively involved in promoting the County and local municipalities through a variety of activities, including: 1) two industry retention surveys that included interviews with approximately 235 manufacturing firms in the County; 2) the formation of the Racine County Business Development Corporation--a U.S. Small Business Administration (SBA) 504 Certified Development Company--to provide financing for local businesses; and 3) the development of an advertising and marketing program that includes a national media promotion of the County, a county business participation program to increase local awareness of the corporation's efforts, a direct mail program and telephone follow-up to attract new industries to the County, and involvement in industry call trips to contact firms expressing an interest in the County.

### INDUSTRY 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 Establishments

In May 1984, the Racine County Economic Development Corporation and the South-eastern Wisconsin Regional Planning Commission (SEWRPC), in cooperation with the Cities of Burlington and Racine, Wisconsin Bell, an Ameritech Company, Gateway Technical Institute, and the Racine Area Manufacturers and Commerce, Inc., initiated an industry retention survey of 123 manufacturing establishments in Racine County. Ten manufacturing establishments in the City of Burlington participated in the survey. The purpose of the survey was to create a data file on each of the manufacturing establishments in the County in order to facilitate a systematic approach to industry retention activities. The results of the survey were published in a SEWRPC Staff Memorandum entitled, An Economic Development Retention Survey of Manufacturing Industry Establishments in Racine County, Wisconsin, November 1984.

As a follow up to the initial industry retention survey, the Racine County Economic Development Corporation and the Regional Planning Commission, in cooperation with the City of Burlington and Gateway Technical Institute, initiated an industry retention survey of small manufacturing firms in April 1985. The survey was targeted at establishments in Racine County with 20 or fewer employees. A total of 99 manufacturing firms in Racine County participated in the survey, of which five were located in the City of Burlington. The results were published in a document entitled, 1985 Survey of Small Manufacturers, January 1986.

### INDUSTRY ATTRACTION ACTIVITIES

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

organizations and city staff have conducted several activities that are related to the attraction of new industry to the City. A summary of these activities is provided below.

#### Promotional Brochures and Community Profiles

Several informational brochures and community profiles intended for use as marketing aids have been prepared for the City. The purpose of these publications is to provide prospective businesses with necessary information relative to locating a business in the City. The brochures and profiles that are available include:

1. Burlington, Wisconsin. Undated. A pictorial and narrative brochure on the City providing information on local government, business and industry, education, recreational activities, medical facilities, local organizations, and religious institutions.
2. Burlington is Unique.... Undated. A pictorial and narrative brochure summarizing the information provided in Burlington, Wisconsin.
3. Development Guide for the Industrial Park. January 1984. A profile of the City's industrial park that includes: a city map; an industrial park development plan, including a site map, a physical description of the park, and of industrial site utilities and other services; industrial park development rules and regulations; and development cost policies.
4. Community Profile for Burlington, Wisconsin and City of Burlington Economic Profile. 1984. Two statistical profiles of the City of Burlington prepared by the Southeastern Wisconsin Regional Planning Commission staff that provide information on the city population, labor force, housing, education, and local business and industry.

#### Direct Mail Program

In January 1986, Burlington Industrial Development, Ltd., initiated a direct mail program to manufacturing industries located in Chicago, Illinois. The corporation has targeted specific industrial sectors in Chicago by utilizing Forward Wisconsin, Inc., and Wisconsin Electric Power Company (WEPCo) mailing lists, and by identifying the suppliers of local industrial firms. The City has completed two mailing projects. The first project included a letter from the Mayor describing community attributes, along with a community brochure and testimonials from local businesses. The second mailing project included the materials listed above, as well as a return card whereby business persons could indicate an interest in the City and receive a gift package of Nestle Company products. Burlington Industrial Development, Ltd., has mailed approximately 1,400 letters to industrial firms, with 400 of those letters including the return card and offer for Nestle Company products. The direct mail program has to date resulted in three requests for additional information about the City.

### New Industry Contacts

The Mayor and City Administrator currently provide information and assistance to industry establishments interested in locating in the City. In addition, the Executive Director of the Racine County Economic Development Corporation provides assistance to the City in working with new industry contacts. The new industry contact program in the City does not, however, include any representatives of private business or industry.

The City has also developed a working relationship with the staff of Forward Wisconsin, Inc., and the Wisconsin Department of Development (DOD), and has utilized the industry attraction and retention activities of these statewide agencies.

### SMALL BUSINESS DEVELOPMENT

Currently, there are no specific economic development activities in the City relative to the development and expansion of small business establishments. However, the Racine County Business Development Corporation provides long-term, fixed-asset financing for local small businesses. The Corporation also provides counseling assistance for business startups and for existing businesses that are in need of management or financial assistance.

### COMMUNITY FACILITIES AND SERVICES

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

### City of Burlington Tax Incremental Financing (TIF) Districts

In March 1982, the City of Burlington created two tax incremental financing (TIF) districts on the south side of the City--one along Market and S. Kane Streets that included the land that was eventually purchased by the City for the industrial park as discussed below, and the other along McHenry Street. The City invested approximately \$400,000 in public infrastructure improvements in these two districts during the 1982 through 1985 time period.

### City of Burlington Industrial Park

As stated in Section I of this report, the City of Burlington purchased 68 acres of land along S. Kane Street in the City in 1983 for industrial development purposes. Prior to the initial development of this land as an industrial park, the Regional Planning Commission, at the request of the City, prepared a site development plan, as well as deed restrictions and protective covenants, to ensure that individual site development would be in harmony with the overall development of the park. In addition, the City created an Industrial Park Control Board to monitor development within the park. Burlington Industrial Development, Ltd., in cooperation with city government, conducted a fund raising campaign in 1983 that raised approximately \$13,000 to market the industrial park. The funds were used for: 1) the placement of an entrance

sign in the industrial park; 2) the publication of the industrial park development guide, the community profile of the City, and the city promotional brochure; and 3) the direct mail program to attract manufacturing industries from the Chicago metropolitan area. The corporation has approximately \$8,000 of the funds remaining for its economic development program.

The City provided public infrastructure, including streets, curbs and gutters, sanitary sewers, storm sewers, and water mains, in phase one of the industrial park development, which included a total of seven acres. To date, five one-acre land parcels have been sold. In July 1986, the Burlington Common Council approved a request by Burlington Industrial Development, Ltd., to undertake engineering studies for public infrastructure improvements on an additional 14 acres in the northern section of the industrial park. The second phase of this development should provide the City with an adequate number of industrial sites for firms seeking to locate in the park.

The SEWRPC site development plan identified the public streets that should be included in the overall development of the industrial park. These streets included an entrance along S. Kane Street, a collector street in the industrial park, and a future right-of-way extending from the park's collector street to Yahnke Road on the southeastern edge of the park. The Yahnke Road extension was designed to provide access from the industrial park to STH 83.

In August 1986, Burlington Industrial Development, Ltd., presented a request to the Burlington Common Council for changes to the City's official map that would permit the City to develop this right-of-way. The Common Council, however, postponed indefinitely the corporation's request.

The City has not established a phased development plan for the industrial park, nor provided a budget to fund the needed infrastructure for the park and the orderly development of the park over time. Also, an overall marketing strategy for the industrial park has not been developed.

#### Central Business District Revitalization

There is an increasing interest by local economic development organizations and individuals in the City relative to the revitalization of the City's central business district. As previously indicated in this report, the City of Burlington and the Burlington Area Chamber of Commerce sponsored a downtown workshop in October 1985 to identify goals and activities for the revitalization of the downtown area. This workshop provided a comprehensive overview of the possibilities for improving commercial development in the City, with local officials and business persons implementing, to date, a variety of activities that were developed at the workshop, including: the formation of two new nonprofit development corporations--the Burlington Foundation and BUILD, Inc.; the completion of a Racine County University of Wisconsin-Extension community economic analysis; and the completion of a University of Wisconsin-Extension Recreation Resources Center study on the feasibility of a hotel or motel in the City of Burlington. In addition, local officials and business persons completed two traffic and parking studies, initiated an architectural study that will examine proposed improvements to the parking areas and rear entrances of commercial structures along Chestnut Street in the downtown, and held a follow-up to the initial downtown workshop to report on the progress that has been made in implementing the recommended revitalization strategies.

### Neighborhood Development

The Regional Planning Commission, at the request of the City of Burlington, has prepared three development plans for the City. SEWRPC Community Assistance Planning Report No. 1, Residential, Commercial, and Industrial Neighborhoods, City of Burlington and Environs, February 1973, lays the groundwork for individual neighborhood studies by identifying specific residential neighborhoods in the City. SEWRPC Community Assistance Planning Report No. 29, A Development Plan for the Quarry Ridge Neighborhood, July 1979, and SEWRPC Community Assistance Planning Report No. 63 (2nd Edition), A Development Plan for the Echo Lake Neighborhood, August 1984, describe alternative development plans for these city neighborhoods. The development plans are intended to help solve such physical development problems as traffic circulation, storm-water drainage, sanitary sewerage, water supply, land use arrangement, and access to solar energy resources, as well as to provide a mechanism for evaluating public and private development proposals. Finally, the City, in June 1986, requested that the Regional Planning Commission prepare a development plan for the Industrial Park Neighborhood on the south side of the City. The Regional Planning Commission will be completing this plan in the near future.

### Transportation System Improvements

In November 1974, the engineering consulting firm of Howard, Needles, Tammen & Bergendoff prepared a study that examined alternative locations for a proposed arterial bypass for STH 36 and STH 83 along the eastern edge of the City of Burlington. This bypass would help to alleviate traffic congestion in the central business district and in residential areas in the City. However, owing to changes in urban land use in the City since 1974, the precise location of a bypass would need to be determined through additional engineering studies. The above-referenced Regional Planning Commission report for the Echo Lake Neighborhood recommended that Racine County conduct the preliminary engineering study necessary to determine the best location for this bypass.

The City of Burlington has been actively pursuing improvements to STH 36 from the City of Burlington to STH 100 in Milwaukee County, a distance of approximately 19 miles. It is proposed that the highway be widened from two to four lanes at an estimated cost of \$17,000,000. In 1986, local officials requested that the Wisconsin Department of Transportation (DOT) include the STH 36 improvements as a high-priority project in the Wisconsin DOT 1987 biennial budget. However, the Department did not include the highway project as a part of its two-year funding schedule. The improvements to this highway would improve safety and provide for the increased traffic volumes that are forecasted through the year 2010.

