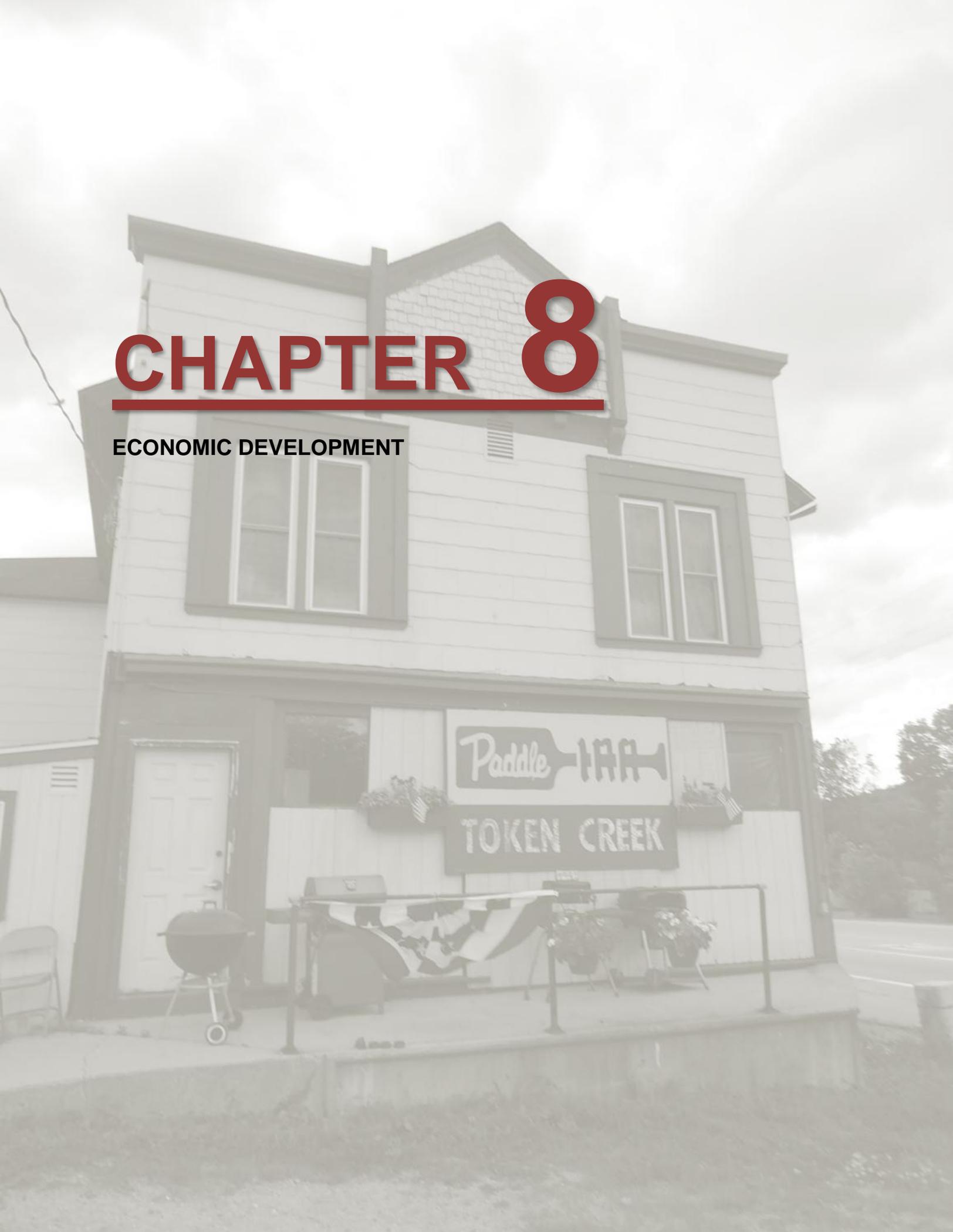


# CHAPTER 8

ECONOMIC DEVELOPMENT



# ECONOMIC DEVELOPMENT

This chapter provides a compilation of goals, objective, policies, programs, and recommendations to promote the stabilization, retention, or expansion of the economic base and quality employment opportunities in the Town of Burke. An analysis of the existing labor force and economic base outlines the Town’s strengths and weaknesses with respect to attracting and retaining businesses and industries. Additionally, this chapter provides a breakdown of the number of sites required for such businesses and industries, including an analysis of the potential to redevelop environmentally contaminated sites. Finally, this chapter identifies county, regional, and state economic development programs that are available to Burke.

## EXISTING ECONOMIC DEVELOPMENT FRAMEWORK

The National Bureau of Economic Research, the organization that defines U.S. recessions, states that the most recent recession began in December 2007 and ended in June 2009. The recovery from this recession has been lethargic nationwide, but Dane County has fared slightly better than Wisconsin and the nation as a whole. The following information provides an overview of how the Town compared to Dane County, and how the past decade has helped shape the Town’s current economic framework.

### Economic Base Analysis

The number of jobs in the County grew 8.6 percent between 2002 and 2012 (with a reported 24,254 jobs<sup>30</sup>). At the end of 2012, the top industries by employment in Dane County were education services,

	Wisconsin Average Annual	Dane County Average Annual Wage	Percent of Wisconsin	1-year % change
All industries	\$ 39,985	\$ 44,512	111.3%	1.4%
Natural Resources	\$ 30,613	\$ 36,968	120.8%	0.1%
Construction	\$ 49,135	\$ 52,671	107.2%	1.3%
Manufacturing	\$ 50,183	\$ 53,686	107.0%	3.8%
Trade, Transportation & Utilities	\$ 34,132	\$ 35,545	104.1%	1.7%
Information	\$ 51,764	\$ 67,069	129.6%	Not avail.
Financial Activities	\$ 53,332	\$ 58,843	110.3%	2.2%
Professional & Business Services	\$ 46,516	\$ 49,651	106.7%	-1.0%
Education & Health	\$ 42,464	\$ 46,954	110.6%	1.3%
Leisure & Hospitality	\$ 14,597	\$ 14,085	96.5%	3.3%
Other Services	\$ 22,682	\$ 31,325	138.1%	1.1%
Public Administration	\$ 41,653	\$ 51,699	124.1%	-0.6%

Source: WI DWD, Workforce Training, QCEW, June 2011

food services & drinking places, professional & technical services, administrative & support services, and hospitals. The County’s employment is centered on the service-producing industries rather than the goods-producing industries, which is more common throughout much of Wisconsin. This can be attributed to the history of the area as the seat of Wisconsin government and the location of the state’s flagship university.

Source: Dane County Workforce Profile, 2011.  
[www.worknet.wisconsin.gov](http://www.worknet.wisconsin.gov)

Commuting patterns (described below)

indicate that the Town is economically linked with various cities and villages throughout the area. Many

<sup>30</sup> Quarterly Census of Employment and Wages, Bureau of Labor Statistics, United States Department of Labor.  
[http://data.bls.gov/pdq/SurveyOutputServlet;jsessionid=30F0A99969B834F678730A6C99D4BE6D.tc\\_instance5](http://data.bls.gov/pdq/SurveyOutputServlet;jsessionid=30F0A99969B834F678730A6C99D4BE6D.tc_instance5)

of the Town's residents are employed within the City of Madison. The predominant employment sector in the Town is educational services, and health care and social assistance accounting for 28.6 percent of jobs, which is up from 19.5 percent in 2000. This is a significant increase as compared to Dane County, which saw a much smaller rise in this industry from 25.9 percent in 2000 to 27.6 percent in 2010. Conversely, in 2000 the percent of the Town's labor force in the manufacturing industry was strong at 15.5 percent. Since then that number has decreased to 9.8 percent, a 37 percent decrease, while the County's has remained between nine and 10 percent during that same timeframe. A further comparison of industries in the Town and County is illustrated in Chapter 1: Issues and Opportunities.