The Regional Planning Commission, at the request of the City of Burlington, prepared a SEWRPC Staff Memorandum entitled Chestnut Street Improvement Study in March 1983. The report provides an analysis of alternative routings for the state trunk highway system through the City, estimates the impacts of alternative routing on traffic volumes in the central business district, and presents alternative plans for increasing available on-street parking and widening sidewalks within the Chestnut Street right-of-way between Milwaukee Avenue and Pine Street.

As a follow-up to the Regional Planning Commission study, the City of Burlington completed streetscape improvements to the E. Chestnut Street loop in 1984 that included: street resurfacing; curbs and gutters; diagonal parking; and sidewalks, brick pavers, and street furnishings. In addition, the City is considering streetscape improvements for W. Chestnut Street, N. Pine Street, and Milwaukee Avenue in the central business district. However, the rerouting of highway traffic through the central business district has not been implemented.

#### **Sanitary Sewer System Improvements**

In response to a need to provide for future urban land use development in the City, the Burlington Common Council adopted a sanitary sewer service area plan for the City of Burlington in May 1986. This refined sanitary sewer service area includes the City of Burlington and sufficient land surrounding the City to accommodate forecast urban land use development to the year 2000. The plan is designed to accommodate a resident population of about 16,600 persons.

In October 1986, the engineering consulting firm of Ruekert and Mielke, Inc., completed a study of the adequacy of the City's sewage treatment plant in meeting the future sanitary sewage treatment needs of the City. The adequacy of the sewage treatment plant is one of the most important economic development considerations facing the City. The study determined that the existing sewage treatment plant has an average daily wastewater flow that is at 82 percent of the plant design capacity, and an average weekday biochemical oxygen demand (BOD) loading that is at 120 percent of the plant design capacity. The average daily flow was projected to increase to 128 percent of plant design capacity by the year 2005, and the average weekday BOD loading was projected to increase to 180 percent of plant design capacity. Consequently, the study concluded that the sewage treatment plant did not have sufficient capacity to meet the City's future sanitary sewage treatment needs, and recommended that a facility plan be completed that would identify and evaluate the alternatives for improving the facility. It should be noted that the above-referenced study related solely to sewage treatment needs and did not address the adequacy of conveyance capacity in the existing sewerage system. Such adequacy should be determined by the City Engineer, or by a consulting engineer, in conjunction with the recommended treatment plant facility planning effort.

#### **SUMMARY AND CONCLUSIONS**

The city government and economic development organizations in the City have undertaken a variety of economic development activities over the past several years. Burlington Industrial Development, Ltd., has been seeking to expand the City's economic base through industry retention and attraction activities. The Burlington Area Chamber of Commerce has been actively pursuing revitalization of the City's central business district, while developing private sector leadership in the community. The city government has undertaken a variety of economic development activities that include providing staff support to Burlington Industrial Development, Ltd.; working with the Burlington Area Chamber of Commerce; developing the necessary public infrastructure in the City's industrial park; and planning for residential growth and sanitary sewage system and transportation system needs.



While a number of important economic development activities have been undertaken to date, the City should address a number of specific economic development problems in the community as described below.

1. No single organization is responsible for guiding and coordinating economic development activities in the City, and Burlington Industrial Development, Ltd., currently does not represent a cross-section of the business community--representation from the manufacturing industry is absent. In addition, the City of Burlington does not have sufficient staff available to implement the economic development activities that have been identified.
2. There is no ongoing method for determining the problems of existing businesses and developing solutions to those problems.
3. There are a limited number of industry attraction activities being implemented in the City.
4. The City does not have sufficient capacity at its sewage treatment plant to accommodate future urban land use development.
5. The City and Burlington Industrial Development, Ltd., have not established a phased development plan or marketing strategy for the city industrial park, and have not provided access from the industrial park to STH 83.

The purpose of the next section of this report is to identify the specific economic development potentials and constraints in the City. This analysis will provide for the identification of specific economic development needs, and ultimately the economic development activities that should be implemented to meet these needs.

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## Section IV

### ECONOMIC DEVELOPMENT POTENTIALS AND CONSTRAINTS

#### INTRODUCTION

The preceding sections of this report describe the state of the city economy and the variety of economic development activities that have taken place in the City. This information reveals certain characteristics of the City which have important implications for local 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 need to be addressed in order to sustain the growth of the city economy.

#### ECONOMIC DEVELOPMENT POTENTIALS AND CONSTRAINTS

The purpose of this section is to summarize the potentials for, and constraints on, economic development in the City. The identification of these potentials and constraints should help persons and organizations that are interested in pursuing the economic development of the City to identify appropriate economic development activities. The economic development potentials and constraints that are identified in this section are summarized in Table 12.

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

As previously documented in this report, the City of Burlington and local economic development organizations in the City have been involved in a number of economic development activities over the past several years. This involvement, while not unique among communities in the Southeastern Wisconsin Region, represents an important commitment to improving local economic conditions, and therefore can be identified as an economic development potential.

Specifically, the City of Burlington has been involved in the following economic development activities over the past several years: 1) the creation of two tax incremental financing districts in the City in 1982; 2) the improvement of Chestnut Street in the central business district; 3) the adoption of a sanitary sewer service area plan for the City and environs; and 4) the completion of a study to determine the adequacy of the City's sewage treatment plant in meeting the future sanitary sewerage needs of the City.

In addition, Burlington Industrial Development, Ltd., and the City of Burlington have been involved in several economic development activities, including: 1) the acquisition of 68 acres of land in the City for an industrial park; 2) the development of an industrial park development plan; 3) the initial provision of public infrastructure improvements for seven acres of land in the industrial park; 4) the publication of two community economic development profiles; 5) the provision of information and assistance to industry establishments interested in locating in the City; 6) the development of a direct

Table 12

ECONOMIC DEVELOPMENT POTENTIALS AND CONSTRAINTS  
IN THE CITY OF BURLINGTON

Potential One: Recent Economic Development-Related Activities in the City

Constraints Related to Potential One:

1. Lack of a coordinating economic development organization in the City.
2. Lack of a defined role and specific activities for economic development organizations in the City.
3. Lack of involvement by representatives of manufacturing establishments in local industrial development efforts.
4. Total dependence on volunteer support to implement an economic development program.
5. Lack of adequate staff to implement an economic development program.

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

Constraints Related to Potential Two:

1. Lack of an industrial development program for the retention of manufacturing industry establishments.
2. Lack of a phased development plan and capital improvements budget for the City industrial park.
3. Lack of a marketing strategy for the City industrial park.
4. Limited transportation access to the City industrial park.
5. Lack of sewerage system capacity to meet future economic development needs.
6. Lack of an updated official map ordinance.
7. Limited eligibility for state and federal economic development grant programs.
8. Redistribution of economic activity away from the North-Central region of the United States.
9. Structural changes in the national economy.

Potential Three: Retention and Expansion of the City's  
Retail Trade and Service Industry Base

Constraints Related to Potential Three:

1. Competition from retail trade and service industry establishments elsewhere in Racine County and in the Milwaukee metropolitan area.
2. Limitations related to central business district revitalization.
3. Under-representation of retail trade and service industry establishments in the City.
4. Low wages paid to workers in retail trade and service industry establishments.
5. Traffic and parking problems in the central business district.
6. Proliferation of strip commercial development.

Source: SEWRPC.

mail program to attract industrial firms from the Chicago metropolitan area; 7) involvement in the Racine County Economic Development Corporation's industry attraction and retention programs; and 8) the provision of public infrastructure improvements for an additional 14 acres of land in the industrial park.

The Burlington Area Chamber of Commerce, together with local business and industry establishments and the City of Burlington, has also been involved in a variety of activities to improve local economic conditions. The most important of these activities include: 1) the organization of a downtown workshop for the purpose of identifying goals for the revitalization of the City's central business district, as well as the means by which these goals could be accomplished; 2) the formation of two economic development organizations in the City--the Burlington Foundation and Burlington United in Local Development (BUILD), Inc.; 3) the development of a proposal to create a business improvement district (BID) in the City; 4) the completion of two studies by the University of Wisconsin--Extension--a community economic analysis and a hotel/motel feasibility study; 5) quarterly meetings of business persons to discuss local business issues; and 6) the initiation of the Chocolate City, USA, promotional program.

Constraints Related to Potential One:

Lack of a Coordinating Economic Development Organization in the City--The lack of a single entity that is designated as the primary economic development organization in the City affects the ability of the City to effectively maintain a comprehensive economic development effort. Currently, Burlington Industrial Development, Ltd., the city government, the Burlington Area Chamber of Commerce, the Burlington Foundation, and the Burlington United in Local Development (BUILD), Inc., all carry on various economic development activities. While it is highly desirable for these organizations to maintain their current level of activity, an effective and efficient city economic development program requires the designation of a single entity responsible for developing local economic development policy, identifying organizations and activities capable of implementing these policies, and seeking the necessary funding to implement economic development program activities.

Lack of a Defined Role and Specific Activities for Economic Development Organizations in the City--The City of Burlington and local economic development organizations do not have a well-defined role in the overall economic development of the City. The City's current economic development efforts lack activities that have been identified as a result of analyses of community strengths and weaknesses, and designed to be implemented over a specific period of time. This lack of a defined role and specific activities prevents an evaluation of the effectiveness of the current city economic development activities.

Lack of Involvement by Representatives of Manufacturing Establishments in Local Industrial Development Efforts--Burlington Industrial Development, Ltd., includes representatives from a cross-section of the business community, including: retail trade and service industries; financial institutions; utilities; and city government. However, representatives from local manufacturing establishments are currently not involved in industrial development efforts in the City. This lack of representation by the manufacturing

industry could limit the success of an industrial development program that is seeking to retain existing industrial firms and attract new industrial firms to the community.

**Total Dependence on Volunteer Support to Implement an Economic Development Program**--Economic development efforts in the City are currently being coordinated by local business persons, community representatives, and local citizens who provide their assistance on a volunteer basis. While volunteer support is a valuable component of an economic development program, it is important to realize that the attainment of positive economic benefits will require a sustained effort over a period of 5 to 10 years. In order to sustain this volunteer effort over an extended period of time, it is necessary for the City and economic development organizations to utilize a wide range of individuals and to distribute the work required over a broad base of volunteers. The future success of an economic development program in the City could be jeopardized if local volunteer efforts are not managed properly.

**Lack of Adequate Staff to Implement an Economic Development Program**--The staff resources available to support economic development activities in the City consist of: 1) the City Administrator; 2) the Executive Secretary for the Burlington Area Chamber of Commerce; and 3) the economic development staffs of the Racine County Economic Development Corporation, the Racine County University of Wisconsin-Extension, and the Regional Planning Commission. As with many communities in southeastern Wisconsin, the existing city staff has a wide range of other responsibilities, and existing staff of other agencies can only provide limited assistance. In addition, the Executive Secretary of the Chamber of Commerce is employed only on a part-time basis. The lack of designated full-time staff in the community to guide and coordinate the implementation of an economic development program can be considered a constraint on future economic development efforts in the City.

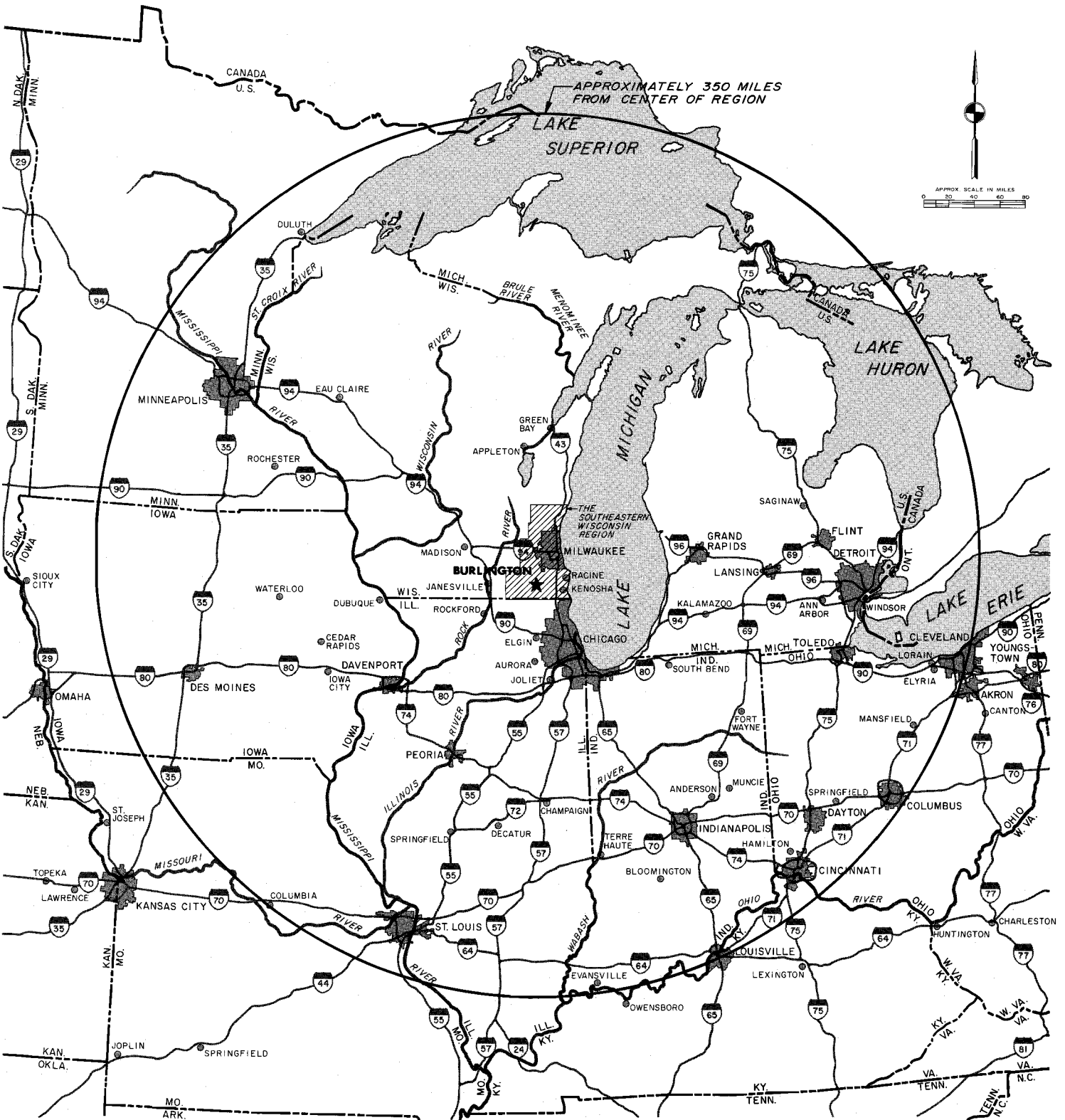
**Potential Two: Retention and Expansion of the City's Manufacturing Industry Base**

The base and structure of the city economy results in a need for special emphasis on the retention and expansion of existing manufacturing enterprises, as well as the attraction of new manufacturing enterprises to the City. This industrial development potential includes both the durable and nondurable goods manufacturing industries. In 1985, there were 31 manufacturing industry establishments located in the City of Burlington. Data indicate that in 1986 the manufacturing industry in Racine County employed 23,400 workers, or 35 percent of all workers in the County.

The strategic location of the City in the Southeastern Wisconsin Region results in the availability of an adequate labor pool to meet the needs of industrial establishments contemplating expanding or locating in the City. As indicated on Map 1, many of the most important industrial areas and heaviest population concentrations in the Midwest are located within 350 miles of the City. The City is located near several large urban centers in southern Wisconsin and northeastern Illinois, including the Milwaukee, Racine, Kenosha, and Madison areas in Wisconsin, and the greater Chicago area in Illinois. 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, and for

Map 1

REGIONAL SETTING IN THE MIDWEST



Source: SEWRPC.

services that are provided, in the City, as well as for access to raw materials and product inputs. As indicated on Map 2, the location of four major highway corridors--STH 11, STH 36, STH 83, and STH 142--in the Burlington area provides surface transportation for industrial development needs.

The high educational attainment of the resident population, as defined by the number of local residents with at least a high school education, also indicates that local manufacturing employers should be able to attract workers who are prepared for existing jobs, or can readily be trained for such jobs.

Many of the community utilities, facilities, and services of the City are able to meet the needs of an expanding industrial base. The City has a total of 68 acres of land in its industrial park, with 63 acres of this land available for use. The City has adopted development plans for the Echo Lake and Quarry Ridge Neighborhoods and has initiated the preparation of a development plan for the Industrial Park Neighborhood. These neighborhood plans allow the City to properly plan for land use in the City in a manner compatible with local resources. The City is served by transportation facilities that include well-developed, all-weather arterial streets and highways, mainline railway facilities, and air transportation facilities that are readily accessible to the City, the latter including Burlington Municipal Airport, Horlick-Racine Airport, and Milwaukee General Mitchell International Airport. In May 1986, the City adopted a sanitary sewer service area plan that should accommodate urban land use development in the Burlington area to the year 2000. The city water supply system also has adequate capacity for development. Finally, the Wisconsin Electric Power Company and the Wisconsin Southern Gas Company, Inc., provide service to the community at competitive prices.

**Constraints Related to Potential Two:**

**Lack of an Industrial Development Program for the Retention of Manufacturing Industry Establishments--**The City of Burlington and Burlington Industrial Development, Ltd., have been involved over the past several years in assisting in the expansion of manufacturing industry establishments on an ad hoc basis. However, the City and the Development Corporation do not have an ongoing program that is specifically designed to help retain manufacturing industries. An ongoing industry retention program can often help facilitate business expansion projects through technical and/or financial assistance provided by state and federal agencies.

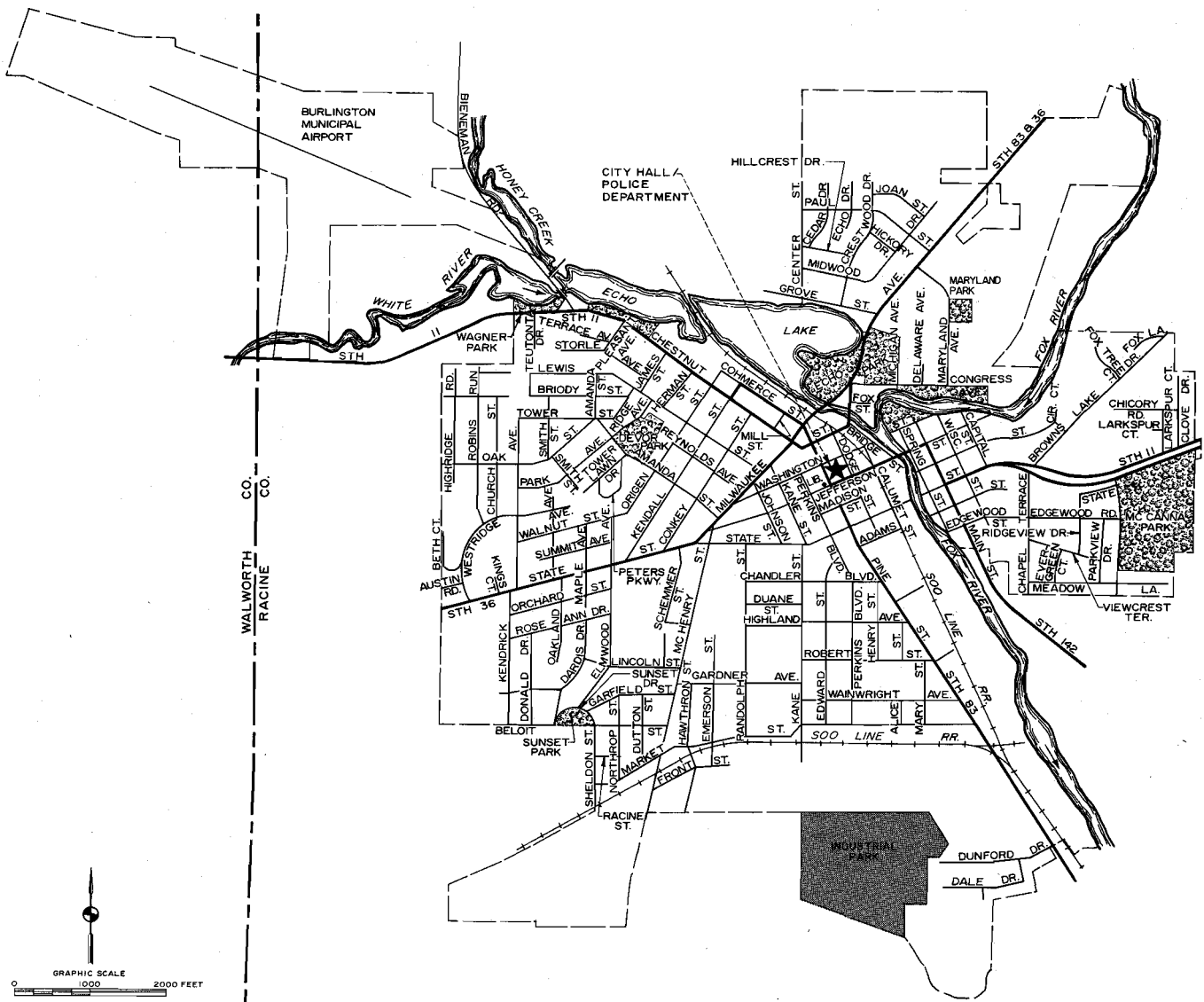
**Lack of a Phased Development Plan and Capital Improvements Budget for the City Industrial Park--**The City of Burlington and Burlington Industrial Development, Ltd., developed seven acres of the city industrial park in 1983 and are in the process of developing an additional 14 acres of industrial parkland. However, the City has not prepared a phased development plan and capital improvements budget that would provide for the orderly development of the industrial park over a specified period of time.