### **Labor Force Trends**

The *labor force* is the portion of the population age 16 and older that is employed or available for work. This includes people who are in the armed forces, employed, unemployed, or actively seeking employment. The 2011 American Community Survey estimates that the Town of Burkes labor force consisted of 2,372 people. Of the 2,372 persons, 1,774 were employed and 118 were unemployed, resulting in an unemployment rate of five percent. As a comparison, Dane County's unemployment rate was four percent and the State of Wisconsin's was 4.9 percent.

### **Commuting Patterns**

According to the 2011 American Community Survey, residents of the Town spend an average of 28.3 minutes commuting to work, indicating that a significant number of workers traveled outside the Town for employment. Roughly eight percent (up from three percent in 2000) of workers commuted over an hour to their jobs while approximately 13 percent (down from 16 percent in 2000) traveled less than 10 minutes. Nearly 83 percent of workers traveled to work alone, while approximately nine percent carpooled, and almost eight percent worked at home. Less than one percent used public transportation

Where do Dane County residents work?	Where do Dane County workers live?	
Dane Co., WI Milwaukee Co., WI Waukesha Co., WI Rock Co., WI Sauk Co., WI Columbia Co., WI	Dane Co., WI Columbia Co., WI Rock Co., WI Milwaukee Co., WI Sauk Co., WI Green Co., WI	
Source: US Census Bureau, Local Employer-Household Dynamics		
Commuting Patterns of Dane County Residents		
Work in Dane County:	253,764	94.8%
Work in another Wisconsin County:	11,620	4.3%
Work outside Wisconsin:	2,371	0.9%
<b>Total:</b>	<b>267,755</b>	<b>100.0%</b>
Source: US Census Bureau, American Community Survey, Table B08007, 2005-2009		

Source: Dane County Workforce Profile, 2011.  
[www.worknet.wisconsin.gov](http://www.worknet.wisconsin.gov)

### **Income**

According to the 2010 U.S. Census, the Town's median household income was \$74,500. In other words, half the Town households had income more than this amount, and half less. This indicates the amount of money everyone 16 years and older living in the household collectively brought in in 2010. This is comparable to other Dane County communities surrounding the Town, as presented in Chapter 1: Issues

and Opportunities. Within the Town the median earnings<sup>31</sup>, primarily wages and salary from a job, vary greatly by gender. The median earning for male workers, full-time, year-round was \$60,948, while female workers was \$36,639 or 60 cents for every dollar earned by men.

**Educational Attainment**

Educational attainment refers to the highest level of education that an individual has completed and is one variable used to assess a community’s labor force potential. According to the 2010 U.S. Census, 93.8 percent of Burke residents are a high school graduate or higher (up from 92.7 percent in 2000) and 35.5 percent hold a bachelor’s degree or higher (up from 28.8 percent in 2000). A comparison of the Town to surrounding municipalities can be found in Chapter 1, Issues and Opportunities.

**ENVIRONMENTALLY CONTAMINATED SITES**

The WDNR Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or “brownfields,” in the state. The WDNR defines brownfields as abandoned, idle, or underused commercial or industrial properties, where the expansion or redevelopment is hindered by real or perceived contamination. Brownfields vary in size, location, and past use, but can be anything from a 500-acre automobile assembly plant to a small, abandoned gas station. These properties present public health, economic, environmental, and social challenges to the communities in which they are located. In Wisconsin there are an estimated 10,000 brownfields.



This former gas station near the interchange of Interstate 39/90/94 and US Highway 51 presents an opportunity not only for economic development but also for remediation of a brownfield. Photo courtesy Mead & Hunt, Inc. 2013.