**Lack of a Marketing Strategy for the City Industrial Park--**The City of Burlington and Burlington Industrial Development, Ltd., initiated a marketing strategy for the industrial park in 1983 with the placement of an identifying sign at the entrance to the park and the development of two community economic development profiles and an industrial park development guide to be used in promoting the park. In addition, the Corporation has initiated a direct mail



Map 2

CITY OF BURLINGTON



Source: SEWRPC.

program and worked with Forward Wisconsin, Inc., the Wisconsin Department of Development (DOD), and the Racine County Economic Development Corporation to assist in attracting new industrial firms to the City. However, a comprehensive marketing strategy for the industrial park that includes a marketing plan, a targeting program for specific types of industry, an advertising and promotional program, and an annual budget to finance the program has not been developed.

Limited Transportation Access to the City Industrial Park--The industrial park development plan as prepared by the Regional Planning Commission recommended that the City acquire and develop a designated right-of-way from the collector street in the industrial park to Yahnke Road on the southeastern edge of the park. The Yahnke Road extension would provide improved access from the industrial park to STH 83, reduce the park's dependence on the S. Kane Street entrance, and improve traffic flow within the park. Burlington Industrial Development, Ltd., has submitted a resolution to the Burlington Common Council requesting that the City amend the official map to preserve this right-of-way. However, the Common Council has not acted on the corporation's request.

Lack of Sewerage System Capacity to Meet Future Economic Development Needs--In October 1986, the engineering consulting firm of Ruekert & Mielke, Inc., completed a study of the ability of the existing city sewage treatment plant to meet the future sanitary sewerage needs of the City. The study concluded that the treatment plant was inadequate to meet projected wastewater treatment needs and recommended that the City prepare a facility plan to identify and evaluate the alternatives for increasing the capacity of the plant.

Lack of an Updated Official Map Ordinance--The purpose of an official map ordinance is to reserve and protect land for future streets, highways, parks and parkways, and drainageways within a City's corporate limits, as well as within a City's extraterritorial plat approval jurisdiction. The City of Burlington adopted an official map ordinance in 1967. This ordinance should be updated to include all proposed land that has been designated for current or future public use, such as local and collector streets within city neighborhoods, and the collector street that would connect the industrial park with Yahnke Road.

Limited Eligibility for State and Federal Economic Development Grant Programs--State and federal agencies use indicators of economic distress to determine eligibility for various economic development grant programs. Because of an absence of economic distress in the City of Burlington, the City is currently not eligible for the U.S. Department of Housing and Urban Development (HUD), Urban Development Action Grant (UDAG) program, and is eligible, but not competitive, for the U. S. Department of Commerce, Economic Development Administration (EDA) program. In addition, the City of Burlington's relatively high personal income, limited number of persons in poverty, and high property values reduce the eligibility of the City to participate in the Wisconsin Department of Development (DOD), Wisconsin Development Fund (WDF) business loan program.

Redistribution of Economic Activity Away from the North-Central Region of the United States--Economic growth indicators for the north-central region of the United States, which includes Wisconsin, have consistently lagged behind those

of the southern and western regions of the nation. In particular, from 1970 to 1980 manufacturing employment increased by 37 percent in the West, and by 24 percent in the South, while manufacturing employment increased by only 3 percent in the north-central region. This lack of growth in the manufacturing industry in the north-central region is a constraint on the expansion of the manufacturing industry base of the City.

Structural Changes in the National Economy--This report has indicated that major changes are occurring in the structure of the United States economy. Specifically, the importance of manufacturing employment has declined and the importance of retail trade and service industry employment has increased over the past decade in Racine County, the Region, the State, and the United States. Basic structural changes in the economy that affect the manufacturing industry are also evidenced by the application of high technology to existing manufacturing processes, resulting in a change in the nature of many manufacturing jobs. These changes are having, and may be expected to continue to have, important economic consequences for the City of Burlington.

Potential Three: Retention and Expansion of the City's Retail Trade and Service Industry Base

The City of Burlington has a good potential to expand its retail trade and service industry base. In 1986, the services industry employed 13,600 workers in Racine County, or about 20 percent of all workers. In addition, 13,300 workers were employed in the retail trade industry in Racine County, or an additional 20 percent. Thus, together, these two industries employed about 40 percent of the County's labor force. A recent report by the Wisconsin Department of Development (DOD), entitled, The Job Generation Process in Wisconsin: 1969 to 1981, indicates that the service industry sector is, and may be expected to continue to be, a consistent source of new jobs during periods of both economic expansion and recession. The Racine County University of Wisconsin-Extension community economic analysis for the City indicates that in 1984, health services employed about 700 workers in the City, or over one-half of the total services industry workers in the City. Major health service employers include the Burlington Clinic, S.C., the Burlington Medical Center, Memorial Hospital, and the Mount Carmel Care Center.

The City currently has a good base of retail trade and service industry establishments. The city central business district remains a good location for such establishments, and has been the focus of a series of activities intended to provide an impetus for downtown revitalization, as well as to serve as a catalyst for communitywide promotional activities. These activities demonstrate the concern and commitment that local officials, business persons, and residents have for improving the economy of the City. The City also has a variety of small retail malls and commercial strip areas that provide retail goods and services.

Finally, the City of Burlington, Burlington Standard Press, Burlington Area Chamber of Commerce, and the Nestle Company, Inc., have developed an ambitious program to identify the City of Burlington as Chocolate City, USA. The program includes numerous promotional efforts that will provide the City with an opportunity to establish a community identity that can be used as a focal point for expanding the City's retail trade and service industry base. The

creation of this community identity should assist the City in developing a market "niche" and in attracting consumers from the City of Burlington and surrounding communities, as well as from the Milwaukee metropolitan area.

**Constraints Related to Potential Three:**

**Competition from Retail Trade and Service Industry Establishments Elsewhere in Racine County and in the Milwaukee Metropolitan Area**--The City of Burlington is only one of several communities in Racine County and the Milwaukee metropolitan area that have an established central business district or other major center of commercial activity. Consequently, the retail trade and service industry establishments in the City face strong competition from establishments in other communities. In particular, the proximity of the City to the Racine area and to the regional shopping malls in Milwaukee County provides opportunities for local residents to purchase goods and services in other locations.

**Limitations Related to Central Business District Revitalization**--Many private and public sector promotional efforts in the City have established a positive attitude toward central business district revitalization. However, as with many central business districts in southeastern Wisconsin, there is still a need for retail trade and service industry establishment owners, as well as absentee owners, to undertake a truly cooperative effort to solve problems related to the physical appearance and marketing of local businesses.

**Under-Representation of Retail Trade and Service Industry Establishments in the City**--The community economic analysis conducted by the Racine County University of Wisconsin-Extension identified a number of retail trade and service industry sectors that are under-represented in the City. These industry sectors include: apparel and accessory stores; eating and drinking places; hotels and other lodging places; personal services; business services; miscellaneous repair services; and legal services. Local officials and business persons will need to examine these industry sectors to determine the potential to attract successful new establishments in these industries.

**Low Wages Paid to Workers in Retail Trade and Service Industry Establishments**--Retail trade and service industry establishments generally pay lower wages than do manufacturing industry establishments. In addition, a number of retail trade and service industries may demand a relatively lower skill level, resulting in a negative image of these jobs by many members of the labor force. Consequently, retail trade and service industry jobs are often perceived as providing little, if any, opportunities for advancement. There is a general lack of awareness on the part of the civilian labor force that the retail trade and service industries are, and will continue to be, growth industries, resulting in new opportunities for employment. These labor force factors could result in a lack of availability of qualified workers for jobs in retail trade and service industries and, as a result, act to inhibit the growth of these industries in the City.

**Traffic and Parking Problems in the Central Business District**--The City of Burlington downtown workshop that was conducted in October 1985 identified a need to develop a plan to improve vehicular traffic patterns and parking availability in the central business district. As a follow-up to this workshop, two studies were conducted to provide an analysis of the issues

concerned. A traffic and parking survey that was published in the Burlington Standard Press indicated that over one-half of the respondents were dissatisfied with the City's one-way street system, that approximately 70 percent of the respondents believed there was a need for more diagonal parking in the downtown, and that approximately 90 percent of the respondents would like a better heavy truck route through the City. In addition, a parking study that was conducted in the central business district concluded that the number of on-street and off-street parking spaces should be increased, that access to on-street and off-street parking should be improved, that speed limits in the downtown should be reduced, and that highway traffic should be rerouted away from the downtown. These concerns should be addressed as part of a downtown revitalization program in the City.

Proliferation of Strip Commercial Development--There are currently several areas of strip commercial development in the City. While the development of these areas has resulted in the growth of retail trade and service industries, the businesses located in these areas are in direct competition with the businesses located in the central business district. This competition could result in the eventual decline of the central business district as a major commercial center.

#### SUMMARY AND CONCLUSIONS

The information provided herein indicates that there are three overall economic development potentials in the City of Burlington: 1) recent economic development activities in the City; 2) retention and expansion of the City's existing manufacturing industry base; and 3) retention and expansion of the City's retail trade and service industry base. In addition, this section has identified a number of economic development constraints that are inhibiting the realization of the City's economic development potentials. The economic development strategy for the City of Burlington will focus on enhancing the City's potential for economic development through the elimination of the identified constraints.

The next section of this report represents a recommended City of Burlington economic development strategy. The strategy sets forth the overall goals, objectives, and activities that are necessary to improve economic conditions in the City.

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## 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 Burlington; 2) described the current state of the city economy; 3) analyzed the historic economic development efforts in the City; and 4) set forth the potentials for, and constraints on, economic development in the City. The purpose of this section is to identify and recommend an economic development program for adoption and implementation by the City.

More specifically, this section of the economic development program presents: 1) overall long-term goals for the City's economic development program; 2) specific criteria to guide the development and operation of the economic development program; 3) recommended economic development objectives and activities that will assist in implementing the goals of the economic development program; 4) the activities required to implement the recommended economic development program; and 5) monitoring criteria for measuring the success of the various economic development program activities.

#### GOALS OF THE ECONOMIC DEVELOPMENT PROGRAM

An economic development program in the City of Burlington will be successful only if the program has clear long-term goals that can guide the development and implementation of the program over time. These goals should reflect the type of economic development program that is desired in the City and be designed to be achieved through the utilization of specific economic development program objectives and activities. In this way, an effective economic development program can be formulated for the City and its effectiveness measured over time.

The following long-term goals have been established for the City to guide the economic development program:

1. The program should establish and maintain an organization that will guide and coordinate the citywide efforts of individuals and organizations concerned with the economic development of the City.
2. The program should help retain existing employment opportunities and provide for the expansion of employment opportunities in the City by helping to meet the needs of all local employers.
3. The program should help to create new employment opportunities through the attraction of new employers to the City.

4. The program should help to create new employment opportunities by providing assistance to persons interested in developing new, or expanding existing, small businesses in the City.
5. The program should 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 in the City of Burlington is envisioned as an ongoing effort to improve the local economy. In order to guide Burlington Industrial Development, Ltd., in its selection of objectives and activities to improve the City's economy, the following decision-making criteria have been established:

1. Nature of Program Activities. The City's economic development program activities should involve:
  - a. enhancing the ability of unemployed and underemployed workers to gain meaningful employment opportunities in the City;
  - b. coordination of existing economic development activities being undertaken by the City and by local economic development organizations;
  - c. utilization of city staff and the staff of local and regional economic development agencies to the maximum extent possible in carrying out the program activities;
  - d. economic development technical assistance to business and industry in the City; and
  - e. acting as a conduit for 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 and industry in the City. Consequently, the City's economic development program should include activities that address problems and issues facing a variety of industry sectors, with emphasis on the manufacturing; retail trade; finance, insurance, and real estate; and service industries.

#### **CITY OF BURLINGTON ECONOMIC DEVELOPMENT PROGRAM: OBJECTIVES AND ACTIVITIES**

This section presents the specific objectives and activities that should be undertaken to enable the City to accomplish its long-term economic development goals. In addition, the objectives and activities identified herein are intended to help alleviate the economic development constraints that were identified in Section IV of this report.



The recommended objectives and activities are categorized by five major functional areas that correspond to the economic development goals identified herein. These functional areas include: 1) organizational development, 2) industry retention, 3) industry attraction, 4) small business development, and 5) community facilities and services.

### Organizational Development

**Objective One:** To establish a lead economic development group in the City with the responsibility to: 1) carry out the City's economic development program; 2) coordinate the various economic development program activities; and 3) act as a conduit for citizen input into the economic development program planning process. This lead economic development group would also need to provide the staff support necessary to conduct the economic development program. While this objective is directly related to goal one, this objective is also related to all of the other goals previously identified in this section. This objective and the activities identified below are intended to address the economic development constraints of: 1) the lack of a coordinating economic development organization in the City; 2) the lack of a defined role and specific activities for economic development organizations in the City; 3) the lack of involvement by representatives of manufacturing establishments in local industrial development efforts; 4) the total dependence on volunteer support to implement an economic development program; and 5) the lack of adequate staff to implement an economic development program.

**Activity One--**The City of Burlington Common Council should establish an Office of Burlington Economic Development. It is recommended that the Office utilize the activities in this economic development program plan as the basis for its work program for the next two years, and reevaluate the program plan at the end of two-year period using the monitoring criteria identified at the end of this section. The Office would be responsible for implementing the economic development program activities in cooperation with Burlington Industrial Development, Ltd., the Burlington Area Chamber of Commerce, the Burlington Foundation, and BUILD, Inc., as identified herein.

**Activity Two--**The City of Burlington Common Council should create a five-member joint review board to direct the Office of Burlington Economic Development. The office board would consist of the following members:

1. Mayor of the City of Burlington.
2. President, or voting member designee of the President, of Burlington Industrial Development, Ltd.
3. President, or voting member designee of the President, of the Burlington Area Chamber of Commerce.
4. President, or voting member designee of the President, of the Burlington Foundation, Ltd.
5. President, or voting member designee of the President, of Burlington United in Industrial Development (BUILD), Inc.

**Activity Three--**The Office of Burlington Economic Development should establish an organizational structure that is capable of coordinating the activities of the various economic development organizations that are currently operating in the City. As indicated in Figure 3, it is recommended that the office design its work program to coordinate the economic development activities of Burlington Industrial Development, Ltd., the Burlington Foundation, BUILD, Inc., and the Burlington Area Chamber of Commerce. Burlington Industrial Development, Ltd., would be responsible for the retention and attraction of manufacturing and service industry establishments, and working with the City to establish and maintain the community facilities and services necessary for a successful economic development program. The Burlington Area Chamber of Commerce, the Burlington Foundation, and BUILD, Inc., in addition to their existing activities, would be responsible for implementing those activities that are related to commercial business development, overall community identity, and central business district revitalization, as indicated in this section.

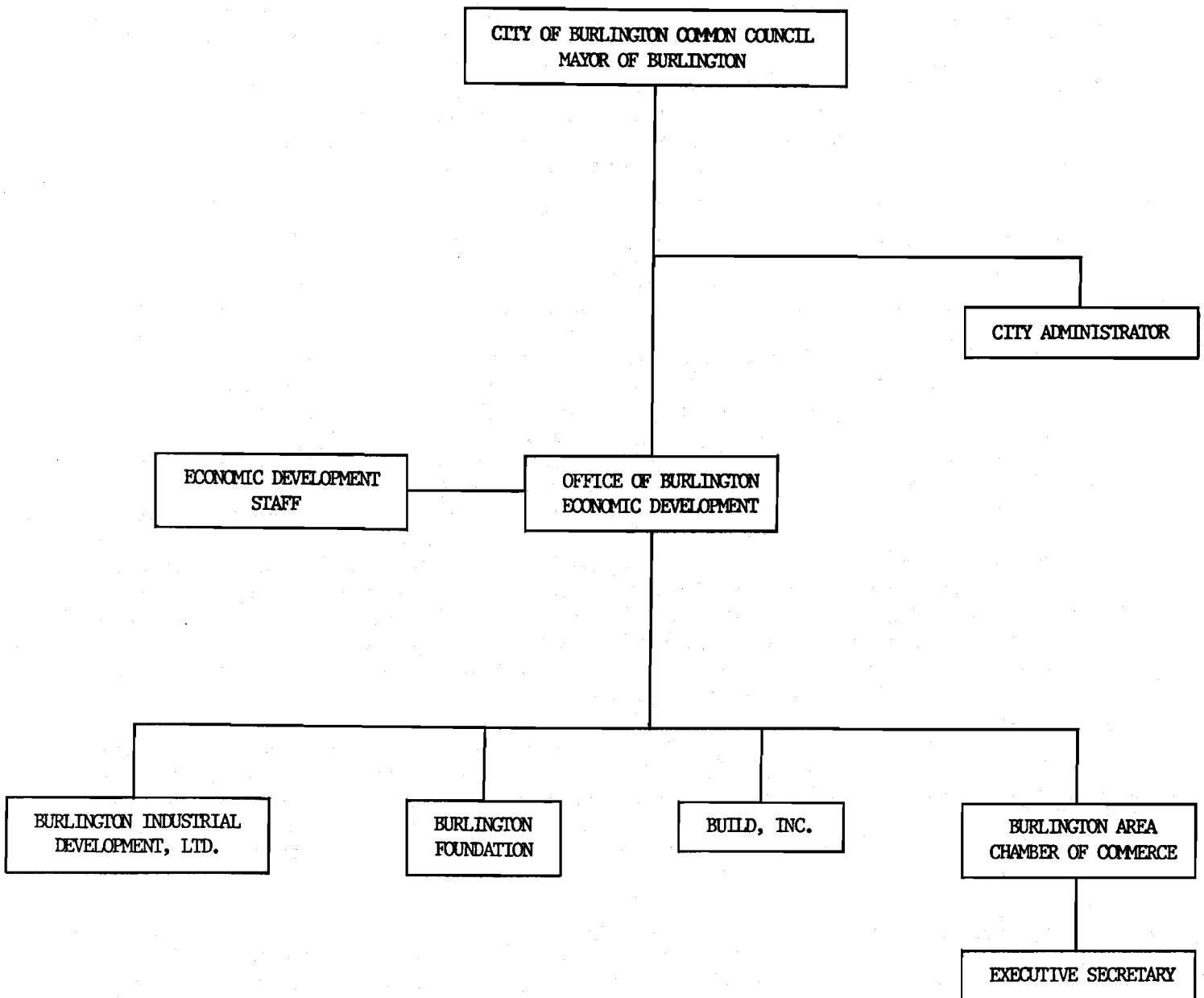
Figure 3 also indicates that the Mayor and the City Administrator should have major responsibility in the overall economic development program. This recommendation is based on the authority vested in the Mayor and City Administrator with regard to the administration of city activities, as well as the Mayor's and City Administrator's availability on a daily basis to assist in economic development activities. Specifically, the City Administrator should serve as an ex-officio member of the joint review board, and the Mayor and City Administrator would: 1) review requests for new programs and activities from the Office of Burlington Economic Development; 2) assist the office in coordinating funding requests and fund-raising activities; and 3) coordinate economic development activities with other city programs and activities.

**Activity Four--**To provide for the successful implementation of the economic development strategies identified in this study, the Office of Burlington Economic Development should utilize existing city staff during the first year of the program and a full-time economic development director beginning in the second year of the program. The potentials and constraints presented in Section IV of this study identified an immediate need for full-time economic development staff; however, the local economic development organizations will need time to initiate their local fund-raising campaigns. In addition, it is recommended that the Burlington Area Chamber of Commerce continue to employ an Executive Secretary to coordinate the chamber's daily activities and assist the office with its administrative activities. The Mayor and City Administrator would be responsible for implementing the activities identified for the first year of the economic development program, while the director of the office, along with the Mayor and the City Administrator, would be responsible for implementing the activities identified for the second year of the program. In addition, the City should utilize the professional staff assistance that is available from the Racine County Economic Development Corporation, the South-eastern Wisconsin Regional Planning Commission (SEWRPC), and UW-Extension.

**Activity Five--**The Office of Burlington Economic Development should establish an annual operating budget of \$40,000 beginning in 1988 to administer the City's economic development program. As mentioned above, the administration of the program in 1987 would be carried out using existing city staff. In addition, the City will need to establish a separate budget, as discussed at the end of this section, to implement the economic development program

Figure 3

ORGANIZATIONAL STRUCTURE FOR IMPLEMENTING THE  
CITY OF BURLINGTON OVERALL ECONOMIC DEVELOPMENT PROGRAM (OEDP) PLAN



SOURCE: SEWRPC.

activities. It is recommended that the City of Burlington contribute \$25,000 and the four economic development organizations in the City provide \$15,000 in the form of direct payments or in-kind services. All fund-raising activities would be coordinated through the office.