The Bureau for Remediation and Redevelopment Tracking System (BRRTS) on the Web (BOTW) website, accessible at [dnr.wi.gov/topic/brownfields](http://dnr.wi.gov/topic/brownfields), provides a database of contaminated properties and other activities related to the investigation and cleanup of contaminated soil or groundwater in Wisconsin. As of August 2013, there were 16 BRRTS sites in the Town of Burke. These sites are located throughout the Town and consist of Spill sites, Leaking Underground Storage Tank (LUST) sites, and Environmental Repair (ERP) sites. Of the 16 reported sites, only one ERP site (ongoing cleanup), located within the Gehrke’s Knoll subdivision, is currently open.

<sup>31</sup> Earnings, is 1 of 50 sources of “income” measured by the U.S. Census Bureau each year. Other sources of income include Social Security payments, pensions, child support, annuities, interest, etc. <http://blogs.census.gov/2010/09/23/income-vs-earnings/>

## **ECONOMIC DEVELOPMENT PROGRAMS**

The Town of Burke has a limited number of tools, programs, or agencies of its own that are available to foster economic development. The surrounding village and cities each have a chamber of commerce and other economic development tools to attract and support development in the area. Dane County and the CARPC provide a number of economic development resources available to assist individuals and businesses interested in development and municipalities seeking to development within their own communities. In addition, state and federal agencies provide a wide range of useful economic development financing and planning tools available to communities and individuals. A handful of these tools are outlined below.

### **DeForest Area Chamber of Commerce and Tourism Commission**

The DeForest Area Chamber of Commerce promotes economic and community development in the Village of DeForest and surrounding towns, including Burke. Balancing residential and business growth



The Keg Steakhouse and Bar, located on Portage Road, is listed among the DeForest Area Tourism Commission dining options within the Town of Burke. Image courtesy Mead & Hunt, Inc., 2013.

with preservation of the rich farmland and scenic landscape, the DeForest Area Chamber of Commerce advocates, educates, and promotes economic development and tourism by providing a catalogue of information to interested developers and visitors through its website [www.deforestarea.com](http://www.deforestarea.com). A branch of the Chamber, the DeForest Area Tourism Commission ([www.visitdeforestarea.com](http://www.visitdeforestarea.com)), focuses on activities, events, and accommodations for tourism in the area. This tourism, in part, generates economic growth for the Town of Burke.

### **Dane County Community Development Block Grant (CDBG)**

As described in Chapter 7: Housing & Neighborhood Development, the Dane County CDBG program provides housing assistance to low and moderate-income individuals through funds received from the HUD. In addition to housing assistance, the Dane County CDBG program provides financing to businesses that create jobs for low- and moderate-income individuals as well as businesses and real estate development projects that focus on downtown and commercial district redevelopment.

### **Dane County Economic Development Revolving Loan Fund (RLF)**

The Economic Development Revolving Loan Fund provides gap financing<sup>32</sup> to businesses that create

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<sup>32</sup> Gap financing is a short-term loan used to pay the difference between the minimum amount of money a lender is willing to provide on a commercial loan and the maximum permanent loan the borrower is working to secure.



jobs for low- to moderate-income persons. In order to receive funding assistance, 51 percent of the jobs created or retained must be reserved for low and moderate-income persons. One way municipalities can utilize this fund is to influence new private investment to specific areas compatible with the objectives of the CDBG program.

#### *Dane County Commercial Revitalization Revolving Loan Fund (CRLF)*

The County's Commercial Revolving Loan Fund provides financing specifically for the revitalization of downtown and commercial districts. This program helps municipalities invest in infill redevelopment of traditional business districts and downtown areas in an effort to increase permanent employment or retain existing jobs that may have been lost locally due to competition from areas of new investment.

#### **Wisconsin Economic Development Corporation (WEDC)**

The WEDC provides many programs to help communities spur economic development locally. These include programs focused on community and downtown re/development, infrastructure, and the environment. Additionally, the WEDC helps entrepreneurs looking to locate in a particular area connect with the local community and the resources available in the area. Below are summaries of a few of the programs available from the WEDC to the Town of Burke.

#### *Capacity Building Grants*

Capacity Building (CAP) Grants assist local economic development groups with assessments of the economic competitiveness of the area and with the development of a Comprehensive Economic Development Strategy.