Activity Six--Burlington Industrial Development, Ltd., the Burlington Area Chamber of Commerce, the Burlington Foundation, and BUILD, Inc., should periodically monitor the representation on their boards of directors to ensure that a wide range of public and private sector representatives are maintained in a leadership capacity. Specifically, it is recommended that Burlington Industrial Development, Ltd., appoint a representative from the manufacturing industry sector to serve on its board of directors as soon as an opening occurs.

#### Industry Retention

Objective Two: To develop and maintain an ongoing industry retention program that is designed to identify the problems and concerns of local employers, identify and implement solutions to those problems, develop a local public/private sector partnership that will further economic development in the City, and assist local business and industry in taking advantage of opportunities to expand their facilities and increase employment opportunities. This objective is directly related to goal two of the economic development program. This objective and the activities identified below address the following economic development constraints that were identified in Section IV of this report: 1) the lack of an industrial development program for the retention of manufacturing industry establishments; 2) the limited eligibility for state and federal economic development grant programs; 3) the redistribution of economic activity away from the north-central region of the United States; 4) structural changes in the national economy; 5) the competition from retail trade and service industry establishments elsewhere in Racine County and in the Milwaukee metropolitan area; and 6) low wages paid to workers in retail trade and service industry establishments.

Activity Seven--The Office of Burlington Economic Development should maintain a close working relationship with the Racine County Economic Development Corporation. Specifically, the office board members should attend the annual meetings of the corporation, and the office should request that the corporation appoint one of its board members as an ex-officio member of the office joint review board.

Activity Eight--Once the OEDP document has been adopted by the Common Council, the City of Burlington should provide a copy of the document to the following organizations: 1) the Wisconsin Department of Development (DOD); 2) Forward Wisconsin, Inc.; 3) the Wisconsin Electric Power Company; and 4) the Wisconsin Southern Gas Company. The OEDP document should be transmitted to these organizations with a cover letter stating that the City is interested in pursuing an active economic development program, and that the City is interested in working with these organizations in the implementation of the OEDP program. The City Administrator should coordinate this activity.

Activity Nine--Local business persons should be provided with information on the technical and financial assistance that is being provided by public and

private economic development organizations for business and industry with 20 or more employees. The Office of Burlington Economic Development and Burlington Industrial Development, Ltd., should prepare a written summary on the assistance that is available, identifying the office staff as a contact for obtaining additional detailed program information, and mail this information to local business persons. This summary should be updated on an annual basis. In addition, the office staff should promote the Racine County Business Development Corporation Certified Development Company program and the Wisconsin Development Fund economic development financing program, both of which provide business and industry with long-term, fixed-asset financing at below-market rates. The Regional Planning Commission should assist the office in preparing the annual summary.

**Activity Ten**--The Office of Burlington Economic Development and Burlington Industrial Development, Ltd., should meet with representatives of employment training organizations in Racine County, such as Burlington High School, Gateway Technical Institute, and the Southeastern Wisconsin Private Industry Council, Inc., to discuss opportunities for working with local industry on employment training programs. The Private Industry Council is the administrative agent for the federal Job Training Partnership Act (JTPA), which is the federal government's major public employment training program. The Private Industry Council received \$1,836,000 in fiscal year 1986 to operate employment training programs in Racine County. The City Administrator should coordinate this activity in the first year, and the Director of the Office of Burlington Economic Development in the second and subsequent years.

**Activity Eleven**--The Office of Burlington Economic Development and Burlington Industrial Development, Ltd., should establish a business and industry "hotline" to the City Administrator and notify all business persons of its availability. The hotline would provide the City of Burlington with information on problems and/or issues that are affecting local businesses. In addition, the hotline would enable local officials to develop a direct line of communication with local business persons. The City Administrator should coordinate this activity.

**Activity Twelve**--Local business persons should periodically be sent information on seminars and workshops on securing government contracts and increasing product exporting. The Wisconsin DOD sponsors workshops on these topics and local business persons should be made aware of their availability. In addition, the office of Congressman Les Aspin, U. S. House of Representatives, sponsors seminars on government contract procurement. Local business persons should be provided with information about these procurement seminars, and the Office of Burlington Economic Development should offer to host one of these seminars in the City. The City Administrator should coordinate this activity in the first year, and the Director of the Office of Burlington Economic Development in the second and subsequent years.

**Activity Thirteen**--The chief executive officers of manufacturing and service industry establishments with corporate headquarters located outside the City should be contacted. These contacts should be in the form of a personalized letter. The chief executive officers should be informed of the City's interest in retaining these firms in the City and in assisting with any expansion of the firm. In addition, these individuals should be notified of the City's

current economic development efforts. The City Administrator should coordinate this activity with the Office of Burlington Economic Development and Burlington Industrial Development, Ltd.

**Activity Fourteen**--The Office of Burlington Economic Development should assist the City, the Burlington Area Chamber of Commerce, and the Burlington Foundation in coordinating annual events for the Chocolate City, USA, promotional campaign. The City Administrator should coordinate this activity in the first year, and the Director of the Office of Burlington Economic Development in the second and subsequent years.

**Activity Fifteen**--The Office of Burlington Economic Development and Burlington Industrial Development, Ltd., should assist local business and industry with obtaining information on local and state permits, building codes, and zoning requirements required for planned expansion projects. This activity should be coordinated with the business and industry hotline, so that interested business persons can request information through the office of the City Administrator.

**Activity Sixteen**--The Office of Burlington Economic Development and the Burlington Area Chamber of Commerce should continue the quarterly meetings that are being held with representatives of business and industry in the City. These meetings provide an opportunity for the business community to provide input to the economic development program planning process, and for local business persons to receive timely information on pertinent economic development issues. The City Administrator should coordinate this activity in the first year, and the Director of the Office of Burlington Economic Development in the second and subsequent years.

#### **Industry Attraction Activities**

**Objective Three**: To initiate an industry attraction program that will attract two new industry establishments to the City during the next two years. This objective is directly related to goal three of the economic development program. This objective and the activities identified below are designed to address the economic development constraints of: 1) the lack of a marketing strategy for the city industrial park; 2) the redistribution of economic activity away from the north-central region of the United States; and 3) structural changes in the national economy.

**Activity Seventeen**--The Office of Burlington Economic Development and Burlington Industrial Development, Ltd., should establish a five-member industry attraction team that would be responsible for working with business and industry interested in locating in the City. The Mayor and City Administrator should serve on this team, along with three individuals who are knowledgeable about the community facilities and services and business and industry in the City. The City Administrator should coordinate this activity.

**Activity Eighteen**--The Director of the Office of Burlington Economic Development should become a member of the Racine County Economic Development Corporation's industry attraction committee. In addition, the City Administrator should continue to serve as a member of this committee. The committee is responsible for the Corporation's marketing campaign, and provides the City

with an opportunity to participate in county-sponsored trade shows, call trips, a direct mail program, and training seminars. Members of the city industry attraction team should, on a rotating basis, participate in the call trips of the Racine County Economic Development Corporation.

Activity Nineteen--The Southeastern Wisconsin Regional Planning Commission, in cooperation with the Wisconsin Electric Power Company, has provided the City of Burlington with economic profiles of the City, Racine County, and the Southeastern Wisconsin Region. These profiles were completed in 1983 and provide pertinent information on the City's economic base. In addition, the Regional Planning Commission assisted the City of Burlington in compiling and printing an economic development fact book on the City in 1983 that provided maps of the City and the City's industrial park, along with pertinent information on the City's business and industry and community facilities and services. The City Administrator should request that the Regional Planning Commission provide an update to the profiles and the economic development fact book. This information should be used along with the City's industrial park development guide and community brochures in the city industry attraction program.

Activity Twenty--The Office of Burlington Economic Development and Burlington Industrial Development, Ltd., should identify a group of 10 targeted industries to use in its direct mail industry attraction program described in activity 21. These industries, which should be identified by four-digit Standard Industrial Classification (SIC) code, should exhibit historical growth in industry shipments and employment, and be compatible with the resources of the Burlington area. The City Administrator should work with Burlington Industrial Development, Ltd., and an economic development consultant in compiling this list of targeted industries.

Activity Twenty-One--The Office of Burlington Economic Development should work with Burlington Industrial Development, Ltd., to update the existing direct mail program. The office should purchase manufacturing directories for a select number of states, choose a random sample of the targeted industries identified in activity 20, and contact a minimum of 500 industry establishments in three states in which a substantial number of these establishments are located. The office should contract with a local advertising firm to develop a series of multi-colored postcards to use in this mailing. The City Administrator should coordinate this activity in the first year, and the Director of the Office of Burlington Economic Development in the second and subsequent years.

Activity Twenty-Two--The Office of Burlington Economic Development and Burlington Industrial Development, Ltd., should network its industry attraction activities with the activities of the Wisconsin Electric Power Company, the Wisconsin Southern Gas Company, Forward Wisconsin, Inc., and the Wisconsin DOD. These agencies have established their own direct mail programs, call trips, and trade show contacts, and the office should utilize these programs when applicable.

Activity Twenty-Three--The Office of Burlington Economic Development should work with Burlington Industrial Development, Ltd., in developing and implementing a marketing strategy for the city industrial park. This marketing

strategy is needed to attract new industry establishments to the City and to provide sufficient growth for a phased industrial park development plan as described below. A successful marketing strategy would consist of the following:

1. The designation of the Director of the Office of Burlington Economic Development as the agent for marketing the industrial park.
2. A study that would identify the rate of absorption of vacant industrial land in selected southeastern Wisconsin communities. This activity would assist the City in determining the potential absorption rate for land in the city industrial park.
3. A direct mail program using the targeted growth industries with locational advantages that exist in the City as described in activities 20 and 21.
4. A sales promotion campaign that would be used as a follow-up to the direct mail program and for individual contact with industry prospects. This campaign would include the distribution of a community promotional packet using the City's economic development fact book, the community brochure, the industrial park development guide, and the Nestle Company promotional packet, and the utilization of the industry attraction team to provide tours of the City for interested industry prospects.
5. The active participation in the Racine County Economic Development Corporation's industry attraction program as described in activity 18. This program would provide the City with access to a second direct mail program, trade shows, print media advertisements, and local promotional events.

The City Administrator should coordinate this activity in the first year, and the Director of the Office of Burlington Economic Development in the second and subsequent years.