#### *Idle Industrial Sites Redevelopment Program*

This program offers grants to communities for the implementation of redevelopment plans for large industrial sites that have been idle, abandoned or underutilized for at least five years.

#### *Wisconsin DNR Safe Drinking Water Loan Program*

This program provides financial assistance to communities to build, upgrade, or replace public water supply system infrastructure.

#### *USDA Rural Development (Wisconsin Office)*

The US Department of Agriculture Rural Development, Wisconsin office provides financial assistance to communities to support public facilities and services such as water and sewer systems, housing, health clinics, emergency service facilities, and electric service.

#### *WDNR Ready for Reuse Program*

This WDNR administered program provides loans and grants to communities to be used for

environmental cleanup or hazardous substances or petroleum at brownfield sites.

Capital Catalyst Program

This program provides seed grants, typically ranging from \$50,000 to \$500,000, to communities dedicated to stimulating entrepreneurship. Industry sectors targeted for Capital Catalyst seed grants includes advanced manufacturing, agriculture or food processing, information systems, medical devices, and renewable/green energy.

Seed Accelerator Program

The WEDC Seed Accelerator program provides grants to eligible communities to support a pre-seed (early stage) business model that incorporates training, mentoring, and financial assistance to entrepreneurs in their area. This program largely aims to connect aspiring businesses owners with the resources they need to support new companies.

**US Economic Development Administration (EDA)**

The US Economic Development Administration provides grant programs for economic development assistance, regional planning and local technical assistance. A database of available grants can be found at [www.grants.gov](http://www.grants.gov).

**ASSESSMENT OF DESIRED ECONOMIC DEVELOPMENT FOCUS**

It is both important and required by Wisconsin State Statutes that comprehensive planning “assess categories or particular types of new businesses and industries that are desired by the local government unit”. Table 22 considers the strengths and weaknesses for economic development in the Town of Burke. Based on these strengths and weaknesses, the Town’s desired economic focus is reflected in the goals, objectives, policies, programs, and recommendations.

**TABLE 22: TOWN STRENGTHS AND WEAKNESSES FOR ECONOMIC DEVELOPMENT**

Strengths	Weaknesses
Located adjacent to the Cities of Madison and Sun Prairie	Limited sewer and water services available
Great regional access via Interstates 39, 90, and 94	Limited size of population
Available land adjacent to major transportation corridors	Limited Town staff
Recreational opportunities including Token Creek, wetlands, parks and lakes	Cooperative Plan favors development in cities and village, and pending dissolution
Strong education base and proximity to colleges and University of Wisconsin-Madison	Recreational opportunities at Token Creek County Park are administered by Dane County



**ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, AND POLICIES**

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**Goal:** Encourage economic development opportunities in line with the resources and public services available in the Town.

**Objectives:**

1. Focus economic development efforts on natural resources, nature and related businesses.
2. Direct commercial development to planned areas identified on Map 8: Future Land Use.
3. Discourage unplanned, continuous strip commercial development.
4. Support the development of a new overpass at Anderson Road over Interstate 39/90/94.
5. Collaborate with adjacent and overlapping municipalities to attract appropriate economic development to the area.

**Policies:**

1. Pursue funding sources for use in the redevelopment and remediation of brownfields.
2. Plan for a sufficient supply of developable land.
3. Direct large-scale commercial and industrial development into areas where public utilities are available.
4. Pursue tax increment financing as a tool to encourage recreation tourism-related development.
5. Work with Dane County to administer the County's performance standards (i.e., screening, landscaping) when reviewing development proposals. Consider inclusion in the Subdivision/Land Division Ordinance revisions.
6. Implement standards for new commercial development to ensure that future development is high-quality. Consider inclusion in the Subdivision/Land Division Ordinance revisions.
7. Work with private land owners to clean up contaminated, vacant, and run-down sites and buildings that threaten the public health, safety, and welfare and impair the visual appearance of the Town.