Activity Twenty-Four--The City's community brochure needs to be updated for use in the city industry attraction program. The Office of Burlington Economic Development should work with Burlington Industrial Development, Ltd., the Burlington Area Chamber of Commerce, and a local advertising firm to create an attractive design for the City's community brochure. The brochure should highlight the unique aspects of the community and be suitable for distribution to business and industry interested in locating in the City, and for inclusion in the Racine County Economic Development Corporation's direct mail program. The Director of the Office of Burlington Economic Development should coordinate this activity.

Activity Twenty-Five--The Office of Burlington Economic Development, Burlington Industrial Development, Ltd., and the Burlington Foundation should continue to develop the computerized inventory of vacant commercial buildings and available land sites in the City. In addition, vacant industrial buildings and available land sites should be included as a part of this inventory. These efforts should be coordinated with the Wisconsin Sites and Buildings



Information System (WISBIS) being coordinated by the Wisconsin DOD, as well as the computerized inventory system of the Wisconsin Electric Power Company. The Director of the Office of Burlington Economic Development should coordinate this activity.

#### Small Business Development

**Objective Four:** To emphasize small retail, service, and manufacturing firms with 20 or fewer employees that are currently located in the City or are expected to locate in the City during the first two years of the economic development program. This objective is directly related to goal four of the economic development program. This objective and the activities identified below are designed to address the economic development constraints of: 1) the competition from retail trade and service industry establishments elsewhere in Racine County and in the Milwaukee metropolitan area; 2) the underrepresentation of retail trade and service industry establishments in the City; and 3) the lack of an industrial development program for the retention of manufacturing industry establishments.

**Activity Twenty-Six--**The Office of Burlington Economic Development and Burlington Industrial Development, Ltd., should provide small manufacturing and service industry establishments with a written summary of the financial assistance that is available to small businesses in the City. The summary should be provided to all business and industry with fewer than 20 employees, together with the name of a contact person who can provide additional detailed program information. The City Administrator and the Director of the Office of Burlington Economic Development should request assistance for this activity from the Regional Planning Commission.

**Activity Twenty-Seven--**The industry attraction program that is discussed in the activities associated with objective three should emphasize the attraction of manufacturing firms with fewer than 20 employees to the City. This activity is particularly important because studies show that the majority of growth in Wisconsin is being provided by small businesses.

**Activity Twenty-Eight--**The Office of Burlington Economic Development and the Burlington Area Chamber of Commerce should promote the availability of the business feasibility and management assistance provided by the UW-Extension Small Business Development Center (SBDC). The SBDC assistance is provided through individual counseling, workshops, and seminars, and is particularly valuable to the owners of small businesses. The office should work with the Racine County UW-Extension to schedule SBDC business feasibility workshops in the City that will assist local entrepreneurs in starting new businesses. In addition, the office and the UW-Extension should identify individual businesses in need of counseling assistance and sponsor business management workshops and seminars to provide local business persons with technical assistance on the daily operation of their businesses.

#### Community Facilities and Services

**Objective Five:** To ensure that community facilities and services are adequate to meet the needs of existing and new business and industry. This objective is directly related to goal five of the economic development program. This objective and the activities identified below are designed to address the

following economic development constraints: 1) the lack of a phased development plan and capital improvements budget for the city industrial park; 2) the limited transportation access to the city industrial park; 3) the lack of sewerage system capacity to meet future economic development needs; 4) the lack of an updated official map ordinance; 5) limitations related to central business district revitalization; 6) traffic and parking problems in the central business district; and 7) the proliferation of strip commercial development.

Activity Twenty-Nine--The Office of Burlington Economic Development should work with the City of Burlington in establishing a phased development plan and capital improvements budget for the City's industrial park. The City is currently developing 14 acres of land in the industrial park for future use, with an additional 47 acres of land available for development, including floodplain areas and environmental corridors. As a result, the City will need to schedule the construction of public infrastructure improvements in the developable areas of the undeveloped portion of the park, along with providing adequate funding for this activity, so that the City has adequate land available for industry establishments interested in locating in the City. It is recommended that the City adopt a phased development plan and capital improvements budget that will provide for the orderly development of the industrial park in approximately 10-acre increments beginning in 1988 if a need for additional developed land is determined to exist. A minimum of approximately 10 acres of "ready-to-sell" improved land should be available to incoming industry at all times. The City Administrator should be responsible for coordinating this activity.

Activity Thirty--The City should create a tax incremental financing district in the City's industrial park to provide a method for funding the improvements to the park that are identified herein, as well as to provide partial funding for the staff position that will be created to establish an economic development program in the City. The City Administrator should coordinate this activity.

Activity Thirty-One--The City of Burlington Plan Commission and Common Council should formally adopt the Burlington industrial park site development plan that was prepared by the Regional Planning Commission and informally adopted by the City Plan Commission in 1983. This plan could be adopted as a resolution by the City as stated in Chapter 62.23 of the Wisconsin Statutes. The City Administrator and the City Attorney should coordinate this activity.

Activity Thirty-Two--The City of Burlington should update the City's official map ordinance in order to preserve and protect land for future transportation use in the City. This ordinance should be updated to designate a right-of-way for an arterial bypass for STH 36 and STH 83 along the eastern edge of the City. The construction of this bypass is needed to alleviate traffic congestion in the central business district and in residential areas. The official map ordinance should also be updated to designate a right-of-way for extending the collector street in the industrial park to Yahnke Road. This right-of-way is needed to provide access to the industrial park from STH 83 and to alleviate the traffic congestion that would develop at the S. Kane Street entrance once the industrial park is fully developed. As a followup to the updating of the official map ordinance, the City should either purchase the designated

right-of-way for the Yahnke Road extension and the adjoining land, or condemn the right-of-way to protect it from future development. The official map ordinance should also be updated to include all collector and arterial streets that have been added to the City since the official map ordinance was created. The City Administrator should coordinate this activity.

Activity Thirty-Three--The City should continue to actively pursue improvements to STH 36 from the City of Burlington to STH 100 in Milwaukee County. The widening of this highway from two to four lanes would improve safety and provide for the increased traffic volumes that are forecast through the year 2010.

Activity Thirty-Four--The Office of Burlington Economic Development, the Burlington Area Chamber of Commerce, the Burlington Foundation, and BUILD, Inc., should work with a private consultant in developing a comprehensive redevelopment plan that would address business development, urban design, and traffic circulation problems in the central business district. The plan would include the following activities:

1. The selection of a study committee to guide the work effort. It is recommended that this committee be comprised of representatives of the City Plan Commission, the Burlington Area Chamber of Commerce, the Burlington Foundation, and BUILD, Inc.
2. The formulation of objectives, principles, and standards, along with urban design criteria related to the redevelopment of the downtown area.
3. The completion of inventories and analyses to aid in the preparation of a downtown redevelopment plan that would include:
  - a. A base map showing the location of streets, property boundary lines, and buildings.
  - b. A land use inventory that includes the identification of the types of activities within each of the buildings and the amount of floor space allocated to each activity.
  - c. An exterior building conditions survey identifying the physical condition of each building in the downtown, along with the existence of any historically or architecturally significant buildings.
  - d. A building code violation survey to identify all building code violations in the downtown.
  - e. An update of the City's photographic streetscape facade analysis.
  - f. A photographic building inventory showing the street elevations for each building in the downtown.

- g. A public facilities inventory to determine the need for improvements to the water supply, sanitary sewerage, and stormwater drainage facilities serving the downtown.
  - h. A local merchants survey to assess the perceptions of local business persons with regard to the redevelopment of the downtown area, and to assess their interest in participating in a downtown revitalization program.
  - i. A consumer market survey to identify the perceptions of local residents with regard to shopping in the downtown.
  - j. An urban design analysis to identify general urban design and building design problems and issues in the downtown.
  - k. A traffic and parking inventory including traffic counts; turning movements; number of vehicular accidents; adequacy of traffic control devices; and capacity, location, turnover, and occupancy rates of existing on-street and off-street parking facilities in the downtown.
  - l. An analysis of city ordinances and codes as they relate to downtown development.
- 4. The preparation of forecasts of demand for various types of commercial land use and traffic and parking conditions in the downtown.
  - 5. The preparation of a downtown redevelopment plan with three components--a business development plan, a detailed schematic design plan, and an update to the existing traffic circulation plan. The business development plan would address the expansion potential of existing buildings, the attraction of new businesses to the downtown, and the adoption of alternative uses for existing locations. The detailed schematic design plan would include detailed land use proposals and landscape planting proposals. The traffic circulation plan would recommend alternative traffic circulation patterns, physical improvements to streets and intersections, traffic signalization, and the location of on- and off-street parking. Each of these plans would also include the identification of who would be responsible for carrying out the activities, what financing mechanisms would be used to fund the activities, and the specific dates on which the improvements would be completed.

Activity Thirty-Five--The Office of Burlington Economic Development, the Burlington Area Chamber of Commerce, the Burlington Foundation, and BUILD, Inc., should work with downtown merchants and property owners in establishing a business improvement district (BID) in the downtown. A business improvement district provides a mechanism for developing, managing, and promoting the revitalization of the central business district through a special assessment on businesses located within the district. The formation of this district could provide funding for the downtown redevelopment plan identified above and partial funding for the Office of Burlington Economic Development staff costs.

The City Administrator should request assistance from a planning consultant for this activity.

Activity Thirty-Six--The City of Burlington should contract with a consulting engineering firm to prepare the facility plan that was recommended in the City sewage treatment plant study. In addition, the City Administrator and the City Engineer should continue their evaluation of the conveyance capacity of the City sewerage system. The facility plan and evaluation of the conveyance capacity are needed to identify and evaluate the alternatives for increasing the capacity of the city sewage treatment plant and the ability of the City to expand its sewerage system to meet the demands of a growing industrial base.

Activity Thirty-Seven--The City of Burlington has entered into an agreement with the Regional Planning Commission to complete a neighborhood plan for the Industrial Park Neighborhood. The City should work closely with the Regional Planning Commission in completing this study. The neighborhood plan is needed to identify future collector and land access street alignments and block configurations, and to identify locations within the neighborhood for institutional, residential, recreational, and commercial land use. The City Administrator should coordinate this activity.

Activity Thirty-Eight--The Office of Burlington Economic Development, the Burlington Area Chamber of Commerce, the Burlington Foundation, and BUILD, Inc., should pursue the development of a new motel or hotel in the City. The UW-Extension Recreation Resources Center study determined that a motel or hotel would be feasible in the City. An investor or group of investors must now be identified to implement this project. The office should provide potential developers with information on the Wisconsin Development Fund (WDF) economic development financing program and the Racine County Business Development Corporation Certified Development Company program. These programs could assist developers in financing such a development. The City Administrator and the Director of the Office of Burlington Economic Development should coordinate this activity.