**ECONOMIC DEVELOPMENT PROGRAMS AND RECOMMENDATIONS**

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**Encourage Businesses that are related to Recreation**

The Town's vast natural resources (Token Creek, Cherokee Marsh, wetlands, and woodlands) make promoting businesses related to recreation viable in the area. The Town will encourage the establishment of recreation-based businesses near the Cherokee Marsh and Token Creek County Park areas. As the Token Creek County Park and Natural Resource Area Master Plan is implemented to enhance and expand recreational opportunities in the area, the Town can capitalize by investing in economic development strategies which complement this expansion.

**Tax Increment Financing (TIF)**

The use of TIF as a tool for economic development allows the Town to expend money related to agriculture, tourism, forestry, manufacturing, residential development, or retail development projects. As outlined in Chapter 3: Agricultural, Natural & Cultural Resources, the Town can utilize TIF in the promotion of nature- or culture-based tourism like the development of RV parks, campgrounds, or (disc) golf courses. Similarly, the Town can utilize this financing tool for the expansion of public infrastructure including sewer and water; streets; and drainage, remediation, or redevelopment of specific sites, and land acquisition. The Town can pursue the use of a TIF alone or in a partnership within surrounding jurisdictions.

The use of a traditional TIF can be somewhat risky because it requires a municipality to pay development costs upfront and use the increment from increased tax revenues from the project to pay back those upfront costs. A developer will agree to do “x, y, and z” if a municipality agrees to pay for “a, b, and c.” This scenario places all the risk on the municipality and community to ensure the TIF succeeds. However, the Town can pursue a more conservative “Pay-As-You-Go” TIF. In this type of TIF, the municipality relies on the developer to pay for the upfront project costs and uses the increment from the increased tax revenue to pay back (reimburse) the developer for public benefitting costs; decreasing the risk of the community and ensuring the developer has an economic stake in the venture.

**Direct Intensive Development into the Village of DeForest and cities of Sun Prairie and Madison**

As outlined in Chapter 3: Agricultural, Natural and Cultural Resources, the Town should encourage large-scale residential and commercial development projects into the future planned development areas of the surrounding and overlapping jurisdictional ETZ areas. Specific development areas and criteria will be guided by the comprehensive plans and ordinances of each respective municipality.

**Implement Enhanced Design Standards for Commercial Development to Ensure High-Quality Development**

Burke should strengthen and enforce design standards for commercial projects to ensure high-quality, lasting projects that are compatible with the desired character for the Town. These standards should apply to all new non-residential development in the Town, with particular emphasis along key corridors like Interstate 39/90/94, US 151, US 51, and STH 19. Outdoor storage and unscreened loading docks should be discouraged in high visibility yards, in order to maintain a high-quality appearance of development sites from the highway. Materials, colors, design of building facades, screening walls, and/or fences in such areas should be compatible with the predominant materials, colors, and design of the “front” of the principal building.



Commercial design standards should depict general design guidance for various types of retail/commercial development projects. Overall, the following principles should be incorporated into site and building designs for new and expanded commercial uses, regardless of type:

- Limited number of access drives along arterial and collector streets.
- Common driveways serving more than one commercial use, wherever possible.
- High-quality landscaping of bufferyards, street frontages, paved areas, and building foundations.
- Parking lots landscaped with perimeter landscaping and/or landscaped islands.
- Intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas oriented away from less intensive activity areas.
- Parking to the sides and rear of buildings, rather than having all parking in the front.
- Signage that is high quality and not excessive in height or total square footage.
- Safe, convenient, and separated pedestrian and bicycle access to the site.
- Use of cut-off light fixtures to prevent light trespass.
- Use of high-quality building materials, such as brick, wood, stone, and tinted masonry.
- Variations in building height and roof lines, including parapets, multi-planed, and pitched roofs and staggered building facades
- Arrange/group buildings so their orientation complements adjacent development, frames streets/intersections and parking lots.