#### **CITY OF BURLINGTON ECONOMIC DEVELOPMENT PROGRAM: IMPLEMENTATION**

This section of the economic development program plan summarizes the economic development activities that have been developed for the City, and identifies a schedule for implementing the activities that includes the estimated cost of the identified activity and the time period during which the implementation should take place.

#### **Summary, Cost, and Scheduling for the Economic Development Program Activities**

Table 13 provides a summary of the recommended economic development program activities, estimates the cost of each activity, and identifies the time period during which implementation should take place. These activities are scheduled to be implemented during an initial two-year period.

It is estimated, as described in activity five, that \$40,000 will be needed in 1988 for economic development staff to administer the program. It is also estimated that an additional \$60,000 will be needed to implement the economic development program activities in 1987 and 1988, as indicated in Table 13.

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Table 13

CITY OF BURLINGTON OVERALL ECONOMIC DEVELOPMENT PROGRAM IMPLEMENTATION SCHEDULE

Activity	Responsibility	Estimated Cost	Time Period During Which Activity Will Take Place									
			1987			1988			1989			
			APR-JUN	JUL-SEP	OCT-DEC	JAN-MAR	APR-JUN	JUL-SEP	OCT-DEC	JAN-MAR	APR-JUN	JUL-SEP
ORGANIZATIONAL DEVELOPMENT												
1. Designate Office of Burlington Economic Development*	Common Council	None	-----									
2. Create Five-Member Joint Review Board to Direct Office	Common Council	None	-----									
3. Establish Organizational Structure for Coordinating Economic Development Activities	BIDL/Chamber/BUILD/ Burlington Foundation	None	-----									
4. Hire Full-Time Director for Office*	Office of Burlington Economic Development	None					-----					
5. Provide Annual Operating Budget for Administering Office*	Common Council/BIDL Chamber/BUILD/ Burlington Foundation	\$40,000		-----								
6. Maintain Public & Private Sector Representation in Local Economic Development Organizations	BIDL/Chamber/BUILD/ Burlington Foundation	None						(ongoing)				
INDUSTRY RETENTION												
7. Maintain Working Relationship with Racine County Economic Development Corporation	City Administration/ Office Staff	None						(ongoing)				
8. Provide OEDP to State & Regional Economic Development Agencies	City Administration	None	-----									
9. Provide Local Business Persons with Information on Technical & Financial Assistance	City Administration/ Office Staff/BIDL/ SEWRPC	\$100		-----						-----		
10. Meet with Representatives of Employment Training Organizations	City Administration/ Office Staff/BIDL	None		-----						-----		

Table 13 (continued)

Activity	Responsibility	Estimated Cost	Time Period During Which Activity Will Take Place							
			1987		1988		1989			
			APR-JUN	JUL-SEP	OCT-DEC	JAN-MAR	APR-JUN JUL-SEP OCT-DEC JAN-MAR			
INDUSTRY RETENTION (continued)										
11. Develop Local Business & Industry "Hotline"	City Administration/ BIDL	None					(ongoing)			
12. Provide Information to Business & Industry on Government Contracts & Product Exporting	City Administration/ Office Staff/BIDL	\$100					(ongoing)			
13. Contact CEO's of Industry Establishments with Corporate Headquarters Outside City	City Administration/ BIDL	\$200			-----					
14. Coordinate Annual Events for Chocolate City, USA, Promotional Campaign	City Administration/ Office Staff/Chamber/ Burlington Foundation	None					(ongoing)			
15. Assist Local Businesses with Planned Expansion Projects	City Administration/ BIDL	None					(ongoing)			
16. Continue Regular Meetings with Representatives of Business & Industry	City Administration/ Office Staff/Chamber/ BIDL	None					(ongoing)			
INDUSTRY ATTRACTION										
17. Establish Five-Member Industry Attraction Team	City Administration/ BIDL	\$1,000			-----					
18. Participate in Racine County Industry Attraction Program	City Administration/ Office Staff/BIDL	None					(ongoing)			
19. Request Updates to Economic Profiles & Economic Development Fact Book	City Administration/ BIDL/SEWRPC	\$500			-----					
20. Identify Group of Targeted Industries for City Industry Attraction Program	City Administration/ BIDL/Consultant	\$2,500			-----					

Table 13 (continued)

Activity	Responsibility	Estimated Cost	Time Period During Which Activity Will Take Place									
			1987		1988		1989					
			APR-JUN	JUL-SEP	OCT-DEC	JAN-MAR	APR-JUN	JUL-SEP	OCT-DEC	JAN-MAR		
INDUSTRY ATTRACTION (continued)												
21. Update City Direct Mail Program*	City Administration/ Office Staff/BIDL/ Consultant	\$5,000						(ongoing)				
22. Network Industry Attraction Activities with State & Regional Agencies	City Administration/ BIDL	None										
23. Develop & Implement Marketing Strategy for City Industrial Park*	City Administration/ Office Staff/BIDL	\$2,000						(ongoing)				
24. Update Community Brochure*	Office Staff/BIDL/ Chamber/Consultant	\$3,000										
25. Expand Inventory of Vacant Buildings & Available Land Sites	Office Staff/BIDL/ Burlington Foundation	\$500										
SMALL BUSINESS DEVELOPMENT												
26. Provide Small Industry Establishments with Written Summary of Financial Assistance Programs	City Administration/ Office Staff/BIDL/ SEWRPC	\$100										
27. Emphasize Small Manufacturing Firms in Industry Attraction Program	City Administration/ Office Staff/BIDL	None						(ongoing)				
28. Promote Business Feasibility & Management Assistance Provided by UW-Extension	City Administration/ Office Staff/Chamber/ UW-Extension	None										
COMMUNITY FACILITIES AND SERVICES												
29. Prepare Phased Development Plan & CIP for Industrial Park*	Common Council/City Administration/BIDL	To Be Determined										
30. Explore Feasibility of Creating TID in Industrial Park	Common Council/City Administration/BIDL	None										



Table 13 (continued)

Activity	Responsibility	Estimated Cost	Time Period During Which Activity Will Take Place									
			1987			1988			1989			
			APR-JUN	JUL-SEP	OCT-DEC	JAN-MAR	APR-JUN	JUL-SEP	OCT-DEC	JAN-MAR		
COMMUNITY FACILITIES AND SERVICES (continued)												
31. Adopt Industrial Park Development Plan	Common Council/ Plan Commission/ City Administration	None	-----									
32. Update City Official Map Ordinance	Common Council/ Plan Commission/ City Administration	NA **		-----								
33. Continue to Seek Improvements for STH 36 North of City	City Administration/ BIDL	None							(ongoing)			
34. Prepare Comprehensive Redevelopment Plan for Central District*	Plan Commission/ City Administration/ Office Staff/Chamber/ Burlington Foundation/ BUILD/Consultant	\$45,000										
35. Encourage Development of Business Improvement District in Central Business District	City Administration/ Chamber/BUILD/ Burlington Foundation/ Consultant	NA **		-----								
36. Prepare Facility Plan for Sewage Treatment Plant & Analyze Conveyance Capacity of Sewerage System*	Common Council/ City Administration/ Consultant	To Be Determined		-----								
37. Complete Industrial Park Neighborhood Plan	City Administration/ Plan Commission/SEWRPC	NA **		-----								
38. Pursue Development of New Motel or Hotel in City	City Administration/ Office Staff/Chamber/ Burlington Foundation/ BUILD	None		-----								
Total Estimated Cost		\$100,000										

\* Major economic development activities.

\*\* The costs for these activities have been included in the city budget.

Source: SEWRPC.

However, the costs for the preparation of a facility plan for the sewage treatment plant, the phased development plan for the central business district, and the capital improvements budget for the city industrial park have not been determined because of the need to obtain proposals from private consultants.

It is anticipated that a number of program activities will be implemented through the services of the Regional Planning Commission, the Racine County Economic Development Corporation, and UW-Extension, thereby reducing the overall cost of the two-year program. In addition, the utilization of existing city staff in the administration of the program will help to reduce the overall costs of the program.

The summary provided in Table 13 should facilitate an overall understanding of the program by local officials, business persons, and the general public.

#### Major Economic Development Activities

Several of the recommended economic development program activities are expected to require a relatively large financial investment, and are critical to the successful implementation of the city economic development program. These activities result from the unique economic development needs of the City. Major economic development activities are indicated by an asterisk in Table 13, and include: 1) the formation of the Office of Burlington Area Economic Development; 2) the hiring of full-time staff to coordinate the economic development program; 3) the creation of a \$40,000 budget to finance the City's economic development program; 4) the updating of the city direct mail program; 5) the development of a marketing strategy for the city industrial park; 6) the updating of the City's community brochure; 7) the development of a phased development plan and capital improvements budget for the city industrial park; 8) the preparation of a redevelopment plan for the central business district; and 9) the preparation of a facility plan for the sewage treatment plant.

The remaining economic development program activities can be described as minor in nature and are expected to require substantially less of an investment in time, effort, and cost. These activities result from specific economic development needs in the City, and represent the program components that are usually a part of a community's economic development program.

#### **MONITORING CRITERIA FOR MEASURING THE SUCCESS OF THE CITY OF BURLINGTON ECONOMIC DEVELOPMENT PROGRAM**

In order to determine the success of the city economic development program in addressing the community economic development needs, the program described in the section must be monitored and evaluated with regard to:

1. The effectiveness of the activities in attaining the City's 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 Burlington budget planning process begins in August of each year. The process includes a budget request to the City Administrator by each department head, and the eventual adoption of a budget by the Common Council. The Office of Burlington Economic Development will be responsible for the implementation of the economic development program documented herein. Because the economic development program is funded primarily by the City, the office will need to evaluate its economic development program on an annual basis in compliance with the city budget review process. The office annual budget would be submitted by its Director.

It is recommended that, at a minimum, the following evaluations of the program be conducted by the office 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 changes in the economic development potentials and constraints. 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, with special attention devoted to the existing strategy of utilizing a combination of permanent staff support, consultants, areawide agency staff, and volunteers to carry out the program activities.
6. The Office of Burlington Economic Development, Burlington Industrial Development, Ltd., the Burlington Area Chamber of Commerce, the Burlington Foundation, and BUILD, Inc., 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 Office of Burlington Economic Development 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 office should invite the general public to the informational

meeting 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 office should consider the minutes of the public informational meeting and, when appropriate, alter the program activities based upon the public comments received.